



A Safer Tomorrow



Internal Security Programme

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Tiivistelmä: Valtioneuvosto teki 14.6.2012 periaatepäätöksen kolmannesta sisäisen turvallisuuden ohjelmasta, jonka nimi on Turvallisempi huominen. Ohjelma on laadittu pääministeri Jyrki Kataisen hallituksen ohjelmassa päätettyjen linjausten mukaisesti. Ohjelman valmistelu käynnistyi 3.11.2011 valtioneuvoston tekemällä päätöksellä. Ohjelman valmistelutyötä on koordinoitunut sisäasiainministeriö.

Hallitusohjelmassa on asetettu tavoitteeksi, että Suomi on Euroopan turvallisin maa, jossa ihmiset ja eri väestöryhmät kokevat yhteiskunnan yhdenvertaisena ja oikeudenmukaisena. Sisäisen turvallisuuden ohjelman ydinsisältö muodostuu hallitusohjelmassa päätetyn mukaisesti arjen turvallisuuden näkökulmasta tärkeimpien turvallisuusongelmien ennaltaehkäisystä ja ratkaisusta. Ohjelmassa on kuvattu arjen turvallisuuden tilanne ja haasteet ja esitetty 64 toimenpidettä. Lisäksi ohjelmassa on esitetty tunnusluvut, joilla seurataan sisäisen turvallisuuden kehitystä.

Toimenpiteistä noin kaksi kolmannesta painottuu ennaltaehkäiseviin toimiin. Pääosa toimenpiteistä on jatkossa pysyvää toimintaa. Ohjelmassa on päätetty toimenpiteistä muun muassa turvallisuuden tunteen lisäämiseksi, oppilaitosten ja julkisten tilojen turvallisuuden parantamiseksi, työssä kohdatun väkivallan ja vakavan väkivallan ja sen uhkan vähentämiseksi, nuorten turvallisuuden parantamiseksi sekä lapsiin ja nuoriin kohdistuvan seksuaalisen häirinnän vähentämiseksi, yritystoiminnan turvallisuuden lisäämiseksi ja rikoksen uhrin palvelujen parantamiseksi.

Ohjelman valmisteluun osallistui noin 100 asiantuntijaa, jotka edustivat yli 40 eri organisaatiota ml. viranomaiset, järjestöt ja elinkeinoelämä. Ohjelman sisältöä valmisteltiin kuudessa asiantuntijaryhmässä. Sisäisen turvallisuuden ohjelman ohjausryhmä käsitteli asiantuntijaryhmien ehdotuksia ja muokkasi niitä edelleen sisäisen turvallisuuden ministeriryhmän käsittelyä varten. Sisäisen turvallisuuden ministeriryhmä hyväksyi ohjelmaluonnoksen 29.5.2012, jonka jälkeen se käsiteltiin hallituksen neuvottelussa 5.6.2012 ja sitä koskeva periaatepäätös tehtiin valtioneuvoston istunnossa 14.6.2012.

Sisäisen turvallisuuden ohjelma toimeenpannaan osana eri hallinnonalojen toiminta- ja taloussuunnittelua ja tulosohejausta. Alueellisen toimeenpanon varmistamiseksi valmistellaan alueelliset toimeenpanosuunnitelmat, joka valmistuvat syyskuussa 2012. Toimeenpanosuunnitelmat valmistellaan laajassa yhteistyössä aluehallintovirastojen johdolla. Sisäisen turvallisuuden ohjelmassa asetetut tavoitteet ja toimenpiteet otetaan huomioon paikallisissa turvallisuussuunnitelmissa.

Sisäisen turvallisuuden ohjelman toimeenpanoa seuraa sisäisen turvallisuuden ministeriryhmä sekä asetettavat ohjausryhmä ja järjestöyhteistyön seurantaryhmä. Ohjelman toimeenpanosta raportoidaan vuosittain. Lisäksi sisäisen turvallisuuden ohjelmasta tehdään yhdenvertaisuusarviointi sekä laajempi vaikuttavuusarviointi.

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Abstract: On 14 June 2012, the Government adopted a Resolution on the third Internal Security Programme, whose title is A Safer Tomorrow. The Programme was drawn up in accordance with the policies outlined in the Programme of Prime Minister Jyrki Katainen's Government. Preparation of the Programme was launched by a Government decision of 3 November 2011 and coordinated by the Ministry of the Interior.

The objective set out in the Government Programme is to make Finland the safest country in Europe, one in which people feel that they live in a fair and equal society regardless of how they identify themselves. As outlined in the Government Programme, the core of the Internal Security Programme consists of prevention and solution of security problems that are the most important from the perspective of everyday life. The Programme describes the current situation and challenges in everyday security and contains 64 proposed measures. It also describes the indicators used to monitor trends in internal security.

Around two thirds of the proposed measures are preventive in nature; most are intended as permanent forms of action. The Programme includes measures addressing issues such as increasing people's sense of security; improving safety and security at educational institutions and in public spaces; reducing violence at work, and serious violence and its threat; improving the safety of young people and reducing sexual harassment against children and adolescents; improving business security; and improving crime victim services.

Some 100 experts contributed to the preparation of the Programme, representing more than 40 organisations, including

public authorities, NGOs and the business sector. The content of the Programme was prepared by six expert working groups.

The steering group of the Internal Security Programme discussed the proposals of the expert working groups and edited them further for discussion by the ministerial working group on internal security. The ministerial working group approved the draft Programme on 29 May 2012, following which it was discussed at a government meeting on 5 June 2012, and the Government Resolution on the Programme was adopted at a government session on 14 June 2012.

The Internal Security Programme will be implemented by ministries and their agencies within the framework of operational and financial planning and performance guidance. Regional implementation will be ensured with the preparation of regional implementation plans, scheduled for completion in September 2012. The implementation plans will be prepared through broad-based cooperation coordinated by the regional state administrative agencies. The objectives and measures outlined in the Internal Security Programme will be taken into account in local security plans.

Implementation of the Internal Security Programme will be monitored by the ministerial working group on internal security, and by the steering group and the NGO working group to be established for the purpose. A report will be drawn up on the implementation of the Internal Security Programme on a yearly basis. An equality impact assessment and a broader operating effectiveness study will also be conducted on the Internal Security Programme.

Keywords: internal security, improving security, cooperation, intersectoral

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To the reader

The purpose of the Internal Security Programme is to improve security in everyday life and effectively address problems that undermine the security of society or the people's sense of security. The Internal Security Programme is a Government Resolution, and the present one is the third of its kind. The Internal Security Programme is part of the implementation of the Government Programme and is connected to broader efforts aimed at ensuring the future well-being and competitiveness of Finnish society.

All ministries and their agencies have contributed to the preparation and implementation of the Internal Security Programme. Representatives of NGOs and the business sector were also closely involved in the preparation and will be likewise involved in putting the measures outlined in the Programme into practice. The Programme is implemented within the framework of the operational and financial planning and performance guidance of the ministries and their agencies, and within the framework of local and regional security cooperation. Its implementation is supported by regional implementation plans where the measures outlined in the Programme are described in more detail, along with timetables.

Good internal security requires cooperation between authorities and with NGOs, and also the participation of citizens. Security cannot be outsourced; it is the sum total of the actions of society as a whole and its individual members, and is a product of how security is taken into account in everyday life. Elements that lay the foundation for good internal security include smoothly functioning basic services, prevention of poverty and social exclusion, all-inclusive education policy, education services that support well-being, taking care of young people and the elderly, and the security and amenity of the built-up environment and residential areas. However, these alone are not always enough to prevent or curb trends detrimental to public security, and that is why specific measures too are needed for improved everyday security. These measures are brought together in the Internal Security Programme.

In total, 100 experts, representing 43 organisations, have contributed to the preparation of the Internal Security Programme. The preparation has involved seminars, consultations, round-table discussions, and other sessions in which experts and other stakeholders were extensively consulted. I would like to take this opportunity to thank everyone who has contributed to this effort. This broad-based participation helped ensure that multiple perspectives and approaches were taken on board in the shaping of the Programme.

The preparation of the Programme was managed by the ministerial working group on internal security, which will be monitoring and leading its implementation too. The ministerial working group will also be monitoring the progress of regional implementation plans. Monitoring is important because it provides the ministerial working group with a wealth of information on trends in both actual and perceived security and on current security challenges all around the country. Finland is a large country in geographical terms, and the particular characteristics of its various regions must be taken into account in the work to improve internal security.

Helsinki, 14 June 2012



Päivi Räsänen

Minister of the Interior

Chair of the ministerial working group
on internal security



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1. Introduction

Good security is a broad concept whose key elements are the well-being of citizens, strong social cohesion, a sense of community, economic stability, and a vibrant society. Efforts to maintain and improve security are pursued on a broad front in the various sectors of society and by private citizens. The purpose of the Internal Security Programme is to propose solutions to certain security challenges in everyday life which we can address and prevent to improve security and well-being in our everyday lives and to promote civil harmony.

The definition of 'internal security' is a state of society where everyone can enjoy the rights and freedoms guaranteed by the rule of law without fear or insecurity caused by crime, disorder, accidents, or indeed any national or international phenomena.

The Internal Security Programme is a Government Resolution; a version of it is adopted during each Government's term of office as a policy document outlining how internal security is to be improved during that particular term. The previous Government Resolutions on the Internal Security Programme date from 2004 and 2008.¹

The key priorities of the Programme are set out in the Government Programme. The Programme of Prime Minister Jyrki Katainen's Government, published on 22 June 2011, states that the core of the Internal Security Programme should consist of prevention and solution of security problems that are the most important from the perspective of everyday life.

On 3 November 2011, the Government set up a project to prepare the third Internal Security Programme. This set-up was prepared jointly by various ministries. The preparation drew on the outlines of the content of the Internal Security Programme that are given in the Government Programme. Following intersectoral preparation, special focus was directed at increasing security in everyday life and safety and security in the home, improving the safety of young people, combating safety and security threats caused by alcohol and other substances, and improving services for both crime victims and offenders. The Internal Security Programme describes the key security challenges in everyday life and outlines solutions and measures to prevent problems.

Improving security and efficiently solving problems increasingly require action jointly agreed upon and timetabled by various actors. The focus in the Internal Security Programme is on objectives and measures whose implementation requires cooperation between authorities and with NGOs. Jointly implemented and coordinated measures are often also considerably less expensive than if individual sectors and levels of government work toward the same ends while unaware of what the others are doing. The Programme focuses on phenomena that have elevated the risks and problems in everyday security and that cannot be resolved by measures covering the entire population.

A business security strategy was prepared as part of the Internal Security Programme. That strategy will be implemented jointly by the authorities and the business sector, and its key measures are incorporated into the Internal Security Programme.

¹*A safer community, 23 September 2004; Safety first, 8 May 2008.*

The present document is the third Internal Security Programme to be published. It follows on from its predecessors, taking into account changes and new challenges in the operating environment.

The Internal Security Programme is implemented by means of projection of its objectives and measures to performance guidance and to operational and financial plans. Also, regional implementation plans will be drawn up to promote regional and local pursuit of the objectives. The regional implementation plans will describe how the objectives and measures outlined at the national level will be put into practice in individual regions across the country, with consideration of particular regional characteristics, action already taken, and other work in progress.

The measures set out in the Internal Security Programme will be implemented in the context of normal official duties, and some of these measures will remain permanent practices with the authorities. The Programme guides the development of the operations and services of various actors from an intersectoral perspective, with reference to the objectives of the Government Programme.

The Internal Security Programme begins with a description of the objective for internal security specified in the Government Programme. The key challenges in everyday security are described in Chapter 4. Chapter 3 is about other programmes and decisions with a bearing on internal security; these matters are not addressed in the present Programme, to avoid overlap. Chapter 5 contains the measures proposed for resolving key issues in everyday security and for preventive action. The implementation of these measures is largely intended to take place during the term of Prime Minister Jyrki Katainen's Government. Chapter 6 is about the indicators used to monitor the implementation of the Programme.

2. Objective of the Internal Security Programme

The Government Programme of 22 June 2011 set out its internal security objective as follows:

The objective of internal security is to make Finland the safest country in Europe, one in which people feel that they live in a fair and equal society regardless of how they identify themselves.

The purpose of the Internal Security Programme is to help ensure that the objective for internal security set out in the Government Programme is attained.

The objective of the Internal Security Programme is to prevent and curb accidents and crime and to reinforce the general public's sense of security. Overall, the well-being of residents of Finland has increased, but at the same time a small percentage of the population tend to accumulate problems more prominently than before. Such problems, if they escalate, may lead to actions and phenomena that undermine the security of individuals, communities, and society at large. The Programme is intended to outline measures to address identified problems and risks and to break negative trends at the level of both individuals and society as a whole. Moreover, the Programme reinforces the many efforts in various areas of society to improve the well-being of the population and the vitality and competitiveness of our society.

The main individual objectives of the Internal Security Programme are to reduce alcohol-related safety and security problems, ensure a safe growth environment for young people, improve the safety of the elderly, and improve services for victims of crime. Another objective is to ensure the introduction of procedures through which the authorities, working with NGOs, can quickly respond to situations that threaten the safety and security of individuals, communities, and society at large.

3. Other programmes and decisions affecting internal security

In October 2011, the President of the Republic and the Cabinet Committee on Foreign and Security Policy decided to initiate the preparation of a Government Security and Defence Policy Report. The aim is to submit the Report to Parliament during 2012. The Report provides a comprehensive evaluation of Finnish security and defence policy, and lays down guidelines for the future extending into the latter half of the 2010s. The Report is based on the comprehensive concept of security. In an interdependent world, many security challenges and threats have far-reaching transnational impacts, and controlling them calls for measures beyond the realm of traditional security policy instruments or military defence.

The Hallberg committee, appointed by the Government to prepare a comprehensive report on preparedness in Finnish society, submitted its report in December 2010. The recommended measures presented in the report are now being implemented.

On 16 December 2010, the Government adopted a Resolution on the Security Strategy for Society. Its purpose is to harmonise preparedness measures in the various ministries and their agencies. The Security Strategy for Society follows on from the Strategy for Securing the Functions Vital to Society. The Security Strategy for Society forms a common foundation for all actors in society in the area of preparedness and crisis management. Other strategies and guidelines for preparedness and the management of disturbances are complementary to the Strategy and deepen its approach.

In accordance with the Programme of Prime Minister Jyrki Katainen's Government, the Ministry of Social Affairs and Health has initiated an intersectoral action plan for reducing social exclusion, poverty, and health problems. The outcomes of this action plan will have a key impact on internal security.

Other action plans that are of importance for internal security include the National Action Plan to Reduce Violence against Women and Finland's national action plan for injury prevention among children and youth, called 'Providing a Safe Environment for Our Children and Young People'. The action plan titled *Turvallinen elämä ikääntyneille* [Safe life for the elderly], issued in 2011, includes recommendations for improving the safety of elderly people. An action plan to reduce substance abuse and its harmful effects for 2012–2015 is in preparation, and the National Action Plan on Fundamental and Human Rights for 2012–2013 was completed in spring 2012. The Alcohol Programme focuses on cooperation in reducing alcohol-related harm that was begun in 2008. On 19 January 2012, the Government adopted an action plan designed to combat economic crime and the shadow economy. The Government Resolution on Improving Road Safety in Finland incorporates the key measures to be undertaken in this sector during the present Government's term of office. Preparations for an action plan to combat organised crime are under way.

A report on security in sparsely populated areas was drawn up in 2009.² This report contains recommendations on how to improve security in sparsely populated areas; delivery of these recommendations must be ensured. A new report of this nature will be drawn up at regular intervals, with the aim of monitoring trends in security, people's sense of security, and the availability of security services in sparsely populated areas.

In 2010, the Government adopted a Resolution on the Counter-Terrorism Strategy, which is to be updated during the present Government's term of office. Measures to prevent violent extremism set out in the Internal Security Programme support the Counter-Terrorism Strategy.

To avoid duplication, the Internal Security Programme does not address the objectives or measures covered in the programmes referred to above.

The EU Internal Security Strategy has been adopted, and its implementation is under way. Objectives and measures decided upon at the EU level have been taken into consideration in the Internal Security Programme insofar as they are related to the national objectives set out to improve everyday security.

The ongoing reform in local government structures is intended to reduce the number of municipalities in Finland. A reorganisation process is also in progress in the Defence Forces. The Defence Forces have been a major player in local and regional cooperation in implementing the Internal Security Programme, and it is important that this cooperation continues.

² *Turvallisuus harvaan asutuilla alueilla (Security in sparsely populated areas). Situation report 2009. Ministry of the Interior publications 20/2009.*

4. Everyday security and key challenges

By international comparison, Finland is a relatively safe country. People here trust institutions and other people to a high degree. A comparison of crime levels with other EU Member States shows that the overall crime rate in Finland is low but the incidence of homicide is high. There are considerable regional differences in the number of homicides. One of the major reasons for the high incidence of homicides is alcohol-related violence, which remains a major challenge. The number of accidents is high, although in the area of traffic safety Finland is one of the 10 safest Member States. In international corruption rankings, Finland has consistently placed among the least corrupt countries in the world.

The Government Programme of 17 June 2011 notes that the key domestic challenges include the prevention of social exclusion and social polarisation, which will have a favourable impact on the sense of security. The following is a description of the current state of everyday security and key challenges, based on research findings and reports.

4.1 Security challenges caused by social exclusion

Exclusion may also refer to cases in which lack of involvement leads to isolation from society and its functions. Exclusion may be inherited: children in families in such situations tend to learn ways of behaving and reacting that augment the risk of exclusion.

Social exclusion is one of the key factors underlying security issues. Exclusion often involves substance abuse. Excessive substance use in combination with other factors promoting exclusion may accelerate and exacerbate an individual's loss of control of life and his or her falling outside society. Exclusion affects the safety of the individual, his or her closest circle of family and friends, and society at large too.

Alcohol is the largest single underlying cause of violence and accidents. Alcohol plays a role in about one out of every four fatal road accidents and in about 10% of all road accidents. Alcohol also frequently plays a role in other accidents and injuries.

About 70% of young people who drown, and about half of those who die in water traffic accidents, are intoxicated at the time. Alcohol use among young people decreased in the 2000s until 2009, at which point this positive trend bottomed out and the percentage of young people engaging in binge drinking began to increase. According to the Adolescent Health and Lifestyle Survey in 2009, the percentage of people aged 14 to 18 who drank alcohol until 'really drunk' at least once a week was 22% among boys and 21% among girls.

Crime related to social exclusion is caused by the sum of a number of factors. Exclusion correlates strongly with violent crime and property crime, and also with drug-related crime in cases where the perpetrator himself or herself is a drug user. Personal and structural factors promoting social exclusion may lead to criminal behaviour. Entering a subculture that engages in and approves of criminal behaviour may reinforce an individual's weak sense of identity and improve his or her standing in the subculture's community.

A particular feature of violence in Finland is that it is closely associated with social exclusion. The most usual perpetrator of a violent offence in Finland is a socially excluded man who is unemployed and a substance abuser. He is also highly intoxicated at the time. Those committing violent crimes and those falling victim to them are often the same people. In Finland, violence has a strong tendency to become concentrated in this way. According to data collected by the National Research Institute of Legal Policy, 90% of Finns never encounter violence in their

lives. By comparison, 1% of the population forms the target of 67% of all violent offences. The same background factors are often at play in intimate partner and domestic violence.

According to a report published in 2012,³ the number of socially excluded young people has increased only slightly in recent years. The percentage has varied, being 9% in the early 1990s and about 5% at the end of 2011. In 2010, there were 51,300 young people aged 15 to 29 who were considered socially excluded. Of these, some 32,500 form the hard core of the socially excluded. They are absent from every statistical analysis, and no one knows where they are and what they are doing. Nearly one in four excluded young people are of an immigrant origin, and one in three uneducated young people whose native language is some other than Finnish or Swedish are socially excluded. There are huge differences in the risk of exclusion between immigrant groups. Of Somali-speaking young people aged 15 to 29, more than 40% are socially excluded.

Dropping out of school and becoming unemployed increase the risk of a young person becoming socially excluded and involved in criminal activity. Awareness of the dangers of becoming a dropout and/or unemployed for a young person's future has increased, and efforts have been stepped up to prevent and combat dropping out of school.

Summary of the security challenges related to social exclusion:

- Reducing alcohol abuse that reinforces social exclusion.
- Reducing safety and security problems associated with alcohol use – e.g., the elevated risk of injury or accident and the considerable risk of committing or falling victim to violent crime, or of engaging in criminal activity generally.
- Improving the status of socially excluded young people and curbing their criminal behaviour before the problems become serious.

³ Myrskylä P. *Hukassa – Keitä ovat syrjäytyneet nuoret? (Feeling lost – Who are socially excluded young people?)* Eva analysis 19, 1 February 2012.

4.2 Everyday security challenges

4.2.1 Safety and security in and around the home

Compared with other western EU Member States, Finland has a high incidence of accidents in and around the home.⁴ About one in every three injuries is sustained in the home, and the number of accidents in the home has almost doubled over the past 25 years.⁵ Accidents in the home among men occur most frequently in the context of maintenance, repairs, and building work, and among women in the context of cooking and moving about. The most common way of sustaining an injury in the home is falling down.

⁴ One should note when reading accident statistics that there are differences between countries in how they are recorded. Also, statistics have improved over the years, and their increased accuracy and comprehensiveness may actually have contributed to the increase in the number of accidents reported to the authorities.

⁵ Tiilikainen K (ed.) (2009). *Tapaturmat Suomessa (Accidents in Finland)*. Edita, pp. 78–80.

In 2010, a total of 2,856 accidental deaths were recorded, 65.4% of them among men and 34.6% among women. Falling down and falling from a height were the principal causes. The highest incidences of accidental deaths were recorded for men aged 50 to 64 and women aged 80 to 89.

The number of elderly people is increasing rapidly. Ensuring a safe home for the elderly is a key challenge in the area of housing. Elderly people are able to live at home for longer, and the number of elderly people living alone is growing. Elderly people are highly likely to have accidents in the home, most commonly falling down or falling from a low height. One out of three elderly people living at home, and half of those living in sheltered housing or an institution, will fall down at least once a year. A person having once fallen down is at an elevated risk of falling down again: about half of those who fall down once fall down again. The consequences of such accidents are often serious, because of the general physical fragility of elderly people. Improving the safety of the home environment is of crucial importance for elderly people, along with maintaining mobility and functional capacity.

The number of fatal accidents involving children has decreased substantially over the years. As recently as in the early 1970s, about 300 children sustained a fatal injury every year; by the mid-2000s, this had declined to just over 20. The trend in injuries requiring hospitalisation has not been quite so favourable; children under the age of 15 are hospitalised because of an accident about as frequently as 20 years ago.

Children under school age most commonly sustain their injuries at home. Schoolchildren, in contrast, commonly sustain injuries in the environments where they spend their leisure time.

The cleanliness and general amenity of people's immediate surroundings have a bearing on their security and sense of security. Studies show that untidy and unattractive environments tend to promote crime. Keeping courtyards and access routes in good order and clean reduces the risk of accidents. Gritting and other similar measures in winter help prevent slipping and falling.

4.2.2 Safety and security in public spaces

People spend increasing amounts of time in public or semi-public spaces such as shopping centres and, in warm weather, open spaces, including parks, squares, and outdoors in city centres. A considerable number of shopping centres have been built in recent years.

Young people do not go to shopping centres so much to shop as to 'hang out', sitting around with their friends. The adult population has a much more diverse offering available at shopping centres than used to be the case, as they nowadays include plenty of restaurants, cinemas, and even spas. In fact, shopping centres have increasingly become leisure centres, intended for much more than just shopping. Outside the major growth centres, people – particularly young people – tend to congregate at large roadside service facilities. These, too, are premises originally meant for consumers that have now morphed into common rooms or youth halls.

Premises such as these, hereinafter referred to as 'multi-purpose facilities', are very diverse in nature and accordingly involve a wide range of safety and security challenges. Safety and security are a vital consideration for the operation of these facilities, however, because it is a basic requirement for smooth and profitable business and for customer comfort. A high level of safety and security is an important competitive advantage for shopping centres and similar facilities.

Safety and security challenges in multi-purpose facilities have proliferated. There are accident risks such as fire or water damage. There are also new risks involving people choosing these facilities as a location for perpetrating violence. Multi-purpose facilities typically house several actors, each with their own security systems, often of variable quality. It may be a challenge, therefore, to ensure the overall security of the facility. Personnel turnover may be high, and there may be considerable differences in security competence between employees. Disorderly behaviour and substance abuse in the vicinity of a shopping centre or roadside services may affect activities inside the multi-purpose facility in the form of disturbances and threatening situations.

4.2.3 Street security

A National Victim Survey, reflecting the overall crime rate, has been conducted at regular intervals since the early 1980s. The survey compares different forms of violence. The survey shows that over the past 30 years, street violence has nearly been cut in half. Security factors are now taken better into account in community planning. Police operations have also become more systematic, and analyses are used as a basis for allocating resources to areas and to times of day that involve potential security threats.

The most problematic context as far as street violence goes is in city centres in the early hours of the morning, when the bars and clubs close. They are open well into the small hours, and the people leaving them in the middle of the night are often very drunk, very tired, and very hungry. This easily leads to altercations in taxi queues or at snack kiosks, and these may erupt into violence, sometimes with serious consequences.

Theft committed against elderly people on the street and in the vicinity of their homes has increased in recent years. Such theft is often committed by young socially excluded people. There are also groups of foreign origin who specifically target elderly people. An elderly person is an easy target. Theft turns into robbery if violence or the threat of violence is involved. Even mild use of violence may be fatal to a fragile old person. An elderly person afraid of moving about on the streets may become a recluse and anxious because of not daring to go out to manage his or her daily affairs.

Also important in safety terms is to pay attention to the upkeep of streets and roads. Keeping streets and pavements clean and in good condition is highly challenging in Finland, especially in the winter. With increased awareness of the injuries caused by slipping and falling and their costs to society, cities and towns have begun to give more attention to solid street maintenance. Keeping streets and pavements in good condition is particularly important for enabling elderly people to move around safely.

There are about 200,000 cases in Finland each year in which a person sustains an injury or a disability because of slipping and falling. This number has increased by about 30% over the past 10 years. Slipping and falling is estimated to cost the national economy about EUR 200 million in direct costs every year.

4.2.4 Safety and security at educational institutions

Educational institutions are crucial for the safety of children and adolescents. Children and adolescents spend a large part of their weekdays at school or at some other educational institution. Bullying at school is detrimental to the well-being of a child or adolescent. It may cause significant mental harm, and in some cases physical harm too, which will affect the future life of the child or adolescent in question. Violence and the threat of violence are encountered at educational institutions, but no-one really knows to what extent. The school shootings in Jokela and Kauhajoki underlined in a shocking and dramatic fashion just how important security at educational institutions is.

According to education legislation, pupils and students have a right to a safe learning environment without being subjected to violence, bullying, or harassment. The Rescue Act requires educational institutions to prepare emergency plans anticipating dangerous situations and their impacts, detailing options for evacuation or taking shelter, and stipulating that personnel should be trained to handle such situations.

On 19 January 2009, the Ministry of the Interior issued instructions on how emergency plans need to be updated in view of the recent school shootings.

The negative impact of school bullying on the well-being of a child or adolescent is generally acknowledged. Bullying commonly occurs among pupils or students, but a teacher too may be a bully – or bullied. Estimates indicate that one in 10 children are repeatedly bullied at school. If the bullying fulfils the criteria for a criminal offence according to the legislation, it is a crime. This might involve offences such as defamation, unlawful threat, or assault – whether physical or mental. Aiding and abetting or encouraging a bully may also lead to criminal liability. It is important to intervene in the disruptive behaviour of children at a very early age, since studies show that disruptive behaviour in early childhood is a key indicator of a future criminal lifestyle.

Sexual harassment against children and adolescents has become more prominent. It occurs at educational institutions and among schoolchildren. Experiences of sexual harassment and violence by young people have been explored, for instance, in school health surveys. Harassment through electronic communications and the social media is a growing phenomenon, and both girls and boys are targeted.

According to the most recent school health survey, 49% of girls in 8th and 9th grade, 44% of girls in general upper secondary school, and 55% of girls in vocational upper secondary education and training had experienced sexual harassment. Sexually oriented verbal abuse, such as being called a whore, was reported by 40% of girls in upper-level comprehensive school, 31% of girls in general upper secondary school, and 45% of girls in vocational upper secondary education and training. About one in three girls had experienced disturbing sexual propositions or harassment online or over the phone, according to the survey. Some 6% to 7% of boys had experienced harassment online or over the phone. According to the Child Victim Survey 2008, slightly over one in five girls in 9th grade had experienced sexual harassment and propositions online during the past year.

The Child Victim Survey 2008 revealed that children and adolescents are targets of violence more frequently than adults are. Only 1% to 3% of these cases are ever reported to the police, with the comparable figure for adults being about 20%. There are no exact statistics on violence in educational institutions. Certain schools have compiled data on violence and threats of violence, and the number of cases has been alarmingly high. The police are called only in the most serious cases.

The Trade Union for the Public and Welfare Sectors (JHL) investigated violence against special needs assistants at school. According to the responses, 16% of special needs assistants had experienced violence in their work. Surveys on well-being at work show that violence against teachers has increased. In Espoo, 12% of teachers had experienced threats or violence at work.

No national statistics on injuries at school are compiled in Finland. However, it may be estimated on the basis of the Hospital Discharge Register that injuries occurring at school and requiring hospitalisation account for about 9% of all injuries sustained by children aged 7–15. It is estimated that there have been a handful of fatal accidents at school in recent years.⁶

Educational institutions regularly receive threats, some of them serious. Although the number of threats against schools has decreased in recent years, an increasing percentage of them require urgent action. The police continue to exercise a zero-tolerance policy with regard to threats against schools.

⁶ Turvallinen elämä lapsille ja nuorille. Kansallinen lasten ja nuorten tapaturmien ehkäisyn ohjelma (Providing a safe environment for our children and youth. The national action plan for injury prevention among children and youth). National Institute for Health and Welfare (THL), Report 27/2009.

4.2.5 Safety and security in the workplace

Occupational accidents accounted for 19% of all injuries in 2009.⁷ In that year, 25 employees died in fatal accidents; the figure for 2010 was 29. The highest percentage of occupational accidents is found in the construction industry.

The statistics on violence at work are not comprehensive, as employees do not always report violent encounters, especially if the violence has been slight. Company-specific data are sometimes compiled, but these are not always public. The police do not itemise cases of workplace violence. Under a legislative amendment that came into force in 2011, petty assault is deemed an offence subject to public prosecution when the victim is assaulted in the course of carrying out his or her work duties.

Victim surveys show that violence and the threat of violence at work have become significantly more common over the past 20 years. Women in particular seem to have been experiencing an increasing level of violence or threatened violence in the workplace in the 2000s. Victim surveys show that violence at work is the most common form of violence against women. The growth trend for violence at work appears to have slowed in recent years. According to the most recent National Crime Victim Survey, over 5% of the adult female population had experienced violence in the workplace in 2008 (2005: about 4%). The risk of violence in the workplace was considerably lower for men (2%), and this figure has hardly changed at all in decades. Most of the cases of violence involved threats and threatening situations. In 2008, over 2% of adult women and under 1% of men had been assaulted at work.⁸ Employees in the medical care and health care sector were at the highest risk of workplace violence. The growth in the overall risk level was almost exclusively due to the increase in violence in this particular sector.⁹ Workplace violence is only seldom of an aggravated nature.

According to the Centre for Occupational Safety, around 140,000 people encounter threats or violence at work in Finland each year. Some 2,000 occupational accidents caused by violence are recorded each year, which represents only about one in 10 cases of workplace violence causing an injury. According to the National Research Institute of Legal Policy, 2,500 to 3,000 cases of violence in customer service situations have been reported to the police per year in recent years, of which 100 to 150 are aggravated.¹⁰ The Working Life Barometer published by the Ministry of Employment and the Economy notes that 7% of wage-earners had encountered workplace violence in 2009.

The incidence of unlawful threats against employees and corporate officers is estimated to have increased. According to crime security assessments, threats made against corporate officers have increased particularly in large companies employing more than 250 people.¹¹

Factors contributing to the growth of workplace violence include an increase in working alone, longer opening hours, and a gradual move towards a 24/7 society. Increased alcohol and drug abuse and mental health problems also contribute to the violent behaviour of customers.

⁷ Sports and recreation accidents accounted for 29% and accidents in the home for 27% of all accidents in 2009.

⁸ These are percentages of the entire population aged 15 to 75. The percentages of men and women in working life are, of course, substantially higher; this also explains the higher figures in the Working Life Barometer, as the domain there consists of wage-earners.

⁹ Sirén R, Aaltonen M & Kääriäinen J (2010): Suomalaisten väkivaltakokemukset 1980–2009 [Experiences of violence by Finns in 1980–2009]. National Research Institute of Legal Policy, Research Communications No. 103. Helsinki.

¹⁰ Rikollisuustilanne 2009. Rikollisuus ja seuraamusjärjestelmä tilastojen valossa (Crime and Criminal Justice in Finland 2009). National Research Institute of Legal Policy, Research Report 250.

¹¹ See the assessments on business security against crime published by the Central Chamber of Commerce and the Helsinki Region Chamber of Commerce in 2005 and 2008.

A major challenge for workplaces and occupational safety is the increase in undeclared labour, which is rife in the construction, restaurant, logistics, and cleaning services sectors. People working in the shadow economy are in a weak position in many ways. They are not covered by occupational health care, occupational safety and health procedures are often neglected, and workplace safety is not considered. According to a report published by the European Institute for Crime Prevention and Control (HEUNI) on 3 February 2011, foreign employees are increasingly exploited in Finland. At its worst, such exploitation is tantamount to trafficking for forced labour.

4.2.6 Safety on the move

Traffic safety has improved substantially since the 1970s. The introduction of speed limits had a crucial impact on this development, which was also due to better road design, the introduction of new vehicle safety technology, and safety devices. In 2009, the average mortality rate in road traffic in the European Union was 70 people per million inhabitants; the corresponding figure in Finland was 52.

The number of road fatalities in Finland per annum has been steadily decreasing over the past 20 years by, on average, 25%, while the number of people injured has decreased by about 12%. Advance data for 2011 indicate that 292 people died and 7,919 people were injured in road accidents.

The annual number of accidents leading to pedestrian or cyclist fatalities decreased more quickly than the annual number of fatal accidents involving cars. Fatal accidents in heavy goods traffic have decreased only slightly in the past decade; over the same period, the number of motorcycle accidents has increased by nearly 50%.

The number of children who die in road accidents annually has decreased to one fifth of what it was 20 years ago. The main contributing factor in this is the increased use of safety devices. More boys than girls die in road accidents. Over the past five years, on average, 11 children aged 14 or under have been killed and just under 600 injured in road traffic each year. This reduction in the number of children injured in road traffic has been less than the decline in children's road traffic fatalities. The highest risk of being injured in traffic lies with in the 10–14 age group, a group with a particularly high number of bicycle accidents.

The annual number of road accidents involving young people aged 15 to 24 has decreased in the 2000s. In 2009, one in four of the people who died in road traffic accidents was a young person. Of these young people, 74% died in car accidents and more than half were driving the car at the time. In cases of a drink driver causing a fatal accident in 2009, 32% of these drivers were under the age of 25. Young men are seven times more likely to die in a road traffic accident than young women.

Injuries to young people in road traffic have increased since the 2000s. In 2009, young people accounted for 38% of those injured in road traffic, and their risk of injury was considerably higher than that of the rest of the population. There is a particularly elevated risk in the age group of 15 to 17, mostly because of moped accidents.

The number of mopeds and quadricycles in road traffic has increased. Research has shown that, relative to kilometres driven, the moped is the most dangerous vehicle there is. The risk of being involved in a serious traffic accident on a moped is more than 10 times higher than that in a car. In recent years, the average annual number of moped driver fatalities in Finland has been 10. Some 1,000 are injured on mopeds each year. 'Souped-up' mopeds are involved in most moped crashes. Mopeds are tweaked not only by young people themselves but also by their parents.

About 14% of driving licence holders were aged 65 or above in 2010, slightly over 500,000 in all. Elderly motorists tend to avoid poor road conditions, value safety, not take chances, and generally not engage in drink driving or speeding. Elderly motorists may have trouble coping with a situation in which several factors are involved. Their reaction capabilities may be impaired, they may be slow to move, and they may have problems with turns and

road junctions. Elderly motorists most commonly have accidents when turning at junctions. Also, with advanced age the risk of having a seizure while driving increases.

Over the past 10 years, road traffic fatalities among elderly people have decreased by 20%. The number of elderly people injured, by contrast, has increased by 5%. Over the past five years, on average, 77 people aged over 64 have been killed and just under 840 injured in road traffic each year. Of those elderly people who died or were injured in road accidents, 62% were in a car; 18% were cycling, and 18% were on foot. The accident risk for elderly cyclists is three times higher than for the rest of the population, scaled for the size of the age group. Junctions are particularly dangerous for elderly cyclists.

Every year, some 50 pedestrians die in traffic. Most of these fatal accidents occur in built-up areas. However, for a pedestrian the risk of being injured because of slipping and falling down is greater than that of being hit by a car.

The risk of dying as a pedestrian in a road accident for elderly people is double that of the rest of the population, relative to the size of the age group. Two out of three pedestrians who die in fatal accidents at pedestrian crossings are elderly people.

In 2011, the police recorded just under 160,000 traffic offences. According to the national roadside survey that measures the overall crime rate, the annual number of drink drivers has remained stable over the past five years. In 2011, slightly over 21,300 drink drivers were caught by the police, 11,300 of these aggravated drink driving cases. The annual figure for traffic offences and drink driving offences is significantly influenced by the extent of traffic enforcement by the police, dedicated traffic campaigns, and increased use of speed enforcement cameras. Roadside test surveys, which measure the level of actual offences committed, indicate that the number of drink drivers has remained stable over the past 10 years.

4.2.7 Summary of everyday security challenges

- Reducing the number of accidents in the home and in leisure time and the resultant loss in health and well-being, along with major costs to society.
- Reducing the number of incidents of slipping and falling down and of the resultant injuries and costs.
- Improving safety at home for the elderly.
- Ensuring security in public spaces such as shopping centres and similar locations.
- Preventing and combating theft and robbery targeting the elderly.
- Reducing street violence in city centres when bars and clubs close in the early hours of the morning.
- Improving safety and security at educational institutions and robustly addressing school bullying and violence.
- Identifying threats of serious violence early and preventing them, and maintaining preparedness for situations where a large group of people is threatened.
- Reducing the level of violence and threats in the workplace.
- Reducing the number of young drink drivers.
- Reducing the number of moped accidents, discouraging moped tuning, and improving safety for moped drivers.
- Improving the safety of elderly cyclists and pedestrians.



4.3 Business security

Business security is a key factor in maintaining and increasing Finland's international competitiveness. Information is the most important capital that Finnish enterprises have. The combating of unlawful financial intelligence operations and risks involved in intellectual capital addresses a long-standing strategic threat to Finland. Intellectual capital must be considered a component of critical security of supply.

Criminal organisations engage in legitimate business activities as a means of gaining influence and supporting their unlawful activities. Members of organised crime groups have brought violence and threat of violence to economic crime and to debt recovery. It is difficult to estimate threats from money laundering and organised crime faced by the corporate world, because there is a lot of hidden crime. Money laundering and organised crime go hand in hand in the business sector. Money laundering is almost without exception linked to drug-related crime, other organised crime, and the shadow economy. Laundered money has huge importance and impact for completely legitimate operations too, as it enables the dumping of prices and hence unsound competition. This may drive honest entrepreneurs into the shadow economy and create a sort of vicious circle that excludes enterprises that play by the rules. Enterprises rarely have the know how to protect themselves against money laundering in cases where an enterprise is used for that purpose from the outside or there are people within the organisation using it for money laundering purposes.

The most significant competition-distorting business security risk at the moment is the shadow economy. The shadow economy distorts competition by yielding a higher profit for dishonest enterprises, as they avoid costs involved in legitimate business, pay their employees more, or are able to offer products and services at a lower price than competitors who operate legally. Failure to combat the shadow economy results in an increasing number of enterprises resorting to unlawful means because of increasingly tight competition, which, in turn, has been found to be increasingly associated with organised crime, money laundering, and neglect of employers' responsibilities. The negative, competition-distorting impact of the shadow economy is particularly apparent in the construction and transport sectors, and also in the house building, hotel and restaurant sectors.

Finland is one of the least corrupt countries in the world by international comparison. In the ranking published by Transparency International in December 2011, Finland ranked second among the world's least corrupt countries. Cases that have recently come to light have revealed the existence in Finland of a number of systemic problems that have aspects of corruption. From the perspective of legitimate business, this corruption involves, for instance, the absence of competitive tendering. Finnish enterprises may also have to deal with corruption when conducting business abroad.

In Finland, corruption would seem to focus on land use and, by extension, construction. The police assess corruption in business as closely connected with the shadow economy in the construction industry. Also, certain Finnish enterprises or their representatives have been suspected of corruption in international trade. According to the situational awareness material on corruption drawn up by the National Bureau of Investigation in 2009, one of the most problematic forms of corruption endemic to Finland is the exchange of services without immediate monetary compensation through what are known as 'old boys' networks'.

The number of cases of shoplifting (theft and petty theft) reported to the police and attempts at same have increased, while the total number of cases of theft reported to the police has decreased. Some of these offences are committed more professionally than before, and it is estimated that the percentage of foreign career criminals involved in them is growing.

Undisrupted operations are important to enterprises in the interests of continuity. They are also crucial to the security of society at large, because enterprises are responsible for a wide range of functions essential to society. Disruptions under normal circumstances, such as power cuts or telecommunications interruptions caused by extreme weather, may significantly compromise the operations of an enterprise or even shut them down. There are some 2,000 enterprises in Finland covered by the supply security network, and the crisis preparedness of these enterprises is being supported as part of efforts to maintain supply security for society in general. In all, there are more than 250,000 business undertakings in Finland. The business world is becoming increasingly networked, and subcontracting chains may be extensive. As a result, even a small business can turn out to be of critical importance for a given function in society. Supporting enterprises' undisrupted operations and boosting crisis preparedness are in the interests of society at large.

4.3.1 Summary of challenges in business security

- Combating crimes against the intellectual capital of enterprises.
- Combating organised crime that uses legitimate business as a front.
- Combating practices that distort competition, such as the shadow economy.
- Ensuring undisrupted operations for enterprises beyond the supply security network.

4.4 Threat of violence and other crime

4.4.1 Number of crimes, and victims and offenders

In 2011, nearly 950,000 criminal offences were recorded by the police, about half of them traffic violations. 525,000 of them were offences under the Criminal Code. Not all crimes committed are reported to the authorities. Statistics on some offences, such as drug-related and traffic offences, depend on how actively the police work to detect them. The more serious the offence, the more likely it is to be reported to the police. How actively citizens report crimes depends on a variety of factors; it is estimated that the reporting of crimes has increased in recent decades. For instance, citizens are now more likely to report property crimes, in the interest of claiming compensation from insurance. The fact that reporting a crime is simple and easy lowers the threshold for going to the police.

In international comparison, the Nordic countries in general and Finland in particular have a lower crime rate than elsewhere in Europe. However, Finland has one of the highest homicide rates in western Europe.

The number of traffic offences recorded by the police has been increasing year after year, partly because of enhancements to automatic traffic enforcement. About a quarter of the offences recorded by the police are property offences of various kinds. In the long term, these offences have been decreasing in number. With the development of the information society, cyber crime has increased as people spend more and more time online. It has also been noted that it is possible to reap potentially huge proceeds from minimal investment in cyber crime.

The number of violent offences recorded by the police has increased. In recent years, there have been, on average, more than 30,000 cases of assault per year. A surge was noted in 2011, with more than 40,000 cases of assault recorded by the police. The main reason for this was a legislative amendment that made petty violence in intimate partner relationships, in the workplace, and against persons aged under 18 an offence subject to public prosecution. The average number of homicides per year is 130.

The majority of offenders are young people and adults aged 15 to 30. Most crime victims too are young people. In many cases, crime is a phase that passes with age. Economic crime is an exception, with the offenders there being older on average. There is no decrease in criminal activity with age.

Criminal activity is not evenly distributed in the young age group referred to above; a large percentage of criminal offences are committed by a small percentage of young people. The emergence of 'clusters' of criminal behaviour among young people creates a growing challenge. Young people who repeatedly commit crimes often have many other problems too. In a study of children in Helsinki, it was found that 70% of under-18 repeat offenders had come into contact with child welfare services even before their first criminal offence.¹² Studies have also shown that school dropouts and unemployment correlate with both committing and falling victim to violent crime, when one considers cases of severe or repeated violent behaviour.¹³

Among those suspected of criminal offences, there are twice as many men as there are women; victims of crimes are just as likely to be men as women.

Of the foreign citizens suspected of criminal offences, about half are Estonian, Russian, and Swedish. The most typical offence committed by a foreign citizen is a traffic offence. In 2010, foreign citizens were responsible for 11.4% of criminal offences recorded by the police that were not traffic offences. Slightly under half of the foreign citizens suspected of a criminal offence were resident in Finland. Rape is the offence that foreign citizens are suspected of committing the most frequently in relative terms. The percentage of foreign suspected offenders is also high for theft, robbery, and other sexual offences. It should be noted, though, that the fact that a small group of offenders is responsible for multiple offences may artificially inflate these percentages: the statistics do not reveal that the same person may be a suspect in several cases. The number of foreign prisoners in Finnish prisons has increased significantly over the past 20 years but is still low in comparison with many other European countries. The largest group of foreigners sentenced to prison in Finland is made up of Estonians, half of whom are sentenced for drug-related offences.

¹² Savolainen J, Hinkkanen V & Pekkarinen E (2007): *Lasten rikolliset teot ja niihin puuttuminen (Crimes by children in Helsinki). A study of first-time offenders under the age of 15 recorded by the police in Helsinki. National Research Institute of Legal Policy, Research Communications No. 76.*

¹³ Aaltonen M (2010): 'Nuorten aikuisten koulupudokkuus, työttömyys ja väkivaltarikollisuus -väkivallan tekijät ja uhrin kansallisesti edustavan rekisteriaineiston valossa.' (*Dropping out of school, unemployment and violence among young adults – violent offenders and their victims in the light of nationally representative register-based data*). *Oikeus* 39 (3), pp. 220–247.

4.4.2 Victims of violence and violent offenders

Young adults are the most likely to fall victim to violence, young men more so than young women. Those committing violent crimes and those falling victim to them are often the same people. People of immigrant origin are more likely to fall victim to violent crime than are the general population.

The threat of violence is particularly high for socially excluded men who are outside the labour market; they are often also substance abusers. Homicide and alcohol are strongly correlated. The majority of those committing homicide do so while under the influence of alcohol, often in connection with actually drinking the alcohol. There is a clear regional correlation between alcohol consumption and the homicide rate: the higher the alcohol consumption, the higher the homicide rate. Only 15% of all homicides are cases where both parties were adults and both of them sober at the time of the deed.

Intimate partner violence and domestic violence have a tendency to cluster, and their negative impact is widespread and often long-term. The background to intimate partner violence and domestic violence is the same as that for violence in general. Intimate partner violence is a threat to the growth and development of children. Studies show that a child or adolescent who has witnessed or experienced violence at home is at an elevated risk of committing violent offences himself or herself. Such persons are also more susceptible to becoming victims of violence. In families where violence is used against children, the spouses tend to behave violently toward one another too.

Overall crime surveys show that children and adolescents experience a large amount of petty violence, often committed by another child or adolescent and overlooked by adults. Corporal punishment of children and adolescents has decreased considerably over the past few decades.

In a survey of experiences of violence among children and adolescents in 2008, it was found that violence clustering was related to where and with whom the subjects spent their leisure time. Young people who spent most of their leisure time with their families experienced the least violence, while those who spent their leisure time in public spaces such as streets, squares, cafés, or railway stations were more likely to experience violence. Substance abuse was found to correlate with violence clustering. The study indicated that most victims of domestic violence were girls, while boys most typically experience violence outside the home. Factors predicting violence clustering include substance abuse by parents and children, arguments between parents, how children spend their leisure time, and the children's own criminal behaviour.¹⁴

¹⁴ *Lasten ja nuorten väkivaltakokemukset (Violence against Children and Adolescents in Finland). Police College of Finland Reports No. 71/2008. National Research Institute of Legal Policy, Research Communications No. 87.*

4.4.3 Sexual offences, victims and offenders

The number of sexual offences recorded by the police has increased in recent years. As a result of legislative amendments, sexual offences are now more likely to be reported. The percentage of hidden crime has decreased, and victim studies show that the total number of such offences has also slightly decreased.

The incidence of sexual abuse of children is charted through surveys among young people.

In the Child Victim Study conducted in 2008 (Ellonen et al. 2008), it was found that the incidence of experiences of sexual abuse had remained exactly the same among girls and almost the same among boys in comparison with the survey conducted in 1988. In comparison, the incidence of sexual abuse by an adult at least 10 years older than the victim had decreased among girls and remained the same among boys. Sexual intercourse, coercion into sexual intercourse and violent acts against girls had also decreased from 1988 to 2008. According to the Child Victim Study (Ellonen & Sariola 2008), the majority of cases of sexual abuse involve victims aged 13 to 16 and an offender outside the family. The study indicated that sexual abuse within the family was extremely rare. The incidence of cases of sexual abuse was clearly higher among girls than among boys. The victim study suggests that about 80% of the victims are girls. In cases where the offender was convicted, about 90% of the victims were girls (Hinkkanen 2009). The number of cases of sexual abuse perpetrated against children reported to the police has increased, from 1,103 in 2010 to 1,565 in 2011.

Both girls and boys are propositioned sexually online remarkably often, and some of these incidents may lead to sexual offences. According to workers in the field, the offender is typically a man aged 20 to 40 and the victim is typically a girl aged 12 to 15. Being sexually harassed or propositioned may be a highly traumatic experience for a child. The offender may be in possession of material of an intimate nature involving the child, spread around the Internet for decades to come. Active offenders may seek contact with several children through several contacts over a short span of time and may commit criminal offences against dozens of children.

4.4.4 Racist crime and other hate crime, and victims and offenders

'Hate crime' is a blanket term used to describe criminal offences motivated by prejudice or hostility towards the group of people that the victim is assumed to represent or that the victim actually represents. A hate crime may be motivated by ethnic or national origin, religion, conviction, sexual orientation, gender expression, or disability. Criminal offences with racist elements and their particular characteristics have been monitored since 1998 among offences recorded by the police. In 2009, this monitoring was extended to include other types of hate crime. Over the years, the same nationalities have remained the prime targets for such offences. About half of the victims of hate crime are Finnish citizens (58% in 2009), including Roma and children of immigrants. The second largest group of victims consists of Somalis (7%), followed by citizens of Russia, Iraq, Iran, and Turkey. Relative to the number of foreign citizens resident in Finland, Somalis are the most likely to encounter racist crime (17 offences per 1,000 citizens in 2009).

The number of racist criminal offences recorded by the police increased throughout the 2000s but started to decline in 2011. The number of racist criminal offences reported to the police is influenced not only by the number of offences actually committed but also by factors such as how much people of immigrant origin trust the police and how actively the police investigate suspected crimes with racist motives. Examination of the racist motive may be abandoned as a criminal offence proceeds from police investigation to prosecution and trial. The Police College of Finland has conducted a study of how racist criminal offences progress in the criminal investigation process. The study shows that if the police suspect a racist motive, they will include this information in the material sent to the prosecutor. However, a racist motive may not necessarily be referred to in the indictment or sentence. The actions and procedures of prosecutors and courts must be taken into account in the processing of criminal offences with a possibly racist motive.

In all, 860 suspected cases of hate crime were recorded by the police in 2010; of these, 741 had a suspected racist motive. The number of racist criminal offences decreased by 15% in 2010, the first decrease in years.

The most common type of hate crime is racially motivated crime prompted by ethnic or national origin; the next most common motivation is religion or conviction, followed by sexual orientation. Hate crimes tend to involve verbal abuse, threats, harassment, or assault. The most typical offences involving racist motives are assault, defamation, and unlawful threats.

Both the victims and offenders in cases of hate crime are typically men aged 15 to 24, and the most frequent type of offence is assault with a male victim. The most frequent type of offence against women is defamation, typically by a Finnish man.

The European Union Agency for Fundamental Rights (FRA) conducted a survey on discrimination and racism in 2008. The survey indicated that one third (32%) of the Somalis resident in Finland had experienced racially motivated violence, threat of violence, or serious threats during the past year. The difference in experiences of violence between Somalis in Finland and the general Finnish population was remarkable. According to the European Crime and Safety Survey (EU ICS), the incidence of violence or threat of violence in the entire population during the past year was 7.5 per 100 citizens. According to an immigrant survey, the comparable figure for Somalis in Finland was 59.2 per 100. Somalis resident in Finland were by far the leading group in terms of experiences of violence or threat of violence during the preceding year.

4.4.5 Cross-border and organised crime

Cross-border professional and organised crime is having an increasing impact on everyday security. An example of this is groups that come in from abroad to commit property offences in a professional manner. This type of 'hit-and-run' crime has increased in recent years. The number of organised crime groups and their membership have remained fairly stable. Organised crime uses means such as violence and threats that may put innocent bystanders at risk. Organised crime groups recruit young people. Acceptance of such recruitment may be motivated by a number of factors, such as seeking of status and respect, desire for financial benefit (especially if one's position in the labour market is weak), and a strong sense of community within the group. It is often impossible to leave such a group without risking one's health or life.

4.4.6 Summary of the security challenges related to the threat of violence and other crime

- Maintaining Finland's low crime rate in the future.
- Reducing the incidence of alcohol-related violence.
- Combating the clustering of criminal activity with a relatively small group of young people, and breaking the vicious circle of crime.
- Breaking the cross-generation vicious circle of violence stemming from experiences of intimate partner violence and domestic violence.
- Recognising the seriousness of online sexual harassment and 'grooming', along with ensuring that the police have sufficient resources to investigate this.
- Reducing the incidence of violent and racist offences against people of immigrant origin.
- Combating organised crime in the business world.
- Preventing regalia-wearing gangs from expanding their operations and recruiting new members.

5. Measures to prevent and resolve problems that undermine everyday security

In accordance with what was outlined in the Government Programme, the Internal Security Programme proposes solutions for key issues of everyday security and measures to prevent security problems. All the measures detailed herein address areas where security risks are considered to have increased. The measures are framed in practical terms with the aim that they will lead to practical implementation that can be monitored. For each measure, the parties with principal responsibility for implementation are listed. Other key players may be involved too.

The party with principal responsibility for implementing a particular measure is listed first under that measure in bold print. The party with principal responsibility will convene the other relevant parties.

5.1 Improving the sense of security

5.1.1 Increasing opportunities for residents to contribute to the security and amenity of the areas in which they live

Involving residents in efforts to improve the security and amenity of the areas in which they live will enhance their sense of participation: the needs of residents are better taken into account, and doing things together boosts a sense of community too. Participation and cooperation require residents to have access to up-to-date, statistics-based information on what kinds of crimes, accidents, and other disturbances commonly occur in the

area. Crime and accidents are increasingly covered in the news, which contributes to a sense of insecurity among residents and also uncertainty about what actually constitutes a real security threat. Provision of factual information will improve the interaction between residents and the authorities and also the effectiveness of measures undertaken by the authorities to improve security, as these measures will be better targeted. This information may be leveraged in local security planning for surveying of the local security situation and the identifying of 'hot spots'.

Measures:

1. Resident security and the amenity of residential areas will be improved via introduction of a 'neighbourhood team' or 'neighbourhood help' system. A relevant operating model will be customised for each area. The model will take into account the specific measures required to include people of immigrant origin. The National Council for Crime Prevention will draw up the support material required for introduction of the model, for the use of all parties. Experiences from neighbourhood help projects will be leveraged in tailoring of the model for sparsely populated areas.

Implementation:

Support material completed in 2014, action permanent once introduced.

Responsibility:

Ministry of Justice / National Council for Crime Prevention, Ministry of the Interior, Ministry of the Environment, Village Action Association of Finland, with actors responsible for security planning (including parishes).

2. Operating models leveraging technology and allowing residents to participate in security efforts will be introduced. Examples of these may be found in the Turvallisuuskävely (Safety and Security Walks), Kerro kartalla (Show It on the Map) and Uusi paikallisuus (New Locality) projects.¹⁵

Implementation:

Permanent action.

Responsibility:

Ministry of the Interior, Ministry of Justice / National Council for Crime Prevention, Ministry of Social Affairs and Health, and Ministry of the Environment in collaboration with actors involved in local and regional security planning.

¹⁵ See <http://www.rikosentorjunta.fi/Etusivu/Julkaisut/Neuvostonjulkaisut/Oppaat/Turvallisuuskavelyt>, <http://kerrokartalla.hel.fi/>, and <http://www.setlementti.fi/projektit/uusi-paikallisuus-hanke/>.

3. Means for increasing local and regional information on security risks and threats will be explored to support the preparation of local and regional security plans; opportunities for involving residents in security cooperation will be explored through a pilot project. The pilot project will comprise a website for collection of local information on crime, disturbances, and accidents in the area. The pilot will draw on existing operating models for collecting and presenting data. The impact of the regional pilot project will be assessed after its completion. Checklists and criteria pertaining to the safety and security of residential areas and homes will be introduced extensively.

Implementation:

Pilot in 2012–2014, impact assessment in 2015.

Responsibility:

Ministry of the Interior, Ministry of Justice / National Council for Crime Prevention, Ministry of Social Affairs and Health, Ministry of the Environment alongside actors involved in local and regional security planning, and Federation of Finnish Financial Services.



5.1.2 Improving the actual and perceived security of people of immigrant origin and enhancing their confidence in the authorities

It has been suggested that only a fraction of the criminal offences committed against immigrants are reported to the police. One reason for this is that immigrants have less confidence in the authorities than the rest of the population, possibly because of their own or their parents' experiences with the authorities in their countries of origin. Integration is another important factor. The more closely a person lives within his or her own group, isolated from society at large, the less likely he or she is to trust the official powers or turn to public institutions.

As other European countries do, Finland regularly conducts surveys among the population to gauge the general sense of security and trends therein and the overall level of crime. The National Victim Survey has been conducted regularly since the 1980s. The police have carried out regular surveys about the sense of security. Practical experiences show that these surveys reach the majority population well but that conventional research methods are not suitable for addressing all groups such as people of immigrant origin. Also, immigrants form such a small percentage of the population that their experiences are 'lost in the crowd' in nationwide surveys. To enhance the equality and participation of immigrants, it would be important to gain information on their sense of security and crimes committed against them, including those not reported to the police.

Official communications are often difficult to understand, particularly for people whose native language is not Finnish or Swedish. Providing information for immigrants in their own languages would require a substantial increase in resources.

Measures:

4. A campaign for lowering the threshold for reporting racist crime will be launched in collaboration with immigrant organisations.

Implementation:

2012 and 2013.

Responsibility:

Ministry of the Interior and immigrant organisations.

5. A survey will be conducted among people of immigrant origin to gain information on how their sense of security has developed and on crimes committed against them that are not reported to the police. The survey will be conducted in such a manner that it will reach its target group and its results will be extensively comparable with the findings of the surveys of the entire population.

Implementation:

From 2012 at regular intervals, so that the findings will be available at the same time as findings of surveys considering the entire population.

Responsibility:

National Research Institute of Legal Policy, Police College of Finland, and National Institute for Health and Welfare, in collaboration with immigrant organisations.

6. Simpler language will be employed in public security communications to ensure availability of security services. People with a poor command of Finnish or Swedish must be taken better into account in official communications dealing with citizens' security. This goal will also be taken into account in the instructions for the early guidance and advice laid down in the Integration Act.

Implementation:

2013.

Responsibility:

Ministry of the Interior, National Police Board, Emergency Response Centre Administration, and rescue departments.

5.2 Developing indicators measuring the results of preventive security efforts and ensuring regular conducting of national surveys

National surveys assessing the overall level of crime and trends in internal security have been conducted regularly since the 1980s. The results of these surveys are leveraged in policy steering, law drafting, and other important decision-making in society. Surveys are also a key tool in the preparation of EU decision-making concerning Finland, as they enable Finland's situation to be compared with that of other EU Member States.

There is no systematic, high-quality national assessment of the effectiveness of preventive youth work that promotes the security and sense of security among young people.

Measures:

7. The permanence of critical national monitoring and indicator systems for security and the sense of security will be ensured, by legislative means if necessary. Legislation will also take into account studies that are not security studies per se but yield key security information, such as the School Health Survey.

Implementation:

2013.

Responsibility:

Ministry of Education and Culture, Ministry of the Interior, and Ministry of Justice.

8. Existing indicators will be collected into an 'indicator basket' for monitoring annual changes in broad structural factors that affect the actual and perceived security of young people. These indicators include the employment rate, poverty, and various social exclusion indicators. Key indicators from various ministries and their agencies will be brought together, and the practical implementation of the reporting will be decided by the parties responsible for this measure. A similar consideration of indicators will be implemented regionally.

Implementation:

Development in 2013, thereafter permanent action.

Responsibility:

Ministry of Education and Culture / Advisory Council for Youth Affairs, regional state administrative agencies, National Institute for Health and Welfare, and National Research Institute of Legal Policy.

9. An assessment model for youth work engaging young people in their leisure time will be prepared for the use of youth workers. The assessment model will measure the effectiveness of preventive youth work and indicate development points.

Implementation:

Model completed in 2013, thereafter permanent action.

Responsibility:

Ministry of Education and Culture, Youth Research Network, Finnish Youth Co-operation – Allianssi, youth work departments at municipalities, NGOs, parishes, and bodies that train professionals for youth leisure activities.

5.3 Ensuring a safe learning environment

According to education legislation, pupils and students have a right to a safe learning environment. A safe learning environment enables pupils and students to enjoy school, prepare for growing up and achieve good academic performance. Safety and security at educational institutions has been improved in many ways in recent years. However, there are still considerable differences between educational institutions with respect to security and security-consciousness. School bullying and threats of violence are commonplace at schools and may lead to more serious violence. School bullying often continues online after school. School bullying may be downplayed, but it actually fulfils the criteria for a criminal act. Recent events have demonstrated that more serious situations threatening the health and lives of pupils, students, and school personnel alike should be prepared for. In the interests of preparedness, each educational institution must have an updated emergency and evacuation plan, and drills must be held regularly. Recent events involving serious danger have demonstrated that safety drills can save lives.

Measures:

10. Comprehensive introduction of the KiVa Koulu [Fun School] anti-bullying project will be ensured and its effectiveness monitored at all schools. The Koulurauha [School Peace] project, jointly established by the Mannerheim League for Child Protection, the National Board of Education, the National Police Board, Folkhälsan, and the Finnish Parents' League, will be expanded.

Implementation:

Permanent action.

Responsibility:

Ministry of Education and Culture and National Board of Education.

11. Prevention of threats and violence requires reliable and up-to-date information on what kinds of situations are being faced at educational institutions, as does intervening in school bullying. The monitoring of the security situation at educational institutions will be developed so that reliable information on the incidence and manifestations of threats and violence will be available. A monitoring procedure for collecting information on threats and violence at educational institutions will be established.

Implementation:

Operating model completed in 2013 and introduced by the end of 2015.

Responsibility:

Ministry of Education and Culture, National Board of Education, and police.

Photo: Roope Salonen/Lehtikuva



12. Rescue departments will provide schools with enhanced guidance on self-preparedness and ensure that the recommendations of Ministry of the Interior publication 40/2009 are followed in full. The aim is for rescue departments to monitor that educational institutions hold security drills in their region and to remind them if the interval between drills is too long. Rescue departments will regularly report on the holding and coverage of these drills to municipalities in their region, to the Ministry of Education and Culture, and to the Ministry of the Interior. These measures will be consistently implemented nationwide.

Implementation:

Permanent action. Reporting first in 2013, thereafter regularly.

Responsibility:

Ministry of the Interior, National Board of Education, and rescue departments jointly with National Rescue Association.

5.4 Improving the security and amenity of public spaces

5.4.1 Improving security in public places and at public events

Bans by municipalities on the consumption of alcohol in public places were overturned with the Public Order Act in 2003. Under the Public Order Act (612/2003), it is prohibited to use intoxicating substances in public places in a built-up area, at a border crossing point as referred to in the Border Guard Act, or in a vehicle in use for public transport. This prohibition does not apply to an area where alcohol is served under a specific licence or by prior notification, or in the interior of a vehicle in private use. Neither does it apply to the consumption of alcoholic beverages in a park or similar public place, provided that the consumption of the alcoholic beverages and the associated sojourn and behaviour do not prevent or unreasonably restrict the right of others to use the area for its intended purpose. With an amendment that came into force in 2009, the police were given wider powers to intervene in public drinking of a disturbing nature. The amendment authorised the police to seize alcoholic beverages and to issue fixed fines for consumption of alcohol in a public place. The police are allowed to search the belongings of under-18s for alcoholic beverages and their clothes superficially. It is also less complicated now to destroy alcoholic beverages found in the possession of minors. Also, minors may under certain conditions be issued fixed fines for possession of alcoholic beverages; previously, only unit fines were mandated.

Implementation and enforcement of the Public Order Act have proved problematic. The problems continue to be exacerbated by the popularity of the social media, which in Finland has led to convening for various parties in parks and other informal gatherings that have no specific organiser and therefore no security officers, designated licensed serving areas, or public toilets.

Measures:

13. Steps will be taken to investigate whether the consumption of alcohol at children's playgrounds can be prohibited. Surveillance of alcohol consumption at children's playgrounds will be enhanced pursuant to the Public Order Act. It will be investigated how the responsibilities of the organiser specified in the Assembly Act are realised at events arranged through the social media, in order to ensure public order and security.

Implementation:

2013.

Responsibility:

Ministry of the Interior.

5.4.2 Improving the security of shopping centres

In recent years, larger and more diverse shopping centres than ever have been built in Finland. Shopping centres attract large numbers of visitors and could be more accurately described as leisure centres. Some major shopping centres record more than 1,000 police assignments per year. This is a burden both on the police and on the security providers at shopping centres. Improving the security of shopping centres is important for the customers visiting them and for the businesses operating in them. The potential for the authorities and the security organisations operating in shopping centres to maintain security has been enhanced through cooperation models.

Measures:

14. Models based on cooperation among various parties that have been proved in practice will be employed to improve the security of shopping centres and similar venues to keep customers safe and to maintain a sense of comfort and security. A case in point is the shopping centre security project launched in Espoo in 2010 and resulting in written instructions for a cooperation model for preventing public disturbances and crime, instructions for shopping centre employees, and a shopping centre security guide.

Implementation:

Permanent action.

Responsibility:

Police, rescue services, shopping centres, and companies that manage them, cities, and municipalities.

15. Cooperation between the police and shopping centres will be enhanced with reference to the shopping centre security model.

Implementation:

Permanent action.

Responsibility:

Local police departments and shopping centres.

5.5 Ensuring the safety of people at work

Studies and surveys indicate that workplace violence has increased in recent decades. Overall crime level surveys show that violence at work is the most common form of violence against women. Not all violence encountered at work is reported to the police. There are several reasons for this: fear of repeated threats or violence, a continuing medical treatment or other care relationship with the person threatening or committing violence, accumulation

of increasingly difficult problems among customers, increased substance abuse, and an increasing number of public services operating on a 24/7 basis. There may also be a tendency to belittle the victim's experience. An amendment came into force in 2011 rendering petty assault an offence subject to public prosecution when committed against a person performing his or her job duties.

Measures:

16. The possibility of rendering unlawful threats an offence subject to public prosecution will be investigated.

Implementation:

2013.

Responsibility:

Ministry of Justice.

17. An extensive information campaign will be implemented to publicise the amendment that came into force in 2011 in relation to petty assault and the potential to reduce workplace violence with regard to various job duties and workplace environments.

Implementation:

2013.

Responsibility:

Regional state administrative agencies in collaboration with regional internal security working groups and occupational safety and health authorities.

18. Steps will be taken to explore ways of protecting all personnel of a workplace from repeated offences and disturbances committed by the same offender – e.g., something like a restraining order.

Implementation:

2013.

Responsibility:

Ministry of Justice.

19. A report will be prepared on how the obligation to analyse and identify imposed on the employer by section 10 ('Analysis and assessment of the risks at work') of the Occupational Safety and Health Act is implemented by enterprises with regard to violence and the threat of violence at work. On the basis of needs identified in the report, occupational safety and health monitoring measures will be undertaken to ensure compliance. The business sector will promote compliance through an information campaign.

Implementation:

Start-up in 2013, assessment in 2014.

Responsibility:

Ministry of Social Affairs and Health and business sector.



5.6 Improving safety in the built-up environment

Solutions with an impact on safety are created on many levels. Our environment is shaped by national land use goals; regional land use planning; local master plans and town plans; building design; planning of roads, streets, parks, and other environmental features; and permit procedures. Municipal councils and municipal boards, various committees, and various agencies make decisions with an impact on everyday security all the time.

The Government Resolution on the Internal Security Programme 2008 included a measure to take security points into account in the design of the built-up environment. As a result, the Ministry of the Environment led the preparation of a broad-based effort to create the website www.turvallinenkaupunki.fi (the 'Safe City' site), with a compilation of practical examples and operating models for improving the safety of the built-up environment.

Measures:

20. The planning, implementation and management of safe built-up environments will be reinforced on a multi-sector basis. Various players will be engaged to add examples, best practice, and operating models to the www.turvallinenkaupunki.fi website. Local and regional security efforts will be developed extensively, to cover aspects of the planning, implementation and management of a good and safe built-up environment.

Implementation:

Permanent action.

Responsibility:

Ministry of the Environment alongside Ministry of Justice, Ministry of the Interior, and parties contributing to local internal security cooperation and security planning.

21. Awareness and understanding of safety factors in outlining the goals for obstacle-free access among municipalities, building contractors and other clients will be improved. Improved obstacle-free access will enhance everyone's safety and equality while reducing the general risk of accidents. With expert planning and implementation, unhindered access can be achieved at a reasonable price in relation to the wider benefits. Suburban high-rise buildings in particular, which are due for renovation, should be considered sites for applying good practices and options such as lifts, ramps, and electric doors. Where lifts are built, special attention must be paid to how to evacuate the building if the lifts are unusable. A study should be conducted and examples collected of how obstacle-free access can be improved cost-effectively in buildings and in the built-up environment.

Implementation:

Study in 2013–2014.

Responsibility:

Ministry of the Environment, municipalities, and developers.

5.7 Improving safety while on the move

Traffic safety has improved considerably in the last few decades. Systematic and broad-based cooperation on traffic safety is one of the reasons for this. A road safety programme has been drawn up during every Government's term of office, and a Government Resolution has been adopted for each of these. The current road safety programme is valid until 2014. Safety of waterborne traffic is not considered sufficiently in current plans and strategies. About 300 people drown in Finland each year, roughly the same number as are killed in road accidents.

Measures:

- 22.** A traffic safety plan will be drawn up covering all forms of transport and the associated safety challenges. The Ministry of Transport and Communications will explore the potential for expanding the remit of the Consultative Committee on Road Safety or reassigning the Committee to cover also the safety of waterborne traffic.

Implementation:

From 2012.

Responsibility:

Ministry of Transport and Communications.

5.8 Ensuring a safe growth environment for young people

5.8.1 Reducing the incidence of drink driving among young people

About one in three drink drivers who die in road accidents are under the age of 25,¹⁶ with men represented twice as much as women. Early intervention in the behaviour of young drink drivers is important. Underlying drink driving there are often other problems and attitudes that elevate the likelihood of risky behaviour in traffic.

Measures:

- 23.** Drink drivers under the age of 25 who are caught will be offered an opportunity to participate in a substance abuse assessment with the health care or social welfare authorities in accordance with the model Tie selväksi (Sober Road).

Implementation:

Preparation to begin in 2012, thereafter permanent action.

Responsibility:

Ministry of Transport and Communications, Ministry of Social Affairs and Health, Ministry of the Interior, and National Police Board.

¹⁶ Situation in 2009.

5.8.2 Intervening early in young people's vicious circle of crime

The majority of offences committed by young people are, in fact, committed by a small percentage of young people. The risk here is that these young people end up in a vicious circle of crime and do not receive the help and support they need at the right time; authorities and NGOs implement measures aimed at young people without knowing what others are doing, and there is no comprehensive assessment and planning that addresses an individual young person's situation. Comprehensive assessment of a young person's situation and initiation of effective measures to prevent social exclusion and break the vicious circle of crime require a permanent intersectoral operating model that can be further developed; legislation may be passed to resolve key issues of information exchange and other requirements for efficient cooperation.

Breaking the vicious circle of crime calls for different types of measure, depending on whether the young person involved is over or under 18 years of age. Teenage boys taken into care are at a particularly elevated risk of becoming socially excluded and ending up in a vicious circle of crime. Often this is the result of a lack of everyday life management skills. These young people may have underdeveloped skills in this area because other people have always managed their practical affairs for them. Sufficient support at the right time could have a huge impact on their future lives.

Measures:

24. The Ankkuri [Anchor] model for intervention in the criminal behaviour of offenders under the age of 18 will be introduced, taking into account local and regional circumstances and existing practices. The model will be introduced nationwide by 2014 as part of performance planning and the regional implementation of the Internal Security Programme. The implementation will be examined in a report to be drawn up in 2015.

Implementation:

Use nationwide by 2015.

Responsibility:

Ministry of the Interior, Ministry of Social Affairs and Health, Ministry of Education and Culture, regional state administrative agencies, National Police Board, local police, and local authorities.

25. The operations of the guidance and service network for young people laid down in the Youth Act will be reinforced so that they will be able to intervene in young people's criminal behaviour. Training in this area will be provided. Best practices will be disseminated, and information-based steering of municipalities and local authorities will be made consistent.

Implementation:

From 2012, thereafter permanent action.

Responsibility:

Youth services at centres for economic development, transport and the environment in collaboration with municipalities.

26. Young people will be given better opportunities to be assigned a support person or mentor to share their everyday challenges over a longer period of time. Support persons' activities will be enhanced as part of special assistance measures; this will also aid in outreach youth work and with the social guarantee for young people. The receiving of support, guidance and advice provided for young people aged 18 to 20 will be ensured.

Implementation:

Permanent action.

Responsibility:

Ministry of Education and Culture alongside municipalities, NGOs, and volunteers.

5.8.3 Reducing recidivism among young people

The purpose of referring young people who have committed offences to mediation is to give the young offender the opportunity to meet the victim and take responsibility for his or her actions. Making the consequences of the offence tangible and putting a face to the victim can be effective ways of preventing the young offender from committing offences in the future.

Measures:

- 27.** It will be ensured through practical measures that mediation advisor or mediators distribute information on various parties and services that can provide help if the need for these emerges in the course of the mediation or when the young offender is asked about his or her willingness to take part in the mediation process.

Implementation:

Assessment of measures in 2015.

Responsibility:

Regional state administrative agencies and mediation offices.

- 28.** Use of the mediation procedure for young offenders will be increased. The mediation guide will be revised so as to allow young offenders the opportunity to compensate for the damage caused by their actions. The aim is that confronting young offenders concretely with the consequences of their actions will prevent them from committing further offences.

Implementation:

From 2012.

Responsibility:

Mediation offices, police, Ministry of Social Affairs and Health, and National Institute for Health and Welfare (mediation guide).

5.8.4 Preventing sexual harassment and sexual offences against children and adolescents

Young people spend a lot of time online, and adults do not always know what they do there or whom they encounter. Very few authorities are active in the social media and speak to young people in their own language. Children are exposed to pornography and adult sexual material online from a very early age. The concept of sexuality and sexual self-determination of a child or adolescent may become confused if he or she is confronted with adult phenomena at too early an age. In increasing numbers, sexual offences against children occur online or have their origin in online contacts. It is important for the police to have up-to-date means to prevent and investigate sexual offences against children and adolescents online.

Measures:

- 29.** On the Internet, there is a lot of information on sexual harassment and violence that is developed for children and adolescents. The problem is that children and adolescents do not necessarily come across this information. Information on sexual harassment and violence provided online for children and adolescents will be compiled and links to it posted on sites that young people visit frequently (YouTube, Facebook, etc.). A network will be set up to coordinate the distribution of information on sexual violence against children and adolescents and how to prevent it, to young people and their parents and also to professionals working with young people. This will be implemented in conjunction with the Action Plan to Reduce Violence against Women.

Implementation:

Completed in 2013.

Responsibility:

Ombudsman for Children, Ministry of the Interior, Ministry of Social Affairs and Health, National Institute for Health and Welfare, regional state administrative agencies, and NGOs.

30. A nationwide review will be carried out to assess how human rights education is covered in teacher training, with due consideration to the capabilities of teacher training personnel and the content of the degree programmes. Based on the results of this review, recommendations will be drafted to ensure that all students in teacher training, all teachers, and all teacher training personnel will receive basic training in human rights education.

Implementation:

2013.

Responsibility:

Ministry of Education and Culture in collaboration with Ministry for Foreign Affairs, Ministry of Justice, Ministry of the Interior, Ministry of Social Affairs and Health, Ministry of Employment and the Economy, Human Rights Centre, NGOs, and Finnish League for Human Rights.

31. It will be established what legislative amendments are required to enable telecommunications interception in order to prevent and investigate the sexual abuse of children, and what amendments are required to enable telecommunications monitoring in order to prevent and investigate the offence described in Chapter 20, section 8b of the Criminal Code ('grooming').

Implementation:

2013.

Responsibility:

Ministry of Justice and Ministry of the Interior.

32. With regard to tracing those committing sexual offences against children online, new provisions on undercover activities online, among other things, will come into force at the beginning of 2014. The practical application of undercover activities – covert information gathering in particular – must be monitored so as to assess whether the police have sufficient powers to prevent and investigate offences against children. The legislative amendments required will be proposed in line with the results of the assessment .

Implementation:

2014-15.

Responsibility:

Ministry of the Interior and Ministry of Justice.

33. A strategy for online youth work will be drawn up, and the online presence of various authorities will be stepped up and their intersectoral cooperation online improved. The police will enhance their work on the Internet and develop these operations further in accordance with decisions made in collaboration with the Ministry of the Interior. The prevention and investigation of offences that occur online or make use of the Internet will be enhanced, with particular reference to offences against young people. Development of online youth work will be pursued further, with particular emphasis on outreach youth work.

Implementation:

Assessment of results in 2015.

Responsibility:

Ministry of the Interior, Ministry of Education and Culture, Ministry of Social Affairs and Health, National Police Board, Association of Finnish Local and Regional Authorities, and NGOs.

5.9 Ensuring a safe life for the elderly

5.9.1 Improving the safety of elderly people living at home

It is a nationally set goal that an increasing number of elderly people should be able to live at home for longer. In 2010, 50.7% of persons aged 65 or over lived in single-person households, 1.7% in old people's homes, 3.6% in service housing with 24-hour assistance, and 0.8% in long-term wards at health centres. The risk of sustaining an accident at home by falling down or from a height increases with age. Such accidents may have fatal consequences as the body becomes increasingly fragile in old age. The key issue in improving housing safety for the elderly is to improve the safety of elderly people living at home.

Most elderly people use alcohol only in moderation at most. However, there are indications that alcohol use among the elderly has increased. A particular challenge is the retirement of the 'wet generation'. Alcohol affects elderly people differently from middle-aged or young people. Elderly people's medications and underlying illnesses increase the effects of alcohol.

Measures:

- 34.** Particular attention will be paid to safety via home visits contributing to the well-being of the elderly, including cooperation with regional rescue services.

Implementation:

Permanent action.

Responsibility:

Municipal social welfare and health care authorities and regional rescue services alongside local actors.

- 35.** The implementation of the National Development Programme for Social Welfare and Health Care (Kaste) will support models promoting the safety of elderly people and reducing the harmful impact of substance abuse by developing detoxification and other substance abuse services delivered in the home.

Implementation:

From 2012.

Responsibility:

Ministry of Social Affairs and Health and municipalities.

5.9.2 Improving the safety of elderly people living in nursing or care facilities

The second Internal Security Programme set a goal of 50% of nursing and care facilities being equipped with automatic fire extinguishing systems by 2015 unless a safety assessment demonstrates that a sufficient level of safety can be attained by some other means. By the end of 2010, automatic fire extinguishing devices had been installed at 23% of the facilities. When setting the goal, it was decided that means for financing such systems and government contributions to this financing would be explored.

Measures:

- 36.** The measures set out in the previous Internal Security Programme to equip nursing and care facilities with automatic fire extinguishing systems as necessary will be continued.

Implementation:

50% of the facilities covered in 2015, financing exploration completed.

Responsibility:

Ministry of the Interior with Ministry of Social Affairs and Health, Ministry of the Environment, and Association of Finnish Local and Regional Authorities.

5.10 Reducing the incidence of serious violence and its threat

5.10.1 Creating an operating model for the prevention of extreme violence for situations requiring rapid action

The police receive reports of persons causing a fear of violence in bystanders. In some of these cases, the person in question has powerful fantasies about violence, along with other problems. The challenge is to identify individuals who can fairly be assessed as being at high risk of turning their fantasies into real life acts of violence.

For safeguarding people's safety, life and health, it would be important to create a procedure that provides the police with access to a consultation by a psychiatrist or other mental health specialist to support the assessment of the threat involved. In recent years, operating models have been piloted where a violence-related risk assessment model jointly implemented by various authorities and NGOs may aid in gauging the level of violence risk in any individual case. This would help to identify the high-risk cases before they progress to actual violence.

Authorities must ensure that no individuals are subjected to violence or its threat as a result of the authorities' actions. Cases in which injured parties or witnesses in a court case have been subjected to violence or its threat have increased in number. Here, the violence or its threat may lead to the crime victim not daring to report it, or a witness not daring to make a statement.

Measures:

- 37.** An operating model will be added to the threat assessment tool being prepared by the police in order for the police to be able to quickly get a mental health specialist's assessment of the actual threat represented by a specific person and his or her potential for violence. In such cases, the police will prepare a threat assessment of the person, using the threat assessment tool. If required, the police could request the assistance and consultation of a psychiatrist or other specialist in drawing up the threat assessment. The assessment would not constitute a doctor–patient relationship, as that would prevent use of the information in the planning of further action. Based on the assessment, the person could, if required, be referred quickly for further treatment within the health care services, for example. This procedure will begin through piloting, and the potential for making it permanent will be assessed after this.

Implementation:

Piloting in 2012–2013, possibly permanent thereafter.

Responsibility:

National Police Board with Ministry of Social Affairs and Health.

- 38.** It will not be necessary to refer a person for further treatment within the health care services in all cases, but he or she will require support in processing and relinquishing his or her violent fantasies. NGOs offer help for those suffering from violence-related problems. However, the related services are fairly scarce in terms of quantity, and geographically limited. Measures will be taken to promote NGOs' opportunities to offer mentoring and other low-threshold services to people suffering from serious violence-related fantasies and other serious violence-related problems. Such services will be voluntary in nature. Together, the authorities and NGOs will devise a referral procedure for accessing these services.

Implementation:

Work to begin based on existing operating models, from 2012 onwards.

Responsibility:

Ministry of the Interior, Ministry of Social Affairs and Health, and NGOs.

39. Piloting of the intimate partner violence risk assessment model (MARAK) will be continued, and the operating model will be introduced nationwide as indicated by the results of the pilot. Groundwork for the introduction of this model will be laid through distribution of information on the experiences of pilot units and by providing training to support it.

Implementation:

Timetable planning linked to regional implementation plans.

Responsibility:

Ministry of Social Affairs and Health, Ministry of the Interior, National Police Board, National Institute for Health and Welfare, local police departments, and regional state administrative agencies.

40. It will be ensured that the legislation on pre-trial investigations and the openness of government activities and that police policies stipulate that the personal identity numbers and home addresses of parties to a matter and their representatives entered in pre-trial investigation documents and court records (along with their annexes) be deemed secret and accessible only for official use.

Implementation:

2013.

Responsibility:

Ministry of Justice.

5.10.2 Preventing family killings

On 17 January 2012, the ministerial working group on internal security decided to explore the background of family killings from 2003 onward. This investigation, to be completed in August 2012, will review cases of family killings, focusing on what contact the families in question had with the authorities before the killings. The investigation will enable an assessment of whether various authorities would have been in a position to intervene before the situation escalated to violence, and, if so, why help was not given. The measures decided upon by the ministerial working group on the basis of the investigation will be implemented as part of the Internal Security Programme.

5.11 Improving business security and continuity of business operations

5.11.1 Enhancing the potential for security management

As globalisation advances and service production becomes increasingly diverse, enterprises are responsible for an ever greater percentage of functions crucial to the smooth running of everyday life and society. Subcontracting arrangements are becoming more complicated, and a security failure at a single enterprise in a subcontracting chain may cause widespread problems. It is essential for the continuity of business operations that enterprises have easy access to reliable information on current security threats and how to prepare for them. At the moment, the supply security network covers about 2,000 enterprises, only a small fraction of all the enterprises in Finland. It is particularly important to support security functions at small and medium-sized enterprises.

Measures:

41. A situational awareness portal where the authorities and participating enterprises may post operational information on the security situation will be created, using the technical platform of

the HUOVI portal. The portal, requiring strong authentication when logging in, will be available initially for enterprises covered by the supply security network, and later possibly – depending on the results of the piloting – for all enterprises. Information will be gathered on a variety of themes such as information security, accidents and traffic disruptions, crime security and criminal intelligence, security abroad, dangerous weather and natural phenomena, and other infrastructure disruptions.

Implementation:

From 2012.

Responsibility:

National Emergency Supply Agency, alongside the business sector and key authorities.

42. The system for compiling statistics on crimes recorded by the police, which are published by Statistics Finland, will be revised so that data on crime against enterprises can be more easily and clearly identified.

Implementation:

2013.

Responsibility:

Ministry of the Interior and Statistics Finland.

43. A regularly utilised indicator system measuring crime against enterprises will be established, based on the corporate victim survey conducted in 2010; funding will be obtained from the relevant ministries and possibly other bodies too.

Implementation:

The next survey in 2015, after that every four years.

Responsibility:

Ministry of Justice, Ministry of the Interior, Ministry of Social Affairs and Health, Ministry of Employment and the Economy, and National Research Institute of Legal Policy.

5.11.2 Combating risks that distort competition

Fraudulent and misleading distance selling aims to entice or force enterprises to commit to an undesirable agreement through inappropriate marketing or threats of debt recovery, expenditure or negative publicity, leading to these enterprises paying for services or products that they have not ordered and do not need. These are usually considered civil rather than criminal cases. Inappropriate and fraudulent marketing targets small and recently established businesses in particular and causes entrepreneurs significant financial losses to an aggregate extent of several millions of euros per year, making starting of a new business difficult. Fraudulent and misleading marketing is directed at consumers too, but this is different in nature from that aimed at entrepreneurs in that it mostly involves including in the purchase agreement products or services that the consumer does not actually need. Consumers are protected by a 14-day cooling-off period in distance sales during which they may cancel the transaction; accordingly, fraudulent marketing aimed at consumers is based on the assumption that the consumer either does not know of the right of cancellation or cannot be bothered to exercise it when presented with a bill for a product or service later. Self-employed persons and entrepreneurs with small enterprises are often in exactly the same position as private consumers with regard to such offers of products or services but do not have the same statutory protection.

Enterprises cannot trust the other party to an agreement if the data entered in official registers, especially ones with a high level of public confidence such as the Trade Register, are not implicitly trustworthy. The process of registering changes to corporate data in the Trade Register is susceptible to risk. Reliable identification of the user requesting a register entry is not employed. In evaluation of the reliability of changes made to entries in the Trade Register, it must also be taken into account that Finland has committed to FATF collaboration, which requires strong proof of ownership.

Measures:

- 44.** Potential for amending legislation will be explored with a view to protection of small entrepreneurs in particular against fraudulent and misleading marketing quickly and efficiently – for instance, via extension of the right of cancellation in distance sales or by enabling authorities to seek a temporary marketing ban.

Implementation:

2013.

Responsibility:

Ministry of Justice, and Ministry of Employment and the Economy.

- 45.** Pre-trial investigation authorities will actively publicise information on points relevant for business security against crime.

Implementation:

Permanent action.

Responsibility:

National Police Board, local police departments, and National Bureau of Investigation.

- 46.** Procedures for correcting a Trade Register entry that is clearly erroneous or created through criminal action will be established, with legislative amendments as necessary.

Implementation:

2013.

Responsibility:

Ministry of Employment and the Economy.

- 47.** The reliability of the Trade Register will be enhanced by ensuring identification of users seeking to change register entries via, for instance, strong electronic identification, with legislative amendments as necessary.

Implementation:

2013.

Responsibility:

Ministry of Employment and the Economy.

5.11.3 Reducing risks to property and persons

The number of cases of shoplifting (theft and petty theft) or attempted shoplifting reported to the police increased from about 40,000 in the early 2000s to more than 52,000 in 2011. The percentage of these cases out of all cases of theft and attempted theft reported to the police has risen steadily from about 20% in the early 2000s to about 40% in 2011. At the same time, however, the total number of cases of theft has decreased. Petty thefts are typically committed repeatedly by the same individuals.

Measures:

48. A regional pilot project related to an expedited procedure for shoplifting cases not subject to summary penal proceedings will be implemented.

Implementation:

2013.

Responsibility:

National Police Board, prosecution service, and court system.

49. Access to information in the Trade Register will be limited so that the final part of the personal identity code of corporate officers and other persons listed in entries will be disclosed only for justified reasons, and home addresses will be retrieved from the Population Information System under the single-registration principle.

Implementation:

2013.

Responsibility:

Ministry of Employment and the Economy.

50. Steps will be taken to accelerate the implementation of the proposal by the community service committee pertaining to community service particularly for offenders who repeatedly default on payment of fines for shoplifting.

Implementation:

2013.

Responsibility:

Ministry of Justice.

51. Cooperation between the authorities and other parties involved in investigating major fires on corporate premises will be charted so as to improve the results of the investigation process and to eliminate duplication. Also, the possibility of increasing access to information obtained from the PRONTO system for the purpose of enhancing the prevention of fires and accidents will be explored. The legislative amendments required for the aforementioned extended cooperation and information publicity will be prepared.

Implementation:

2014.

Responsibility:

National Police Board, Ministry of the Interior, rescue departments, and Federation of Finnish Financial Services.

5.11.4 Reducing risks aimed at businesses' intellectual capital

Business security is a key factor in maintaining and increasing Finland's international competitiveness. Information is the most important capital that Finnish enterprises have. Enterprises must have incentives for improving their security expertise. Start-up enterprises that are usually only just developing their first product and not yet generating a profit are particularly vulnerable to risks related to intellectual capital.



Measures:

52. Public funding provided for start-up enterprises will include an incentive for developing information security from the early stages of business operations. This may be implemented, for instance, by specifying that an enterprise must have a standard commercial information security package or KATAKRI auditing in order to receive increased start-up funding. Potential for enterprises to improve their information security will also be improved by drawing up recommendations and specimen clauses within the SOPIVA project supporting business continuity management. Comprehensive distribution of information will be ensured.

Implementation:

Planning and launch in 2013, national coverage in 2014, thereafter permanent action.

Responsibility:

Ministry of Employment and the Economy, National Emergency Supply Agency, Finnish Communications Regulatory Authority (information security package), and businesses (SOPIVA).

5.12 Reducing safety and security risks due to alcohol use

The central role played by alcohol in safety and security is illustrated by the fact that alcohol is the most common underlying factor in injuries, accidents, and violence. Maintaining a high level of internal security, therefore, requires reduction in the use of alcohol. Society at large incurs considerable expenses through alcohol use. In 2009, the direct costs of the harmful effects of alcohol on society were between EUR 0.8 billion and 1.0 billion; about one third of this involved maintaining public order and security. Accidents in the home and in leisure time cost society about EUR 4 billion per year.

Police assignments related to public disturbances and violence increase sharply in the early hours of the morning when the bars and clubs close. A similar trend may be noted in the occurrence of accidents and injuries. Disturbances around and after closing times are also relevant, for instance, for the safety of public transport. Assignments related to maintaining public security tie down a substantial percentage of the resources of the police and other authorities, at great cost to society. Bars and clubs have the effect of bringing together in a relatively small geographical area a large number of people who are intoxicated and who, because of this, are more liable than normal to engage in conflicts, violence, and other disruptive behaviour. Research findings¹⁷ show that limiting the opening hours of bars and clubs can reduce the incidence of both binge drinking and street violence. In 2012, there are about 1,400 bars and clubs authorised to remain open until 03.00 or 04.00, in contrast to the only 170 authorised to remain open until 04.00 in 1994.

Food shops in Finland are allowed to sell alcoholic beverages only if they are produced by fermentation and contain no more than 4.7% by volume of alcohol. In Sweden, the maximum percentage of alcohol allowed in beverages sold in food shops was reduced in the 1970s, and, as a result, the overall consumption of alcohol dropped by 12%–15% and the number of alcohol-related deaths decreased. According to a study conducted in 2011, a similar change in Finland could reduce alcohol consumption by about 9% and the annual number of alcohol related deaths by about 300. The extending of the opening hours of shops and other establishments selling food has significantly increased the availability of alcoholic beverages. Controlling the availability of alcohol is an effective way of reducing its harmful effects.

Awareness campaigns to reduce safety threats and risks are regularly conducted in Finland. These include campaigns associated with accidents, safety on the water, and road safety. The Local Alcohol Policy, or PAKKA, project is a model for substance abuse prevention, aimed at communities. Its purpose is to carry out interventions highlighting the importance of responsibility in the sale and serving of alcohol to young people, including young adults. The PAKKA project is being implemented in some twenty localities in Finland. The project's results have been positive. Interventions in the context of the PAKKA project may also involve other safety and security threats related to alcohol, as in a component project in Pori whose goal is to reduce violence by promoting responsible intoxicant use.

In 2010, the police apprehended 78,641 intoxicated persons. Relative to the total population, this is a large number – about 30% higher than in Sweden. The transporting of intoxicated persons into custody is the job of the police, and this task ties down a significant percentage of police resources. Social welfare and health care services provided in connection with taking intoxicated persons into custody should be improved. Several studies have been conducted on the transport and custody of intoxicated persons, but these have yielded no concrete measures.

¹⁷ The most recent study in this area was published in Norway in 2011. It indicates that shortening or lengthening the opening times of licensed premises by one hour decreases or increases, respectively, the incidence of assault in city centres by 17% (see http://www.sirus.no/filestore/Automatisk_opprettede_filer/RossowNorstrmvoldodskjenkingAddiction.pdf).

Measures:

53. The potential for reducing the harmful effects of alcohol will be explored in the context of an overall reform of alcohol legislation.

Implementation:

In connection with the overall reform of alcohol legislation.

Responsibility:

Ministry of Social Affairs and Health.

54. Public education addressing alcohol and other intoxicants will be part of all safety education, including online materials.

Implementation:

Permanent action.

Responsibility:

National working group on public safety communication.

55. The PAKKA project model will be introduced across the board, nationwide.

Implementation:

From 2012.

Responsibility:

National Institute for Health and Welfare, jointly with the Alcohol Programme, regional state administrative agencies, and local actors.

56. 'Sobering-up station' services will be increased and further developed in line with the reports made and the recommendations contained in them. Service planning and piloting will be launched with a view to creation of a beneficial and sensible system taking the needs of clients into account. The pilots will be funded from funds available under the National Development Plan for Social and Health Care Services (KASTE).

Implementation:

2014.

Responsibility:

National Police Board, National Institute for Health and Welfare, and cities and municipalities.

5.13 Improving services for crime victims and support for offenders

5.13.1 Increasing the funding for crime victim services to match demand

The most effective form of support and service for crime victims is to ensure that official procedures and court proceedings function appropriately and smoothly, without undue delays. At the moment, the funding for crime victim services comes mostly from the Slot Machine Association (RAY) and ministries in the form of operating grants, in some cases from regional funds (e.g., municipalities), and from private donations. RAY is the single most important source of funding, with its operating grant covering 70% of the costs of the national Victim Support Finland (RIKU) service, for instance.

Funding for crime victim services has increased considerably more slowly than the demand for these services. Added funding for crime victim services has been on the table in the Government's spending limits talks on several occasions, but so far no allocations have been made. The proposal for an EU Directive establishing minimum standards on the rights, support and protection of victims of crime (COM (2011) 275 final) includes as a key requirement that Member States provide appropriate emotional support, guidance, protection, and advice for crime victims free of charge. The draft Directive notes that these services may be provided by the government, government-related actors, or NGOs. The relevant Council Framework Decision already in place requires Member States to provide crime victim services.

As decided in the Government Programme, the services of Victim Support Finland will be guaranteed as proposed in the Internal Security Programme and a sustainable funding model established. Increasing the provision of crime victim services in terms of volume and regional coverage to match demand will require additional funding. This may be obtained through, for instance, allocating more funding to Victim Support Finland in the central government budget, increasing operating grants from ministries to Victim Support Finland, increasing the funding contribution of RAY, allocating income from fines to crime victim services, or setting up a crime victim fund whose income would be derived from a small contribution to be made by offenders to crime victim services. The yield of the crime victim fund would augment rather than replace the existing government funding. As at present, most of the actual services would be provided by NGOs. Issues involved in the setting up of central government funds must be taken into account when examining the potential for establishing the crime victim fund.

Measures:

- 57.** In order to ensure sufficient crime victim services with regional coverage, alternative models for sustainable funding of these services, including the setting up of a crime victim fund, will be explored by 31 December 2013. In the event of setting up of a fund, the yield of the fund would provide additional funding for crime victim services. The idea in accumulating capital for the fund would be to have offenders contribute to the funding of victim services.

Responsibility:

Ministry of Justice (exploring a sustainable funding model).

5.13.2 Increasing the volume and regional coverage of crime victim services

Several surveys and studies have shown that crime victim services are not sufficiently available and that there is great regional variation in their availability. The NGOs providing services for particularly vulnerable victim groups such as immigrants, victims of human trafficking, the elderly, the disabled, victims of sexual offences, and the families of homicide victims are to an especially high degree concentrated in the Helsinki Metropolitan Area, except for their help line and online services. The only NGOs providing local support for crime victims on a national basis are Victim Support Finland and the member associations of the Federation of Mother and Child Homes and Shelters. Finland is a large country in geographical terms, and improving the cooperation among NGOs providing crime victim services could help improve the national coverage of expert services. Such cooperation should be agreement-based and backed up by a monitoring system and coordination at the national level.

A particular problem at the moment is found in the services for victims of seriously traumatising crimes such as certain sexual offences. Health care and social welfare professionals refer victims of such crimes to the NGOs providing crime victim services. The argument for this is that social welfare and health care professionals do not have sufficient expertise to help these clients. There have also been cases where employees of NGOs with specialist health care training have noted that clients were in need of health care services but this need had not been identified when the client visited a health care service provider. It is estimated that the demand, for instance, for therapy services eligible for Social Insurance Institution compensation is greater than the supply of services available.

Measures:

58. An agreement-based cooperation system between providers of crime victim services will be set up to improve the availability of services for crime victim groups requiring expert help. This cooperation will be backed up by a national coordination and monitoring system. To achieve this, Victim Support Finland will enter into agreements with NGOs providing services for particularly vulnerable victim groups concerning consultation in the case of clients who require such expert services. The agreements will address training cooperation between NGOs, wherein an NGO providing services for a special needs group may provide training as required for employees of Victim Support Finland to improve their capability for encountering and catering to victims in that group. Victim Support Finland will monitor the number of consultations with agreement partners and the time used. It will later be evaluated whether the monitoring data may be used as a basis for the allocation of operating grants to NGOs providing expert services.

Implementation:

2013.

Responsibility:

Victim Support Finland and other NGOs providing crime victim services, and Ministry of Justice.

5.13.3 Ensuring the referral of crime victims to support services

Whether because of being traumatised or otherwise, crime victims are not necessarily able or willing to realise that they need support and help immediately after their experience. Therefore, it is important to refer crime victims actively to support services. The police are referring victims to these services in increasing numbers, as a result of long-term cooperation between the police and crime victim services. The police inform victims about the availability of support by, for instance, providing them with contact details for crime victim services when interviewing them; in some locations, they e-mail the victim's contact information to a support service provider (with the victim's consent). Practices vary from one police department to another. Under the proposed EU Directive establishing minimum standards on the rights, support and protection of victims of crime (COM (2011) 275 final), the state must actively promote the availability of support services for victims of crime. In the current system, the mediation procedure and victim support services may be erroneously considered mutually exclusive.

Measures:

59. It will be examined whether a clause requiring the authorities to ask crime victims, in connection with reporting the crime and being interviewed, whether they would be willing to have their contact information given to a provider of victim support services should be added to the new Pre-trial Investigations Act (805/2011; Chapter 11, section 9). If the victim consents, the authorities should then send his or her contact information to the relevant service provider without undue delay. The obligation to ask the victim for consent and to pass on his or her contact information would apply only in cases where the person concerned is a known natural person (crime with a victim), not in a simplified pre-trial investigation or summary penal proceedings. The referral of offenders to the appropriate services will be promoted through an internal regulation adopted by the police. Relevant entries will be added to the mediation guide; the mediator will then ask of the parties concerned whether they consent to their contact information being referred before beginning the actual mediation process. Referral of crime victims to support services will be improved in the operations of other authorities, such as in the social welfare and health care sector.

Implementation:

2012.

Responsibility:

Ministry of Justice (Pre-trial Investigations Act), **Ministry of Social Affairs and Health** (mediation guide), **National Police Board** (police regulation), National Institute for Health and Welfare, and municipalities.

5.13.4 Preventing recidivism by providing added support for released prisoners

According to a national victim survey conducted by the National Research Institute of Legal Policy, crime has a strong tendency to concentrate. The risk of recidivism is elevated if the offender is young, male, socially excluded, and a substance abuser. At the moment, services aimed at preventing recidivism target mainly minors and convicts in prison, the latter probably already having an extensive history of crime. Criminal behaviour among minors is addressed through the means of child welfare authorities and multi-professional groups of officials (e.g., the Ankkuri model). The vast majority of offenders — young adult men who have not yet been sentenced to imprisonment – are not covered by these services. It would be important to bring released prisoners, who are at a high risk of recidivism, under the coverage of support services more comprehensively. According to a study published by the Criminal Sanctions Agency in 2008, 61% of all offenders who have served a prison sentence and 70% of those who have served multiple prison sentences are apprehended for another offence under the Criminal Code within one year of being released. Current legislation requires a release plan to be drawn up for prisoners, in cooperation between several authorities if necessary. In practice, cooperation among the Criminal Sanctions Agency, the authorities of the home municipality of the released prisoner, and NGOs providing services is not sufficient.

Measures:

60. A provision will be added to the Imprisonment Act, or the Decree issued under it, requiring that the social welfare authorities of the home municipality or municipality of residence of a released prisoner be notified if the service needs of the released prisoner warrant it. The service needs assessment will focus particularly on key elements relevant if the released prisoner is to lead a life free of crime: housing, health, income, social networks, substance abuse, and criminal history. When the prison administration authorities inform the municipal social welfare authorities of a prisoner to be released, they must assess together whether and how they need to cooperate in drawing up a release plan



for the prisoner. Municipalities should ensure that a released prisoner is provided with services that support the goals of his or her release plan and a life free of crime. Under the Imprisonment Act, the system will be imposed as mandatory for a prisoner released on probation for the duration of probation, if this is considered feasible. The effects of these measures will be monitored, and recommendations for further development of cooperation will be made on the basis of their outcomes.

Responsibility:

Ministry of Justice, municipalities, and NGOs involved in probation and after-care work.

61. Services aimed at young men and designed to prevent crime will be developed, for instance, in accordance with the Poikien Talo [Boys' House] model set up by the Kalliola Settlement Youth Association. This procedure will begin through piloting. Support services will be funded via, for instance, grants applied for from the Slot Machine Association, assistance from municipalities, and grants from the possibly forthcoming crime victim fund. In these projects, offenders in the target group with sentences not involving unconditional imprisonment are referred to these services by the Criminal Sanctions Agency and municipalities. The projects may involve mentoring or peer support programmes like those already in place to help released prisoners.

Implementation:

2015.

Responsibility:

Ministry of Justice, municipalities, and NGOs involved in probation and after-care work.

62. Cooperation among municipalities, the Criminal Sanctions Agency, and the third sector in developing a crime prevention system will be enhanced through a survey of how best to ensure an unbroken treatment chain for prisoners after they have served their sentence.

Implementation:

2013.

Responsibility:

Criminal Sanctions Agency, municipalities, and NGOs.

5.14 Preventing violent acts arising from extremist ideologies

Since 2005, several European countries have prepared programmes to combat violent radicalisation and extremism. The key objective of these programmes is to prevent violent acts justified by extremist ideas and ideologies. In Finland, another goal is to prevent actions such as school shootings, which by definition do not qualify as terrorist acts but which are often motivated by misanthropy and an ideology of the 'super-human'. Identifying and preventing such acts often calls for action different from that required to prevent violence in general. Effective and early intervention requires broad-based cooperation, which, in turn, requires the ability to identify relevant phenomena and to intervene in them at an early stage, for instance, at educational institutions, in youth services, and in social welfare and health care services. The police engage in preventive action to support other authorities in the prevention of violence. NGOs and civil society at large play an important role in curbing and preventing violent extremism.

Measures:

63. An Action Plan for Preventing Violent Extremism, prepared in connection with the Internal Security Programme, will be implemented, and the implementation will be reported on regularly.

Implementation:

2012, thereafter permanent action.

Responsibility:

Ministry of the Interior, Ministry of Justice, Ministry of Social Affairs and Health, Ministry of Education and Culture, National Board of Education, National Police Board, Association of Finnish Local and Regional Authorities, local authorities, and NGOs.

5.15 Ensuring the availability of volunteers for security and emergency duties

Rescue departments, managed by municipalities, maintain a state of preparedness commensurate with the risks in their respective areas on a 24/7 basis. In built-up areas, these duties are handled mainly by full-time professionals. In sparsely populated areas, rescue departments rely mainly on volunteers; in built-up areas, contract fire brigades provide an important reserve and source of support for professionals. The level of preparedness of contract fire brigades is agreed upon in fire service contracts, and contract fire brigades are required to respond to emergencies within the response time set and with the response strength specified in their contract. It has been estimated that it has become increasingly difficult in recent years for contract fire brigades to maintain their agreed response strengths, especially in the daytime. This is due to a number of factors, such as population decline, the demands of working life, the expansion of catchment areas, and the nature of members' paid employment. Members may find it difficult to respond to emergency calls because of being too far away or because of not being able to leave their work.

There is a threat of the number of contract fire brigades declining and the network of fire stations thinning out. Achieving a comparable standard of preparedness by hiring professionals is challenging for financial reasons and reasons of efficiency. In order to ensure the continuity of these services, it is crucial to find solutions to the emerging problems involving fire brigade associations, rescue departments, municipalities, employers, and other actors (such as village associations).

Measures:

64. The availability of volunteers for security and emergency duties will be enhanced, and an investigation will be conducted into how the response strength requirements specified in fire service contracts are fulfilled across the country.

Implementation:

2013.

Responsibility:

Finnish Association of Contract Fire Brigades, Confederation of Finnish Industries, rescue departments, Finnish National Rescue Association, and Association of Finnish Local and Regional Authorities.

6. Implementation of the Internal Security Programme, reporting, and key indicators used in monitoring

6.1 Implementation and annual reporting

The measures set out in the Internal Security Programme will be implemented by ministries and their agencies within the framework of operational and financial planning and performance guidance.

To ensure the regional implementation of the measures set out in the Internal Security Programme, regional implementation plans will be drawn up. This task will be handled by working groups appointed and led by the regional state administrative agencies. The implementation plans will describe in detail how the measures set out in the Programme will be put into practice, taking into account particular regional characteristics and other security efforts already undertaken or under development.

Local security plans have been drawn up since 1999, and they cover almost the entire country. These plans are updated at least once every four years, after municipal elections. The Internal Security Programme and regional implementation plans will be taken into account in the updating of local security plans.

Both NGOs and businesses have been extensively involved in the preparation of the Internal Security Programme at the national and regional levels. Cooperation among authorities, NGOs, and businesses in the area of internal security will be continued to implement the measures set out in the Internal Security Programme.

A report will be drawn up on the implementation of the Internal Security Programme on a yearly basis, discussed by the ministerial working group on internal security before its publication. The report will contain information on the progress of measures in the Internal Security Programme and of regional implementation plans by measure, and information on indicator trends. The report will also outline points to be taken into account in implementation of the Programme and an evaluation of changes in the operating environment that have a bearing on the Programme's implementation.

The annual report will be written on the basis of electronically compiled monitoring data provided by the parties responsible for each of the measures. The regional state administrative agencies will submit information on the progress of regional implementation plans each year. The annual report will be compiled and edited by the Ministry of the Interior.

6.2 Evaluation

The effectiveness of the Internal Security Programme will be evaluated through two studies: an equality impact assessment and an operating effectiveness study. The purpose of the equality impact assessment is to ensure that the measures set out in the Internal Security Programme reach their intended target groups. This assessment will be conducted by the Ministry of the Interior.

A study to evaluate the operational effectiveness of the Programme will be conducted, focusing on the measures' design in relation to the problems identified and on factors that have promoted and hindered the implementation of those measures. The impact of the Programme on internal security in general will also be assessed, with reference to the security aspects of general trends in society such as demographics, economic development, incidence of social exclusion, and alcohol policy.

The operational effectiveness study will involve assessing whether the objective set for internal security in the Programme of Prime Minister Jyrki Katainen's Government has been attained.

The ministerial working group on internal security will decide when this study will be conducted.

6.3 Bodies to be appointed for monitoring the implementation

As outlined in the Government Programme, the ministerial working group on internal security is responsible for intersectoral coordination of the Internal Security Programme. The Ministry of the Interior handles matters related to the Internal Security Programme and the regional implementation plans for discussion by the ministerial working group on internal security.

A public servant steering group will be appointed to manage the intersectoral coordination of the implementation and monitoring of the Internal Security Programme, with representatives from the key authorities and NGOs. This steering group will monitor internal security in areas of key importance for the implementation of the Programme and progress in the implementation of the Programme, and it will take initiative to ensure its implementation as necessary. The steering group will hold preliminary discussion of the annual reports before they are submitted to the ministerial working group on internal security. The steering group will be appointed by the Ministry of the Interior.

NGOs are closely involved in the preparation and implementation of the Internal Security Programme. A working group will be set up to coordinate cooperation between the authorities and NGOs in the field of internal security and to implement the measures set out in the Programme. The NGO working group will monitor and promote implementation of the measures set out in the Programme insofar as they are relevant for cooperation between the authorities and NGOs. The NGO working group will be convened by the Ministry of the Interior.

The national business security working group will monitor and promote the implementation of measures agreed in the Internal Security Programme that have to do with cooperation between businesses and the authorities. The national business security working group was set up by decision SM037:00/2010 of the Ministry of the Interior.

6.4 Key indicators used in monitoring

The annual reporting on the Internal Security Programme will include a review of indicators. Some of these indicators reflect trends in background factors of essential importance for security, while others have to do with the implementation of measures set out in the Internal Security Programme.

Safety and security in everyday life, in the home, and around the home		
Indicator	2011	Source
Fatalities in accidents at home and in leisure time	2,557* (2010)	National Institute for Health and Welfare
Care institutions and similar facilities equipped with automatic fire extinguishing system (%)	23* (2010)	Ministry of the Interior, separate report
Fires in residential buildings	6,013	Rescue services resource and accident statistics, PRONTO

Security on streets, in public spaces, and at educational institutions		
Indicator	2011	Source
Street security index	78.64	Police results data system
Number of police assignments in the 15 largest shopping centres per year	6,714	Police results data system
Pupils in 8th and 9th grades who are bullied at school at least once a week (%)	8 (2010/2011)	National Institute for Health and Welfare, school health survey
Pupils in 8th and 9th grades who perpetrate school bullying at least once a week (%)	7 (2010/2011)	National Institute for Health and Welfare, school health survey

Safety and security in the workplace		
Indicator	2011	Source
Persons who have experienced violence while at work (%)	7* (2010)	Ministry of Employment and the Economy, Working Life
Workplace violence leading to an absence of more than 4 days, cases per year	1,065* (2009)	Occupational accident register (Federation of Accident Insurance Institutions)

Safety on the move		
Indicator	2011	Source
Persons injured in road accidents	7,919	Statistics Finland
Road traffic fatalities	292	Statistics Finland
Water traffic fatalities	55	Statistics Finland
Drownings	147* (2010)	Statistics Finland

Safety of special needs groups		
Indicator	2011	Source
Safety of the elderly; fatalities among persons over the age of 65 by falling down or from a height	960* (2010)	Statistics Finland, cause-of-death statistics
Suspected crimes reported to the police and evaluated as having a racist motive	287	Police results data system

Availability of crime victim services		
Indicator	2011	Source
Contacts to Victim Support Finland per year	25,117	Victim Support Finland statistics
Client relationships at Victim Support Finland per year	1,683	Victim Support Finland statistics
Time used in client relationships, hours per year	3,056	Victim Support Finland statistics

Referral of crime victims to services		
Indicator	2011	Source
Referral through police and other pre-trial investigation authorities, % of all contacts	45	Victim Support Finland statistics
Referral through mediation, % of clients or contacts	2	Victim Support Finland statistics

Safety of young people			
Indicator	2010	2011	Source
Comprehensive school pupils receiving part-time special needs education (% of all pupils)	23.3 (2009-2010)	-	Statistics Finland
Number of young people contacted in youth outreach work	5,724	10,041	Ministry of Education and Culture
Children aged 0 to 17 placed in substitute care outside the home (% of entire age group)	1.3	-	National Institute for Health and Welfare
Children aged 0 to 17 covered by non institutional child welfare services in the course of the year (% of entire age group)	6.5	-	National Institute for Health and Welfare
Young adults aged 18 to 24 who are long-term recipients of income support (% of entire age group)	14.5	-	National Institute for Health and Welfare
Unemployed job-seekers under the age of 25	31,800 (31.12.2010)	31,600 (31.12.2011)	Ministry of Employment and the Economy
Children aged 0 to 17 who have been hospitalised because of mental health disorders, per 1,000	4.9	-	National Institute for Health and Welfare
Young adults aged 18 to 24 who have been hospitalised because of mental health disorders, per 1,000	7.8	-	National Institute for Health and Welfare

Indicator	2011	Source
Violent offences against persons under the age of 18	6,692	Police results data system
Violent offences against persons aged 18 to 20	5,055	Police results data system
Offences under the Criminal Code committed by persons under the age of 18 (excluding traffic offences)	29,445	Police results data system
Offences under the Criminal Code committed by persons aged 18 to 20 (excluding traffic offences)	27,003	Police results data system
Pupils in 8th and 9th grade with a history of repeated minor offences (% of entire age group) ¹⁸	21 (2010/2011)	National Institute for Health and Welfare, school health survey
Number of persons under 21 suspected in offences and civil cases processed through the mediation procedure	6,378	National Institute for Health and Welfare
Sexual offences against persons under the age of 18 recorded by the police	1,812	Police results data system
Pupils in 8th and 9th grade who have experienced sexual harassment (% of entire age group) ¹⁹	47 (2010/2011)	National Institute for Health and Welfare, school health survey
Pupils in 8th and 9th grade who have experienced sexual violence (% of entire age group) ²⁰	14 (2010/2011)	National Institute for Health and Welfare, school health survey

¹⁸ The indicator is made up of five elements: graffiti in public places, damage to school property, damage to the property of others, stealing, and assault.

¹⁹ The indicator is made up of two elements: disturbing sexual propositions (or harassment) and sexuality-based insults.

²⁰ The indicator is made up of three elements: unwanted intimate touching, being pressured or coerced into having sexual intercourse, and being offered money for sex.

Business security		
Indicator	2011	Source
Cases of shoplifting per year	52,496	Police results data system
Cases of actual or attempted offences related to Trade Register entries per year	117	Police results data system
Compensation paid to enterprises for damage due to burglary and vandalism, EUR per year	8.5M €	Federation of Finnish Financial Services, statistics
Notifications of CERT-FI information security violations per year	3,135	CERT-FI statistics
Compensation paid to enterprises for fire damage by insurance companies	67M €	Federation of Finnish Financial Services, statistics
Other damages incurred by enterprises, EUR per year	74.5M €	Federation of Finnish Financial Services, statistics

Safety and security risks due to alcohol use		
Indicator	2011	Source
Consumption of alcoholic beverages per capita, measured as litres of 100% alcohol	8.1	National Institute for Health and Welfare, National Supervisory Authority for Welfare and Health
Fatalities from alcohol poisoning and accidents while under the influence of intoxicants	851* (2010)	Statistics Finland, National Institute for Health and Welfare
Pupils in 8th and 9th grade who get very drunk at least once a month (% of entire age group)	13 (2010/2011)	National Institute for Health and Welfare, school health survey
Cases of drink driving by persons under the age of 25 recorded by the police	5,683	Police results data system
Intoxicated persons taken into custody, per 100,000 residents	1,463* (2010)	Statistics Finland



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