Safe and incident-free daily life 2025

Internal security | Publications of the Ministry of the Interior 2019:36

Safe and incident-free daily life 2025

Action plan for incident prevention for the rescue services

Description sheet

Published by	Ministry of the Interior		16 Dec 2019
Authors	Jari Lepistö, Jonna Heliskoski		
Title of publication	Safe and incident-free daily life 2025 Action plan for incident prevention for the rescue services		
Series and publication number	Publications of the Ministry of the Interior 2019:36		
Register number	SMDno-2018-2296	Subject	Internal security
ISBN PDF	978-952-324-308-8	ISSN (PDF)	2490-077X
Website address (URN)	http://urn.fi/URN:ISBN:978-952-324-308-8		
Pages	36	Language	English
Keywords	social impact, internal security, phenomenon-based approach, anticipation, cooperation		

Abstract

The reform project of rescue services indicated the need for defining the national targets for incident prevention. Customer-orientation, uniformity and social impact were emphasised in setting the targets. On that basis, a project led by the Ministry of the Interior prepared an action plan for incident prevention for the rescue services.

The action plan is based on impact and a people-oriented and phenomenon-centred approach. Safe and incident-free daily life in 2025 was used as the mission. The related sub-goals are divided into strengthening the experience of safety, increasing active agency, ensuring availability of services and developing shared work. The changes aim to contribute to competence and capability, development of technology, building of collaboration, attitudes and shared concepts and operating culture. These issues are sought by means of eight social impact targets and further with 250 identified acts.

The action plan for incident prevention for the rescue services assigns the most significant inputs to children and young people, development of cooperation and a stronger sense of caring. In the acts the most important are stakeholder work, developing rescue services and increasing safety skills of population groups.

The action plan responds to a number of strategic challenges of internal security and rescue services.

Kuvailulehti

Julkaisija	Sisäministeriö	16.12.2019
Tekijät	Jari Lepistö, Jonna Heliskoski	
Julkaisun nimi	Turvallinen ja onnettomuuksista vapaa arki 2025 Pelastustoimen toimintaohjelma onnettomuuksien ehkäisemiseksi	
Julkaisusarjan nimi ja numero	Sisäministeriön julkaisuja 2019:36	

Diaari/hankenumero	SMDno-2018-2296	Teema	sisäinen turvallisuus
ISBN PDF	978-952-324-308-8	ISSN PDF	2490-077X

URN-osoite	http://urn.fi/URN:ISBN:978-952-324-308-8		

Sivumäärä	36	Kieli	englanti

Asiasanat	vaikuttavuus, sisäinen turvallisuus, ilmiölähtöisyys, ennakointi, yhteistyö

Tiivistelmä

Pelastustoimen uudistushankkeen aikana nousi esiin tarve onnettomuuksien ehkäisyn kansallisten tavoitteiden määrittelylle. Tavoitteissa korostettiin asiakaslähtöisyyttä, yhdenmukaisuutta ja vaikuttavuutta. Tältä pohjalta syntyi sisäministeriövetoinen hanke, jossa laadittiin pelastustoimen onnettomuuksien ehkäisyn toimintaohjelma.

Toimintaohjelman lähtökohtana ovat vaikuttavuus, ihmislähtöisyys ja ilmiökeskeisyys. Missioksi muodostui turvallinen ja onnettomuuksista vapaa arki 2025. Tähän liittyvät osatavoitteet jakautuvat turvallisuuden kokemuksen vahvistumiseen, aktiivisen toimijuuden lisääntymiseen, palvelujen saatavuuden varmistumiseen ja yhteisen työn kehittymiseen. Muutoksilla pyritään vaikuttamaan osaamiseen ja kyvykkyyteen, teknologian kehittymiseen, kollaboraation rakentumiseen, asenteisiin ja jaettuihin käsityksiin sekä toimintakulttuuriin. Näihin ilmiöihin tähdätään kahdeksalla vaikuttavuustavoitteella ja edelleen noin 250 toimenpiteellä.

Pelastustoimen onnettomuuksien ehkäisyn toimintaohjelmassa panostetaan eniten lapsiin ja nuoriin, yhteistyön kehittämiseen sekä välittämisen tunteen vahvistamiseen. Teoissa merkittävimmiksi nousevat sidosryhmätyö, pelastustoimen palveluiden kehittäminen ja väestöryhmien turvallisuusosaamisen lisääminen.

Toimintaohjelmalla vastataan moniin sisäisen turvallisuuden ja pelastustoimen strategisiin haasteisiin.

Presentationsblad

Referat

Under projektet för reformering av räddningsväsendet framgick att det finns behov av att fastställa nationella mål för förebyggande av olyckor. Vid uppställandet av målen framhävdes kundorientering, enhetlighet och verkningsfullhet. Utifrån denna grund inleddes under inrikesministeriets ledning ett projekt där man utarbetade räddningsväsendets åtgärdsprogram för förebyggande av olyckor.

Utgångspunkterna för åtgärdsprogrammet är verkningsfullhet, människoorientering och fenomenorientering. Det övergripande målet för programmet är en trygg vardag utan olyckor 2025. Delmålen i anknytning till detta är att stärka trygghetskänslan, öka den aktiva delaktigheten, säkerställa tillgången till tjänster och utveckla det gemensamma arbetet. Syftet med åtgärderna är att inverka på kompetensen och kunnandet, utvecklingen av tekniken, uppbyggnaden av samarbete, attityderna och de gemensamma uppfattningarna samt verksamhetskulturen. Målet är att inverka på dessa fenomen genom åtta effektmål och cirka 250 identifierade handlingar.

I räddningsväsendets åtgärdsprogram för förebyggande av olyckor riktas de mest betydande insatserna på barn och unga, på utvecklingen av samarbetet och på att stärka känslan av omtanke. När det gäller handlingar är det viktigaste att samarbeta med kontaktgrupper, utveckla räddningsväsendets tjänster och öka säkerhetskompetensen hos olika befolkningsgrupper.

Åtgärdsprogrammet svarar på många strategiska utmaningar inom den inre säkerheten och räddningsväsendet.

Content

TO THE READER

According to the working group considering the harmonisation of incident prevention in conjunction with the rescue services reform project, there is a clear need for joint national targets for incident prevention.[1] Over the decades, incident prevention work performed by rescue services has significantly expanded in scope. However, the working group was of the view that more substantial changes are needed so that the customer can be genuinely put at the core of the work. Customers expect rescue services to be harmonised and properly organised.

This action plan has been prepared in a separate project[2] involving a broad range of different parties. The targets for the action plan were jointly drafted by representatives of all rescue service actors as well as 40 organisations and government agencies. The action plan takes a human-oriented and phenomenon-based approach to the issue and the aim is to ensure maximum impact of the work to prevent incidents and enhance safety. The social impact targets have been derived from identified phenomena, while in the human-oriented approach, the focus is on listening to customers' concerns and addressing their needs.

Comments on the action plan were also requested from a large number of different parties. Submitting of the comments was an important part of the process because the action plan was revised and finalised on the basis of the comments.

The targets laid out in the action plan can be achieved by using the whole range of instruments available to safety work, such as monitoring and supervision, safety education, research, expert services, activation and social advocacy work. At the same time, more consideration is given to situations where the same individual can be met

---

1   Final report of the working group considering the harmonising of incident prevention, produced in conjunction with the rescue services reform.

2   A separate project report on preparing the action plan for incident prevention for the rescue services has been produced on the project.

(home, traffic, leisure activities, workplace, etc.). Even though the action plan is primarily intended for providers of rescue services, partners of the sector are also encouraged to join the process.

1   Introduction

The purpose of the action plan for incident prevention for the rescue services is to steer the planning and organisation of the incident prevention work performed by rescue services. The targets set out in the document determine the direction of the sector. The achievement of the targets set out for incident prevention by rescue services is jointly assessed by rescue sector actors on the basis of unified criteria. Effectiveness and impact of the services is reviewed by examining the targets as a whole and not on the basis of individual actions. Every effort is made to keep the targets set out in the action plan up to date. The acts have been identified in cooperation with a range of different actors during the preparation of the action plan and they are not formally binding. Other action can also be taken to achieve the targets. However, more effective results can be achieved if the acts are carried out by a broad spectrum of different parties.

This action plan is based on the incident prevention provisions contained in the Rescue Act and national strategies on internal security and rescue services.

1.1   Basis for incident prevention by rescue services

The basic provisions on incident prevention by rescue services are contained in the Rescue Act.[3] Under the Rescue Act, the guidance and safety education that rescue services are responsible for is the task of the regional rescue departments. The purpose of the guidance and safety education is to prevent fires and other incidents, prepare for the combating of incidents, ensure appropriate action in incidents and dangerous situations and to limit the consequences of incidents. Rescue departments are also responsible for the supervisory duties of the rescue services. The provision of services by rescue departments is based on the decision on the standard of service observed by regional rescue services. The decision must specify the threats in the region, assess the risks arising from them and determine the objectives of the operations, the available resources and services as well as the standard of the services. The decision on the service standard must also contain a plan for developing the standard. Based on the decision on the service standard, rescue departments must prepare a supervision plan on how they perform their supervisory duties. As laid out in the supervision plan, rescue departments carry out fire inspections and other supervisory tasks.

---

3   Rescue Act 379/2011

Under the Rescue Act, rescue services must monitor incident trends. This includes the monitoring of the threats of incidents as well as the number and causes of incidents. Rescue services must draw conclusions from these trends and, based on the conclusions, take measures to prevent incidents. The second key obligation involves cooperation in the prevention of incidents. To prevent incidents and to maintain safety, rescue departments must cooperate with other authorities, local organisations and local residents. This also includes proposals made as part of the monitoring of incident trends. In practice, this means risk analyses and fire investigations carried out by rescue services. Rescue services possess more information on incidents than other sectors. There is great demand for analysed information and rescue services are now better placed to meet this demand than in the past.

Over the last few decades, rescue services have made substantial progress in incident prevention and this has helped to broaden the basis for the work of rescue services. However, rescue services feel that they are not fully accepted as partners in the internal security field and would like to see substantial improvements in this respect. There is a need for joint targets, more joint action and more activities of similar nature.

This action plan continues from what has already been achieved. Even though the targets set out in the document are largely future-oriented, the past work remains relevant. The development projects under way in rescue services also support the achievement of the targets laid out in the action plan.

Until now, the work performed by rescue services has been divided into incident prevention, supervision and safety education. These categories are examined separately. Instead of using official sanctions, the focus in human-oriented thinking should be on changing human behaviour, which provides a basis for improvements in safety culture. In the future, rescue services should adopt a comprehensive approach to incident prevention in which individuals and communities are encouraged to develop their own capabilities, while at the same time, action is taken whenever there are clear breaches of law.

1.2   Links between the action plan and relevant strategies

The Finnish Government has set out the following strategic objectives for internal security:[4] 1) analysing the security environment and anticipating changes in it; 2) preventing insecurity caused by social exclusion; 3) ensuring efficient and productive

---

4   Government Resolution on the Internal Security Strategy 2017: A Safe and Secure Life

security structures and processes; and 4) maintaining and improving the crisis resilience of individuals and society. The obligations laid down in the Rescue Act provide a close link to these objectives and this link is further strengthened by the Rescue Services Strategy.[5]

The following are some of the objectives for promoting internal security set out in the Rescue Services Strategy: 1) overall picture of the risks in society, based on continuous analysis; 2) services are of high quality, cost-effective and consistent; 3) we are all aware of, and take responsibility for our own and our community's safety; and 4) the rescue services actively develop their practices and procedures.

It is noted in the Rescue Services Strategy that there are many causes for incidents and that they are mainly related to human behaviour. It is also pointed out that responsibility and preparedness of individuals are key to ensuring a high level of safety and security. Rescue services alone cannot assume the responsibility for incident prevention. In order to reduce the number of incidents and to mitigate their consequences, work must be carried out on a broad front to enhance the awareness of individuals and communities. It is also stated in the strategy that rescue services want to be close to citizens, communities and companies, promoting safety in an active and cooperation-oriented manner. Incident prevention can be enhanced by concurrent and mutually supportive measures taken by a broad range of different parties. This requires joint efforts involving a wide spectrum of parties and new openings to ensure a multi-channel approach.

1.3   Changing behaviour

From the perspective of this action plan, preventing incidents means changing human behaviour so that there is a reduction in the number of incidents and in the damage caused by them.

Safety can be enhanced (1) through self-initiated action or (2) in a controlled manner. As a rule, the way in which safety improves and the sense of safety is enhanced depends on the will and actions of every individual. We all have our own strengths and weaknesses in the field of safety skills. To eliminate the gaps, we seek information and guidance from the most readily accessible sources. This means that safety actors must provide their services on a variety of different channels and, in the spirit of our times, 24/7 services (such as those provided digitally) must also be available. Even though digitalisation is making rapid

---

5   Ministry of the Interior 2016: A safe and resilient Finland – Rescue Services Strategy 2025

progress in different areas of society, people still want safety actors to be present in their daily lives.

In addition to situations involving self-initiated action, there are also situations where the providers of safety services take the initiative. Identifying and influencing social phenomena often requires guidance. The need to disseminate traditional public information during peak periods and to actively highlight safety service needs is not going to disappear.

Rescue services work for the good of society at large and this action plan has been prepared to support this work. The action plan will help to make Finland safe and crisis-resilient in a human, professional and reliable manner - as a joint effort.

2   Joint mission as a basis

The mission for the action plan for incident prevention is **safe and incident-free daily life 2025**. The mission provides guidelines for continuously expanding cooperation across sectoral boundaries to ensure a safe and incident-free daily life. The work should involve broad sectors of the civil society and encourage joint development work.

Ensuring a safe and incident-free daily life requires changes in the everyday routines of individuals and communities as well as in service and expert networks. Figure 1 shows the mission of the action plan for incident prevention and the changes supporting its implementation.
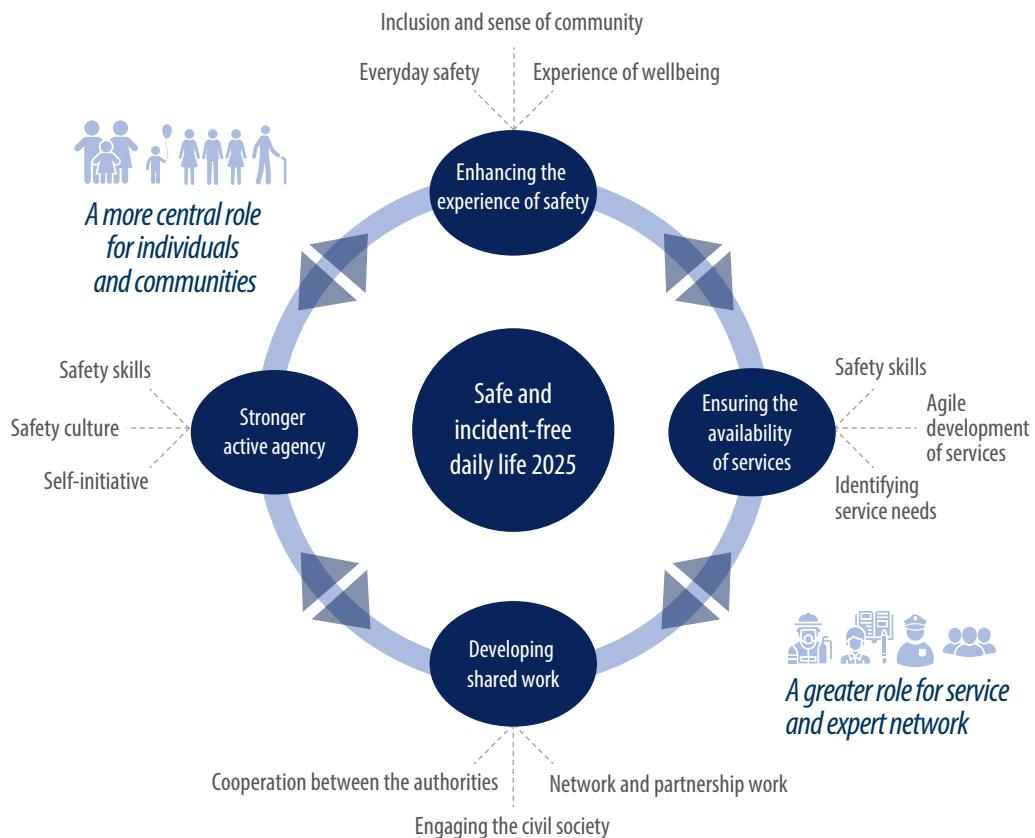

Figure 1. Joint mission and changes supporting the mission

The mission can only be made a reality, if the focus is on changes that support the achievement of a safe and incident-free daily life. In a development process involving a broad spectrum of parties, the following changes were identified as essential for implementing the mission: 1) stronger active agency; 2) enhancing the experience of safety; 3) ensuring the availability of services; and 4) closer cooperation aimed at making the mission a reality.

The changes will be implemented by influencing the phenomena inherent in them (see Figure 2). Measurable targets will also be set[6] for the changes so that their implementation can be monitored.

Figure 2. Framework for the changes and phenomena

_____

6 These targets will be set after the launch of the action plan implementation stage in Q1/2020. The setting of the targets will be preceded by a research review on the basis of which the indicators for longitudinal monitoring can be identified.

All changes set out as targets can be promoted by enhancing competence, capabilities, knowledge, technology and collaboration.

Competence and capabilities can be enhanced by providing individuals with opportunities to improve their civic and safety skills at all stages of life and in all operating environments. Maintaining physical and social functional capacity also plays a key role in incident prevention. At the same time, measures will be taken to ensure that a weakened functional capacity can be identified and taken into account in solutions involving the functional and living environment.

The role of knowledge and technology in incident prevention can mean measures aimed at making extensive and innovative use of the opportunities provided by digitalisation and measures to enhance the effectiveness of information provision. Effective provision of information is closely related to ensuring multi-channel access to information and the development of proactive communication. Proactive communication is both a form of social marketing aimed at changing people's behaviour and a form of newsjacking and lobbying.

Collaboration requires (1) joint understanding; (2) agreement on joint targets; and (3) target-oriented cooperation. Establishing a joint target-related situation picture lies at the core of collaboration. The actors involved commit themselves to joint targets set out on the basis of the situation picture and pledge to implement them. In incident prevention, collaboration may be based on existing cooperation networks or new partnerships. It must, however, be target-oriented, systematic and coordinated.

In addition to using the instruments referred to above, rescue service actors can also influence individuals and communities by shaping attitudes, shared concepts and operating cultures.

Influencing *attitudes and shared concepts* on safety and incident prevention is a four-stage process. In the first stage, the aim is to arouse the interest of the target group. In the second stage, the interest is built up by offering a range of opportunities for enhancing practical safety skills and for advocacy work. In the third stage, individuals are encouraged to take action to improve safety, prevent incidents and to mitigate their impact. In the fourth stage, the focus is on sharing positive experiences. In this, individuals are also encouraged to find out more about the matter and to become more actively involved.

Influencing attitudes and shared concepts requires more in-depth understanding of the needs and motivation of the target groups. Target groups are examined comprehensively and in a human-oriented manner. Agile experiments provide a basis for developing and scaling up good and effective practices.

Operating culture is the most extensive of the areas influencing incident prevention. It can mean the situation where the trust enhancing the sense of security leads to greater trust in the public sector and the services that it provides. Trust can be strengthened in a manner that encourages individuals and communities to show initiative and be actively involved in the prevention of incidents.

3   Impact targets and acts

A total of eight impact targets and eight sub-targets have been derived from the mission of the action plan for incident prevention. The targets are closely related to the target phenomena defined in the mission. They show the way ahead for concrete acts of which about 250 were identified in the drafting of the action plan.

The impact targets for the action plan for incident prevention have been set out to provide a response to the issues identified as key or topical challenges in the comprehensive joint development effort. The focus in the targets is on the phenomena defined in the mission, which provides a basis for an impact assessment of the mission and the changes supporting it as well as the concrete acts (see Table 1).

Table 1.   Impact targets and target phenomena of the action plan

	Phenomenon on which impact is focused	Impact target (sub-target)

	Competence and capabilities
	• Mastering civic skills
	• Developing skills
	• Physical functional capacity
	• Social functional capacity
		1. People become more capable of dealing with everyday safety matters
		2. Safety capital of children and young people will grow
		  2.1 Each child and young person will be reached at least four times before the age of 25
		  2.2 A broad range of tools will be used to reach children and young people
		3. Fire deaths and incidents among persons with limited functional capacity will start declining by the year 2024

	Information and technology • Access to correct information • Proactive communication • Digitalisation	**4. Rescue departments will introduce e-services for all population groups by the year 2022**

	Collaboration
	1. Joint understanding
	2. Joint targets
	3. Shared work
		5. Cooperation to prevent incidents will be expanded
		  5.1. There will be more cooperation with actors doing outreach work
		  5.2. Parties providing home care services will become active safety advocates by 2025
		  5.3. Targets will be set for involving organisations in incident prevention work
		  5.4. A strategic partnership model for industries and other business operators will be established by 2023
		6. The needs of different customer groups will be systematically identified and rescue services will provide needs-based services on the basis of uniform criteria
		  6.1. Rescue departments will provide incident prevention services on the basis of uniform criteria
		  6.2. Information on the safety of the elderly and immigrants will be systematically used at national and local level

	Phenomenon on which impact is focused	Impact target (sub-target)
	Attitudes and shared concepts 1. Arousing interest 2. Willingness to act and have an impact 3. Courage to act 4. Sharing experiences	**7. People will take more responsibility for their own safety and the safety of others**
	Operating culture • Trust in society • Hectic everyday life	**8. Stronger identification with communities will enhance the sense of caring**

Mission implementation impact targets for the action plan period 2020–2025 are described below.

Impact targets focusing on *competence and capabilities*:

1. **People become more capable of dealing with everyday safety matters**
2. **Safety capital of children and young people will grow**
   2.1 Each child and young person will be reached at least four times before the age of 25
   2.2 A broad range of tools will be used to reach children and young people
3. **Fire deaths and incidents among persons with limited functional capacity will start declining by the year 2024**

Extensive and comprehensive competence and capability targets have been set for the period covered by the action plan and they are mostly focused on children and young people. Separate consideration is also given to the needs of persons with limited functional capacity. These people include persons with disabilities and persons with memory disorders. Strengthening the safety capital of children and young people is the largest single input in the action plan. A large proportion of this involves measures enhancing the safety skills of the target group (see Figure 3). Setting the focus on children and young people provides a basis for solid safety skills among the population. At the same time, the consideration given to other special groups is in response to the challenges arising from the ageing of the population, disabilities and the growing need for care.

Specifying of target groups also allows rescue services to indirectly reach the working-age population through its role as parents of children and young people. Working-age individuals can also be reached by giving consideration to the workplace safety culture, leisure activities and overall home safety matters. The working-age population is the focus of a particularly broad spectrum of safety work, ranging from general provision of information to supervisory measures.

Impact target focusing on *knowledge and technology*:

4. Rescue departments will introduce e-services for all population groups by the year 2022

There is particular focus in the action plan on harmonising the e-services provided by rescue departments. Uniform and user-friendly services help to make rescue departments more accessible and their services more easily available. Development of e-services is connected with the development of the incident prevention information systems for rescue services. Adequate information security and protection of privacy are also key considerations in the process.

It should be kept in mind in the development of digital services that access to them is not universal. Opportunities for genuine face-to-face contacts will also be ensured parallel to the development of digital services.

The action plan also includes measures to develop proactive communication. However, they are not considered separately but as tools supporting the achievement of six other targets.[7]

Impact targets focusing on *collaboration*:

5. Cooperation to prevent incidents will be expanded
  5.1 There will be more cooperation with actors doing outreach work
  5.2 P   arties providing home care services will become active safety advocates by the year 2025
  5.3 Targets will be set for involving organisations in incident prevention work
  5.4 A strategic partnership model for industries and other business operators will be established by the year 2023

6. The needs of different customer groups will be systematically identified and rescue services will provide needs-based services on the basis of uniform criteria
  6.1 Rescue departments will provide incident prevention services on the basis of uniform criteria
  6.2 Information on the safety of the elderly and immigrants will be systematically used at national and local level

Achieving better cooperation in incident prevention is the most important impact target in collaboration. Collaboration accounts for nearly half of all incident

---

7   The focusing of proactive communication and social marketing measures on different targets is shown in Figure 3. The number of communication measures allocated to different targets is indicated by the figures in 'Communication and provision of information'. (Columns 1-8).

prevention work (see Figure 3). Cooperation creates needs for new service processes in response to concrete safety defects. At the same time, it also provides a platform for potentially useful safety innovations for organisations, business operators, providers of home care services, the authorities and rescue service actors.

The nature of the action plan in general is also reflected in the targets. Making the mission a reality requires extensive cross-sectoral cooperation. For rescue services, this means significant inputs into target-oriented stakeholder work and social advocacy work. At the same time, cooperation means that the safety work load can be shared by a larger number of actors so that the matters being promoted will have a greater impact. The cooperation provides a platform for combining rescue service expertise with the expertise possessed by other actors, which will create a stronger basis for ensuring social impact. As shown in Figure 3, stakeholder work is relevant to all impact targets set out in the action plan.

High expectations have been set for uniform service levels in rescue services. However, a human-oriented approach requires a certain amount of flexibility in service production. In order to understand the needs concerning the safety of people, we need channels and methods to highlight the needs. Collaboration leads to common situation awareness and encourages the parties to create joint plans and to combine forces to establish uniform services. However, despite uniformity, there is still room for adjustment concerning the relationship between the service network structures, different operating environments and population groups. Individuals expect to get similar answers to their questions, irrespective of whether they live in urban or rural environments. Different types of situation information should also be channelled to other uses, such as the building of safety for the elderly and immigrants, two groups listed under this target.

Impact target focusing on *attitudes and shared concepts:*
7. People will take more responsibility for their own safety and the safety of others

Achieving the target requires better understanding of the safety skill needs and motivation of the target groups. There will be a gradual shift from population-level work to improve safety skills towards tackling defects in safety competence specific to target groups. Even though the target refers to people, it equally applies to supporting the promotion of self-initiated safety in companies and communities.

During the period covered by the action plan, the aim is to identify and profile target groups so that it provides a basis for developing solutions enhancing self-initiative

and active agency. In profiling, social marketing will be used to identify prerequisites for impacting behaviour.

Taking responsibility can be emphasised in all forms of incident prevention work. Responsibility issues are important in fire investigation so that the correct target groups can be identified. In supervision, the responsibility of each individual party for safety at home, in the community or in the company can be emphasised. In the provision of safety information, the focus is on arousing the sense of responsibility in each individual. In social impact work, defining clear responsibilities makes it easier to find joint solutions.

Impact target focusing on the *operating culture:*
8. Stronger identification with communities will enhance the sense of caring

In the target focusing on the operating culture, the aim is to influence the operating culture of communities and service providers.

The experience of communal responsibility helps to enhance the sense of safety referred to in the mission. Under the action plan, rescue services will influence the behaviour of communities by strengthening their local presence and preventive involvement. Through stakeholder work and social impact work, local actors are also supported in their efforts to strengthen the sense of community.

The target also covers the activities of the rescue services and other service providers relevant to the action plan for incident prevention. Face-to-face contacts should strengthen the sense of caring. Thus, achieving the target requires improvements in services and the service culture. Change management also plays a role in the achievement of the target.

The action plan will be implemented by means of specific acts and a large number of them were identified during the preparatory stage. The acts identified in the preparation of the action plan have been divided into nine main categories. Table 2 shows the category-specific division of the acts into the impact targets described above.

Table 2. Acts set out in the action plan, by category and impact target.[8] (Situation on 18 October 2019)

Phenomena to which responses are required		1	2	3	4	5	6	7	8	
	Impact target number	1	2	3	4	5	6	7	8	
Act categories (9)	Identifying target groups, needs and motivation	1	3		1	6		3	1	**15**
	Social advocacy work	4	9	1	1	9		1	5	**30**
	Developing rescue sector services	2		3	21	5	10	3	10	**54**
	Stakeholder work	1	5	7	5	25	8	3	7	**61**
	Change management		1					2	2	**5**
	Enhancing safety skills among population groups	4	28	7	1	5	1	1	2	**49**
	Ensuring a safe living and operating environment for the population group	2		4		3		1		**10**
	Communication and provision of information	3	9	4	1	5			7	**29**
	Research and monitoring	2	6	2	3	3	2	2	1	**21**
All measures		**19**	**61**	**28**	**33**	**61**	**21**	**16**	**35**	**274**

Based on the quantitative examination of the target-specific acts, the key impact targets of the action plan are as follows: strengthening the safety capital of children and young people, expanding cooperation in incident prevention, and enhancing the sense of caring.

Stakeholder work, developing rescue services, and enhancing safety skills among population groups are the most important of the individual acts. From the perspective of the mission, most of the acts are focused on the development of competence, capabilities, collaboration and operating culture.

From the perspective of the development of rescue services, the key acts involve the identifying of customer groups' needs, provision of uniform services and the development of digitalisation. Development of joint information systems for the sector and e-services are individual acts but characterised by long-term efforts. Formulating common criteria and performance requirements are also major long-term acts creating a basis for uniform services.

It should also be noted that in addition to stakeholder work, research and monitoring as well as enhancing safety skills among population groups are also acts cutting across impact targets.

---

8 The target numbers refer to the numbers of the impact targets in Table 1.

4   Levels of the action plan

The action plan for incident prevention has two levels: (1) the framework for generic mission-based incident prevention; and (2) the plan for implementing the framework. The levels constitute a systemic package enabling impact management, ranging from mission-related changes to concrete everyday actions.

The action plan for incident prevention has been designed so that it supports the allocation of resources for plan implementation and impact management. The structure of the action plan and the levels of verifying its impact are show in Figure 3.
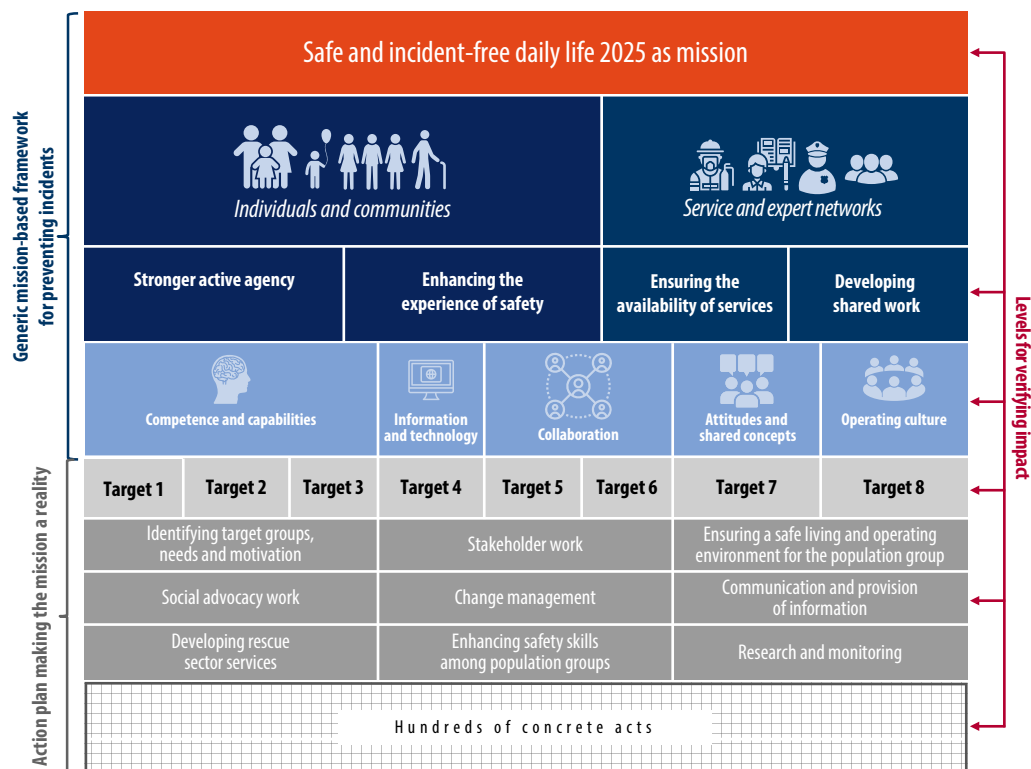

Figure 3. Structure of the action plan and levels of impact verification

The action plan constitutes a systemic package connecting the different levels. This allows (1) the dimensioning of the action plan implementation by adjusting target levels; and (2) the anticipation of the achievement of the plan targets by monitoring concrete acts.

The tools for dimensioning the action plan and monitoring its implementation will be designed as part of the action plan implementation.

Categorisation of the acts set out in the action plan allows the action plan resources and implementation to be examined from a variety of different perspectives. In addition to the focusing of the acts, the categorisation also supports the planning and budgeting of the resources. Levels and criteria of the act categorisation as well as the focusing of the acts by category are show in Table 3.

Table 3. **Categorisation and focusing of the acts set out in the action plan (situation on 18 October 2019)**

Category level	Categorisation criteria	Percentage of acts
Stage	Strengthening safety prerequisites	189
	Enhancing safety	85
Focusing on rescue service processes	Act directly focused on public at large	84
	Developing processes	187
	Enhancing personal skills	20
Operating environment	Early childhood education	39
	Basic education	57
	Education institution	62
	Home	79
	Leisure activity	48
	Workplace	46
	Care institution	51
	Transport/infrastructure	32
Population groups	Children and young people	58
	Working-age population	64
	Elderly	66
	Persons with limited mobility, persons with mental disabilities	50
	Immigrants	54
Role of rescue services in the implementation	Mainly the responsibility of rescue services	132
	Rescue services as enabler/supports stakeholders	129
	Mainly the responsibility of stakeholders	14
Provision of resources	Rescue services %	58
	Stakeholders %	42
Type of rescue service operation	Continuous activity	215
	Project	42
	Input	16
Measurable performance target	Yes	235
	No	38
Current state	Exists	21
	Exists but functional changes are needed	109
	Has development potential	143

Implementation of the action plan requires broad-based cooperation across sectoral boundaries. Participation of key stakeholders in the preparation of the action plan has made it possible to identify acts to be implemented by parties other than rescue services and to incorporate them into the action plan.[9] Rescue service activities in relation to other actors can be roughly divided into inputs, support provided in expert capacity and active cooperation.

In addition to the implementation of the action plan and allocation of resources for it, the links between different levels of the action plan also provide a basis for the application of extensive monitoring analytics. The way in which the implementation of the action plan can be examined using the categorisation of acts is shown in Figure 4. However, continuous impact assessment and management requires that the implementation of the acts is monitored as part of the action plan. The required indicators and assessment methods are specified as part of the planning process as the action plan is put into practice.
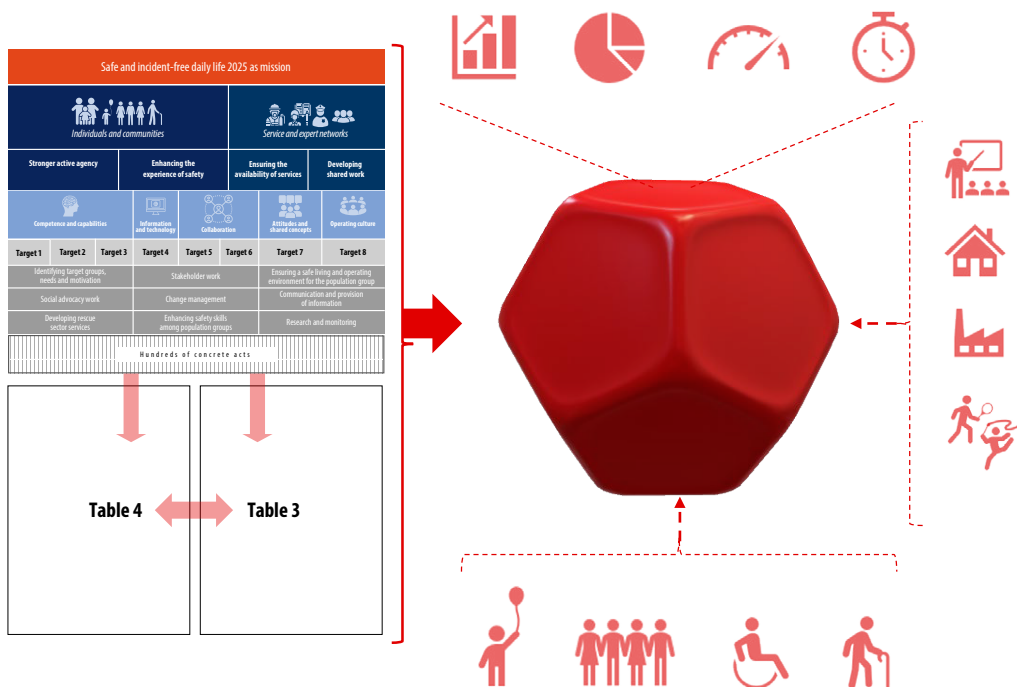

Figure 4. Framework for the action plan impact management

---

9 Action plan for incident prevention for the rescue services - preparatory project report.

5   Implementing the action plan

Implementing the action plan requires work at many levels. Key factors are the structuring of knowledge-based management, identifying of cooperation structures, competence development, change management and management of joint work. To keep the action plan up to date, national coordination, in which rescue services organisations are represented, is also needed.

5.1   Knowledge-based management

Knowledge-based management means intentional management and activities using analysed data and information. With knowledge-based management, consideration can be given to different views, options, adequate information, core competence and experientialism in decision-making and management. Structuring information requires discussion and interaction on the basis of which common interpretations and conclusions can be produced. Knowledge-based management is more than just relying on dashboards and reports, which is comparable to staring at the rear-view mirror. In knowledge-based management, sights are set for the future.

The fire investigation data produced by rescue departments can be considered as an example. It adds to our knowledge of causes of fires and situations leading to fire deaths. Analysed fire investigation data can be used more extensively by making investigation results available to equipment importers, construction companies, designers and decision-makers. In interaction with these parties, a joint view can established on corrective measures and matters to be considered in safety training or in the supervisory work carried out by the rescue authorities. With the formulation of the joint view, the same information can also be used more extensively by stakeholders. Knowledge-based management requires systematic cooperation structures.

In activities aimed at maximum impact, knowledge-based management requires knowledge about one's own sector and organisation as well as about the state of the operating environment and human life in general. By engaging in cooperation, a shared situation picture and operating models to tackle societal challenges can be established. Information analysis makes it easier to select the right measures and target them correctly.

It must be ensured that the data used in knowledge-based management is up to date. Rescue services, too, could make more extensive use of big data. With big data, more in-depth causes can be found for many phenomena and these could then be tackled more effectively in cooperation with other actors. The implementation of this action plan also requires a great deal of sector-independent information ensuring the accuracy of the acts and maximising their impacts. More research on issues concerning incident prevention will be needed in the future. Impact research is needed in rescue services. Research results make it easier to understand the impact, relevance and quality of the work and to determine how incident prevention should be focused.

5.2   Identifying cooperation structures

The following are the incident prevention partnerships most frequently used by rescue services: 1) the safety service area of the rescue departments' partnership network and working groups; 2) at local level, cooperation with building supervision and designers; 3) with other sectors at national level, cooperation structures established to prevent incidents at home and during leisure time. There are a number of joint projects within the sector involving rescue departments and rescue sector organisations. These include the NouHätä! and the Fire Safety Week campaigns, which should also be continued in the future.

A clear need for more cooperation with business operators and organisations was identified during the preparation of the action plan. This would require systematic development work, a regular approach and opportunities for active participation. Structured cooperation brings the best results when it leads to genuine partnerships. This is also the aim of the fifth impact target.

The following standardised cooperation structures available to rescue services were identified during the preparation of the action plan:

- Internal security strategy work
- Cooperation model for comprehensive security
- National Action Plan for Safety Promotion among Children and Youth
- Coordination group for the prevention of home and leisure time in-juries
- Incident prevention network
- Work carried out at national level to prevent road traffic accidents

Rescue departments have established a joint partnership network in which experts conduct discussions to find solutions to issues concerning everyday life. These also play an important role when joint efforts concerning the targets of the action plan are planned. The partnership network is on a voluntary basis and the rescue departments themselves are the main actors in the network. The network cannot make any decisions on behalf of any of the parties. The network discusses common policies and operating models. Each rescue department decides whether to adopt the models in its region in unchanged or modified form or whether to adopt them at all. The following expert groups have been appointed under the safety services of the rescue departments' partnership network:

- Supervision experts
- Safety information experts
- Contact persons for fire investigation
- Contact persons for the safety of public events
- Experts in structural cooperation
- Chemical contact persons

The partnership network has produced benefits for rescue departments. There should be a similar cooperation mechanism for incident prevention and the mechanism should also involve the parties outside the partnership network. The task of the coordination group is to provide a forum for the views of sectoral actors and to serve as an organisation discussing issues concerning the sector as a whole.

With regard to the targets set out in the action plan, it would be important to identify useful national, regional and municipal cooperation mechanisms in which discussions arising from joint interests could take place and workable operating models intended to achieve identical targets could be established for each actor. Partners at different levels could include the following:

- At national level: ministries and central government agencies, main organisational actors, advisory bodies, research institutes and the Church Council
- At regional level: Regional State Administrative Agencies, ELY Centres, Regional Councils, hospital districts, joint municipal authorities for health and social services, joint municipal authorities for vocational education and diocesan chapters
- At local level: technical and cultural services of municipalities, local organisations and actors providing leisure services, village communities, parishes, youth councils and councils for the elderly.

The targets laid out in the action plan will have a stronger impact if the cooperation to enhance safety is on a multi-channel basis. It is easier to reach people in different operating environments and life situations through the service networks provided by the public sector.

5.3   Developing competence

Capabilities required in incident prevention must be continuously improved. Training for qualifications and further training in the rescue sector is provided by the Emergency Services Academy Finland and the Helsinki Rescue School. The qualifications provide their holders with the basic competence required in rescue work. However, the practical skills are learned in real work with other people. Further training provides qualification holders with a more in-depth knowledge base for their work.

By carrying out their supervisory duties, rescue authorities are major users of public authority and they also issue administrative decisions. Provisions on the qualification requirements for rescue services are contained in the Government decree on rescue services. There are no legal provisions on qualification requirements for incident prevention work. This should be a consideration in the next overhaul of the Rescue Act. Responsible use of the authority concerning incident prevention requires a solid knowledge and skills base and sufficient powers.

A human-oriented approach is required when the main aim is to change human behaviour and make people understand the importance of safe practices. Incident prevention work always involves face-to-face situations. Individuals using services provided by rescue authorities expect equal and non-discriminatory treatment. The decisions must be well-justified and easy to understand so that they are taken seriously. People do not want any finger-pointing and expect the authorities to treat them as equals. Individuals are at the core of the action plan. This should be a key consideration in the development of skills. Credibility arises from each face-to-face situation.

Using this action plan as a basis, parties providing training services should consider what to include in teaching packages covering incident prevention. A more extensive dialogue between rescue service actors and training institutes is needed so that the skills base can be strengthened. It must be ensured that in all competence-related development needs, the parties providing training and the capabilities of the organisations are also identified.

5.4   Managing change and joint work

The action plan for incident prevention for the rescue services shows the way for joint development of incident prevention and provides the focus areas for the work. Succeeding in this task requires new thinking: replacing organisation-based performance targets with human-oriented content. The change will not happen overnight as the process will take time and require a systematic approach to management.

A coordination group supporting the management plays a key role in the change management process. The task of the coordination group is to consider factors helping to put the action plan into practice.

The action plan will be implemented by the Ministry of the Interior officials as part of their day-to-day work and a broad range of different forums will also be used. There will be heavy reliance on knowledge-based management in the process. Networks and meetings with stakeholders will be used in the work to achieve the targets set out in the plan. Controversial issues will be openly highlighted and all parties will work together to find solutions to them. An open approach and forward-looking discussions are the best way to reach agreement on such matters.

The service objectives set by rescue departments are usually entered in service standard decisions. Each rescue department also prepares a supervision plan and other necessary plans on the basis of which the services are provided. A systematic approach is important in the provision of incident prevention services. Plan-based provision of services is the most target-oriented and effective approach. From the perspective of the sector as a whole, it is important that national objectives are considered in the plans prepared by regional rescue services. Using jointly agreed priorities and development measures, a broader impact at national level can be ensured.

5.5   Coordinating the action plan

Implementation of the action plan for incident prevention will be coordinated by a national coordination group comprising representatives of the rescue sector. The group will also participate in the monitoring of rescue services' performance under the plan. The coordination group has been appointed for a two-year term (2020–2022). The coordination group will be chaired by a representative of the Ministry of the Interior and the other members will be appointed by rescue sector organisations.

The coordination group will start the work to define the knowledge base required for knowledge-based management. The coordination group will work in close cooperation with rescue service organisations and their cooperation forums (such as the partnership network of rescue departments) and project working groups. The coordination group will keep up to date on incident prevention work in the sector and form a comprehensive situation picture based on the latest developments. Through the work carried out by the coordination group, incident prevention work by rescue services will become more systematic and target-oriented.
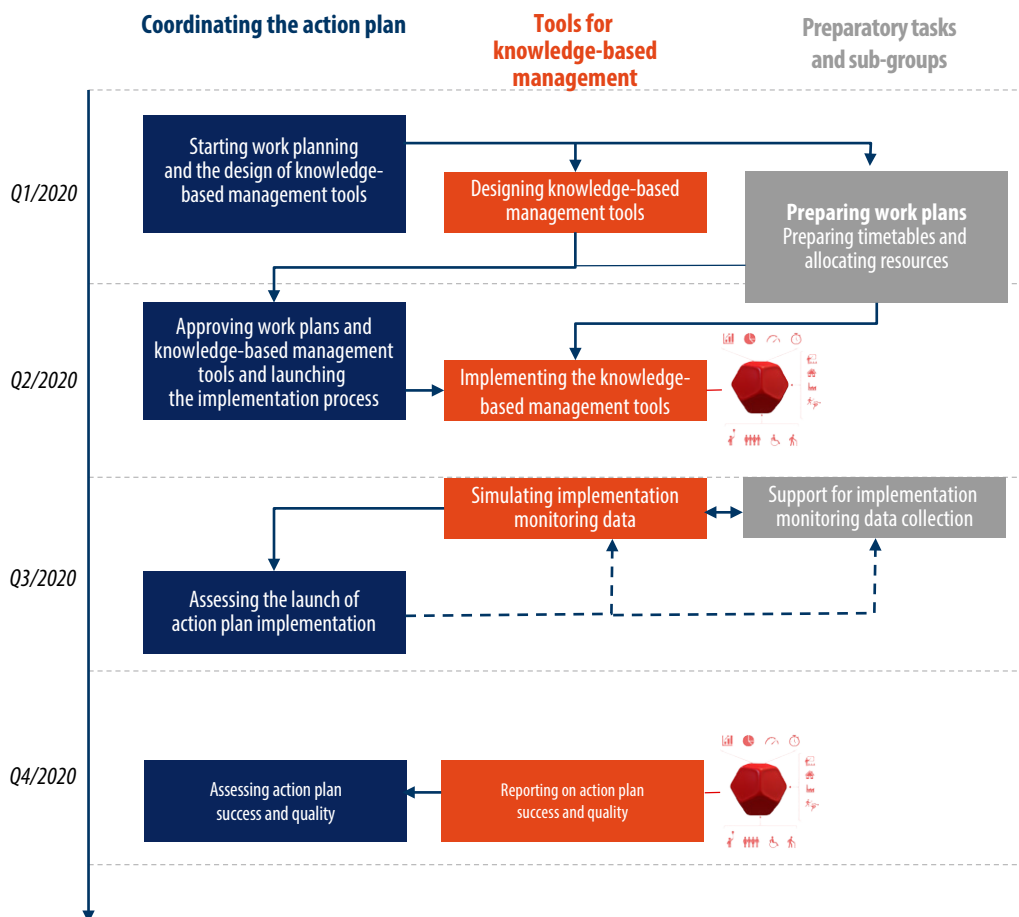

Figure 5. Example Launch of the action plan implementation during the first year. The coordination group will produce more detailed plans for its work at its organisational meeting.

The operating environment is constantly changing. Safety-related phenomena come and go. The action plan for incident prevention for the rescue services will be continuously updated. The coordination group will work to identify everyday safety phenomena and react to them. If necessary, joint objectives will be specified in interaction with rescue services and other actors in the safety sector. The coordination group will also engage in a dialogue with individuals and national stakeholders playing a key role in rescue services' incident prevention work.

6   In conclusion

The purpose of the action plan is to respond to the demands for more uniform rescue services. It does not take a stand on regional differences or service structures. The aim of the action plan is to make the thinking into a more impact-oriented and human-oriented process. This leads to more meaningful societal activities.

All rescue service resources are available for incident prevention and safety promotion. To provide a basis for anticipatory work, providers of rescue services, preparedness, prehospital care and support services should be extensively consulted. The expertise possessed by rescue services and prehospital care providers, national-level research and the information collected on the topic give a good idea of safety phenomena and relevant requirements. This knowledge base should also be used. The need to enhance crisis resilience among individuals arises from the perspective of preparedness. Support services provide the resources and other assistance for ensuring success in the work. Members of contract fire brigades can be extensively used in the work to achieve the objectives. The extensive special expertise of the personnel can also be used in preventive work. These issues should be considered in a separate planning process.

Above all, a human-oriented approach requires the determination to work for the good of the people. In the work to achieve the targets, natural interfaces between people can be used by engaging in close cooperation, which will create a broader impact. This also makes the work relevant from the perspective of the service providers and the people for whom the services are intended.

In accordance with the group strategy of the Ministry of the Interior, all relevant parties will work together to implement the action plan to make Finland a safe country for all in an open, honest and fair manner.

35

Appendices

Acts identified as relevant to the implementation of the action plan as tables

36

Sources

Rescue Act 379/2011

Rescue services reform project 2018: Final report of the working group reviewing the harmonising of incident prevention. Ministry of the Interior

Ministry of the Interior 2016: A safe and resilient Finland - Rescue Services Strategy 2025

Government Resolution on the Internal Security Strategy 2018: A Safe and Secure Life

Ministry of the Interior
Finland