



MINISTRY
OF THE INTERIOR
FINLAND

A safe and resilient Finland - Rescue Services Strategy 2025

MINISTRY OF THE INTERIOR PUBLICATION 20/2016
Internal security



MINISTRY OF THE INTERIOR

ISSN 2341-8524

ISBN 978-952-324-101-5 (PDF)

Layout: Government Administration Department /
Information Support and Publications Unit /
Anitta Tärkkan

Photos:

Pages 9 and 10: Miisa Kaartinen

Other photos: Markus Jauhiainen

Helsinki 2016

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Ministry of the Interior

DESCRIPTION

Date of publication: 31 May 2016

Authors: Ministry of the Interior

Title of publication: A safe and resilient Finland
- Rescue Services Strategy 2025

Abstract: safe and resilient Finland – through cooperation – is the rescue services' vision for 2025. The rescue services play a major role in building a safe and resilient Finland. The vision emphasises cooperation, since no actor can achieve these goals on its own. The operations of the rescue services extend to various sectors of society. The changes in society and in the operating environment challenge the rescue services in a new way. Such issues as changes in the international operating environment and demographic and regional structures, tougher economic conditions, and technological development are key factors from the point of view of the rescue services.

The rescue services' mission: We will enhance the safety of society under all circumstances – even emergency conditions – in collaboration with other actors, and remain close to people:

- by reducing the number of accidents;
- by maintaining responsibility for the rescue operations;
- by participating in the maintenance and development of civil emergency preparedness;
- by limiting the consequences of accidents under all circumstances
- by making more effective use of the rescue services' preparedness in society; and
- by providing first response and emergency medical services as agreed with health services.

The national targets for the rescue services are:

1. The rescue services have an overall picture of the risks in society, based on continuous analysis.
2. The rescue services are prepared to meet the risks within their own area of operation.
3. The rescue services are a strong coordinator of civil emergency preparedness and a trusted partner.
4. Services have been arranged in a high standard, cost-effective and consistent manner.
5. We are all aware of, and take responsibility for our own and our community's safety and the safety of surrounding areas.
6. The rescue services actively develop their practices and procedures.
7. Personnel's well-being at work is a priority.

The Strategy was prepared in collaboration within the rescue services sector. The panel set up to assess the future of the rescue services analysed changes taking place in the operating environment (megatrends in the rescue services).

The Rescue Services Strategy is published in Finnish, Swedish and English.

Distribution: Web pages PDF:

http://www.intermin.fi/en/current_issues/publications

Series and publication number: Ministry of the Interior publications 20/2016

ISSN: 2341-8524

ISBN: 978-952-324-101-5 (PDF)

Number of pages: 20

Language: English

The publication's language versions: Finnish and Swedish

Published by: Ministry of the Interior



Rescue services facing new challenges

A safe and resilient Finland – through cooperation – is the rescue services' vision for 2025. The rescue services play a major role in building a safe and resilient Finland. The vision emphasises cooperation, since no actor can achieve these goals on its own.

One of rescue services' strengths is the confidence citizens have in rescue service authorities. According to the latest survey, up to 98 per cent of the respondents have confidence in rescue service authorities. We want to keep up this confidence that we are enjoying among citizens. The citizens' confidence is a good foundation on which to build the rescue services that are undergoing a reform.

The new Rescue Services Strategy emphasises the risk-based approach to operations, high preparedness of the rescue services, cooperation, a high standard and uniformity of services, and active development. The risk assessment work of rescue services is developed in such a manner that it produces wide-ranging information needed for the development of civil emergency preparedness, which is also required for the needs of partners. The rescue services also support other actors in preparedness duties other than accident prevention by their expertise and services related to the operating environment, preparedness and risk management. The rescue services have the ability to provide and receive assistance in natural or man-made major accidents or disasters.

In the rescue services, it is essential that all development is based on service demand. This calls for an increasingly efficient and versatile use of resources. The goal is that the services provided by the rescue services would meet the national, regional and local demand, and that the services would be dimensioned according to the known risks.

The rescue services aim to play a strong role in the coordination of civil emergency preparedness. Well-coordinated preparedness and timely operations strengthen a society's ability to limit the consequences of accidents, and to protect people, property, cultural heritage and the environment under all circumstances. This way, we can enhance society's tolerance of accidents and incidents. We also need to remember that in today's world cross-border risks and threats cannot be effectively responded to without international cooperation.

Well-being at work must be managed in the same way as any other sector of rescue services. Clear contents and goals, development processes, resources, and indicators and their monitoring must be defined for well-being at work. Influencing the practical implementation of the well-being at work philosophy, or the change in work culture and attitude, is an important part of the management of well-being at work. Strategic management of well-being at work and making well-being at work a part of everyday management will raise the productivity of the rescue services.

The Strategy was prepared in collaboration within the rescue services sector. The panel set up to assess the future of the rescue services analysed changes taking place in the operating environment (megatrends in the rescue services).

I want to thank everyone involved in the strategy process during its various phases. At the same time, I want to encourage everyone to give active feedback on the content of the Strategy, and to participate in its implementation with enthusiasm.

Let us build a safe and crisis-resilient Finland together!

In Helsinki 31 May 2016



ESKO KOSKINEN

Director General for Rescue Services



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1 Government Programme and Report on Internal Security provide the starting points for the Strategy

The Rescue Services Strategy implements the objectives set for the rescue services both in the Government Programme and the Government Report on Internal Security

The targets for the rescue services set by the Government Programme:

- National rescue authorities will further enhance the national direction, planning, guidance, supervision and coordination of rescue services.
- The command and coordination of actions by rescue and civilian authorities to combat wide-ranging threats will be clarified.
- The cost-effectiveness of rescue services and career paths in the sector will be improved by reforming the training system and by further developing contract fire brigades.

The Government Report on Internal Security set two main objectives for the rescue services:

- The structures of the rescue services will be reformed and national steering of their operations enhanced.
- Command capability of civilian authorities and cooperation between authorities in rescue operations and under emergency conditions will be strengthened.



2 Rescue services' vision: a safe and resilient Finland

The vision laid down for internal security by the Government Programme is: Finland will be the safest country in the world for living, working and entrepreneurship. As part of internal security, the rescue services will also make efforts to achieve the Government-set vision of a safer Finland.

The rescue services' vision for 2025:

A safe and resilient Finland – through cooperation.

3 Rescue services' mission: to enhance safety and security under all circumstances

The rescue services' mission reflects the rescue services' duties and role in society.

Rescue services' mission:

We will enhance the safety of society under all circumstances – even emergency conditions – in collaboration with other actors, and remain close to people:

- by reducing the number of accidents;
- by maintaining responsibility for the rescue operations;
- by participating in the maintenance and development of civil emergency preparedness;
- by limiting the consequences of accidents under all circumstances;
- by taking advantage of the rescue services' preparedness to an increasing extent in society; and
- by providing first response and emergency medical services as agreed with health services.

4 Rapidly changing operating environment

The operations of rescue services extend to various sectors of society. The changing society and operating environment challenge the rescue services in a new way. Such issues as changes in the international operating environment and demographic and regional structures, tougher economic conditions, and technological development are key factors from the point of view of the rescue services.

In a world of global interdependence, global trends are also part of Finland's operating environment. The threats of climate change are generally acknowledged. Demographic trends, accelerating rates of urbanisation, cross-border migration, food security, access to energy, resource scarcity, and changes in the nature of conflicts are all examples of intertwined issues. Prevention of changes or adapting to them may also create global economic opportunities.

Changes in international operating environment

The operating environment of European internal security is changing rapidly. Instability in the closest neighbouring areas of the EU has created many security problems. In recent years, new and multidimensional threats, such as hybrid threats, have emerged, where governmental and non-governmental actors have sought to disturb the functioning of societies. The risk of natural disasters is increasing as a result of climate change, for example.

Changes in the international operating environment and in external security also have impacts on Finland's internal security and, consequently, on the rescue services. The ever-closer connection between internal and external security brings not only threats but also opportunities, in particular closer cooperation with other EU States, the Nordic Countries, international organisations (UN, NATO), and our other partners in combating threats.

In today's world, cross-border risks and threats cannot be effectively responded to without international cooperation. To maintain Finnish internal security, rescue service authorities and other actors must be able to fully exploit the tools at their disposal and to engage in cooperation nationally, with other states, and with the EU and other international organisations. National targets are promoted on international cooperation forums.



The changes in the demographic and regional structures pose challenges to the rescue services' ability to provide services

Finland's demographic structure is changing at the fastest rate in Europe. The population is ageing due to both an increase in life expectancy and a drop in birth rate. According to forecasts, in 2030 some 25 per cent of the population will be aged over 65. Also family structures are going through a change. About one million Finns are living alone, and the number of single dwellers is increasing rapidly in all age groups. Population ageing and, in particular, the number of elderly living alone will increase the number of rescue services' tasks, and will require a review of the level of service throughout the country in a new way.

The regional structure of Finland is also changing. Population is moving into growth centres and spreading to new areas surrounding them. In population centres, homes are built closer together, while, in sparsely populated areas, the size of the active population is decreasing and the people remaining are ageing rapidly. This poses a challenge for the rescue services' ability to provide services in a sufficiently balanced way throughout the country.

Immigration is changing Finland's demographic structure. Immigration to Finland has doubled within the last ten years, and in 2015, some 32,000 asylum seekers arrived to Finland. Immigrants pose a challenge to the prevention of accidents because of their inadequate language skills, and different cultural backgrounds.



The differences between various social groups will grow in Finland. According to the statistics, the poorest two fifths of society tend to be more prone to accidents and injuries than others while the reverse is true of the richest fifth of society. There is a threat that inequality will increase for both social and technological reasons. The risks caused by such development can contribute to social exclusion, political radicalisation and malfunctioning of political systems. Increasing inequality and social exclusion will also affect the rescue services and the arrangement of their services.

The challenge for the rescue services is how to secure a sufficiently balanced provision of services throughout the country. In a sparsely populated country like Finland, the use of contract fire brigades that rely heavily on volunteer activity and part-time contract personnel is necessary for arranging efficient rescue operations. For financial reasons alone, it is impossible to build rescue operations solely upon the use of full-time personnel. In densely populated areas, contract fire brigades are a reserve that

supplements the full-time personnel. Contract fire brigades are an essential resource that helps in securing a balanced provision of rescue services in all parts of the country. The challenge is how to attract enough volunteers to participate in such activities.

Tough economic conditions – the framework set by the sustainability gap

The Finnish economy has been ailing for a long time. Within the next few years, the economy is expected to gradually recover, but growth will remain subdued. The difficult economic situation will further weaken the possibilities for securing a balanced provision of services in sparsely populated areas in particular.

The state of public finances has also weakened substantially over the last decade. The Government is striving to curb the extent of the deficit in public finances during the present Government's term of office. This has required cutbacks and structural reforms within the public sector and these will continue in the coming years.



If implemented, the scope of the structural changes in public administration included in the Government Programme will be unprecedented. Other ongoing reforms running alongside these concern the organisation and provision of health and social services, the establishment of a new county-level regional government, and the reform of regional state administration. Municipal tasks will also be substantially reformed, with the purpose of reducing municipal tasks and obligations, and increasing the municipalities' freedom of action by means of different local government trials. The change in administrative service structures indicates a trend aiming at more centralised financial oversight of services.

Among the ongoing public sector reforms, the biggest impact on rescue services will be associated with the service structure reform in health and social services; in other words, the transfer of health and social services from municipalities and joint municipal authorities to counties. The share of emergency medical services provided by the rescue services ties the rescue services to the service structure reform in social and health services. The rescue services have emphasised the importance of emergency medical services in the provision of services from the perspective of synergies, the operational ability of the rescue services, and the performance of the entire emergency medical services system. Consequently, it is of utmost importance to link rescue services with the reform in health and social services.

In 2016, rescue departments will take care of more than 70 per cent of urgent emergency medical services, and, if necessary, rescue services personnel can be transferred to emergency medical service units from rescue services. This means that the actual readiness in major accidents is excellent. From the point of view of society's preparedness and those needing emergency medical services in particular, it is of vital importance that this readiness will not be destroyed during the county government reform.

As the economy is getting tighter, the need to make operations more efficient becomes emphasised, so that no compromises would need to be made on the services provided to the customer, or to the standard of service. Increased operational efficiency requires centralisation of operations, and as extensive harmonisation of services as possible. Increased operational efficiency calls for a new kind of review of the practices and procedures: are we currently doing things in the right and most appropriate way? In addition, things need to be prioritised, because, with dwindling appropriations, it is not always possible to hold on to very extensive provisions of services.

Technological development is an opportunity

Technological development is faster than ever. Technology is becoming increasingly mobile, integrated and user-friendly. With the help of technology, we can increase safety and security, and an efficient use of new technologies also enables growth in productivity. For example, nanotechnology and smart technologies can deliver applications that benefit the rescue services.

At the same time, the increasing dependence on large and complex information and other technical systems increases society's vulnerability. Storms, floods and other environment-related disasters can endanger the functioning of society and the safety of citizens. There may also be health and security risks associated with new technologies, such as increasing use of carbon-based materials.

The demand of rescue services is difficult to predict

Annually, the rescue services execute approximately 100,000 rescue missions. Quantitatively, most of them are inspections and checks (some 30,000) and emergency medical service missions (more than 20,000). The number of fires has remained at a constant level, even if the number of building fires has decreased. The total number of rescue service missions has been declining slightly over the past few years. The internal division between the various types of missions is changing. The number of traditional fires is decreasing, while the number of other accidents is increasing or remaining at the current level. It is unlikely that there will be any major changes in the nature and number of accidents by 2025.

In proportion to the population, more people are killed in fires in Finland than in most European countries. In recent years, an average of 75 people have died in fires each year, and more than 600 have been injured. Most of the deaths and serious injuries occur in building fires.

It is likely that certain changes will happen in the risks of major accidents. Major accidents may have substantial consequences even though the probability of such incidents is low. In addition, the impacts of natural disasters, and radiation, chemical and explosion accidents may be disastrous, and extend over large areas, both on land and on the sea. Similarly, accidents related to, and malevolent acts against critical infrastructure (traffic systems, and electricity and water supply) may be targeted against, and affect large numbers of people. Terrorism or other malevolent acts of a comparable nature may become an ever-greater threat, depending on international and social developments. The rescue services play a key role in the preparation for major accidents and dealing with them, because they hold the general command responsibility for such situations.



5 National targets

The national targets for the rescue services are:

- 1** The rescue services have an overall picture of the risks in society, based on continuous analysis.
- 2** The rescue services are prepared to meet the risks within their own area of operation.
- 3** The rescue services are a strong coordinator of civil emergency preparedness and a trusted partner
- 4** Services have been arranged in a high standard and in a cost-effective and consistent manner.
- 5** We are all aware of, and take responsibility for our own and our community's safety and the safety of surrounding areas.
- 6** The rescue services actively develop their practices and procedures.
- 7** Personnel's well-being is a priority.



5.1 The rescue services have an overall picture of risks in society, based on continuous analysis

- The rescue services actively monitor the safety development in society, make forecasts, and produce information for their own needs and those of other actors.
- Accident risks are identified and taken into account in the planning of operations and decision-making.
- The rescue services actively contribute to the improvement of safety deficiencies identified in their operating environment.

In order to develop rescue services and civil emergency preparedness, the rescue services need to have a continuous picture of what are the primary risks threatening the functioning of society. In practice, this means a continuous risk assessment process. It means identifying the risks, assessing how they can be managed, and making decisions on how each operator can reduce the probability of the risk, or limit the damage caused, in case the risk materialises. The better individual people, companies and communities know how to act, the smaller the losses caused by an accident are. The assistance provided by authorities will have a far higher impact if the actors present at the site of the accident can take action to contain the damage on their own, even before the organised assistance reaches the site.


The rescue services play a key role in risk assessment, because they are always the first ones to be called to the site in the case of an accident. Rescue authorities see accidents on a daily basis and are also capable of making at least preliminary estimates of the probable causes of accidents. One of the important duties of rescue authorities is to highlight the reasons causing accident risks, and to influence and ensure that measures are taken to control these risks. In many cases, the measures are such that they can be taken by the operator, owner or occupant of a property. This often requires that the rescue authority is capable of demonstrating the possibility of the risk, and highlighting simple practical solutions for improving safety.

5.2 The rescue services are prepared to meet the risks within their own area of operation

- The rescue services have resources proportionate to the risks, and have sufficient capacity to provide services throughout the country.
- As an internal security actor, the rescue services serve the preparedness of society to respond to incidents and disasters under all circumstances, including emergency conditions.
- The rescue services have the ability to provide and receive international assistance in natural or man-made major accidents or disasters.

The purpose of risk analysis is to assess how risks can be managed. Risk analysis is used as a basis for defining the rescue services resources and service capacity, which also depends on each community's and organisation's ability to respond to risks.

The better and more comprehensive each actor's preparations for different incidents are, the easier it is to organise a return to normal after an accident has happened.



The functioning of society is also dependent on all key actors being prepared for different incidents, including emergency conditions. The various societal functions are interlinked in such a manner that preparedness of one actor is not enough, but all actors need to be prepared for responding to different incidents. The role of rescue services is to ensure that the preparedness of various sectors to participate in rescue operations is planned, and that resources have also been assigned to that purpose. This serves the preparedness of the whole society to respond to incidents both under normal and emergency conditions.

The development of society's capacity to respond to incidents and disasters also enhances Finland's possibilities to offer assistance in natural or man-made accidents taking place in other countries, and to participate in the work for containment of disaster risks as part of the international community. On the other hand – and in spite of the development of readiness – it is possible that an accident or incident occurs that Finland's own resources are insufficient to deal with, and Finland must have the preparedness to accept international assistance. Participation in international work for the containment of disaster risks also improves Finland's own preparedness for incidents and disasters.

The rescue service authorities have at their disposal several international treaties and EU-level arrangements, by which authorities can provide and receive international assistance for the prevention and management of threats and risks affecting internal safety. Rescue services have become a tool of international assistance. The EU Civil Protection Mechanism constitutes the most important tool by which the rescue services can provide and request international assistance. The mechanism covers primarily the protection of people, but also the protection of the environment and property in connection with any natural or man-made disasters within the Union area or outside it, including environmental disasters, marine pollution emergencies, and acute emergencies that threaten human health. In the case of terrorist acts or disasters caused by nuclear or radiation accidents, the Union mechanism covers the preparedness and assistance measures falling within the scope of civil protection only.

The range of civil protection missions has expanded substantially over the last few years. At the turn of the millennium, the majority of international rescue missions were related to natural

or man-made accidents. Today, the expertise of rescue services is also used in wide-ranging support tasks of humanitarian aid operations. The EU's rapid deployment preparedness, combined with its capability to maintain fully self-sufficient operations on the field for several weeks have been recognised by, for example, UN agencies, which rely on civil protection sector professionals and resources when launching aid missions.

5.3 Rescue services are a strong coordinator of civil emergency preparedness and a trusted partner

- Preparations for major accidents have been made proportionate to risks.
- The rescue services support other actors in preparing for incidents.
- Risk assessment is proactive and produces information that supports operations and the development of civil emergency preparedness.
- The rescue services collaborate with various authorities, companies, organisations, volunteers (organisations) and communities.

At the national level, the rescue services aim to be a strong coordinator of civil emergency preparedness. Well-coordinated preparedness and timely operations strengthen a society's ability to limit the consequences of accidents, and to protect people, property, cultural heritage and the environment under all circumstances.

In Finnish society, the maintenance and development of civil emergency preparedness and capacity, and their coordination means taking care of these in the preparation for, during, or under immediate threat of major accidents and serious disruption situations;

- the roles and tasks of all those belonging to the rescue services system or participating in rescue operations are clear;
- the operations are based on joint planning;
- the preparations for major accidents have been made proportionate to risks; and
- all resources available are taken into account and exploited with increased efficiency.



To achieve these goals, the rescue services will increasingly step up its systematic and interactive cooperation and joint operations with other actors. The rescue services actively organise on their own initiative such activities as planning and training sessions, and exercises with partners at all levels of administration.

The risk assessment work of rescue services is developed in such a manner that it provides wide-ranging information required for the development of civil emergency preparedness, and also for the needs of partners. The rescue services also support other actors in preparedness duties other than accident prevention by their expertise and services related to the operating environment, preparedness and risk management.

The rescue services partner actively with various authorities, companies, organisations, volunteers (organisations) and communities.

5.4 Services have been arranged at a high standard, cost-effective and consistent manner

- The services provided by the rescue services meet the national, regional and local needs. The services have been dimensioned according to the known risks.
- National management, planning, steering, monitoring and coordination of rescue services will be strengthened and clarified.
- In their operations, the rescue services make efficient use of active cooperation and researched information.
- Contract fire brigades are an important part of the rescue service system.
- To achieve synergies, the rescue services closely collaborate with health and social services in emergency medical services.

In the rescue services, it is essential that services are developed according to need. The basic mission of rescue services is to provide timely services to people, which means that the use of resources must be made increasingly efficient and versatile. The goal is that the services provided by the rescue services would meet the national, regional and local demand, and that the services would be dimensioned according to the known risks.


The purpose of risk analysis is to first identify the existing risks, and then to evaluate their probability and potential ramifications. After this, an assessment is made regarding the methods available for managing these risks, and the most cost-efficient are selected from them. It is also part of risk management that responsibilities are systematically divided between various actors in a sensible manner, with the roles and responsibilities of each actor complementing each other. The better this process functions, the safer living environment we can build.

Internal safety, and the rescue services as an integral part of it, is the foundation of Finland's success. We need to strengthen this foundation even further to secure equal access to services throughout Finland. The rescue services need to be developed and managed as a single entity from a national perspective. Consistent management and steering enable uniform quality, harmonisation, measurability and credibility.

To enable more efficient and economic provision of services produced by the rescue services requires clear and strong national steering, which, for their part, calls for clear structures. The current structures of rescue services no longer meet the altered operating environment and the changing structures of cooperating authorities. The existing multipolar steering system does not enable a rapid and uniform development of operations.

The goal is that, in their operations, the rescue services would efficiently use active cooperation and researched information. Sufficient and high-quality research and development provides a foundation for successful operations. Since the problems and threat scenarios are more complex than ever before, and they emerge more quickly, research must also keep up with the pace of development, and be able to predict future problems. Detection of early signals and their correct interpretation are special challenges for research as well.

Contract fire brigades are an essential resource that helps in securing equal access to rescue services in all parts of the country. In a sparsely populated country like Finland, the use of contract fire brigades that rely heavily on volunteer activity and part-time contract personnel is necessary for arranging efficient rescue services. For financial reasons alone, it is impossible to build rescue services solely upon the use of full-time personnel. In densely populated areas, contract fire brigades constitute a



reserve supplementing the full-time personnel. Volunteer and part-time personnel also constitute an important part of the rescue service personnel in emergency conditions.

Emergency medical services and first response missions make up more than 80 per cent of the rescue services' volume of missions. The rescue services take care of a significant part of emergency medical services. In addition, the rescue services manage almost all first response missions in Finland. The synergy produced by the rescue services and first response bring the biggest overall benefit from the point of view of society. The goal is that, to achieve the synergies, the rescue services would collaborate closely with healthcare and social welfare in emergency medical services. The use of the rescue services for the provision of emergency medical services and first response missions enables the use of the same support functions, partly the same personnel, the same operating models and joint exercises, as well as joint contingency planning and disaster readiness. In addition to the rescue services, contract fire brigades are also used for first response missions. This enhances the appropriate targeting of resources in major accidents.

5.5 We are all aware of, and take responsibility for our own and our community's safety and the safety of the surrounding areas

- The ability of citizens and communities to reduce the rate of accidents is strengthened, and individuals and communities are encouraged to take their own initiative and responsibility.
- Self-preparedness is developed in collaboration with various actors.
- The ability of individuals and communities to act in accidents and incidents, and to cope with their consequences is boosted.
- Volunteer activity related to rescue services is developed.

There are numerous causes of accidents, and they are mainly related to human behaviour. They can be effectively influenced only by means of extensive and long-term cooperation, by increasing the responsibility and preparedness of individuals and communities for safety and security issues.

The rescue services alone cannot bear all the responsibility for accident prevention and coping with accident situations.

To be able to reduce accidents and their consequences, it is important that all people are aware of what is their own contribution to enhancing the security of their own environment and self-preparedness.

Self-preparedness refers to:

- prevention of fires and emergence of other dangerous situations;
- preparation for the protection of persons, property and the environment in dangerous situations;
- preparation for putting out fires, ensuring safe exit, and facilitating rescue operations, and any other rescue measures that each individual is capable of on his or her own initiative

Self-preparedness duties have been assigned to individual people, communities and authorities, so that they could prevent fires and accidents in their own living environment and actions, and prepare for limiting and preventing damage and consequences caused by accidents. The preparedness requirements cover any measures aimed at the prevention of accidents and dangerous situations, as well as preparedness for acting in an accident situation. The objective of preparedness is to prevent dangerous situations, to take account of incidents under normal conditions, and to prepare measures in case of emergency.

The rescue services participate in the public debate on safety, and actively communicate about safety. Communications can be used for activating people to affect their own living environment, and that of their families and friends. Work to improve safety involves directly influencing the population, and improving the knowledge, skills and attitudes of the people responsible for the safety of buildings. In practice, future safety communication will increasingly emphasise everyone's own responsibility for personal safety. Safety communication will also be targeted more carefully than before.

The rescue services operate near citizens, communities and companies, and promote safety in an active and cooperation-oriented way. Improved safety requires concurrent, mutually supportive measures from various actors. To enable this, joint efforts of the entire rescue services' personnel and the rescue services' partners are required. In accident prevention, special investment is made into the use of the third sector and contract fire brigades.

5.6 Rescue services actively develop their practices and procedures

- New practices and procedures and services are created, taking advantage of researched information and new technologies.
- The research and development activities of rescue services will be strengthened and used in actions.
- The rescue services are developed with the help of international networks and by participating in international rescue operations.

The standard and effectiveness of public administration and public services can be significantly affected, and the challenges caused by ageing and changes in the dependency ratio can be responded to by taking advantage of information and communications technology. With the help of such technology, the services that the public administration is responsible for providing can be increasingly produced, as processes crossing organisational boundaries and also in collaboration with other actors. If used correctly, information and communications technology can enable flexible operation.

Full-scale use of the newest technology and knowledge for operational development requires competence, where the need to simultaneously understand the operational requirements, the direction of development, and the opportunities offered by information technology becomes emphasised. The objective is to develop user-friendly digital services and practices and procedures in the rescue services that will enhance productivity and effectiveness.

Research and development activity refers to systematic operations for increasing information, and the use of information to find new solutions. The goal is to find something substantially new. The starting point for development is a perceived or identified need. Information produced by research and experimental knowledge will be used as a basis for development. The development aims at producing new processes, practices, operating models, methods, systems and products, or substantial improvement in the existing ones.

The guidelines for the rescue services' research and development are defined for a period of ten years; spearheads for one government term; and specific issues lasting one year at a time. The guidelines for the rescue services' research and development are:

Rescue services in the changing operating environment

- Changing and expansion of the accident profile
- Social risks
- Political and economic factors
- Changes in international operating environment

Rescue services' tasks and operations

- Change in the role of the rescue services
- The functionality and quality of the service system
- Competence, competence requirements and training of personnel
- Methods that renew rescue operations

The future role of individuals

- Safety attitudes
- Interaction
- Intentional activity that weakens or threatens security

International networks are used actively in the development of rescue services. Responding to cross-border risks and threats requires well-functioning international cooperation. National goals are promoted actively and systematically on all international rescue service forums and at all levels. International civil protection activities must support national readiness.

Important cooperation forums include the EU civil protection cooperation, NATO civil emergency preparedness cooperation, UN activities (UN/OCHA, IHP), Nordic cooperation ('Haga cooperation', NORDRED cooperation) and active regional cooperation between the Barents region countries, Baltic Sea countries and the Arctic region states. Close networks with our neighbouring countries (the Nordic Countries, Russia, and Estonia) and operational cooperation with these countries are an essential part of rescue services' international cooperation. Change in the rescue services' international operating environment requires continuous development of international rescue service readiness, education and training of experts, and increasingly systematic participation in project and research activity. In the future, the use of EU project funding and research networks in particular must be at the centre of the development of rescue services' international operations.



ing the work. The rules of the work community have been mutually agreed and they are complied with. Supervisors engage in genuine dialogue with the work community and take care that the physical and psychological conditions support smooth performance of work.

Well-being at work must be managed as part of the entity, in the same way as any other sector of rescue services. Clear contents and goals, development processes, resources, and indicators and their monitoring must be defined for well-being at work. Contributing to practical implementation of well-being at work philosophy is an important part of managing well-being at work. Strategic management of well-being at work and integrating well-being at work as part of everyday management enhances the profitability of the organisation.

Development of competences has a direct link with the effectiveness and control of work. If necessary, it enables realisation of more diverse career paths. The development of the personnel's competences ensures high-standard services and continuous renewal of rescue services. The aim is highly-trained, competent and motivated personnel. Methods for the evaluation of competences and their level are also required for managing the development of competences. In addition, implementation of additional and supplementary training must be ensured, and quality criteria set for the content of training.

To secure smooth performance of work and well-being at work, equal support for coping at work must be provided for employees of all ages and smoothly functioning cooperation methods found between generations. The meaning of age and partial work ability, as well as that of linguistic and ethnic background will become clearly visible in the future workplaces. Increasing diversity will be reflected upon management and the operations of immediate supervisors in particular.

It is important to simultaneously identify and recognise diversity and personal differences, on one hand, and non-discrimination and equality, on the other hand. Non-discrimination does not mean forcing people to the same mould or denying personal differences. Diversity must be addressed in a manner that promotes equality, and not in a way that inadvertently creates opposition between different groups or consolidates stereotypes. The goal is to generate equality that accepts personal differences. Equality supports both well-being of employees and the functioning and performance of the workplace.

5.7 Personnel's well-being at work is a priority

- The rescue services' goal is zero accidents at work.
- Operative management is consistent, open and interactive, and the management is committed to developing well-being at work of personnel.
- The rescue service personnel have competence and professional skills based on high-quality education and continuous evaluation and development of competence that meet the operational needs.
- Rescue services promote non-discrimination, equality and diversity.

The objective is that the performance and results of the work communities in rescue services are of a high standard, and people feel comfortable being part of them. The whole personnel do their job well and responsibly and develop their work and working environment in collaboration with others. In rescue services, everyone supports each other, everyone's competences are put to use, and everyone participates in discussion concern-

6 Implementation of the Strategy is monitored and assessed

The Rescue Services Strategy is monitored following the principle of continuous updating. The Rescue Services Strategy will be revised if significant changes occur in the operating environment. Otherwise, the Strategy will be revised regularly once a year in collaboration with other operators within the sector.

Indicators for assessing the Strategy will be prepared by the end of 2016. In the preparation of indicators, special attention will be paid to their nature in steering of operations. Once a year, in connection with the strategy revision, an assessment will be made of whether the national goals are still accurate or do they need to be revised.

7 Key concepts

Civil emergency preparedness

Civil emergency preparedness refers to activities related to security of supply, rescue services, civil defence, and protection of critical infrastructure.

Preparedness

Preparedness refers to activities for ensuring as disturbance-free performance of tasks as possible, and any possibly needed measures deviating from the ordinary in incidents and emergency conditions

Readiness

A state achieved as a result of preparedness, where responding to various threats is possible.

Rescue services

The system aimed at securing vital functions of society, reducing the number of accidents and limiting their consequences, enhancing the safety of citizens, and saving people when an accident is about to happen or has happened.



Rescue operations

Operations that consist of urgent measures aimed at protecting and saving people, property and the environment that an accident or a threat of an accident requires.

Public safety communication

Public safety communication encompasses the safety guidance, advice, education, training and information included in the guidance, education and provision of advice duties referred to in the Rescue Act.

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