Attitudes are crucial – this also applies to incident prevention by rescue services

Attitudes are crucial – this also applies to incident prevention by rescue services

A national summary of existing incident prevention capabilities and measures to implement the action plan

Hennaleena Nurmi, Jaakko Joentakanen and Jari Lepistö

Attitudes are crucial – this also applies to incident prevention by rescue services
A national summary of existing incident prevention capabilities and measures to implement the action plan

Abstract

The process to implement the Safe and Incident-free Daily Life 2025 action plan was launched in autumn 2020. With the eight impact targets at the core of the action plan, rescue services are able to tackle the phenomena key to security of citizens and society at large.

Preliminary surveys were conducted during the process to determine how respondents view the achievability of the impact targets in their own organisations. The respondents were asked to assess the service capability of their own organisations, existing measures helping to achieve the targets, their own competence and the state of indicators used to evaluate activities that are in line with the targets.

Following the preliminary survey, organisation-specific workshops were established to familiarise rescue service actors involved in incident prevention with the action plan and to jointly prepare concrete measures to bring the impact targets closer to everyday work in the organisations concerned. After the workshops, persons involved in incident prevention considered the interaction between the impact targets in a separate survey.

This report is a follow-up to that process. Using the preliminary survey as a basis, the report provides a national overview of the current state of incident prevention by rescue services in relation to the impact targets, and it discusses interaction between the impact targets and brings together the ideas proposed in workshops for all to use.

Asenne ratkaisee – pelastustoimen onnettomuuksien ehkäisyssäkin

Valtakunnallinen yhteenveto nykyisistä onnettomuuksien ehkäisyn valmiuksista sekä toimenpiteistä toimintaohjelman käytäntöön saattamiseksi

Tiivistelmä

Syksyllä 2020 aloitettiin prosessi Turvallinen ja onnettomuuksista vapaa arki 2025 -toimintaohjelman käytäntöön saattamiseksi. Toimintaohjelman keskiössä on kahdeksan vaikuttavuustavoitetta, joiden kautta pelastustoimessa päästään käsiksi yhteiskunnan ja ihmisten turvallisuuden kannalta keskeisiin ilmiöihin.

Prosessin aikana selvitettiin ennakkokyselyllä vastaajien näkemyksiä siitä, kuinka realistisina toimintaohjelman vaikuttavuustavoitteet omassa organisaatiossa näyttäytyvät. Kyselyssä pyydettiin arvioimaan organisaation palvelukykyä, nykyisiä tavoitteiden toteutumista edesauttavia toimenpiteitä, omaa osaamista sekä tavoitteiden suuntaista toimintaa arvioivien mittareiden tilannetta.

Ennakkokyselyn jälkeen toteutettiin organisaatiokohtaiset työpajat, joiden tavoitteena oli tehdä toimintaohjelma tutuksi pelastustoimessa onnettomuuksien ehkäisyn parissa työskenteleville sekä muodostaa yhdessä konkreettisia toimenpiteitä vaikuttavuustavoitteiden tuomiseksi lähemmäs arkea kyseisessä organisaatiossa. Työpajojen jälkeen onnettomuuksien ehkäisyn parissa työskentelevät henkilöt pohtivat erillisen kyselyn myötä vaikuttavuustavoitteiden vaikutusta toisiinsa.

Tämä raportti on yhteenvetävä jatke tälle prosessille. Raportissa muodostetaan ennakkokyselyn perusteella valtakunnallinen tilannekatsaus pelastustoimen onnettomuuksien ehkäisyn nykytilanteesta suhteessa vaikuttavuustavoitteisiin, käsitellään vaikuttavuustavoitteiden keskinäistä vuorovaikutusta sekä kootaan yhteen työpajoissa esitetyt toimenpideideat kaikkien hyödynnettäväksi.

Inställningen avgör – även när det gäller förebyggande av olyckor inom räddningsväsendet
Riksomfattande sammandrag av den nuvarande beredskapen att förebygga olyckor samt åtgärder för att omsätta åtgärdsprogrammet i praktiken

Referat

Hösten 2020 påbörjades en process för att omsätta åtgärdsprogrammet Turvallinen ja onnettomuuksista vapaa arki 2025 (En trygg vardag fri från olyckor 2025) i praktiken. I centrum för handlingsplanen står åtta effektmål, genom vilka man inom räddningsväsendet kan komma åt de viktigaste företeelserna med tanke på samhällets och människors säkerhet.

Under processen utreddes genom en förhandsenkät de svarandes åsikter om hur realistiska åtgärdsprogrammets effektmål ter sig i den egna organisationen. I enkäten ombads man bedöma statusen för mätinstrumenten för att utvärdera organisationens serviceförmåga, åtgärder som bidrar till att de nuvarande målen nås, den egna kompetensen och verksamheten i riktning mot målen.

Efter förhandsenkäten genomfördes organisationsspecifika workshoppar som hade som mål att de som arbetar med förebyggande av olyckor inom räddningsväsendet skulle bli insatta i åtgärdsprogrammet och att man tillsammans skulle komma med konkreta åtgärder för att föra effektmålen närmare vardagen inom organisationen. Efter workshopparna diskuterade de som arbetar med förebyggande av olyckor hur effektmålen påverkar varandra genom en separat enkät.

Denna rapport är en sammanfattande fortsättning på denna process. Med utgångspunkt i förhandsenkäten utarbetar man i rapporten en riksomfattande översikt över det aktuella läget när det gäller förebyggande av olyckor inom räddningsväsendet i förhållande till effektmålen, behandlar interaktionen mellan effektmålen samt sammanställer de idéer till åtgärder som presenterades på workshopparna så att alla kan dra nytta av dem.

Contents

INTRODUCTION – DIFFICULTY OF TARGET SETTING

For many years, there has been talk among rescue services actors of how to make their work more effective and the debate has intensified over the years. However, quantitative factors have played a more important role in the setting of targets. In practice, the focus of the work is on what is measured, and if quantitative targets are set, they also determine the focus of the work. Unfortunately, in such target setting, quality will suffer and social impact will play a secondary role. The absence of common national targets has contributed to this. There are strategies for internal security and rescue services, but a more precise setting of targets has been considered necessary. This was noticed by the working group considering the harmonisation of incident prevention in conjunction with the rescue services reform project.

A joint action plan for incident prevention for rescue services specifying the impact targets was prepared under the auspices of the Ministry of the Interior. These targets provide the qualitative basis for preventive work. The work provided room for different views both within and especially outside the sector. The people and communities for whom rescue services are provided are at the core of the work. If the actual needs are ignored, there may be a wide gap between doing things and everyday life and in that case, the actual impacts may not be realised.

There is a high risk that strategies and strategic action plans are ignored. In this connection, the aim was to ensure that the operating instructions would also have practical significance. The practical implementation of the impact targets was to follow in spring 2020. As the COVID-19 crisis broke out, it was considered appropriate to postpone the process. With the COVID-19 crisis, many rescue departments cut back on incident prevention work. A new opportunity seemed to open up in autumn 2020. The process was planned and piloted with a small number of rescue departments in late 2020/early 2021. By early summer 2021, all rescue departments had reviewed the impact targets.

A crisis is a testing time but it also provides an opportunity to examine one's own activities and related development needs. At its best, a crisis acts as a link between old and new operating models. The COVID-19 crisis also provided an opportunity to set a course for more target-oriented incident prevention.

Meetings between rescue service actors were seen as the most productive part of the process of implementing the action plan. The workshops provided a venue for highly useful discussions on the current situation, future opportunities and development needs. In the workshops, the participants could also take an in-depth view of the impact targets. At the same time, they also realised why the national targets have attracted so little attention. Leadership also plays a role in the process of achieving common goals. Based on the results achieved during the workshop process, it seems that individuals working with communities and their members and providing services for them are well-placed to incorporate the new targets in their work. Leadership, operating culture of the work communities and adherence to excessively modest quantitative targets were seen as the key obstacles. Openness towards real needs and trust in employees' ability to provide the required services are key to successful and meaningful work. In addition, providing room for developing the service also contributes to success.

The process of implementing the targets also made the background to the action plan and its role more widely known. The impacts and effectiveness of the process will be assessed separately over time.

This report describes the current state of incident prevention by rescue services. The report also provides a summary of the ideas for achieving the impact targets presented in the workshops. They can be viewed in highlight format in chapters 3–10, and a more extensive list is provided in Appendix 2.

Doing meaningful work and achieving positive results is probably what every employee wants. By having joint targets, we can work towards the same goal. By joining forces, we can also achieve more effective results and a safer daily life.

Jari Lepistö
July 2021

1   Starting points of the report and description of the process

This chapter briefly describes the basic principles of impact thinking, the background to the action plan for incident prevention for the rescue services and, in particular, the process of implementing the action plan. The description helps to understand how the situation picture of incident prevention presented below and the concrete measures to achieve the impact targets have been formulated.

1.1   Safe and incident-free daily life 2025

The foundation for the development of incident prevention by rescue services was laid in the Rescue Act, which entered into force in 2011.[1] In this act, rescue departments and citizens were given explicit obligations to promote safety. To ensure effective incident prevention, a broad range of different parties must be prepared to assume responsibilities and join forces to achieve results. The rescue services reform project between 2016 and 2018 revealed the need for improvements in incident prevention. The working group considering the harmonisation of incident prevention in conjunction with the reform project decided to propose stronger consideration of customers' needs as the core idea for developing the activities. Prompted by the reform project, the Ministry of the Interior prepared an action plan for incident prevention for the rescue services.

Social impact and a human-oriented approach were placed at the core of the project. Human-oriented thinking is a new approach challenging the traditional organisation-oriented activities. Human-oriented approach to rescue services arises from a broader change in thinking and values. The focus is not only on the benefits of the organisation, but the core aim is to achieve broad understanding of citizens' needs, prompt them to think and encourage change in them.

Impact-oriented joint development was adopted as the operating method in the project, and in this approach the aim is to engage the participants, make them committed to the results and create joint understanding. To ensure success, a broad range of different actors in and outside rescue services were invited to join the project. Two stakeholder seminars and four bumps were held during the project in which representatives of the

---

1   Rescue Act 379/2011.

sector were able to share ideas and views. Already before the project, there was interest in how different groups of people view safety and the interest continued during the project. To ensure the involvement of all relevant parties, separate interviews were carried out with organisational actors representing different population groups, people on the street were asked about their views, a workshop for the young was held, and the safety needs of citizens were examined in an online survey.

The project evolved into the national action plan *Safe and incident-free daily life 2025*.[2] The action plan sets out new types of targets for incident prevention for rescue services. The following four important sub-goals were identified as prerequisites for successful broad-based joint development: 1) enhancing the experience of safety; 2) stronger active agency; 3) ensuring the availability of services; and 4) developing shared work. Changes can be achieved by impacting the phenomena related to these sub-goals. Once the core phenomena had been identified, concrete impact targets were derived from them, and issues identified as challenges could be tackled through these targets.

Table 1. Target phenomena and impact targets of the action plan.

Phenomenon on which impact is focused	Impact target
Competence and capabilities	1. People become more capable of dealing with everyday safety matters
	2. Safety capital of children and young people will grow
	3. Fire deaths and incidents among persons with limited functional capacity will start declining by the year 2024
Information and technology	4. Rescue departments will introduce e-services for all population groups by the year 2022
Collaboration	5. Cooperation to prevent incidents will be expanded
	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
Attitudes and shared concepts	7. People will take more responsibility for their own safety and the safety of others
Operating culture	8. Stronger identification with communities will enhance the sense of caring

---

2   Ministry of the Interior 2019.

The action plan or the joint goal for effective incident prevention was approved for implementation from the start of 2020. It was clear from the outset that implementing the action plan would require concrete work in a wide range of different areas. Achieving the national impact targets would require a systematic approach and knowledge-based management but above all, joint understanding of the objectives of the sector.

This is precisely what is being pursued in the process of implementing the action plan and achieving its impact targets, and the process and its results are described in this report. The first step in the process was to outline the current incident prevention situation picture, after which the aim has also been to encourage debate on the prerequisites for achieving the impact targets and to formulate concrete measures for this purpose. It is hoped that on this basis, a safe and incident-free daily life can be provided for everyone through joint efforts.

1.2   What is meant by impact target?

1.2.1   About impact in general

In this report, impact[3] primarily means the way in which specific action can lead to **societally beneficial results and effects**. The desired effects are derived from key phenomena. This should be distinguished from effectiveness, which is mainly based on cost-effectiveness.

Impact thinking has only aroused broader attention in public administration in recent years, and there has been increasing interest in impact-oriented development in different sectors and organisations. For example, impact has become a key topic of discussion in rescue services and more broadly in central government, and it is now being incorporated into activities in a more goal-oriented manner.

Impact-oriented development arises from the concept of desired objective (impact). Basically, this objective is a long-term societal benefit that the parties involved want

---

3   The observations on impact in chapter 1.2 are derived from interviews with experts and the author has compiled the thoughts presented in them into an overview. Using the interviews as a basis, the author provides a clear overall picture of impact. Interviews were carried out with the following persons: Anna Tonteri (Chief Specialist, Centre of Expertise for Impact Investing, Ministry of Economic Affairs and Employment), Hanna Kivistö (Chief Specialist, Government Strategy Department, Prime Minister's Office), Johanna Herrala (Secretary-General, Fire Protection Fund), Jonna Heliskoski (CEO, Leadcons Oy), and Tomi Mäki-Opas (Research Director, House of Effectiveness, University of Eastern Finland).

to achieve. The concept of the outlined impact target can only become a reality if we examine what phenomena are associated with it and what concrete changes are required in such areas as behaviour or the structure of society to achieve the target. In order to achieve the desired impact, consideration must also be given to what practical measures are needed to achieve these changes. Finally, we also need information on the resources needed, in other words, how much money and what type of professional competence are required to achieve the target. Impact-oriented development is not a straightforward process as it requires constant reflection, redefinition of issues and updating of the steps taken.

Figure 1. Impact ecosystem (Jonna Heliskoski, Leadcons Oy).
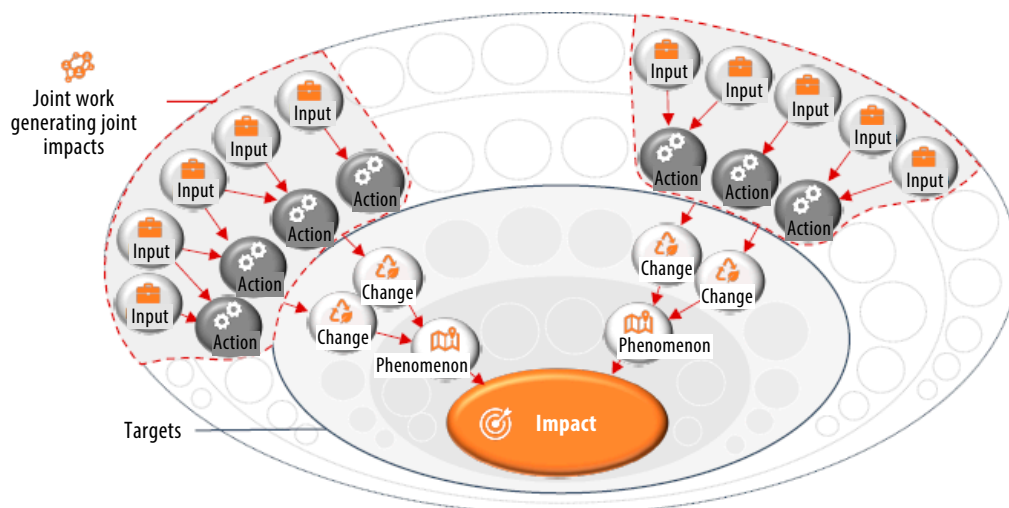
Impact is assessed by examining and verifying changes in people's activities and thinking models achieved through activities and broader changes in society. The measurability of impact targets is important as it allows such action as linking funding to actual effect. Selecting the indicator and assessing its suitability require professional skills and may sometimes be challenging and time-consuming. When the indicator is selected, priority should be given to the target. In other words, the indicators should be selected on the basis of the target and not the other way round. The indicator should not excessively steer the activities.

When the impact of the activities is examined, the actions of different actors should be taken into account simultaneously in a wide range of time frames. In order to detect changes in behaviour among different target groups, their behaviour should be **assessed and understood in a comprehensive manner**. Stakeholders' role, a key factor in impact thinking, provides a new and particularly important perspective on development work.

In fact, the change in the organisation towards a more impact-oriented approach can be supported by a change in the operating culture towards a **human-oriented approach** and more comprehensive utilisation of more humane indicators. When impact is measured, it is not always possible to rely on traditional quantitative indicators. It is clear that quantitative indicators are also needed to demonstrate the work input. In many cases, qualitative studies and comparisons may be more useful in assessing impact and giving more realistic indications of possible change. Collecting and utilising all available information still requires more work and understanding. It is important that the right decisions supporting the achievement of the target are made when aiming for impact.

Impact is based on the extensive **interaction** between a broad range of different inputs, actors and actions. In that case, it may be difficult to find exact causal relationships, and identifying them may not necessarily be appropriate either. In comprehensive impact assessment, it is often necessary to utilise multidisciplinary research and multidisciplinary theoretical expertise in addition to reliable indicators. Impact can be examined at different levels, for example, the focus can be on the change caused by the service to the customer, organisation or society at large. Impact-oriented development is at its most effective when it is adopted as a comprehensive approach, which may at first challenge established thinking. Such comprehensive change is also sought with the adoption of the action plan for incident prevention.

1.2.2 Impact targets in rescue services

Long-term activities and forward-looking and societally beneficial target-setting are extremely important in the rescue sector where a safe society is a goal shared by all actors. In fact, in recent years, impact has also become an increasingly important component in the activities and funding of the rescue sector. Public services are expected to be efficient and produce concrete results, and the achievement of these goals must also be demonstrated in practice. Measuring performance and costs have traditionally been used as the easy and quick way to show the results. In addition to traditional indicators, the services and performance of rescue departments are now also evaluated and developed on the basis of research data describing the impact of the services.

For example, in the Fire Protection Fund, the impact of the activities (the changes produced for the customer or society at large) is a key objective guiding funding decisions. Multi-level evaluation of projects is largely based on impact. **Grants can only be provided if it can be shown that the activities generate an impact.** When a project is planned, the impact target, related strategic priorities, concrete measures to achieve the target, and monitoring tools and the time span must be set.

The national impact targets of the Fire Protection Fund include more effective incident prevention, improved fire safety in homes, and increased awareness of fire safety matters, as a result of which communities and citizens take safety matters into account in their daily lives. From the perspective of funding, the creation of societal impact should be studied and opportunities for modelling and measuring it examined. More research data on the impact of safety technology, supervision and safety communications is needed.

As in other sectors, the incorporation of impact into the activities of rescue services is a gradual process. Information on and understanding of the topic is continuously acquired in the sector. For example, the Emergency Services Academy Finland recently carried out a study on the impact of safety communications in the rescue services. The project resulted in proposals for concrete methods to measure the impact of safety communications. Incident prevention is one the fundamentals of safety communications and in that case, the self-initiated preparedness of target groups, the value of property damage or the number of personal injuries and incidents can be examined to monitor the impacts.[4]

1.2.3 Impact targets in central government

In recent years, central government has also adopted a new approach to impact. Impact in itself is not a new or revolutionary concept in central government as measures taken by the state have always been expected to have the desired effects on society at large and citizens' lives. Central government is working to embrace impact thinking in a stronger and more conscious way. In practice, this means that impact thinking is incorporated **into the planning of projects and actions from the outset**. The first step is to determine the changes that should be achieved in the lives of citizens and in society at large, and the necessary project plans and legislative drafts are prepared on this basis.

Impact thinking is being integrated into the activities of central government in an increasingly goal-oriented manner, and the **trend is towards a broader change in thinking**. The number of workshops held or the number of new laws adopted should not be the only objective of the activities but the societal benefits achieved with their support should also be considered. This should also be reflected in monitoring, in which case the reported results would focus on statements describing qualitative changes rather than numbers. Assessment of impacts remains a challenge, as there is no systematic impact assessment system in place.

---

4   Rekola 2019.

Central government is a large system with long-established policies and practices that do not necessarily change overnight. Thus, there is still work to be done to promote impact targets. A cross-administrative partnership network is seen as an important opportunity for resolving issues. A common language and shared thinking strengthen and facilitate cooperation to promote impact. Meetings of the joint coaching group of central government organisations have been one way to promote such consensus and to ensure a consistent progress towards stronger impact. The purpose of this group is to understand different ways of approaching the challenge arising from the impact in central government, to create a common understanding of impact and to build a genuinely cross-administrative working method.

A large number of parties in the public sector are working to place impact at the core of their activities. For example, the strategy of the discretionary government transfers system is assuming the character of impact thinking. The aim of the reform is to create a system in which different types of grant would form entities with broad long-term objectives and societally beneficial impacts.

Since 2020, a Centre of Expertise for Impact Investing helping public administration actors to obtain impacts has also operated as part of central government. In this manner, the public sector is working to solve societal challenges in a new way: inputs are made to acquire genuine impacts by defining the desired end result. With the support of the Centre of Expertise, organisations recognise the benefits of acquiring impacts and invest in societal benefits and not just purchase activities or performances. Impact-oriented projects, which are funded on the basis of the impacts achieved, are under way in such areas as the promotion of employment, rapid employment and integration of immigrants, prevention of long-term homelessness, and the wellbeing of children, young people and families.

1.3   Achieving impact targets

1.3.1   Process

Achieving the impact targets set out in the action plan for incident prevention was a two-stage process. The process is described in detail in this sub-chapter.

The key task of the process was to familiarise the management and personnel involved in incident prevention in rescue service organisations with the action plan and to jointly formulate concrete measures to bring the impact targets closer to daily work (and thus to achieve them) in the organisation in question. This national report provides a summary of the process. The aim is to prepare a national situation review of the current state of

incident prevention by rescue services (based on a preliminary survey) and to bring together the ideas presented in the workshops and other important observations on the topic.

Many of the process participants have expressed the hope that the good ideas can be shared and used on a nationwide basis. A target-specific description of the good practices and concrete measures formulated in the 25 workshops is therefore given in chapters 3–10. The proposals for measures are also described in the appendices at the end of the report.

Preliminary survey

Before the workshop, a preliminary survey was sent to Finland's 25 rescue service organisations (all rescue departments, the Emergency Services Academy Finland, Finnish National Rescue Association (SPEK) and the Finnish Association of Fire Officers (SPPL)). The results of the survey were also presented at the start of the workshop to encourage discussion. With the help of quantitative and verbal questions, the survey examined the respondents' views on how realistic the impact targets set out in the action plan appear in their own organisations: what is already being done in the organisation, what should be done differently and what changes this would require.

The respondents were asked to assess the service capacity of their own organisations, existing measures helping to achieve the targets, their own professional competence and the state of indicators used to evaluate activities that are in line with the targets. In connection with the survey, the participants were provided with the action plan, a description of the process of implementing it and a detailed description of the impact targets set out in the action plan.

To conduct the preliminary survey and to illustrate the results, the Ministry of the Interior used the Inclus software, which supported the planning of an inclusive situation review based on self-assessment and later the planning of concrete measures in the workshop. The software enabled comprehensive visual modelling of the survey results and the data analysis of the overall national situation published in this final report.

Distribution of the survey was at the discretion of each organisation's (incident prevention) management, and most staff members involved in incident prevention took part. **A total of 252 persons took part in the preliminary survey.** There were slight differences between the number of responses to the questions. One explanation may be that some of the targets were deemed more difficult to assess from the perspective of one's own work than others. Some of the participants may have also left the survey before its completion. However, the responses of these participants were also saved in the system in real time.

The smallest number of responses to any question was 155. In this report, the responses to the preliminary survey are considered as the national average for organisation-specific medians.

Workshop

At the start of the workshops, the participants prioritised the impact targets for which they wanted to plan measures at the event. Prioritisation was carried out using the Inclus software by giving the highest values for the impact targets that the participants wanted to discuss in the workshop. Depending on the workshop size, the values were given by small groups or by individual participants. Each workshop focused on the two impact targets with the highest average values. It was hoped that the work would continue in the organisation after the workshop, in which case measures would be planned for the remaining targets.

The measures were planned in small groups, after which they were discussed together by all participants. The discussions were entered in the Inclus system by representatives of the Ministry of the Interior, and a separate memorandum of them was prepared for each organisation. Both the summary of the responses to the preliminary survey and all concrete measures planned together were formulated in the memorandum.

The workshops were facilitated by Jari Lepistö, Senior Officer for Rescue Services, and Jaakko Joentakanen, Senior Specialist, both from the Ministry of the Interior Department for Rescue Services. Hennaleena Nurmi, a university trainee primarily responsible for the preparation of the final report, also participated in the final workshops. However, all actual measures were prepared by the organisations' own personnel and management, and thus the ministry officials mainly played a coaching role.

The workshops were attended by between three and more than thirty persons, and the average number of participants in each workshop was about ten. Except for two organisations, the workshops were carried out remotely on the Teams platform due to the COVID-19 situation. The participants were quite satisfied with the interaction in remote implementation (read more in sub-chapter 1.3.2 Feedback from process participants).

Officials of the Ministry of the Interior have provided an **organisation-specific report** based on the workshops to each organisation participating in the process. The report describes the situation picture of incident prevention in the organisation in question in relation to the impact targets and the concrete measures planned in the workshop to achieve the two priority impact targets. Using the follow-up measures outlined in the workshops and the report as a basis, each organisation is also well-placed to consider measures set out to achieve the other targets listed in the action plan for incident

prevention. Organisations have been encouraged to specify the proposals for measures compiled in the report and to add proposals to the list.

After all workshops had been held, participants were asked to take part in an **impact relationship survey**. The survey examined the views of the sector on how the impact targets set out in the action plan impact each other. The respondents assessed, target by target, the extent to which investing in the target in question would contribute to the achievement of other targets. The participants were not required to justify their responses and the survey was completely anonymous. No attempts were made to investigate possible differences in views between organisations as the aim was to produce a nationwide description of the views about the interaction between the targets held by rescue service professionals involved in incident prevention. A total of 57 persons took part in the survey.

Figure 2. Description of the process of implementing the action plan.

Delivery of survey forms, response time two weeks

Analysis of the responses and planning of the interactive situation

Meetings between representatives of organisations in the workshop

Organisation-specific situation review and draft plan

A survey of interaction between targets and preparation of a national summary of the process
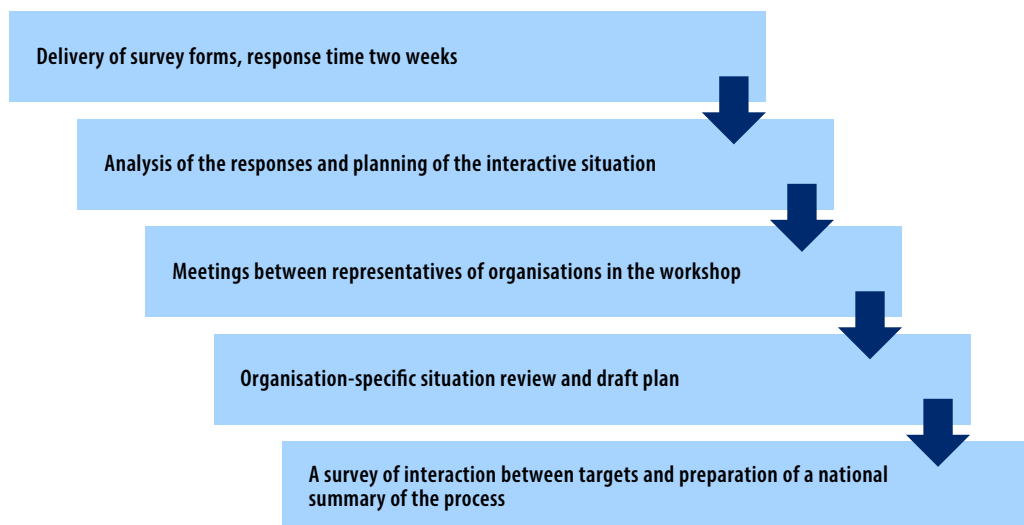
1.3.2 Feedback from process participants

Feedback on the preliminary survey

In connection with the preliminary survey, the respondents were asked to provide feedback on the structure and usefulness of the survey. A large amount of feedback was received. Many of the respondents considered the preliminary survey somewhat difficult or obscure. Complexity of the questions and abstract or obscure impact targets were seen as the main problems. Survey participants had expected more concrete content and examples in the questions to give them certainty that they had understood the questions

correctly. However, many of the respondents felt that the survey was good, clear and useful.

Respondents' views on the challenging nature and comprehensibility of the survey may reflect their advance knowledge of impact, in which there were differences between the participants. The way in which the respondents experienced the survey may have depended on such matters as prior familiarity with the concept of impact and the impact targets. It was also stated in the feedback that the survey seemed complex at first but responding to the questions became easier when one familiarised oneself with the matter using preliminary material and the overall picture became clearer. It was certainly easier for respondents to internalise the preliminary material if they were familiar with the topic in advance at some level.

Some of the respondents stated that their own knowledge base was not sufficient for assessing the targets in a meaningful manner from the perspective of their own organisation. At the same time, it was easier to assess one's own professional competence relative to the targets. It was also pointed out in the feedback that the impact targets discussed in the survey differ from the current targets, which is why there are currently no operating models for implementing these targets. Investing in qualitative indicators instead of quantitative ones was mentioned as an essential change, but it was noted that better systems are needed to ensure genuine qualitative monitoring.

Feedback survey for workshop participants

The participants' experiences and views on the workshops were surveyed at a later stage of the process. After the workshops, the participants were asked to complete a feedback form reviewing such issues as experiences of the usefulness of the workshops, the adequacy of advance information and the success of interaction. **A total of 103 complete responses to the feedback survey were received.** The response rate can be considered good.

The participants were satisfied with interaction in the workshops. Respondents considered their own prior competence fairly adequate, making participation in the workshop a meaningful experience. Although the preliminary survey was considered somewhat abstract, most of the participants felt that the workshops following it were a good continuation of the process, and a large amount of positive feedback on the workshops was received. In the workshops, many of the participants got a better idea of the process and the targets, and there was positive feedback on such matters as the role of the Ministry of the Interior facilitator:

"Well managed! It was particularly important that the Ministry of the Interior arranged an internal development workshop for us without presenting its own wishes or policies of what we should do. We received research ideas and priorities, which should be added to next year's action plan."

"A great way to implement a workshop! We did not expect much in advance but the way in which the workshops were arranged made us really enthusiastic. Hopefully you also experienced the joy of success and I look forward to hearing about the results."

"It was great that Ministry of the Interior officials did practical work. A joint discussion is the only way to promote the required change in this matter."

Participants rated the workshops between fairly useful and highly useful. In open responses, thanks were expressed for such matters as efficient allocation of time, an inspiring atmosphere and joint discussions on important and topical issues. However, a small number of the participants still felt after the workshops that the impact targets are not relevant to everyday incident prevention work, or that there are not enough resources for implementation or that management commitment to the implementation is insufficient.

The feedback survey also examined the participants' views on whether the workshops would contribute to the practical implementation of the impact targets. Not all respondents believed that the workshops would speed up the achievement of the impact targets. Even though the impact targets were seen as important and the concept was considered good, some of the participants believed that there were practical obstacles to its implementation. Lack of resources, indifferent attitude among local decision-makers towards development work and the substantial and time-consuming changes needed to put the proposals made in the workshops into practice were mentioned as such obstacles.

"Putting the workshop proposals into practice would require major changes to the current procedure and the utilisation of risk awareness. My feeling is that the running-in process will take a long time. When introducing changes in operating methods, we should not forget the customer and should not underestimate the impact of the existing working method. A well-managed change is more sustainable than a big change that is introduced quickly. In my view, piloting would be needed."

"The workshop was really good and 'real' things were discussed but I am not at all sure that they will ever be put into practice or that they will ever have any impact on my own work. Many of the participants, including myself, expected some kind of final report on the workshop; unfortunately, most of it has now been forgotten."

"I believe that we are all familiar with these things here at local level, or at least I would be really surprised if decision-makers in regional rescue services are still unfamiliar with any of them. A large number of good ideas and suggestions were presented in the workshop. I think it is up to each of us to ensure that improvements are made in these activities so that if the attitudes of local decision-makers do not change or if more development-friendly or 'modern' people are not chosen as decision-makers, these workshops are of little importance because regional self-government has so much power or because it is actually irrelevant."

However, on average, respondents were of the view that the achievement of the impact targets is fairly likely. Most of the participants were quite optimistic that there will be progress in the work to achieve the impact targets. After the workshops, discussion on the topic has continued in some organisations. Some of the respondents were already able to list in the feedback survey a small number of concrete measures that their organisations have taken after the workshop to promote the matter. In general, based on the actual feedback survey, the workshops were successful, and this provides a good basis for further practical work to achieve the impact targets.

"A really good workshop providing plenty of food for thought! Great to see that all long-term goals are human-centred and apply to all age groups."

"Thanks! The workshop was highly successful in all respects, and there was extensive discussion among the participants. We are going in the right direction!"

"The discussion was fruitful and lively and this is a good format for collecting opinions. This is a good way to continue!"

Figure 3.   Averages of the feedback survey results presented as a bar chart. The responses were given on a scale of 1 to 4, with 4 being the best. N=103.
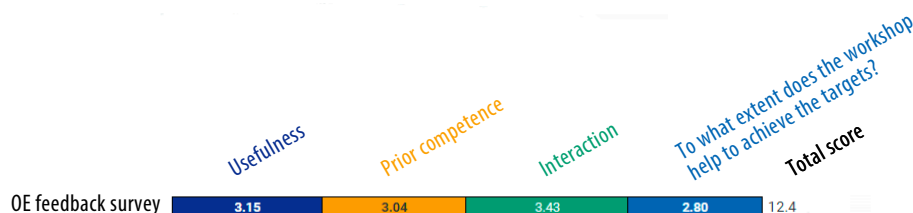
2   National situation review

Based on the responses to the preliminary survey, this chapter describes the national situation review on the capacity of rescue services to prevent incidents in relation to the impact targets set out in the action plan. The chapter also contains summaries of the participants' views on the interaction between the impact targets and the prioritisation of the targets. The chapter also discusses themes that generated debate during the process and that are key to the implementation of the impact targets – management culture and cooperation as well as their current state in the rescue sector.

2.1   Current state of impact targets

The preliminary survey preceding the workshops examined the organisations' service capacity, the current measures promoting the achievement of the target and the respondents' own professional competence in relation to the impact targets set out in the action plan. On average, based on all responses to the preliminary surveys, the **view was that with these criteria, the impact targets related to competence and capabilities are the targets most likely to be achieved**. These targets include strengthening people's capacity to deal with everyday safety matters, boosting the safety capital of children and young people, and reducing fire deaths and incidents among persons with limited functional capacity.

On average, respondents were of the view that in terms of their own professional competence, they are best-placed to meet the impact target related to people's capacity to deal with everyday safety matters. On average, the respondents felt that their own organisation's service capacity was at its strongest with regard to enhancing the safety capital of children and young people. Compared to other impact targets, it was estimated that the indicators available would be best suited for examining the number of incidents involving persons with limited functional capacity and that the current measures would promote the achievement of this target. Based on the responses, measures promoting the achievement of the target have been defined and, to some extent, implemented. The respondents also felt that their own professional competence with regard to the target in question was good.

The results of the preliminary surveys indicate that there is **considerable room for improvement in the field of e-services** both in organisations and at personal level. It seems that this is largely connected with the fact that most of the expectations concerning e-services (rightly) relate to system development at national level, and they are rarely considered to be solely the responsibility of individual organisations. Based on the responses, the current situation in organisations with regard to e-services is the weakest of the impact targets from almost every assessed point of view. Based on the responses, the indicators assessing activities in line with the target concerning the sense of caring are equally weak.

In fact, in addition to e-services, the **sense of caring was viewed as one of the impact targets least likely to be achieved**. The current measures contributing to an increase in the sense of caring were considered to be the weakest, and the organisations' service capacity and the respondents' own professional competence were deemed relatively low.

From the national perspective, the situation concerning the targets related to cooperation proved to be rather unsatisfactory and thus there is clear room for improvement. On average, the increase in cooperation did not stand out as particularly good or weak compared to other impact targets, but there was considerable dispersion between the organisations' responses. In some cases, the organisation's service capacity with regard to cooperation was viewed as extremely modest, while some organisations considered their service capacity to be almost excellent in terms of the target.

The responses related to people taking responsibility for their own safety and the safety of others were similar to the responses to the questions on the targets of cooperation. Overall, the current state of the target appeared as average. As with each impact target, respondents felt that **on average they are best-placed to meet the criterion of their own professional competence** (or better that their organisation's capacity in relation to the same target).

Figure 4. The preliminary survey examined the views of rescue service personnel on the capabilities of their own organisations to achieve the impact targets set out in the action plan for incident prevention. The respondents assessed their organisations' service capacity, current measures promoting the target and their own professional competence with regard to the target. Meeting of the criteria was assessed on a scale of 1-5, with 5 describing the ideal situation. The bar chart presents the median responses given by each organisation in the preliminary surveys and the national average calculated on their basis.

National incident-prevention capabilities in relation to impact targets
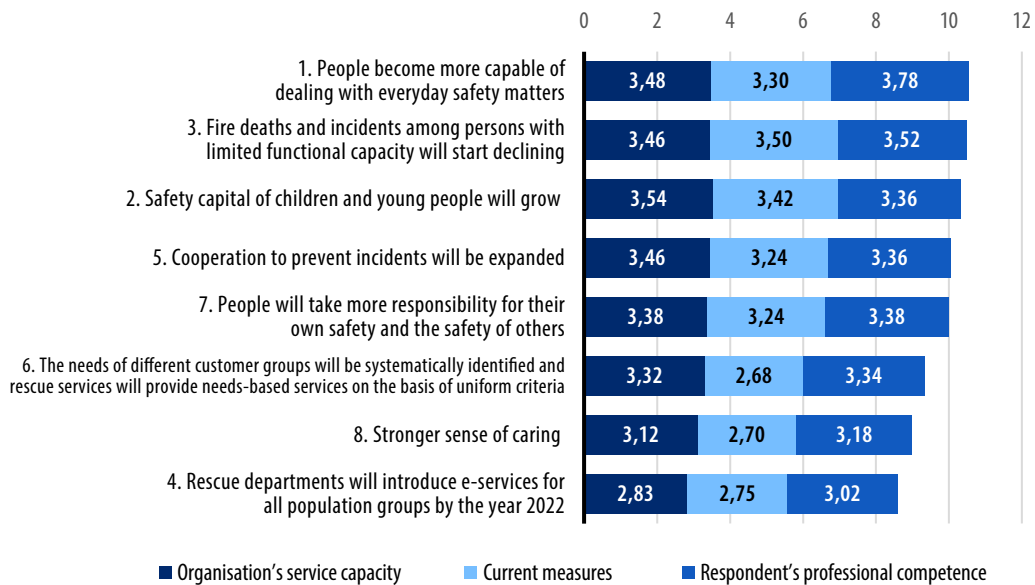
In general, at each impact target, there was a correlation between the current measures promoting the achievement of the target and the organisation's service capacity. When respondents stated that no measures are under development or they are still being prepared, the organisation's service capacity with regard to the target was often considered rather modest. The average view of the organisation's service capacity improved as the definition of the current state of the measures improved. There was considerable dispersion of responses; in some cases from one extreme to another. At the same time, there was no similar link between the organisation's service capacity and the respondent's own professional competence. In fact, in almost every impact target, respondents considered their own professional competence better than their organisation's service capacity.

The charts below show how the current average state of impact targets is seen nationally. The target-specific dispersion of organisations' responses is presented as a fourfold table in chapters 3–10.

Figure 5. A fourfold table presenting a national summary of the measures to be taken to achieve the impact targets and the service capacity of the organisations.
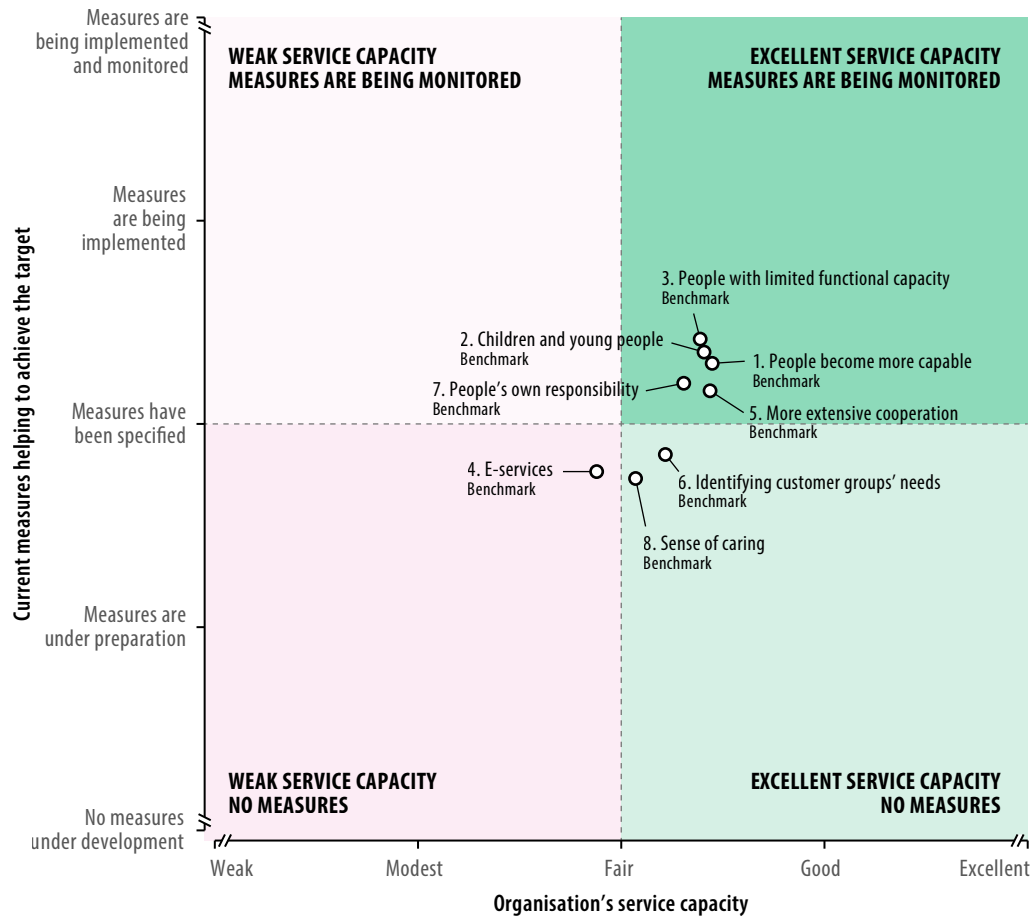
Figure 6. A national summary of how rescue services see their own professional competence and the organisation's service capacity in terms of implementing different impact targets.
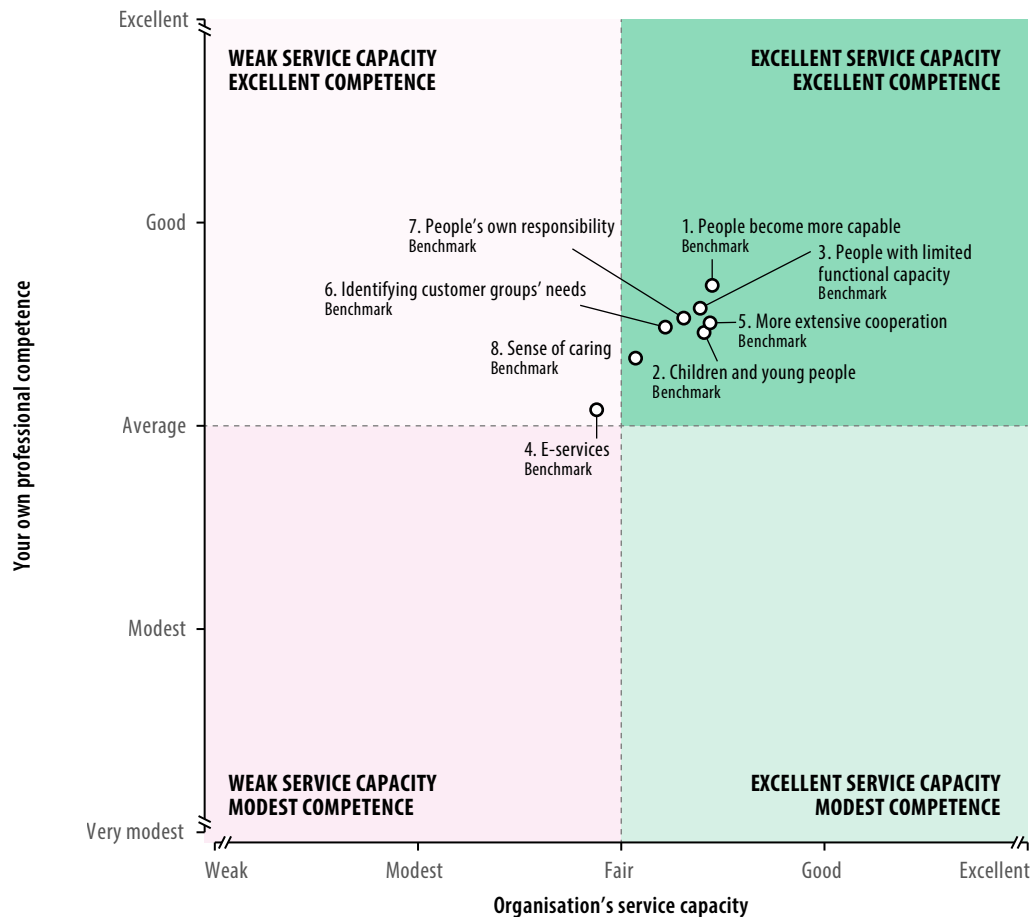
There were no clear national similarities between the responses in terms of indicators assessing the organisation's service capacity and activities in line with the target. The situation of the indicators assessing the achievement of the same impact target appears to be very varied. For example, with regard to enhancing the safety capital of children and young people, it was felt in some organisations that all their indicators are in place, whereas in other organisations the view was that they do not have any indicators to assess the target. There was also a wide variety of responses between these extremes. In open responses, account was taken of the fact that monitoring the number of children and young people reached is an inadequate indicator, as it does not describe the skills internalised by children and young people. In connection with a number of impact targets, it was hoped that qualitative indicators would also be used in addition to quantitative indicators.

The organisation's service capacity may have been rated quite high even though the respondents noted that there are no indicators or considered the existing indicators somewhat inadequate. However, based on the responses, there is a slight correlation between the existence of the indicators and the organisation's service capacity. For example, when the respondents considered their organisation's service capacity to be good, they usually also stated that it has indicators to assess the target. It was noted in the open responses that activities and impact can be assessed even if no concrete indicators exist.

Based on the responses, the current status of indicators with regard to impact targets seems unsatisfactory. Only the fire deaths and incidents among persons with limited functional capacity can be measured or monitored reasonably well. Plenty of material relevant to the target collected by such parties as health and social services is available. However, rescue services do not collect or use such material in a systematic manner.

Figure 7. Respondents to the preliminary survey assessed whether their own organisations have indicators for assessing activities that are in line with the impact targets. The assessment was on a scale of 1 to 2, in which 1 meant that there were no indicators, while 2 meant that suitable indicators were in use. The bar chart presents the national averages of median responses from all organisations. Based on the responses, only fire deaths and incidents among persons with limited functional capacity can be measured, but other impact targets cannot be adequately measured at the moment.

Do rescue services have indicators for assessing activities that are in line with the target?
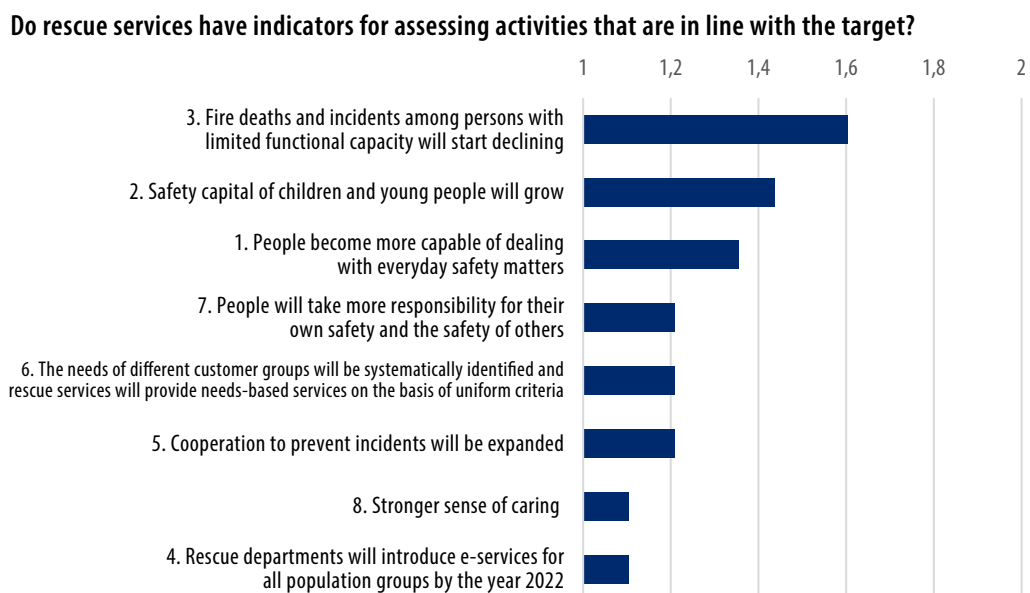
Enhancing the safety capital of children and young people and strengthening people's capacity to deal with everyday safety matters can also be assessed to some extent. However, the indicators are inadequate. Here, too, cooperation with education and youth work could lead to better results. The view was that on average, the current indicators are highly inadequate for monitoring other targets.

2.2 Role of management culture in the implementation of impact targets

The management culture plays an important role in the activities of the organisation and its personnel. The attitude and guidance of the management either strengthens or weakens employees' perception of the purpose of their work. Knowledge of the most important tasks and goals of oneself and others is ultimately based on the activities of the management. Rigid management attitudes towards new ideas and new goals can easily suppress the enthusiasm of the entire organisation even if change was urgently needed and would lead to improvements. The ability of the organisation to respond to changing challenges and customers' needs is largely based on the management attitude – are the change, setting of new goals and monitoring of them seen as a cost item and burden, or as a societally valuable input?[5]

During this process, the participants have highlighted the management role in the achievement of impact targets. Some of the participants suggested that customer-orientation and making the provision of advice and guidance the main tasks of the rescue authorities largely depend on management. The personnel alone cannot assume responsibility for achieving the goals, as the management must be committed to the impact targets. Excessive control or quantitative monitoring means that the personnel have fewer opportunities or less motivation to do things that are not measured and that they are not ordered to do. Thus, tasks that are important in terms of impact will inevitably remain undone. Quantitative thinking and certain mistrust were seen as particularly problematic by the respondents. In this connection, the situation was described as follows:

> *"Keeping a close eye on individual work phases and increasing them does not build trust between the employer and the employee. In such cases, the employee will only do what is absolutely necessary. This means that there is less time for customer service."*

5   See for example Jylhä & Viitala 2019; Järvinen 2014.

Management ideals are changing. In general, managers are no longer seen as supervisors, as their main aim is to empower and motivate employees, enable them to achieve their targets and to provide a basis for continuous development.[6] Based on the comments that emerged during the process, organisations in which staff members have room for action and where they are trusted take the most positive view on the future, and are particularly optimistic about the trend towards impact-orientation and the capacity of the organisation and its members. Based on these ideas, organisations may need to openly review their management culture and the potential for developing it.

In connection with the preliminary surveys, respondents explained, referring to their own experiences, that the management does not understand the most important tasks of the rescue departments and the human, professional and reliable work approach required for them. This feeling lowers motivation and can easily be reflected in work performance. In the respondents' view, the management should better support the linking of the employees' work and job description to regional and national objectives. The management's commitment to promoting the impact targets was considered important in terms of achieving them. There were several calls for uniform management, encouragement and individuality. Respondents expressed the hope that management would change its attitudes, for example from the perspective of cooperation:

> "Achieving a target requires resources and an attitude encouraging cooperation on the part of the management. There should be more chances to cooperate with different organisations."

The management culture was seen as having a significant impact on the attitude towards cooperation, which is important for achieving the impact targets in the organisation. The opportunities and capacity for cooperation at practical level largely depend on the values and attitudes adopted by the management. According to the ideas put forward by the people involved in the process, an organisation is better-placed to provide effective activities and services when the management values cooperation, promotes an open discussion culture and relies on the staff members' ability to make their own decisions.[7]

---

6   Jylhä & Viitala 2019, pp. 14–15; see also Järvinen 2014, pp. 133–156.
7   For more information on management, trust and interaction, see for example Stenvall & Virtanen 2019.

2.3 Cooperation as an enabler of impact

Cooperation often stems from the idea that joint action can achieve better results than doing things alone. Cooperation can be carried out by sharing information or materials, by implementing common goals or by long-term interaction. Joint work is facilitated by the clarity of objectives and roles, mutual trust, commitment and effective management.[8]

Cooperation plays an essential role in the pursuit of impact, and in the action plan *Safe and incident-free daily life 2025*, joint work is highlighted as the key phenomenon that should be impacted. **A clear link has been established between partnership work and impact.** It has been noted that achieving impact targets is easier when all stakeholders identify with them and there has been broad-based cooperation to make them a reality. In order to achieve an impact target, it is particularly important to build trust between stakeholders in a goal-oriented and systematic manner and, encouraged by a common goal, to invest in partnership work.[9]

There is a great deal of talk about cooperation, and its importance is widely emphasised in various occasions, but do deeds actually match the words? Cooperation has given rise to a lot of ideas during the implementation of the action plan. Views have differed from each other in an interesting way and they have shown that there are differences in attitudes towards cooperation between actors and organisations. **Some participants have stated that cooperation is desirable and even necessary, because their own resources are not adequate to produce sufficient results in the promotion of safety.** From such basis, parties are open to cooperation and genuinely seeking effective means of joint work and implement them successfully.

In the other extreme, it has been suggested during the process that there are not enough resources for cooperation. Cooperation is occasionally seen as a drain on resources, in which case the capabilities for effective cooperation are often weak and cooperation remains superficial. In such cases, the results of superficial cooperation are likely to be inadequate and must be complemented by the individuals involved. Such experiences are likely to strengthen the belief that cooperation is a waste of resources, which in turn will weaken prerequisites for effective cooperation in the future. In order to fully utilise the potential for cooperation in the preparation and practical implementation of the action plan for incident prevention, efforts have been made to break this cycle, for example by bringing stakeholders together in the preparation of the action plan and by promoting interaction through workshops.

---

8   Aira 2012, p. 16; see also Kekoni, Mönkkönen & Pehkonen 2019.
9   Interview with Jonna Heliskoski.

A reserved or suspicious attitude may be prompted by an organisational culture and monitoring. In many cases, cooperation and the benefits gained from it are seen as something that is difficult to measure and thus **making cooperation visible and justifying the resources used for it may be difficult**. In this connection, it was suggested in the workshops that the funding provider or other monitoring bodies do not want to hear an argument that one has been involved in the activities of other organisations and that no results have been achieved yet – even if the aim of the work is to promote matters important to all parties concerned and impact would probably be generated in the coming years. Other expectations are not necessarily seen as supporting cooperation, especially when combined with the definition and implementation of longer-term impact targets based on cooperation.

However, impact and cooperation are two themes that should also be supported in the future. This will make desired change trends better known among relevant parties. There is increasing awareness of the benefits of impact, and such practices are now being more widely implemented, as outlined in chapter 1.2 above. More attention is now paid to the usefulness of cooperation, for example from the perspective of impact, which also combines ideas of such matters as wellbeing at work.

The setting of a common objective and the joint work carried out to achieve it are at the core of impact. As a rule, the work to achieve impact targets is not a task for individuals, but the work is carried out as a joint effort, starting with the definition of the targets. The desired societal benefits can be better outlined through multiparty discussion and producing change that is central to impact again requires coordinated goal-oriented work by a broad range of different actors. Such joint work will not place the burden on a single organisation or, at worst, one person, but the responsibility will be shared.

Coping with work may also be easier when one realises that one has not been left alone but that extensive work is carried out to achieve the same important objective. At the same time, the experience of meaningful work is strengthened. Besides, one does not need to agonise about the topics on one's own as they can be discussed and brainstormed together, which may lead to even better results. Different people and organisations always look at the situation from their own perspectives, in which case bumping different viewpoints may lead to fruitful outcomes.

The role of the Regional State Administrative Agencies (AVI) in relation to impact targets was highlighted on several occasions during the process. Occasionally, the evaluation of AVIs was based on old targets, and the guiding nature of the action plan has received less attention. Broader cooperation is needed within the sector to strengthen shared understanding and vision. Cooperation is such a significant factor in the development of safety that objectives related to it must also be included in the decisions on the standard

of service. The obligation to engage in broad-based cooperation in incident prevention is based on sections 42 and 43 of the Rescue Act.

2.4 Prioritising impact targets in the workshops

On average, cooperation was seen as the most important impact target by the workshop participants. In many of the workshops, participants wanted to discuss and consider ways to develop cooperation. In addition to cooperation, participants also wanted to consider ways to encourage responsible behaviour and safety awareness and to systematically identify the needs of customer groups. On average, the target related to e-services was seen as the least important of the targets discussed in the workshops. The impact target related to the safety of persons with limited functional capacity was also given a low priority. This is probably partly due to the fact that the current situation with regard to such people was considered relatively good on average and as a result, the promotion of the other targets was understandably seen as more relevant.

Figure 8. The personnel of rescue service organisations participating in the workshops could prioritise the impact targets on a scale of 0–5 according to how they rated the importance of the targets as workshop topics. The bar chart presents the national averages of the medians of impact target prioritisations.

Prioritising impact targets
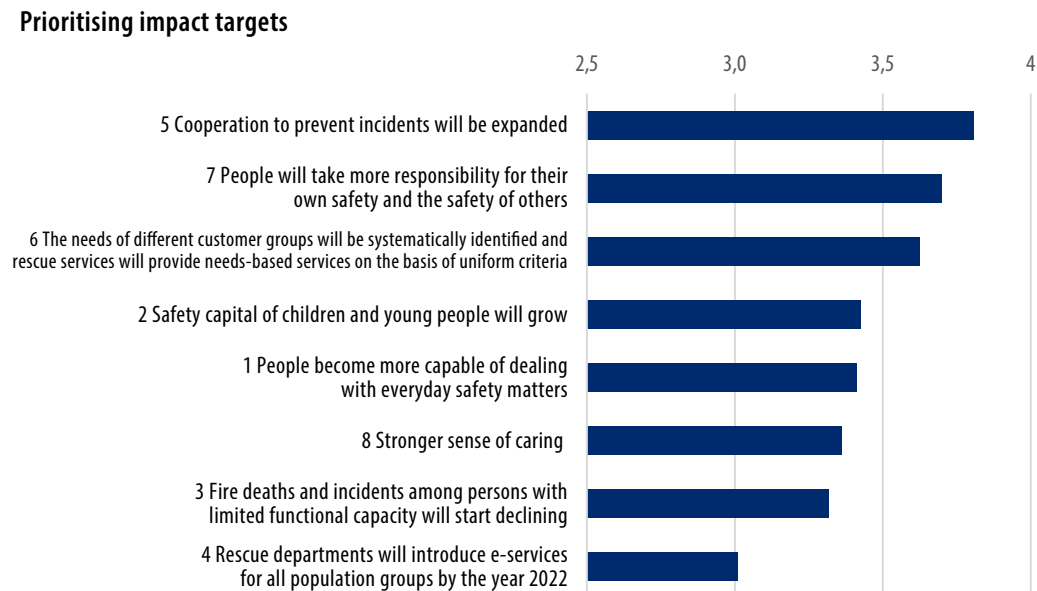
2.5   Interaction between impact targets

During the process of implementing the action plan, the views of people involved in incident prevention on how the impact targets affect each other were examined in a survey. Based on the responses, the impact targets can be seen to be slightly different in nature. Judging from the responses, some of the targets depend on other targets, which means that they are made more feasible by other targets. However, as such, they do not have the same capacity to promote the achievement of other impact targets.

At the same time, some of the impact targets were seen as enabling or supporting the achievement of other targets. As expected, the view was that the other impact targets would not have much effect on e-services in particular. However, e-services can at least promote the identification of customer groups' needs and the provision of uniform services. Improving the safety of persons with limited functional capacity was seen as the second impact target with above-average effect.

At the same time, the impact target related to the safety capital of children and young people was considered the impact target being impacted most by the other targets in relation to the impact that it creates. It was also felt that the strengthening of people's capacity to deal with everyday safety matters could well be influenced by other targets. Most of the other targets were considered to be quite capable of supporting this impact target.

The interaction between the impact target related to people's capacity to deal with everyday safety matters and their own responsibility was rated as strongest by a wide margin. A similar interactive relationship was seen between people's own responsibility and an increase in the sense of caring, though the relationship was considered slightly weaker.

When the impact relationships are examined as non-directional, nearly every target had very strong impact relationships with other impact targets. Many of the targets were considered to have a very strong impact relationship with only one of the other targets. E-services were considered the only impact target without a very strong impact relationship with any of the other targets. At the same time, taking responsibility for one's own safety and the safety of others was considered to have the highest number of very strong impact relationships.

Figure 9. Very strong impact relationships shown as a circle diagram. The impact relationships were assessed on a scale of 1–4, in which 4 described the strongest possible impact relationship. The chart shows the relationships rated 3.5 and above. A small number of very strong impact relationships were identified. All impact relationships except those related to e-services were considered to have very strong impact relationships with other targets.

Showing links for values: > 3.5 (To a very large extent)
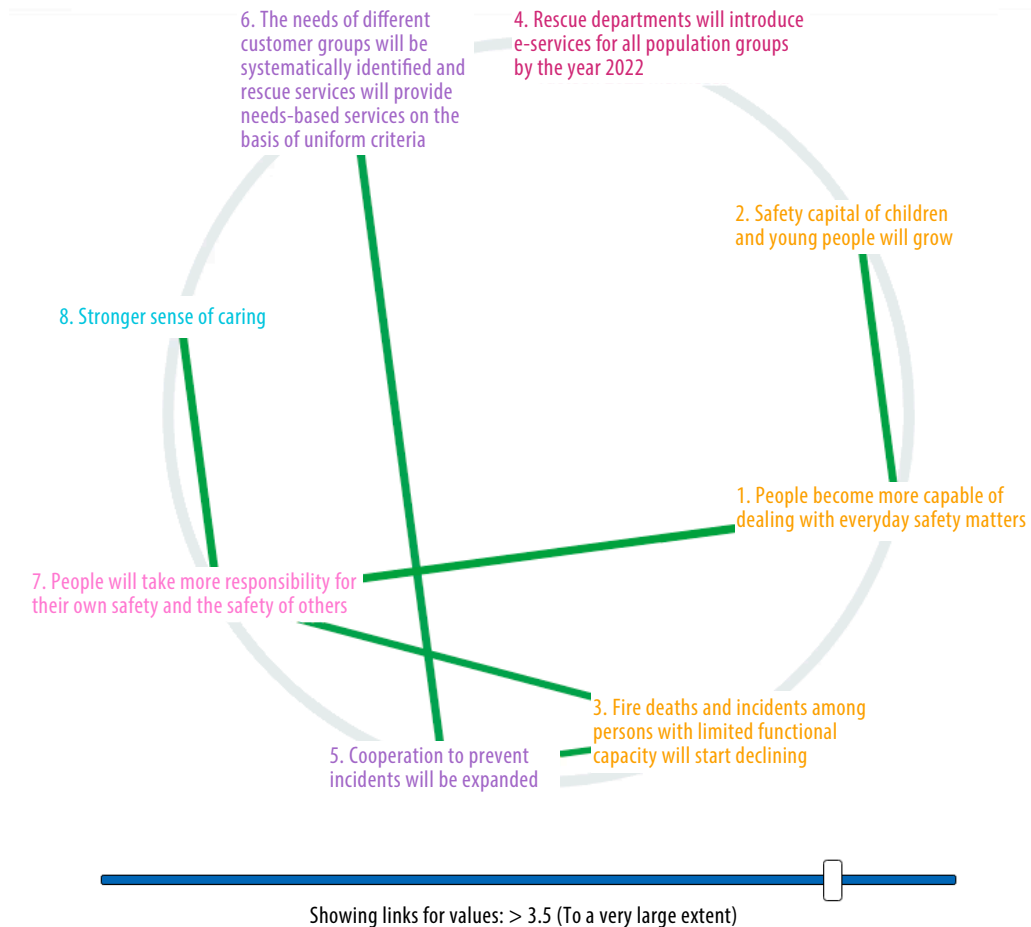
Expansion of cooperation was deemed to have a very strong impact relationship with two other impact targets, but in overall terms, surprisingly little consideration was given to its role as an enabler of other targets. The impact was seen as minor, especially considering that the importance of cooperation as an enabler or safety work is strongly emphasised in speeches and policies in the rescue sector. In this connection, the obligation laid out in the Rescue Act to cooperate in the prevention of incidents should also be taken into account. Cooperation is essential for ensuring more effective work, and in this area, rescue services must take a critical look at their own operations on the basis of this analysis of mutual effects.

The mutual effects are discussed in more detail for each impact target in chapters 3–10. Each chapter contains a chart showing the interaction of the impact target in question with other targets. The charts show the direction of the impacts. The respondents assessed the strength of the impacts on a scale of 1-4. On this scale, value below 1.5 means a weak impact relationship, values between 1.5 and 2.4 indicate a fair amount of impact, and higher values indicate a strong impact relationship. The chart shows the relationships rated 1.8 and above. By comparing the charts and the number of arrows in them, it can be examined how differently the interactions between impact targets were viewed. When the charts are examined, it should be noted that they show the targets that were considered to have some impact on each other. According to the responses, the targets also have other impact relationships, but these relationships of weaker impact have been left out of the chart to highlight the most important interactions.

3   People become more capable of dealing with everyday safety matters

Strengthening people's capacity to deal with everyday safety matters is the first impact target. The aim is to improve the competence and capabilities of all target groups. In practice, this means identifying risks, preventing incidents and acting in the event of incidents. The aim is to ensure that each individual can have a positive impact on their own safety.

Figure 10.   A fourfold table showing a national summary of the capabilities of different rescue service organisations to strengthen people's capacity to deal with everyday safety matters. Each project in the chart represents one rescue service organisation.
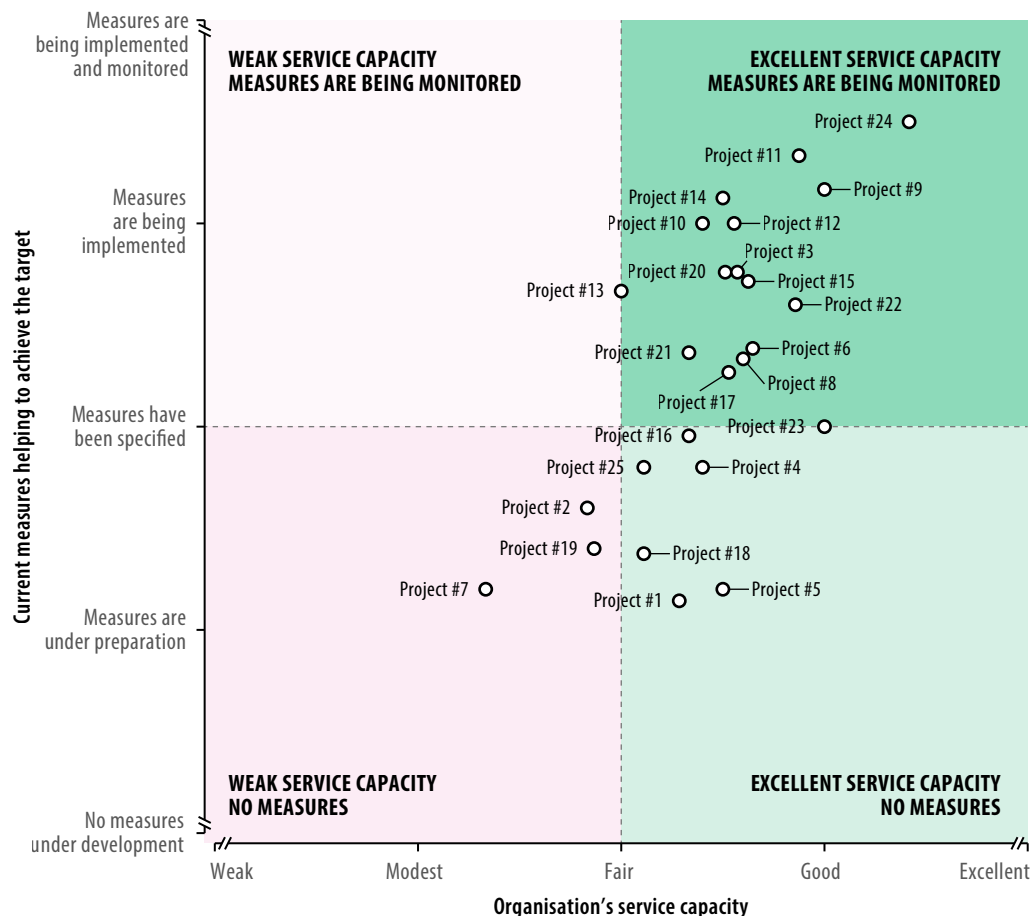
3.1 Concrete measures formulated in the workshops

Investing in human-oriented or **customer-oriented approach** was one of the ways to strengthen people's capacity to deal with everyday safety matters highlighted in the workshops. According to the proposals, helping customers, one of the core tasks of rescue services, should be more clearly reflected in the work. An organisation-centred approach may take resources from helping people and channel them to less important areas. To support the desired change, it was proposed that in such areas as supervision, the focus should be on quality instead of quantitative monitoring. When there is excessive supervisory focus on performance figures, other tasks that may have more impact may appear as unnecessary. The supervisory focus should be on customers rather than buildings. A customer-oriented approach would be supported by listening to and understanding of people's genuine needs and adapting the activities on this basis.

Customer orientation also involves **safety communications**, which was seen as an important topic to develop people's capacity to deal with everyday safety matters. Safety communications can make people more aware of their responsibility for everyday choices (actions impacting safety and their consequences). In general, there should be more communication on rescue services. Successful safety communications require visibility and information on the needs and interests of customer or target groups. Concrete forms of safety communications emphasising the identification of the needs of different customer groups and individual responses to them were presented in the workshops. For example, a targeted training package offered in connection with supervision could be prepared for property managers and companies. The potential of social media should be examined and it should be used as an instrument in the incident prevention work. Campaigns based on everyday safety phenomena that everybody can identify with could be organised in the social media and on site.

More extensive **cooperation** is needed to strengthen people's capacity to deal with everyday safety matters (for example, to implement campaigns based on the above-mentioned themes). A number of useful partners were highlighted in the workshops. It was proposed that the partnership with contract fire brigades should be developed, and cooperation with social services, especially from the perspective of sharing know-how, was considered important. In terms of engaging people and strengthening their capacity to deal with everyday safety matters, it is important to ensure successful cooperation with such parties as property managers, insurance companies and ordinary citizens. In this way, customers can be motivated to learn and take responsibility for their own safety in a preventive manner.

Click here to view all ideas related to people's capacity to deal with everyday safety matters.

3.2   Interaction with other targets

When the responses on the interaction between impact targets given by rescue service experts in incident prevention were examined, the strengthening of people's capacity to deal with everyday safety matters proved one of the key impact targets from the perspective of impact relationships. All impact targets were considered to have an impact on people's capacity to deal with everyday safety matters. Only e-services were deemed to have practically no impact, while other targets were considered to have at least some impact.

According to the responses, interaction was strongest between the strengthening of people's capacity to deal with everyday safety matters and taking responsibility. These impact targets were considered to have a strong impact on each other, and the relationship between them was seen as bidirectional (both have an equal impact on each other). The growth in the safety capital of children and young people was also understood to have an impact on people's capacity to deal with everyday safety matters. These targets were deemed to affect each other, meaning that people's capacity to deal with everyday safety matters was considered to have some impact on the growth of the safety capital of children and young people.

Most of the other impact relationships were unidirectional. Based on the responses, such matters as cooperation and identification of the needs of customer groups can strengthen people's capacity to deal with everyday safety matters. However, weak impact relationships in different directions were identified. For example, as people become more capable of dealing with everyday safety matters, fire deaths and incidents among persons with limited functional capacity might decline.

Figure 11. Impact relationships of the first impact target presented as network analysis. Thicker the arrow, stronger the impact relationship.

5. Cooperation to prevent incidents will be expanded

3. Fire deaths and incidents among persons with limited functional capacity will start declining

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

8. Stronger sense of caring

1. People become more capable of dealing with everyday safety matters

2. Safety capital of children and young people will grow

7. People will take more responsibility for their own safety and the safety of others

Showing links for values: > 1.8 (To some extent)

4 Safety capital of children and young people will grow

The safety capital of children and young people consists of knowledge, skills and attitudes. Safety capital comprises the ability to anticipate risks, prevent risks and act in crisis situations. The aim is to incorporate safety into the basic skills of children and young people at an early stage. It is estimated that the achievement of this impact target will help to ensure that 1) each child and young person is reached at least four times before the age of 25, and 2) a broad range of different tools are used to reach out to children and young people.

Figure 12. A fourfold table presenting a national summary of the capabilities of rescue service organisations to enhance the safety capital of children and young people. Each project in the chart represents one rescue service organisation.
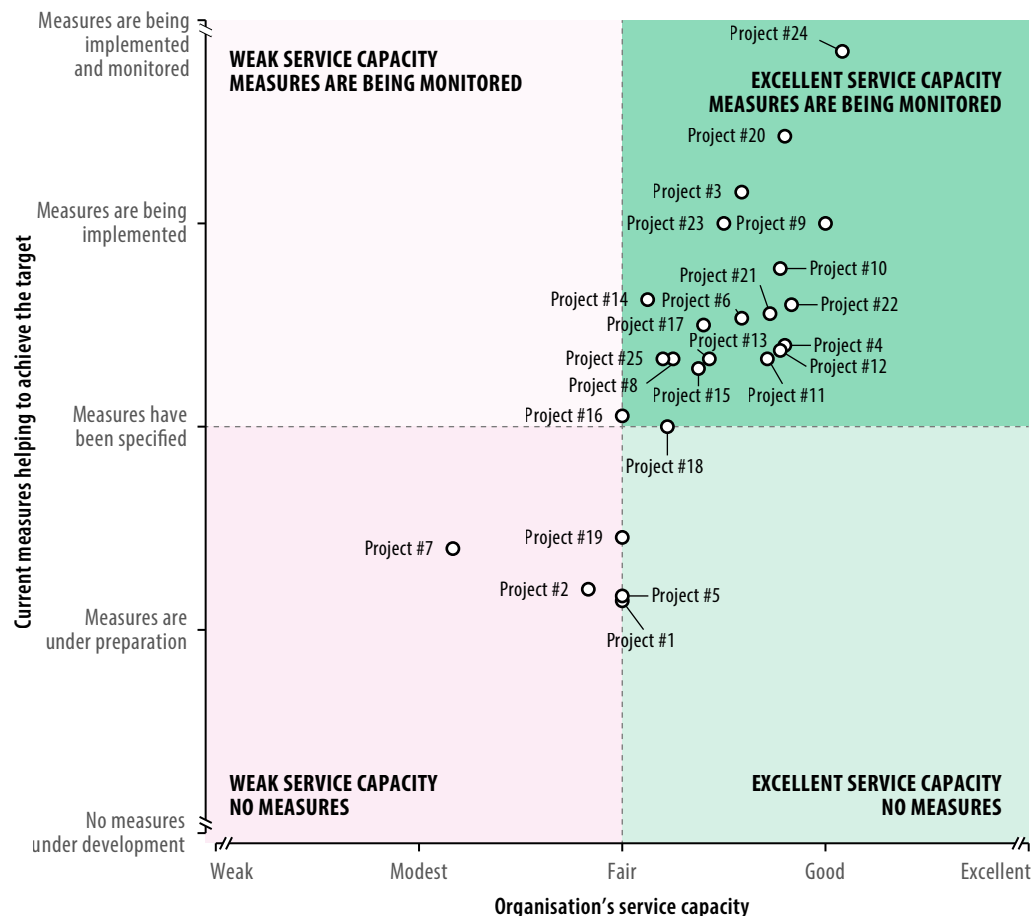
4.1   Concrete measures formulated in the workshops

A large number of ideas to strengthen the safety capital of children and young people were presented in the workshops. The focus in the proposals was on the need to **make safety part of the everyday life of children and young people on their terms**. Safety thinking should be incorporated into basic everyday activities, and this does not necessarily happen by trying to impose the thinking on the target group or by only providing guidance using the tools traditionally considered effective by the rescue services. Children and young people will only become interested in safety matters through inclusive and practical training. More active use of TET (introduction to working life) in rescue services would be a good way to familiarise pupils and students with safety issues. When TET experiences are shared by young people, TET trainees' friends may also become interested in the topic and rescue services are no longer seen as a distant actor.

Rescue services must be where the young people spend time and use the everyday language and humour that young people are familiar with. This could mean finding the right social media channels and producing content that young people can identify with. The target groups themselves should be asked what thoughts safety raises in them and what they would like to learn about safety and how.

In terms of increasing the safety capital of children and young people, respondents felt that **local actors meeting children and young people on a daily basis** play an important role. For example, the services that children and young people expect rescue departments to provide could be better determined in cooperation with educational actors and teachers. Reaching out to stakeholders such as providers of leisure activities would be one way to make safety issues part of the everyday lives of children and young people. This would be supported by the provision of targeted training, for example guidance on water safety matters for sailing clubs. A communal culture and a familiar environment are a good growth platform for safety.

Parents' evenings and school mentors could also be used to enhance the safety capital of children and young people and through these channels, the safety message would be relayed by parties familiar to children. The role of the volunteer fire brigades was seen as important. Volunteer fire brigades and rescue departments could jointly plan effective communications, so that the message can be conveyed by young people to other young people and serving in a volunteer fire brigade can be made both highly attractive and interesting.

The workshops highlighted the need to strengthen and clarify the presence of safety matters in **curricula**. The curricula for children and young people should be updated into a more detailed strategy and there should be cooperation in issues concerning the strategy

with municipal educational authorities. The parties involved should ensure that they can actively influence the implementation of the curricula at local level.

Schools could organise inclusive and targeted safety events in cooperation with other relevant parties on a regular basis. An opportunity to follow exercises in a training area might be an interesting experience for schoolchildren. Safety as part of everyday life could already be highlighted in daycare centres. Training of daycare centre staff can strengthen their ability to provide children with safety education in their daily lives and activities.

One of themes highlighted in this connection was the need to consider and develop opportunities for **reaching out to people as early as possible**. This could mean reviewing the risks associated with caring for small children together with their parents. A 'baby present' given by a rescue department and included in the maternity package could be one way to reach out to small children and their parents. The present (a safety-related product or service) should be determined on the basis of identified risks and be particularly useful. The maternity clinic and the public health nurse carrying out home visits after the childbirth could be activated to educate the parents about risks and ways to minimise them.

Click here to view all ideas related to the strengthening of the safety capital of children and young people.

4.2   Interaction with other targets

The respondents were of the view that the impact target related to the safety capital of children and young people would benefit most from other targets in relation to how much the target itself contributes to the achievement of other impact targets. Other targets promote this impact target more than it promotes other targets. Based on the participants' responses, strengthening people's capacity to deal with everyday safety matters is the impact target with the strongest link with the increase in the safety capital of children and young people. The impact relationship was seen as reciprocal, but the safety capital of children and young people was considered to have a slightly greater impact on people's capacity to deal with everyday safety matters.

The safety capital of children and young people was also considered to have a weaker interactive impact relationship with the increase in the sense of caring and people's willingness to take more responsibility for their own safety and the safety of others. The safety capital of children and young people was deemed to increase as the sense of caring increases and when people take more responsibility for their own safety and the safety of

others. It was also believed that achieving these impact targets would be easier when the safety capital of children and young people grows.

In addition to the strong impact relationships referred to above, cooperation and the identification of customer groups' needs were considered to enhance the safety capital of children and young people to some extent. E-services for all population groups had only a minor impact on the safety capital of children and young people.

Figure 13. Impact relationships of the second impact target presented as network analysis. Thicker the arrow, stronger the impact relationship.
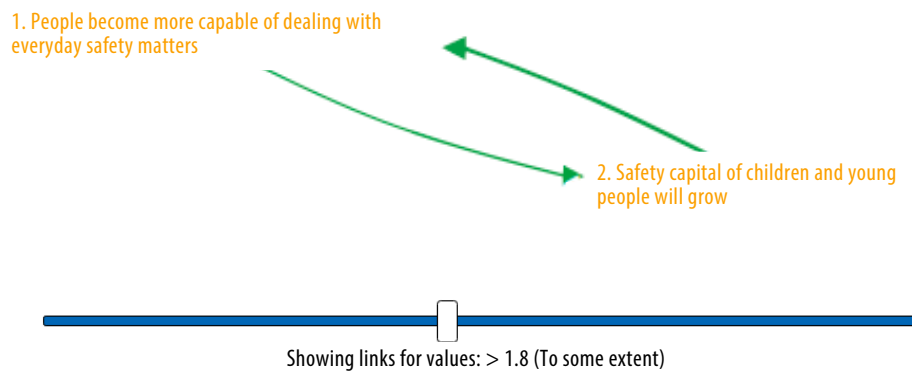
The small number of impact spans was a noteworthy aspect in the interaction analysis of the safety capital of children and young people. When considering the ideas that were deemed necessary to achieve the target, it is interesting that such impact targets as cooperation received little attention in this examination.

5 Fire deaths and incidents among persons with limited functional capacity will start declining by the year 2024

To achieve a situation where fire deaths and incidents among persons with limited functional capacity will start declining by the year 2024, a safe living and operating environment must be ensured and people's skills enhanced. Communications and service solutions should be developed in cooperation with stakeholders.

Figure 14. A fourfold table presenting a national summary of the capabilities of rescue service organisations to work to ensure that fire deaths and incidents among persons with limited functional capacity will start declining. Each project in the chart represents one rescue service organisation.
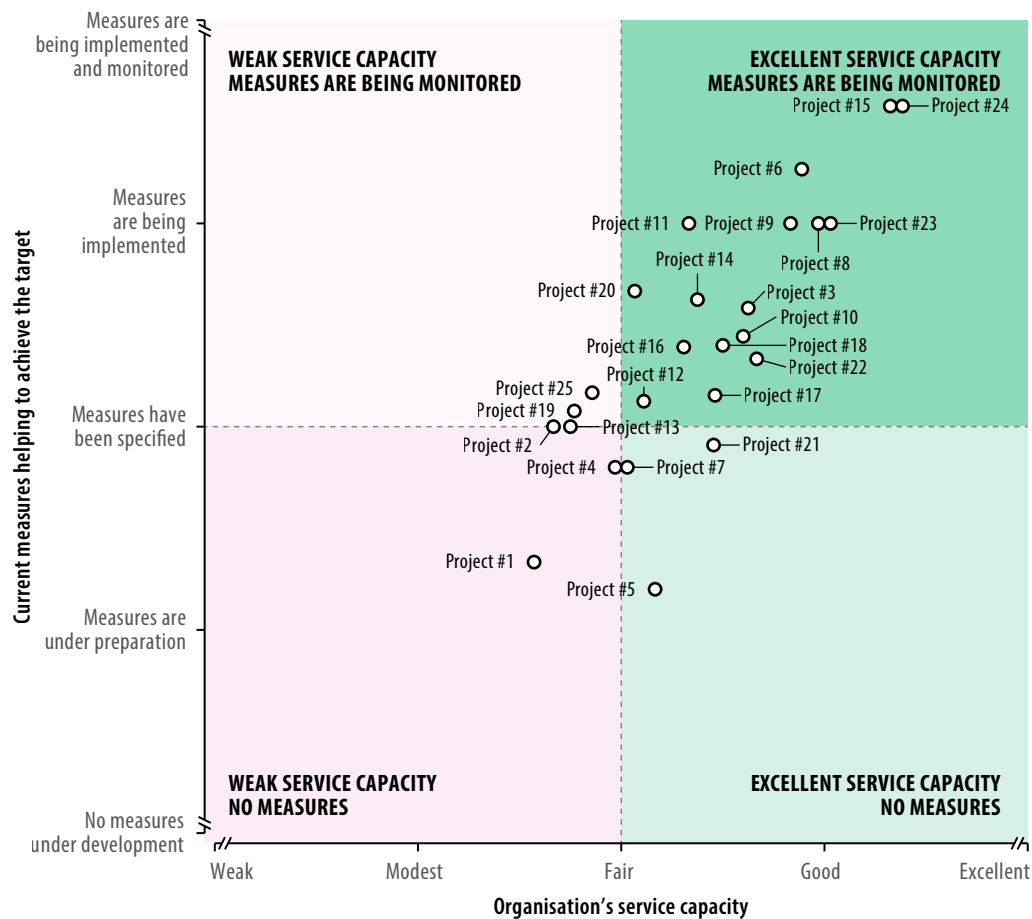
5.1   Concrete measures formulated in the workshops

Fire deaths and incidents among persons with limited functional capacity cannot be reduced by the efforts of the rescue services alone. Based on the proposals presented in the workshops, **cooperation** is essential for achieving the target. It was proposed in the workshops that in addition to cooperation with the target groups themselves, there should also be cooperation with such parties as home care, social services, informal carers and organisations. Flow of information in both directions is particularly important in the cooperation with health and social services professionals. Information carers' associations were mentioned as one good instrument to enhance the know-how of individuals who meet people with limited functional capacity on a daily basis. The safety and accessibility of public spaces can be enhanced by developing cooperation with housing operators, housing companies and municipalities.

Safety of dwellings and improving it from the perspective of persons with limited functional capacity was one of the themes highlighted in the workshops. Rescue services can promote the safety of dwellings by recommending the installation of smoke detectors in stairways in connection with inspections and door closers during the construction phase, and by promoting technologies enhancing everyday safety, such as a stove guard and, if necessary, dwelling-specific fire extinguishing equipment. Rescue services can emphasise the importance of finding a place in a care institution for every person in need of it.

In the workshops, **increasing the amount of information** was proposed as the key instrument to promote the achievement of this impact target. The required information must be available to everyone and be easily accessible. In fact, the focus in communications should be on an easy-to-understand language and consideration should be given to different needs of people.

Persons with poor hearing and eyesight should be taken into account by providing them with subtitled videos or other similar aids. There are many people who are not necessarily reached through e-services. Campaigning and a variety of different channels should be utilised more extensively so that information on risks can be relayed more effectively to the customers and their relatives. Increasing awareness can make it easier for individuals to prepare for a possible reduction in functional capacity.

The public authorities must also have access to up-to-date information. For example, to facilitate external guidance to customers, more information on aids and their use should be provided within rescue service organisations. For example, information on the identification of hazards in home care, the reporting obligation process under section 42 of the Rescue Act and a low threshold for reporting potential hazards are particularly important for the prevention of incidents.

To disseminate the information effectively, **as many people as possible must reached**. The workshops identified a number of different target groups that should be reached but may be difficult to contact. For example, not enough efforts are made to reach out to middle-aged male alcoholics who account for a large proportion of fire deaths. In addition to AA groups and state-owned liquor stores, other ways to reach out to these people should also be systematically examined, and other than traditional safety communications should be used. Property managers could be used to reach out to target groups. It is also important to reach out to relatives of persons with limited functional capacity more extensively.

In the workshops, concerns were raised about reaching out to marginalised people and their safety. Rescue departments could also work to prevent social exclusion and additional methods should be considered. In general, rescue services should help to ensure that people can live in their dwellings and engage in activities outside their homes without endangering their own safety or the safety of others.

Click here to view all proposals for reducing fire deaths and incidents among persons with limited functional capacity.

5.2   Interaction with other targets

According to the workshop participants, enhancing people's capacity to deal with everyday safety matters and people's willingness to take more responsibility for their own safety and the safety of others were seen as the impact targets with the strongest link with reducing fire deaths and incidents among persons with limited functional capacity. Based on the responses, when people take more responsibility for their own safety and the safety of others, fire deaths and incidents among persons with limited functional capacity will decline. The impact relationship with these two impact targets was bidirectional. People's capacity to deal with everyday safety matters was also deemed to have a slight impact on the number of fire deaths and incidents among persons with limited functional capacity.

Cooperation was considered to have some impact on the safety of persons with limited functional capacity. Interestingly enough, according to the responses, the decline in fire deaths and incidents among persons with limited functional capacity is considered to have only a minor impact on increasing cooperation and identifying of the needs of customer groups. It was also considered that there is some interaction between the impact target related to persons with limited functional capacity and strengthening of the sense of caring.

Figure 15. Impact relationships of the third impact target presented as network analysis. Thicker the arrow, stronger the impact relationship.


1. People become more capable of dealing with everyday safety matters

3. Fire deaths and incidents among persons with limited functional capacity will start declining

5. Cooperation to prevent incidents will be expanded

7. People will take more responsibility for their own safety and the safety of others

Showing links for values: > 1.8 (To some extent)
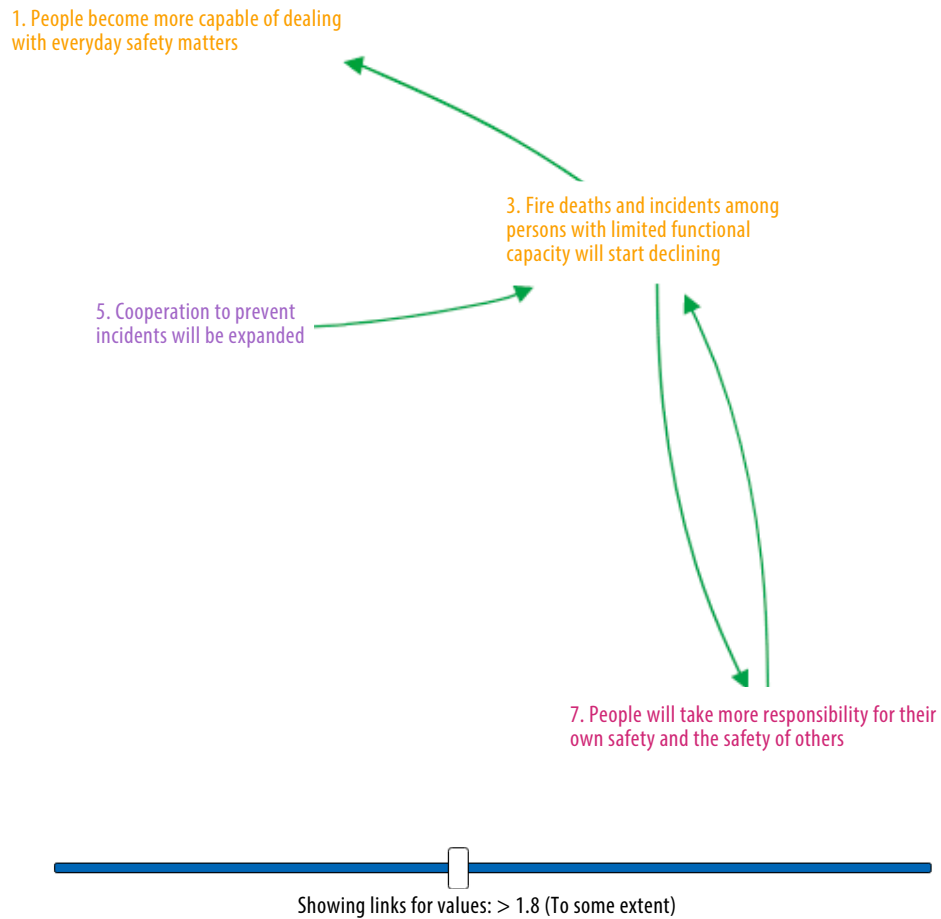
According to the responses, the impact target related to the safety of persons with limited functional capacity will promote other targets more than would be the case the other way round.

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

There is particular attention in the action plan on the harmonisation of e-services provided by rescue departments. In fact, making e-services of rescue departments available to all population groups by the year 2022 is one of the impact targets. When digital services are developed, it should be remembered that there are many people who are not able to access such services. The option of face-to-face meetings should also be ensured.

On average, the impact target for e-services was given the lowest national-level priority in the workshops. It was considered the most important target by two workshops. However, due to the nature of the impact target, the workshops jointly decided that it would not necessarily be appropriate for individual organisations to plan the development of e-services. This is partially because significant development work concerning the target is currently taking place at national level.

Proposals for the introduction of e-services for all population groups were not considered or collected. Instead, the utilisation of the full potential of e-services and such channels as social media was discussed and brainstormed in connection with several other targets. It was considered important in the workshops that different population groups are reached and there was also awareness that different groups can be reached in different ways.

Figure 16. A fourfold table presenting a national summary of the capabilities of rescue service organisations to promote the introduction of e-services for all population groups from next year. Each project in the chart represents one rescue service organisation.
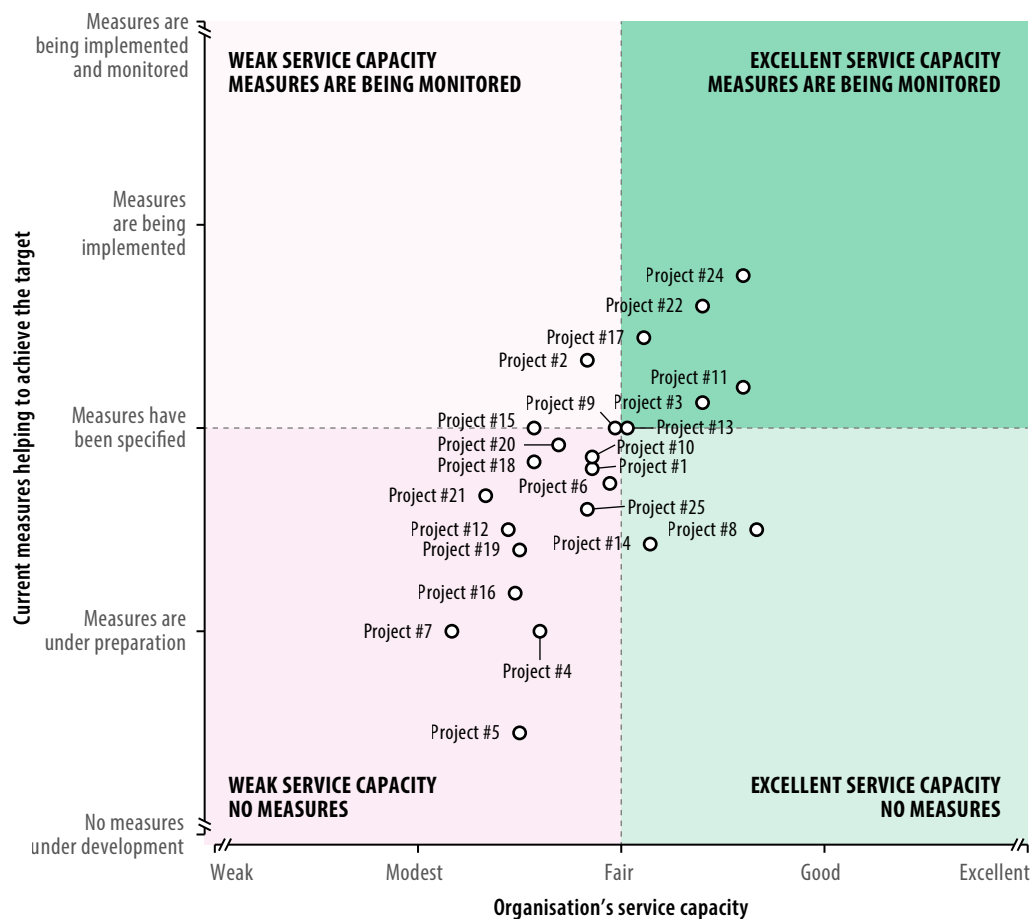
6.1 Interaction with other targets

The impact target related to e-services was different in nature from other targets. It cannot be influenced with other impact targets, and the view was that the target in question will mostly produce indirect benefits. It is noteworthy that the potential of e-services was not seen as having a strong impact on other impact targets. However, introducing e-services for all population groups was not considered particularly relevant to the achievement of other impact targets either. To some extent, e-services were seen as an instrument supporting the systematic identification of customer groups' needs. The introduction of comprehensive e-services was also seen as having only a minor impact on strengthening people's capacity to deal with everyday safety matters and on the expansion of cooperation.

Figure 17. Impact relationships of the fourth impact target presented as network analysis.

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

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

Showing links for values: > 1.8 (To some extent)
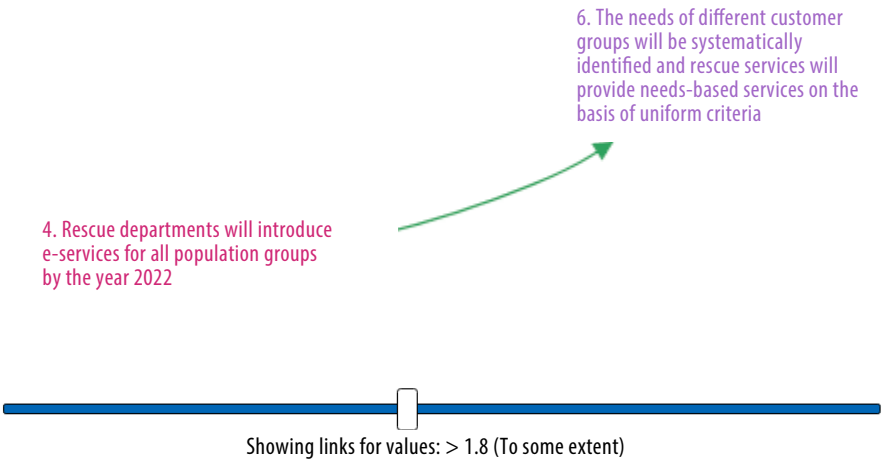
7 Cooperation to prevent incidents will be expanded

Achieving the targets set out in the action plan requires extensive cooperation. In fact, more extensive cooperation to prevent incidents is one of the impact targets. The specific targets of the action plan are as follows: 1) more cooperation with actors doing outreach work; 2) parties providing home care services will become active safety advocates; 3) targets will be set for involving organisations in incident prevention work; and 4) a strategic partnership model for industries and other business operators will be established.

The impact target related to cooperation was given the highest priority at national level, in other words, it was generally considered the most important impact target discussed in the workshops. A large number of proposals for expanding cooperation were presented. From the perspective of increasing the involvement of rescue services in the cooperation, it is important that the participants considered cooperation a key focus and development target. The proposals must still be put into practice. Workshop participants listed important partners with whom cooperation may already be carried out at some level, but with whom cooperation should be further expanded. New important groups were proposed as partners and cooperation with them should be openly examined and implemented.

Figure 18. A fourfold table presenting a national summary of the capabilities of different rescue service organisations to cooperate. Each project in the chart represents one rescue service organisation.
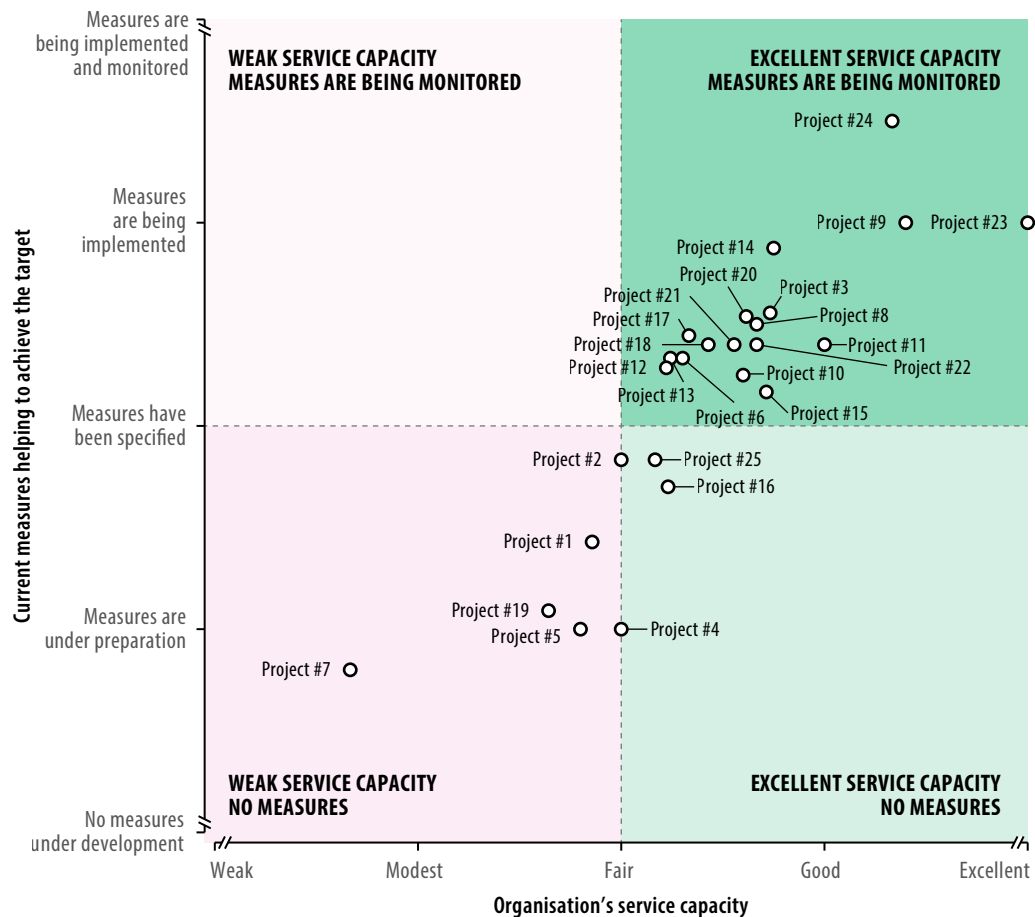
7.1   Concrete measures formulated in the workshops

In the workshops, **communications** emerged as a fundamental pillar of cooperation. Communications are linked to cooperation in many ways. In order to maximise success, before matters are communicated, it should be decided to whom they are communicated and how. What does the organisation want to communicate and achieve through communications? Communications play an essential role in reaching out to potential partners. Communications can, for example, be used to convey what the rescue services or more specifically one's own organisation are doing. This makes it easier to contact the organisation by means of cooperation requests. Communications procedures should be jointly prepared with partners so that the organisation can project a uniform image and ensure that there are no contradictory messages creating confusion. Joint messages

must be formulated on the basis of discussions with partners. Effective communications and a smooth flow of information within the organisation provide a basis for common understanding of responsibilities and operating methods and the reasons for adopting them. This understanding also provides a basis for smooth internal cooperation.

The **parties providing home care services** were seen as a key partner, and their safety expertise should be further enhanced. Such natural channels should be more extensively used to disseminate the desired messages and safety expertise. Key actors include home carers, property managers and prehospital emergency care personnel. In addition to such traditional parties, cooperation could also involve regional taxi entrepreneurs, for whom training could be provided as multi-authority cooperation. Such methods would enhance the ability of key actors to identify potential risks and improve their ability to act correctly in situations where action is needed. In general, it is important to reach out to actors that, on a daily basis, deal with people that cannot be reached by rescue services alone. Such cooperation should not be seen as an extra burden but rather as a natural part of everyday work.

Workshop participants emphasised the need to **meet people face to face**. This requires a customer-oriented and human-oriented operating culture and elimination of the inflexibilities associated with the public sector. In order to ensure successful interaction and cooperation, people must be provided with opportunities to familiarise themselves with the sector. In workshop participants' view, rescue services should be in continuous contact with citizens, answer their questions and listen to their concerns. Better accessibility will increase interest in the sector and lower the threshold for contacting rescue services. Associations and such parties as volunteer fire brigades are excellent channels for interaction with people. In general, local presence and accessibility were considered important.

It was emphasised that cooperation would be much easier when there are **clear principles governing joint work and interaction can be on a low-threshold basis.** Setting out clear principles for the activity is easier when it is known what cooperation is needed and with whom. Knowing which parties should be contacted and when and developing smooth communication tools will ensure better cooperation. Clear rules for joint work are needed within the rescue services so that well-proven models and operating methods developed in other areas can be used. Cooperation within rescue departments and commitment by all staff members to incident prevention are also seen as important. Cooperation between rescue operations and incident prevention in particular is often seen as an activity that should be strengthened: how to make maximum use of the synergies between them?

Students in such educational institutions as the Emergency Services Academy Finland should already be familiarised with different types of cooperation and their usefulness during their studies. This could be supported with visits by various parties and by providing more information on different areas of responsibility, so that rescue service actors know in advance which parties they should contact. Resources should be allocated to networking and building cooperation so that when one gets to know one's colleagues, it is easier to contact them in important matters. This could be promoted with joint events and training. Arranging informal meetings in the spirit of shared learning were seen as a good idea.

In the discussions that took place in the workshops, the **management** was highlighted as a party enabling and encouraging cooperation. The management is expected to set out clear policies and offer joint assignments. Management action has an impact on the work atmosphere, which may encourage cooperation or emphasise performances of individual staff members and boundaries between departments. When partners are identified, everyone (including the management) should keep an eye on events and other opportunities for cooperation. According to workshop participants, in incident prevention work, contacting the management of individual organisations directly is one way to ensure effective cooperation, strengthen mutual understanding and integrate safety into the activities of the sector.

Click here to view all ideas related to cooperation.

7.2   Interaction with other targets

As expected, cooperation was seen as a particularly useful tool to impact systematic identification of the needs of customer groups and to ensure that rescue services provide needs-based services. It was felt that cooperation has some impact on making people more capable of dealing with everyday safety matters and on reducing fire deaths and incidents among persons with limited functional capacity. The view was that cooperation has little impact on the growth of safety capital of children and young people. It was hoped that cooperation would have been seen as a more essential support or a means of achieving the impact targets. The potential exists but it is not adequately identified.

Cooperation was considered to play a more important role as an enabler of other impact targets, but two targets were seen to support joint work. The relationship between the impact targets related to identifying the needs of customer groups and the safety of persons with limited functional capacity with cooperation was seen as reciprocal. The view was these targets would enhance cooperation in incident prevention. This contributes to

strengthening human-oriented thinking aimed at identifying needs inherent in safety-related capabilities. In this respect, too, there is still unidentified potential.

Figure 19. Impact relationships of the fifth impact target presented as network analysis. Thicker the arrow, stronger the impact relationship.

3. Fire deaths and incidents among persons with limited functional capacity will start declining

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

1. People become more capable of dealing with everyday safety matters

5. Cooperation to prevent incidents will be expanded

Showing links for values: > 1.8 (To some extent)
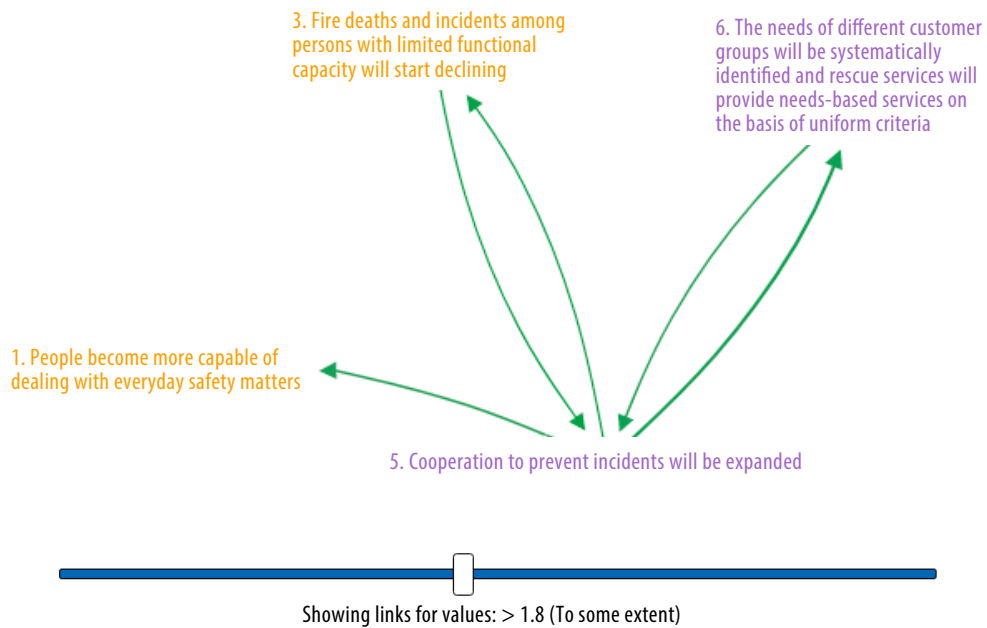
8 The needs of different customer groups will be systematically identified and rescue services will provide needs-based services on the basis of uniform criteria

The potential for joint work involves systematic identification of customer groups' needs and the provision of needs-based uniform rescue services. In order to achieve this impact target 1) rescue departments should provide incident prevention services on the basis of uniform criteria, and 2) information on the safety of the elderly and immigrants should be systematically used at national and local level. The aim is to produce similar services for similar circumstances, while at the same time identifying individual needs. A service-oriented, positive and solution-centred approach should be at the core of the activities.

Figure 20. A fourfold table presenting a national summary of the capabilities of different rescue service organisations to promote systematic identification of customer-groups' needs and to ensure that rescue services provide needs-based services on the basis of uniform criteria. Each project in the chart represents one rescue service organisation.
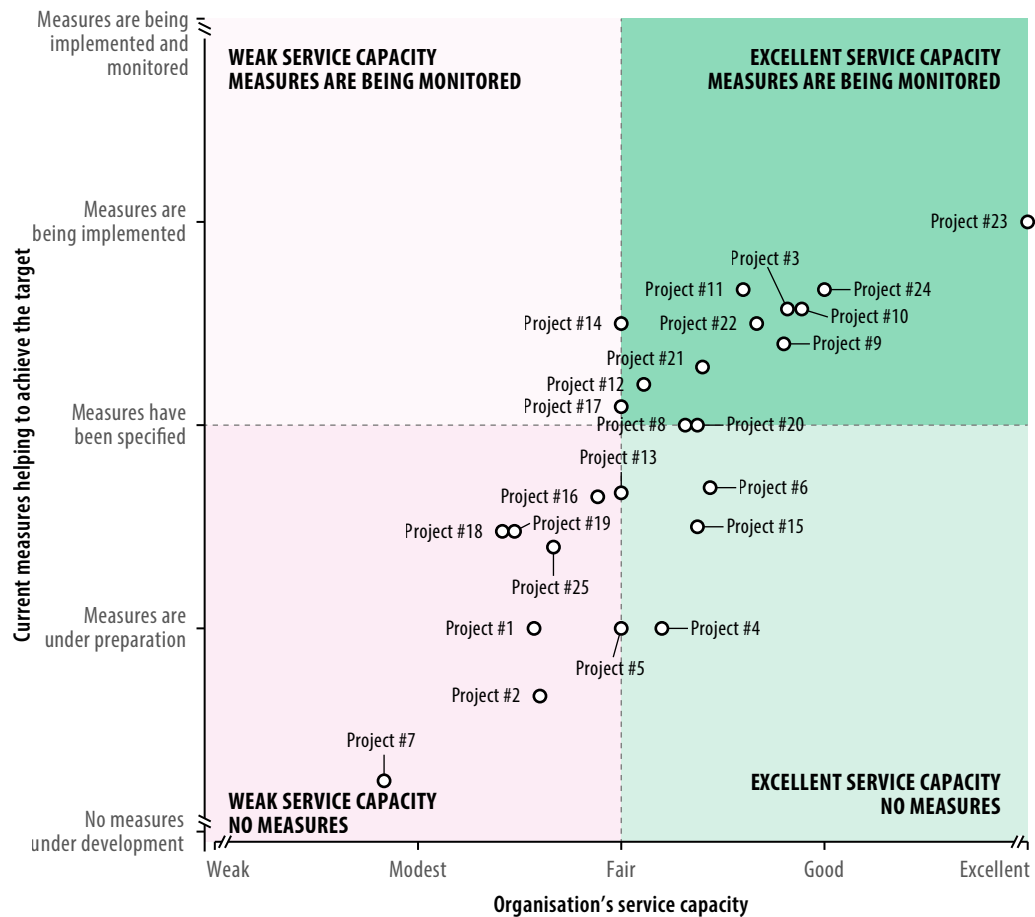
8.1 Concrete measures formulated in the workshops

There was agreement in the workshops that identifying the needs of customer groups requires work in a broad range of different fields, in which the focus should be on **asking customers about their needs.** The general view was that appropriate customer surveys should be planned and carried out. The aim should be to create a standardised model to ensure an up-to-date situation picture of the needs and target groups. The survey could be started by asking about the needs of key persons, based on which a list would be prepared to facilitate the submitting of responses. In order to get a comprehensive idea

of individuals' need, social media channels could be used and people could also be asked about their views face to face.

The activities should be focused in accordance with the needs identified by the customers and using a **risk-based approach**. It was emphasised in the workshops that the focus in supervision and presence should be on risk groups and the safety of people in specific areas. Rescue departments should be present where incidents occur and learn from them. Customer and risk groups can be identified by ensuring that the necessary information on incidents is recorded in statistics and by examining which groups are facing the greatest safety risks. The multiple nature of the risks affecting these groups should be considered. It was pointed out in the workshops that outlining the current risks and needs of customer groups is important, and systematic analysis of the operating environment was seen as one way of doing this. Rescue departments must be able to respond to topical issues and special situations as required and provide the right services and relevant information.

There was a great deal of discussion in the workshops on the importance of **personnel training** to ensure **uniform activities** and, consequently, to ensure systematic identification of customer groups' needs. Uniform professional competence is required to ensure uniform activities supporting the identification of customer groups' needs. Training with uniform content and materials with detailed content are essential for ensuring a nationally uniform approach. Based on the discussions, it might be necessary for organisations to review the competence needs of their personnel and stakeholders and provide training to address these needs. Competence development should also have a uniform focus based of the risk factors identified in the activities. In addition to individual reactions, there should also be a stronger common basis for the activities. When these key issues or objectives are clarified, the range of instruments to support them should also be presented.

As with many other targets, the view is that **cooperation** will bring better results in the identification of customer groups' needs. Potential partners can be found in the third sector, among the public authorities and in social services. Existing cooperation should be deepened and developed, and it was felt in the workshops that joint training courses are a good way to pursue cooperation. In this way, risk groups and the needs of customer groups can be better identified by both rescue services and key actors as part of their daily work, and both parties can also relay information on their observations in an appropriate manner. Rescue services should take an active approach when dealing with their stakeholders and draw up a clear framework for cooperation to ensure systematic operations.

A clear need to **combine different ways** of identifying customer groups' needs to ensure the achievement of the impact target was a key theme emerging from the discussions

on the topic. One concrete example of this is the proposal for a networked model to prevent one risk factor, such as marginalisation. To put this idea into practice, it was proposed that substance abuse prevention, outreach youth work, debt counselling and organisations should be involved in the work as they have the competence to reach out to marginalised groups. The measures that should be taken to manage the risks hidden in their lives could be jointly considered with the above parties. What competence is needed to promote it? The phenomenon of marginalisation is constantly changing, which means that the antennas must be up all the time. The information arising from the activities and examination should be relayed to such parties as other rescue departments to make good practices and essential information more widely available.

Click here to view all proposals related to the identification of the needs of customer groups.

8.2   Interaction with other targets

According to the responses to the impact relationship survey, systematic identification of customer groups' needs and the provision of needs-based uniform services support the achievement of other targets. Other targets are considered to support its implementation. The achievement of the impact target related to the identification of customer groups' needs is considered to have some impact on people's capacity to deal with everyday safety matters and cooperation to prevent incidents. The respondents felt that identifying the needs of customer groups could slightly contribute to the achievement of the target of boosting the safety capital of children and young people.

At the same time, the impact targets related to cooperation, the safety of persons with limited functional capacity and e-services support the identification of customer groups' needs and the provision of uniform services. The impact relationship with cooperation was seen as bidirectional. The strengthening of people's capacity to deal with everyday safety matters was seen as having a slight impact on the identification of customer groups' needs.

Figure 21. Impact relationships of the sixth impact target presented as network analysis. Thicker the arrow, stronger the impact relationship.

5. Cooperation to prevent incidents will be expanded

3. Fire deaths and incidents among persons with limited functional capacity will start declining

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

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

1. People become more capable of dealing with everyday safety matters

Showing links for values: > 1.8 (To some extent)

9 People will take more responsibility for their own safety and the safety of others

The focus in this impact target is on attitudes and shared views. In addition to humans, the target also covers the efforts to encourage companies and organisations to take more responsibility for their own safety. Achieving this target requires a better understanding of the safety competence needs and motivation of the target groups. Emphasising personal responsibility can be incorporated into all forms of incident prevention work.

In the workshops, the impact target related to taking responsibility and ensuring safety was prioritised nationally as the second most important target immediately after cooperation. It is understandable that this target was seen as particularly important. Acting in a careful and responsible manner is one of the most fundamental ways to improve safety and reduce the number of incidents. Rescue services can support people in achieving this target by, for example, increasing interest in and understanding of safety matters, disseminating information and by educating people how to act in dangerous situations.

Figure 22. A fourfold table presenting a national summary of the capabilities of rescue service organisations to encourage people to take more responsibility for their own safety and the safety of others. Each project in the chart represents one rescue service organisation.
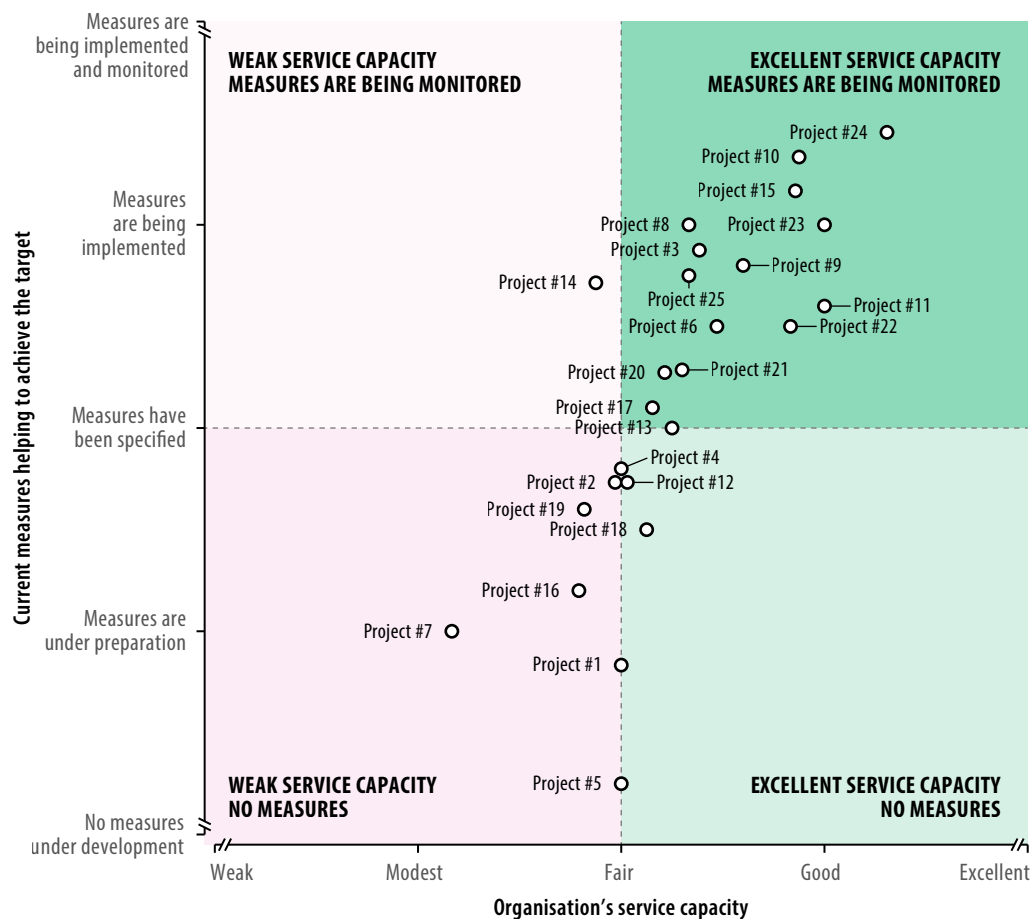
9.1   Concrete measures formulated in the workshops

The general view in the workshops was that it is essential to **reach out to people** so that they can be activated to take responsibility for their own safety and the safety of others. This can only succeed if instead of just talking about 'people', we identify the individual target groups. Once the target groups and their specific needs have been identified, **communications** should be used as a key means of reaching out to people. A large number of proposals were presented to develop communications. For example, positive themes, such as successful first-aid extinguishing or human lives saved by smoke detectors, could be used more extensively in communications. Such concrete everyday situations and safety actions carried out by ordinary people could be given more emphasis

in communications. Extensive use of the social media was seen as an essential channel to reach out to people and thus also to encourage people to act more responsibly. Safety issues could be brought closer to people and their everyday lives by creating concrete safety communications for the social media in the form of my day content or by asking popular influencers to include practical safety communications in their content.

In addition to e-communications, **face-to-face communications** were seen as an important means of genuinely reaching out to people. A presence in locations where people spend time was seen as an opportunity to reach out to people that safety communications may not normally reach. Elderly people in remote regions, who cannot be reached through social media, are an example of such groups. Using face-to-face interaction, it may be easier to motivate people who are not particularly interested in safety issues. Particularly effective and diverse channels for meeting people in different situations should be considered and developed in cooperation with other actors. Genuine face-to-face contacts with people provide rescue services with an opportunity to present themselves as an easy-to-approach expert. By treating people as people, rescue services can bring safety matters closer to everyday life and in addition to meeting people, they can also remind individuals of their own responsibilities.

People are only able and willing to take responsibility for their own safety and the safety of others if they are provided with education helping them to develop into responsible citizens. Rescue services can support the safety education of children and young people by helping to **shape their attitudes**. Instilling in children the idea of taking responsibility for one's own actions and helping others at an early age provides a good basis for other safety education. When the idea of helping others has been maturing in an individual's mind, learning to perform such actions as using a fire blanket or helping an unconscious person may become more interesting. It proved important that people's thinking is developed from the childhood onwards to support the impact target in question. This is facilitated by the teaching of key actions such as remembering and calling the emergency number at an early age.

It was suggested in the workshops that **disseminating information about responsibility and consequences** should be a key means of motivating people. It was hoped that this perspective could be utilised more extensively in the communications and face-to-face contacts of rescue services and in the field of education. Different people can be influenced in different ways: some people want detailed legal justifications for regulations, while others can better internalise their responsibilities through practical examples. In fact, responsibility should be emphasised in a manner that suits the target group. People become more aware of their responsibilities if they are for example asked questions making things more personal. How would you survive an incident? How could you get into an incident? How would you act while waiting for help to arrive? Prompting people

to think about incidents and to consider what to do in such situations can help to bring about a positive change in behaviour or attitudes.

Click here to view all proposals related to taking responsibility for one's own safety and the safety of others.

9.2   Interaction with other targets

According to the impact relationship survey, when people take more responsibility for their own safety and the safety of others, they will also become more capable of dealing with everyday safety matters. The impact is seen as reciprocal, because as people become more capable of dealing with everyday safety matters, they take more responsibility for their own safety and the safety of others. As already noted, the relationship between these targets was considered strong, in other words, they were seen to have a high impact on each other.

The relationship between the impact target related to people taking responsibility for their own safety and the safety of others and other targets is very similar. In practice, all other impact relationships with different targets are also reciprocal to the same extent. In addition to the above-mentioned strong link, this impact target has some impact on the impact targets related to the sense of caring, the safety of people with limited functional capacity and the safety capital of children and young people. These targets were seen as contributing to people taking more responsibility for their own safety and the safety of others.

Figure 23.   Impact relationships of the seventh impact target presented as network analysis. Thicker the arrow, stronger the impact relationship.
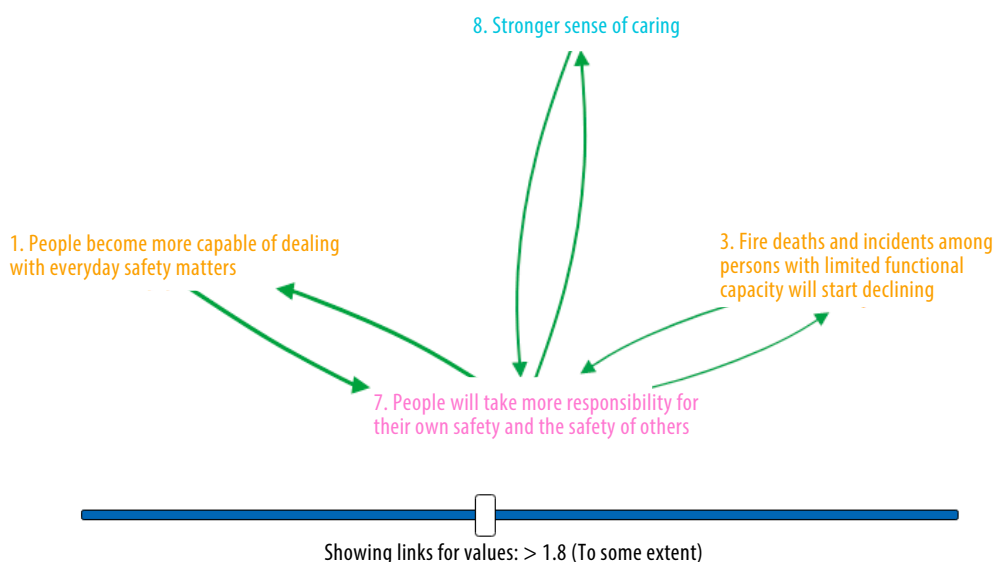
10 Stronger identification with communities will enhance the sense of caring

In this target, the focus is on influencing the operating culture of communities and service providers. The target emphasises the role of local actors, presence of rescue services and inclusion of people.

Figure 24. A fourfold table presenting a national summary of the capabilities of different rescue service organisations to enhance the sense of caring. Each project in the chart represents one rescue service organisation.
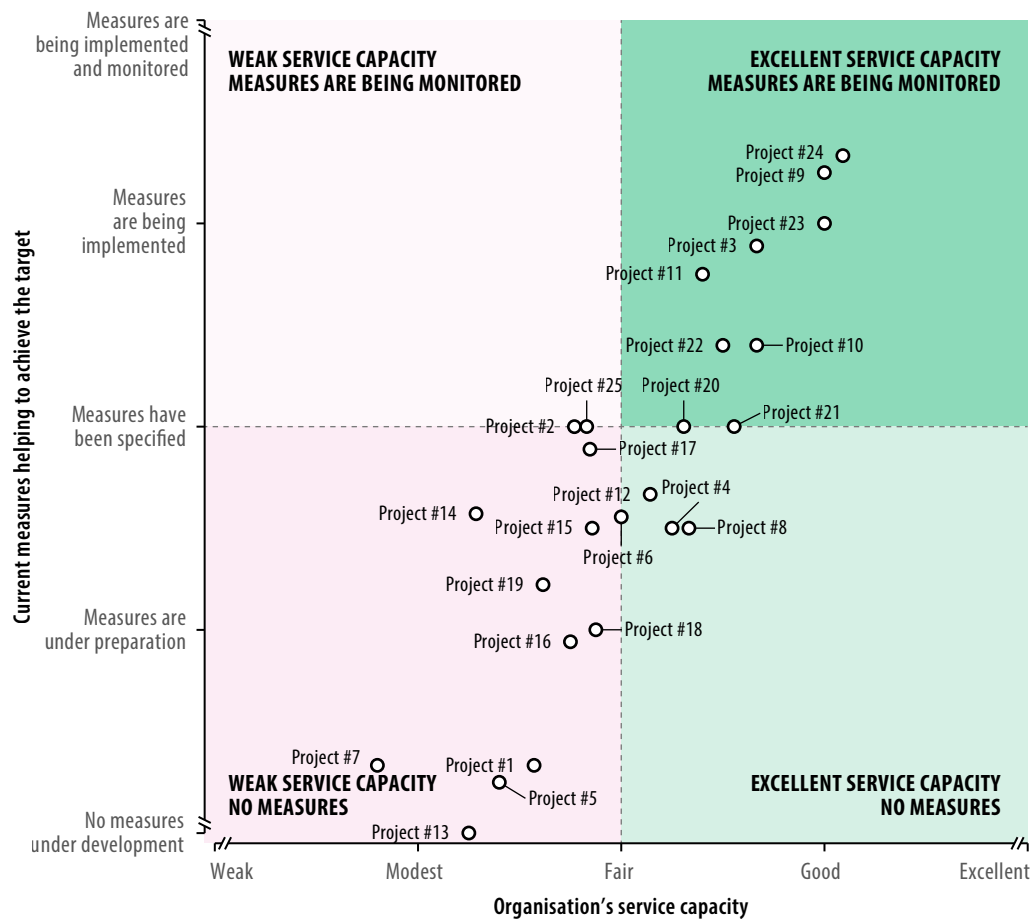
10.1 Concrete measures formulated in the workshops

In the discussions in the workshops, the **presence** of rescue services was emphasised as a factor enhancing the sense of caring. This means, for example, a need for a physical customer service point, a diverse presence at various events and an understanding of supervision as an interactive situation in which people are met face to face. The age of social media and e-services threatens to drive rescue services and rescue service personnel even further away from people, which may weaken the sense of caring. Presence in the social media can of course be utilised as a tool to make rescue services or, more specifically, a specific rescue department and its personnel easier to approach for a target group. Regardless of whether the means of presence are physical or virtual, acting as a human entity instead of adopting the inflexible role of a public authority enhances the sense of caring. Taking people into account, giving thanks for all successes, both big and small, and responding quickly are important ways to enhance the sense of caring.

Participation and the idea of working together are strengthened by **cooperation with stakeholders**. Effective cooperation requires systematic mapping of potential partners for interaction, low-threshold contacts and identification of contact persons. Cooperation has been a fundamental theme in the discussions in the workshops, and several potential partners were put forward in connection with this impact target. In one interesting proposal, it was suggested that the training material for rescue services should also be easily accessible to stakeholders. For example, stakeholder cooperation could be more extensively developed from the perspective of a specific city district, as this would make it easier for people to identify with the work. A community spirit is also required in an organisation, such as a rescue department, so that its members can genuinely promote things together.

Staff members of an organisation must have the willingness to cooperate, but also the ability and **competence to work with different people and communities**. In the future, more emphasis should be placed on this in training and recruitment, where more attention could be paid to attitudes and interaction skills. Representation of different cultures could be a higher priority in recruitment as this would enhance understanding of the needs of communities and the challenges facing them. In training, there may be a need to enhance understanding of the different needs of communities, different attitudes towards the public authorities and correct ways of meeting different people. With such inputs, rescue services could be better placed to meet all groups of people in a way that suits them and thus show a stronger sense of caring.

Click here to view all proposals related to the sense of caring.

10.2 Interaction with other targets

Based on the responses, the impact target related to an increase in the sense of caring can facilitate the achievement of other impact targets, and other targets support the achievement of this target in roughly the same proportion. The impacts were seen to be in balance but they were not deemed to have any major impact on each other. This impact target has the strongest reciprocal relationship with people taking more responsibility for their own safety and the safety of others. These targets were seen as having a slight impact on each other.

According to the responses, an increase in the sense of caring may slightly enhance people's capacity to deal with everyday safety matters. Better capacity to deal with everyday safety matters may strengthen the sense of caring but this trend was seen as significantly weaker. Increase in the safety of people with limited functional capacity was seen as slightly enhancing the sense or caring, and vice versa. The respondents also felt that the safety capital of children and young people would only have a limited impact on the sense of caring, and vice versa.

Figure 25. Impact relationships of the eighth impact target presented as a network analysis. Thicker the arrow, stronger the impact relationship.
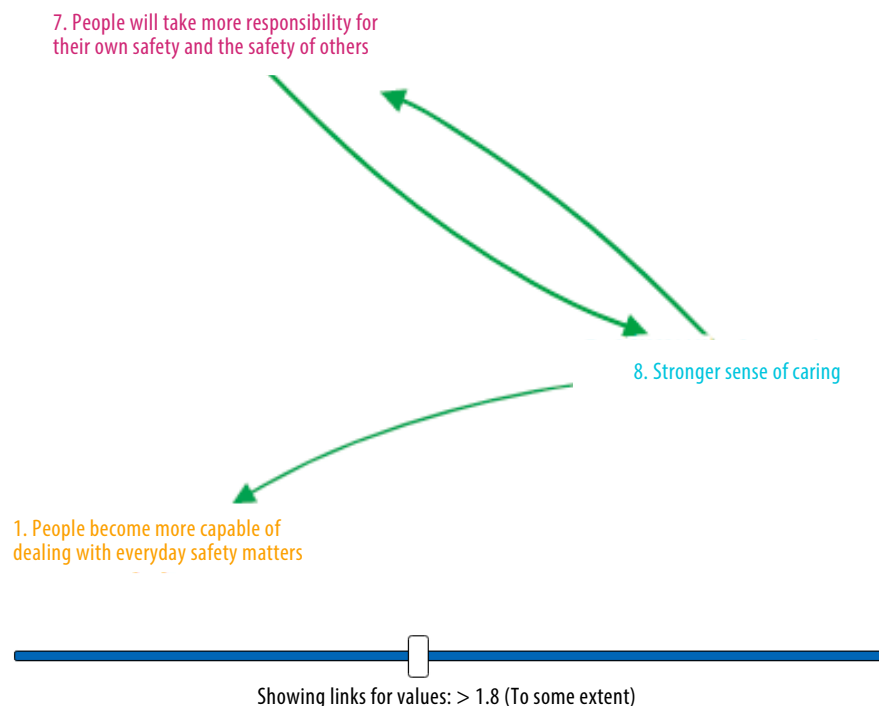
11 Conclusions and the next steps

11.1 Lessons learned from this process

The process of implementing the action plan for incident prevention facilitated by the public officials of the Ministry of the Interior Department for Rescue Services was a necessary and a reasonably well-functioning extension to the publication of the action plan. Without such practical follow-up measures, the action plan would easily have remained more abstract to the persons key to its implementation. Based on the feedback received, the action plan appeared rather abstract to the participants at the beginning of the process, and many of them were still unfamiliar with the impact targets. With the workshops and surveys carried out as part of the process, the rescue sector personnel involved in the process could familiarise themselves with the core content of the action plan for incident prevention and the impact targets in a new manner.

Generally speaking, the situation regarding incident prevention by rescue services in relation to the action plan is promising. Only the indicators assessing activities that are in line with impact targets seemed rather unsatisfactory. In general, respondents considered their own professional competence at least satisfactory in relation to each target. On average, the organisation's service capacity was at least satisfactory, but in general, respondents viewed their own professional competence as better than the organisation's service capacity. On a national basis, rescue services are best-placed to promote the following impact targets: people's capacity to deal with everyday safety matters, growth in the safety capital of children and young people, and the safety of persons with limited functional capacity. People's capacity to deal with everyday safety matters proved to be the key impact target in terms of interaction. It was seen as having a significant impact on other targets, and it can be influenced even more with other impact targets.

In terms of the impact targets, there was **wide dispersion** between the existing capabilities of the organisations. In order to achieve the impact targets, rescue service organisations should examine how to develop their existing practices so that they can better support the impact targets. The organisations are now well-placed to carry out such reviews and development work, as each organisation has staff members who have familiarised themselves with the impact targets set out in the action plan for incident prevention and put forward excellent proposals concerning the targets. Each organisation now possesses an organisation-specific situation review and comprehensive lists of

measures prepared by all workshops, which can serve as a catalyst and support for impact-based development.

During the process, a large number of excellent proposals were presented on how the activities of one's own organisation could be developed to support the impact targets set out in the action plan. Even though the proposals were mostly tailored and focused using the current situation of each organisation as a basis, many of them will certainly be useful in the rescue services as a whole. In many respects, the views of the persons taking part in the process were fairly similar despite the differences between organisations and regions. For example, making rescue services less inflexible and developing them into easy-to-approach actors playing a uniform role as providers of information and guidance was one of the key ideas across the boundaries of organisations and impact targets.

Conclusions on the current state of incident prevention

1. **Cooperation was highlighted as the most important impact target for development by rescue service personnel.** In addition to the work with other actors, cooperation within organisations also plays a key role in the achievement of the impact targets. Cooperation between actors involved in incident prevention and operational actors must be intensified and all potential synergies must be harnessed.

2. There are significant differences between rescue service organisations in terms of **management cultures and general atmosphere**. These are often reflected in the quality of the services provided to the public, the starting points for cooperation and other prerequisites for achieving the impact targets.

3. There is a **need for a qualitative evaluation of activities** and a long-term impact assessment in the rescue sector. Indicators should be developed extensively and the trend should be from numerical monitoring towards qualitative assessment. For example, the means of measuring satisfaction should be introduced.

4. The personnel of rescue service organisations have an **open attitude and they have forward-looking ideas**. These should be used in the development of incident prevention services and in the putting of the impact targets into practice. Organisations must create a procedure in which ideas can be presented, processed, monitored and implemented. Strengthening the culture of experimentation is the best way to put new ideas into practice.

11.2 What would the participants like to see next?

In order to ensure that the process of implementing the action plan can continue after the workshops, the Ministry of the Interior surveyed the participants' views on the necessary follow-up measures. After the workshops, participants were asked, in connection with the feedback survey, what should be done and by whom to ensure that the impact targets are better reflected in daily incident prevention work. The question aroused a great deal of interest among the respondents, and a large number of good proposals for concrete further steps were received.

Many of the respondents expressed the hope that **their own rescue departments would continue the work carried out in the workshops**, for example by carefully reviewing the development proposals. The development activities can be continued by considering how the ideas could be used more extensively in the activities of the rescue departments and by preparing an action plan to put them into practice. When joint plans are in place, staff members must be thoroughly familiarised with the issues contained in them, especially by means of training courses. The general view was that rescue departments should take more responsibility for incident prevention in a broader sense.

> *"The development proposals put forward in the workshops should be carefully reviewed and it should be considered how they can be incorporated into the rescue department's own activities. The initiatives should come from within the rescue department."*

> *"Ultimately, it is very important that staff members are properly familiarised with the matters, so that when the joint rules are clear, people are given training and not just instructions to read."*

There were strong calls for the management to ensure that progress is achieved. The respondents called for changes in the attitudes of their organisations' management, stronger management commitment and management understanding of incident prevention work. Participants expressed the hope that the risk management supervisors in their own rescue departments would discuss the results of the workshops, prioritise the targets, and designate the persons or groups responsible for promoting the targets and supervising their implementation. Human-oriented and customer-oriented approach in the work of the organisation also arises from the values adopted by the management.

> *"The management of the rescue department must understand the role of incident prevention work and the amount of resources needed for it. Staff members should be familiarised with the impact targets already achieved and those that are still in the planning stage."*

"In my view, this should be the responsibility of the supervisors. Staff members should be familiarised with the new ways in a step-by-step manner so that the personnel involved in practical incident prevention work would receive training in the matter."

"The matter should be highlighted again. In my opinion, the risk management managers and senior fire inspectors in rescue departments play the key role in ensuring that staff members are familiarised with the matter. Clear policies and guidelines are needed at grassroots level. At the moment, it seems that there is too much focus on statistics on work performances. In risk management, things are done in a hurry and there are not enough resources. It is absolutely essential that customers and their needs are at the core."

Even though the general view was that one's own organisation is at the centre of promoting the targets, **cooperation** with stakeholders was also seen as important for the achievement of the impact targets. Some of the respondents hoped that active joint work would start as soon as possible and, in particular, the formation of common policies and adhering to them were considered necessary. Personnel involved in practical incident prevention work called for **uniform, clear and concrete guidelines** that the organisation can apply on the basis of the available information in the way it sees appropriate, in cooperation with at least other rescue departments.

"Start active cooperation with stakeholders and other partners to improve interaction. The entire organisation from top to bottom should participate in this process."

"A large meeting attended by all interested workshop participants should be held to review the results of the workshops. After this, there should be a follow-up round to consider how impact targets have been incorporated into the work or how they are already reflected in the work."

"In the next step, all concrete operating models and methods should be reviewed so that the impact targets can be achieved. This should be followed by a major update of the supervision plan. It would also be great if the rescue departments' supervision plans were drawn up using the same template and use as many common terms as possible, taking of course local needs into account. By whom: jointly by a rescue department's partnership network and the Ministry of the Interior or by a suitable expert team."

As shown in the above comment, the Ministry of the Interior was named as a key partner. In particular, there were **calls for a stronger steering role of the Ministry of the Interior**, which could support the creation and implementation of the above-mentioned common approach. It was hoped that the ministry would arrange regional refresher exercises on incident prevention work, clarify the legislation and work to introduce legislation for measuring impact targets on a nationally uniform basis so that not everything would be measured by numerical means. The Department for Rescue Services was urged to use

such channels as social media to set an example of how to achieve the impact targets and thus to enhance the image that everyone is committed to the implementation of the action plan.

> *"The Ministry of the Interior should prepare joint principles for guiding incident prevention work and coordinate them regularly from the perspective of implementation."*

> *"When such projects are being carried out, it is important to involve in such a comprehensive manner those who are doing practical incident prevention work and those who have opportunities to influence developments and have networks to develop the activities. I hope that the Ministry of the Interior will remain in charge of the matter and promote the project in cooperation with rescue departments."*

The task of the Ministry of the Interior is to direct, steer and supervise rescue services and the availability and standard of the services. Both the legislation and the action plan for incident prevention serve as instruments steering the sector. The Ministry of the Interior is also responsible for the necessary cooperation with a broad range of different actors and it participates in the activities of different networks in the sector. The Ministry of the Interior is represented in a large number of project steering groups and it takes part in the public debate through blogs, webinars and seminars.

The responses demonstrated in an interesting manner how monitoring and supervision can be carried out in many different ways. In addition to the above, **local decision-making** and funding were mentioned as a recurring factor affecting the achievement of impact targets. This meant, for example, the manner in which Regional State Administrative Agencies or the focusing of local government resources might slow down or facilitate the work of rescue services. A number of participants made an important observation: ultimately, implementing the action plan is everybody's responsibility and everybody must contribute to the process. Everybody can, through their own inputs, work to put key targets of the action plan into practice in their daily work with individual customers.

> ***"... Individual office holders can with their own actions ensure that they approach people as human beings, in keeping with the values of the rescue sector.*** *The activities of individual office holders are also indirectly influenced by such matters as communications within the organisation, relationships between individuals, supervisory work and organisational changes."*

> *"There should be discussions within rescue departments. We need to focus on customer contacts so that it would be easy to contact us.* ***Ultimately, full engagement of individual employees is hugely important."***

Appendix 1: Proposals for concrete measures formulated in the workshops

Proposals for action: people become more capable of dealing with everyday safety matters (impact target 1)

- **People should be made to understand the relationship between cause and consequence.** For example, by not wearing seat belts you have put yourself and others at risk.
  – Responsibilities should be highlighted.
- People should be taught to make observations of their environment and identify risks. People should be made more motivated to learn how to ensure safety.
- **Identifying training/communications needs and target groups:** training should be targeted in connection with supervision visits on a risk-based basis and customers should be provided with skills that the customer group in question needs.
  – Presenting the same information in identical format does not always work.
  – Training should be expanded beyond nursing institutions and schools. Workplaces and such 'non-traditional' sectors as restaurants should also be considered.
  – **Safety should be 'marketed' by emphasising genuine needs and interest** and not by referring to legislative obligations and by issuing orders. The key thing is to arouse interest among customers and to get the message across.
- The focus should be on solutions and not on dictates or prohibitions. The latter does not work in today's world where people do what they want.
  – The word 'no' and condescension prompt many people to close their ears.
  – The focus should be on risks and proposals for improvements: priority should be on positive matters.
  – People should be offered different alternatives for solving matters, which encourages them to be active.
- **Preparing effective social media campaigns and also meeting people face to face in connection with them.** Phenomena that people can understand and identify with, such as smoke detectors, should be selected as topics.

- **Planning a concept in which a company can select a free sector-specific training package or similar tool in addition to traditional supervision.**
  - The training package could include first-aid extinguishing training for ten persons or a safety walk. The package could be tailored in accordance with the company's wishes.
  - Different themes each year (schools, farms, SMEs). With this approach, an annual training cycle could be established and
  - training could be regularly focused without any specific plans.
  - **The key thing is that the customer can ensure that the training is tailored to its needs.** This would require more resources for supervision and possibly also separate personnel resources for safety training.
- **Property managers could be provided with training packages** in the same way as in the above proposal. Resources could be allocated to providing property managers with practical training.
  - **An entire day agreed with the property company could be devoted to training the company's employees**. Making concrete and sufficiently challenging on-site visits.
  - This gives customers an idea of how official inspections are carried out. This **enhances quality and uniformity** and at the same time it is in the interests of housing companies and their residents. Familiarising customers with the operating procedures will mean fewer unnecessary calls and less unnecessary work.
- **Making more use of the lessons learned and observations made during practical work in social media communications.**
  - Past events should be recorded on such occasions as weekly meetings of rescue departments.
  - Bad practices observed during incident prevention work should be highlighted at weekly meetings and they should be made known to our social media coordinators.
  - Examining the role of the social media: is it a public relations channel (focusing on large fires) or a channel advising the public how to act more safely?
- Planning and implementing a 'think before you act' campaign. This is because many incidents result from human action. Developing the contents as a joint effort.
- **Increasing communications and visibility at general level.**
  - Compared with many other public authorities, visibility of rescue services in the national media is low.
  - General visibility lowers the threshold for contacting and using our expert services and other professional competence.

- **Considering how to make the message more effective, in other words how to keep the message in people's minds.**
- Human-oriented communications are an essential means of making people understand the links between safety and their own lives.
- Applying MyData and Big Data thinking.
- **Making it easier to process the information and making it available to people in an easy-to-understand form in their daily lives.**
    - Ensuring that the information is transformed into practical action after the publication of the research report. Converting the ideas into products, using such instruments as workshops. Communications also play an important role.
    - Processed information should be disseminated in cooperation with other parties so that it can generate genuine benefits.
- **Organising preparedness exercises for citizens.**
    - For example, an exercise in which people try to manage without electricity for 24 hours.
    - This could be made into a product and offered to such customers as schools.
- The idea behind the self-assessment of fire safety is to reduce contacts and transfer responsibilities to the customer. **Turning some aspects of the idea upside down and increasing presence and contacts.**
    - (Cf. the more 'relaxed' approach to fire inspections used in Sweden, which involves more safety communications and provision of advice, and has proved effective.
- **Ensuring that, when requested to provide safety training or other services, we are given enough time to prepare for the assignment** (we must be realistic with planning and promises).
- **Promoting a change from organisation-oriented to customer-oriented approach in our own activities.**
    - **Giving priority to helping customers** and other key tasks of rescue services. We should not focus too much on organisation-internal development and processes if as a result, there is not enough time on core tasks.
    - **Giving more freedom of action** and permitting the use of common sense when visiting customers.
    - **Giving priority to quality over quantity** in such matters as supervision but also in the time allocated to individual customers. Visits should not be rush assignments as customers should be listened to and provided with assistance and guidance.

- Giving too much emphasis on the coverage of periodic monitoring makes other tasks seem extra work. In fact, the other tasks are the most important.
  - Changing the reputation of fire inspectors from 'feared supervisors' into interactive partners who are easy to approach and who work to strengthen the safety culture.
- The focus of supervision is now on buildings. Fire inspectors could also focus on site/customer groups in addition to buildings.
  - This would make it easier to plan services in accordance with specific needs and it would also be in accordance with the spirit of the Rescue Act (supervision of people and their activities).
- Enhancing people's capacity to deal with everyday safety matters by investing in safety work at workplaces and in other communities.
- **Working jointly to determine where and why people are marginalised.**
  - Examining the ways to reach out to them and using the expertise of organisations and other public authorities in this work.
- **Increasing cooperation with social services and ensuring smooth transfer of know-how.**
- Making more extensive use of contract fire brigades to enhance customer-orientation.
- **Developing safety communications and the provision of advice and training towards cooperation with different actors.**
  - Inviting such parties as insurance companies to participate in the provision of training.
- **Investing in immigrants' safety skills.** In fact, measures have been taken to achieve this (training has already been provided). The work must continue and it must be expanded.
- **Time and resources should be allocated more extensively to significant housing-related risks** and not to areas where safety has been in great shape for years: influencing developments where incidents occur.
- **Making our personnel more competent to intervene in matters concerning human behaviour when visiting people's homes.**
- **Highlighting the indication of potential incidents**. Higher situational awareness helps to expand the knowledge base.
  - What is the impact of an incident that does not occur? Automatic smoke detectors as an example: has the arrival of rescue services prevented a major hazard/incident? Statistics could be used to examine the real impact of preventive equipment.
- To achieve the impact targets, we must get rid of old routines and be prepared to overhaul the operational framework.

- **Providing customers with up-to-date information in a clear form and in the right place.**
  - Websites should be up-to-date.
  - Setting up an on-duty chat service (on-duty executive fire officer/fire inspector).
- Inviting an expert on the psychological perspective or similar expert to help to coordinate organisation-internal discussions on how people's experiences of safety ownership could be strengthened.
- **Needs are often a good starting point but we should also consider the people who do not know what they need and do not realise this.**
  - A major challenge: how can we persuade persons who do not know what they need to receive the message and to realise that it concerns them?

Return to text

Proposals for action: children and young people (impact target 2)

- **Making more use of social media channels**. Using platforms followed by young people. Gamification has produced good results and thus its potential should also be used.
  - **Identifying communications weaknesses** regarding children and young people and focusing on them.
  - **Determining the people that should be reached in the social media**: masses or specific target groups. This has a significant impact on the content. For example, the *Tulikukko* programme, tackling the issue of playing with fire, effectively addresses a specific challenge and target group.
  - **Prioritising safety communications topics and defining the resources** on this basis. Making systematic decisions on what the communications are expected to achieve.
  - **Observations on social media competence**: a) do the department's staff members have sufficient training? b) utilising social media influencers (such as youtubers) in conveying the message. This would make the message sound more positive. This would require familiarisation and professional skills; on the other hand, outsourcing the work would be too expensive.
  - Using experts such as the Finnish Youth Research Society to find out which platforms are in use at any time and which matters are being discussed.

- – Examining the use of Snapchat in *Tulipysäkki*. Videos/other information on arson/vandalism is often shared on this channel (would help to get an idea of the situation).
  - – The police and other key partners should also be involved.
- **Reaching out to children/young people at an early age** and emphasising matters in their everyday lives that help to enhance safety.
  - – Shifting the **focus from reactive to proactive approach and to safety thinking that is integrated into basic everyday life**: linking things to people's lives.
  - – The methods and stakeholders should be specified. Educational professionals are an important stakeholder group in the achievement of this goal.
- The question is: how can the message be conveyed in normal everyday life? This should be considered together with such groups as parents, maternity and child health clinics and early childhood education and care staff.
- **Emphasising inclusive and practical education** of children and young people. For example, first-aid extinguishing training is considered much more interesting than classroom teaching.
- **Target groups should be asked** what they want and what comes to their mind when they think about safety-related topics. Thinking about matters with other people in the fire department does not achieve anything. Such groups as teachers and daycare centre instructors could also provide support when needs are determined.
- **Being present where young people and children are.**
  - – **We should first determine the places where young people spend time physically and digitally.**
  - – **Using the language young people use and doing things in the way they do** (no powerpoint presentations). Using humour and the channels used by young people.
  - – There is more than one channel in the social media. For example, young people do not use Facebook very much nowadays but TikTok reaches them comprehensively. When correctly targeted and planned, social media communications can attract a large audience. Ensuring continuity requires a significant work input from persons producing the communications in question, as things/videos become outdated very quickly (even in a week).
- **Planning events that are genuinely interesting.** The aim is that strengthening safety plays the main role in the event and that people take part because they find the contents interesting.
  - – **The events should be planned and arranged with the target groups in mind.** This is particularly important when targeting young people.

Considering the world view of the young people and adapting the message accordingly. Condescension is not always the most effective approach.

- **Critical ages should be identified.** We should reach out to children when other big changes are taking place in their lives, such as the acquisition of a moped and leaving home. The contents of the training should be tied to life situations, for example, road safety in connection with obtaining the driving licence for 17-year-olds (a moped licence for 14-year-olds) or dangers of weak ice for primary school pupils.

- **As part of the planning of safety communications, defining the population/target groups** that should be reached and how extensively they should be reached. For example, specifying the grade at which the children should be reached. The mentor/contact person principle would help in this.

- **Transferring responsibilities from safety instructors to other experts**, for example to those carrying out fire inspections. Making more extensive use of all staff members. It is clear that this must also be considered in the allocation of resources.

- **Formulating a systematic approach for the entire life cycle of a child.**
  - Daycare centre/pre-primary school: firefighter and fire engine. Lower grade classes could be introduced to fire engines and firefighting equipment on visits to fire stations. *NouHätä* for upper grades. With upper secondary students, the emphasis should be on road safety.
  - The key thing is that teachers/instructors embrace the safety aspect and promote it as part of their work in general.
  - Teaching children and young people competence and capabilities throughout the learning path.

- **Cooperating more closely with daycare centres** and encouraging them to incorporate the safety aspect into their daily routines, outings and other activities.
  - Cf. Norwegian daycare centres where children are taught to recognise hazards. There is scientific evidence that children at the daycare centre age learn to observe and recognise things around them.
  - **Investing in the training of daycare centre and school staff** and making them better-prepared to provide safety education and training.

- I**n cooperation with educational actors, determining the services** that the rescue departments are expected to provide.

- **Increasing the number of copies of the *Palovaari* book distributed to daycare centres**: the book has been well-received but the supply cannot always meet the demand (for example, one copy for each group).

- Developing the idea of a 'safety week' for daycare centres: a week-long event at each daycare centre, which could include a presentation of the work of

the police and rescue services and practical training. The evacuation exercise could also be timed to take place the same week.

- – The key thing is to make children enthusiastic about the matter and encourage them to do things. In the optimum situation, some of the skills will also be carried to homes.
- – The experience so far has been good but how to cover all daycare centres on an equal basis?
- – **Extensive training (especially the training intended for children) should be divided into several events**. The interest will decrease quickly if an event lasts too long.
- **Influencing people through partners and stakeholders.**
    - – Parents should also be taken into account, as they put the ideas brought home by the children into practice. Meeting them at parents' evenings: listening to their needs and influencing them.
    - – Extending the work to leisure activities: football clubs and self-defence clubs. A community culture is a good growth platform for safety. Providing targeted training (for example, water safety for sailing clubs).
- **Preparing an action plan** to reach out to children and young people four times before the age of 25. Inviting leisure organisations, sports clubs, youth work and Finnish Defence Forces to join the work.
- **Involving youth sections of volunteer fire brigades in the creation of social media content:** communications from young people to young people. This would require a more extensive flow of information (such as core safety messages) with volunteer fire brigades.
    - – Safety communication plans must be accessible to volunteer fire brigades.
    - – Content-related guidance/supervision should be the responsibility of rescue departments (also in the contents prepared by volunteer fire brigades).
    - – Explaining more clearly to volunteer fire brigades what communications are expected from them and what material they could use in the communications.
    - – Making volunteer fire brigades attractive to young people. Efforts should be made to ensure a positive public image and enhance it. Highlighting the benefits (such as community spirit).
- **Working to ensure that there is more focus on safety aspects in curricula.** Key safety matters must be made 'compulsory' to ensure that children and young people can be reached. A curriculum is a good way to achieve this. Cooperation with schools and municipal educational authorities is essential for achieving this goal.

- The framework for safety education in schools must be on a nationwide basis and more detailed contents must be specified at municipal level.
- Paying more attention to how effectively the matter can be 'sold' to schools. Making schools committed to safety education and activating them.
- **Actively influencing the implementation of curricula** at local level. The Ministry/National Agency for Education should also work to influence the national core curriculum and its contents.
- Some schools have incorporated *NouHätä* into health education, making it an obligatory subject. In some cases, *NouHätä* is even included in exams. This could have nationwide potential.

- **Updating our plans for children and young people into a more detailed strategy ('curriculum'), which describes the measures and educational contents for children and young people.**
  - Extending the plan beyond upper grades of basic education. Including upper secondary and vocational students in the plan.
  - Offering lessons in such areas as construction engineering: what should be taken into account in design to meet the fire safety requirements. Providing expertise and real-life examples.
  - For schoolchildren, discussing topical issues such as weak ice in morning assemblies.
  - Inviting schoolchildren to follow exercises in the training area and including a training event in the same package.
  - We should take advantage of the successful cooperation with the university.

- **Proposing a regular safety day concept for schools, for example once every three years.**
  - It could include checkpoints and lectures.
  - The concept could be implemented in cooperation with prehospital emergency care, rescue services, risk management and other public authorities and stakeholders.
  - Schools have proposed that there should be more presentations and other on-site cooperation. At the moment, we only have a local-level presence during nationwide campaigns.

- **Making inspections more inclusive and giving more consideration to school 'customers'** (children, young people and teachers). Combining inspections with inclusive training.

- **Investing in training and interesting content for young people. Organising events in different places, such as schools, daycare centres and youth facilities.**

- The Youth for Safer Youth survey shows that young people like practical teaching by professionals and presentations provided by experts.
  - Lessons/training courses should include presentations by paramedics, firefighters and fire inspectors, each lasting for 15 minutes. The presence of others providing support makes it easier to give the presentations.
  - Including a suitable amount of practical content in the presentations (such as resuscitation and first-aid extinguishing).
- Promoting the establishment of a public data resource (containing safety videos/material) in the Pelastustoimi.fi website. This would prevent the materials from being forgotten and they would be extensively utilised.
- Fire engines, ambulances, etc. should carry useful material, which could be distributed to the public.
- Using and developing existing practices and concepts: making extensive use of such concepts as *Punainen Liitu* and *Vartu*.
- **Considering and developing opportunities for reaching out to children at an early age.**
  - The first visit of the public health nurse at the home of the parents and their newborn baby is a good opportunity to influence (in the same way as in the KAT model, for example).
  - The child's health is thoroughly checked at the maternity clinic. How can the same concept be applied to safety matters?
  - **Reviewing the risks associated with the caring of a small child.** Using the parents' expertise in the identification of the risks. Sorting out matters with people.
  - Rescue departments could reach out to small children and their parents by giving them a small present. It could be a safety-related product/ service and included in the maternity package (based on the risks identified).
- Safety communication contents should also be offered **more extensively in the evenings and during weekends**. For example, Monday mornings are not the best time to make children and young people enthusiastic about anything.
- **Identifying different reference groups** among young people; young people are anything but a homogeneous group.
- **Reaching out to 4th graders as defined in the service standard decision should be a priority**. There have been problems with making this a reality. The gap between daycare age to 8th grade (*NouHätä*) is too long, if 4th graders cannot be reached. Support provided by operational staff is important to achieve this goal.

- **Considering how to best reach out to a child/young person.** Events such as *Turvaa Tenaville* are good examples of reaching out to a large number of people quickly.
  - Using the interest in red vehicles among children. Increasing awareness in this way. We must be visible and encourage debate.
  - We must also be visible outside events: making stops at public places and inviting children/families with children for a chat.
  - Preparing short safety videos for children of different ages. They could be shown in daycare centres, lessons, in the social media or other services where children and young people can also find them.
  - Preparing easy-to-access podcasts.
- **All department personnel should meet to consider how operational staff** can be encouraged to play a more active role in training focusing on daycare centres and schools.
  - **Ensuring that suitable and motivated persons at the department focus on matters related to children and young people**. Allocating our own resources in a correct manner.
- **In the future, the focus should be on measuring and monitoring the safety capital.**

Return to text

Proposals for action: safety of persons with limited functional capacity (impact target 3)

- **Ensuring for our part that the safety aspect is a key consideration in the assessment of service needs.** Influencing social service actors in this respect.
- **Paying more attention to risk concentrations.** Making use of outreach work (to reach such groups as young people and elderly citizens).
- **Using good practices, operating models and tools of other rescue departments to achieve this objective.**
  - Making initiatives and contacting people in person in connection with projects and models.
- Developing cooperation with home care, social services and possibly also informal carers. Determining the partners in the mental health sector and substance abuse prevention.
  - Home carers could help people in the testing and maintenance of smoke detectors. Examining the chances of home care to do this. Home carers

could also leave messages to relatives on smoke detectors and other safety deficiencies.

- Encouraging a lower notification threshold in section 42 sites, especially among home care actors. Ensuring adequate training to identify risks. 'Rather an unnecessary notification than no notification at all.' Clarifying the processes related to section 42 with the parties involved.
  - Section 42 as part of changes taking place in society: **how to address the right of individuals to live in a dwelling** when at the same time, the safety of all other residents in the building is put at risk?
- Associations of informal carers are a good way to enhance the know-how of people who meet people with limited functional capacity on a daily basis. Focusing safety communications on these communities and ensuring the capacity of the actors in question to relay the safety message and providing them with appropriate material.

- **Providing home carers and other health and social service actors with regular training on a frequent basis.** Ensuring that they have the professional competence to take into account and observe the environment from the safety perspective and to share information with customers and their relatives. They must also be thoroughly familiar with the section 42 process.
  - Providing future home carers with safety training already during studies (for example, as part of practical nurse training). Basics of such matters as first-aid extinguishing should already be taught during studies.
- **Making more extensive use of organisations. Let's be active, get in touch with stakeholders and make initiatives.**
  - Cooperating with such parties as voluntary organisations, health and social services organisations and pensioners' organisations.
  - Participating more actively in the events for the elderly arranged by the Finnish Red Cross and the Finnish National Rescue Association.
- **Promoting for our part the organisation of joint inspections.**
  - If necessary, relatives and health and social service experts should be involved in the work.
- **Cooperating more closely with major housing actors.** They are well-placed to influence the way in which public spaces are built and used and to ensure accessibility. A single cooperation meeting may already make a difference.
- **Organising smoke detector campaigns in cooperation with such parties as municipalities and housing companies.**
- **Strengthening cooperation with target groups, such as the elderly.**
- Working to promote the installation of sprinklers in dwellings that residents are unable to leave on their own.

- **Rescue departments should work to ensure that limitations on mobility are taken into account in the purchase of a dwelling and the need for alterations** (handles, doorsills, etc.) is identified to prioritise accessibility. This helps to reduce the number of falls and other similar incidents.
    – Rescue departments should work to ensure that accessibility is also taken sufficiently into account in construction (for example, alarms connected to power network and stoves).
- **In connection with fire inspections, ensuring that smoke detectors are installed in stairways.** This boosts the safety of a large number of dwellings.
- **Recommending the installation of door closers at building permit stage.** They are not obligatory but rescue departments should highlight their advantages to builders and planners. Discussions and interaction can significantly boost safety.
- Idea: Maybe a specific party should be made responsible for testing smoke detectors and other safety equipment and for maintaining them.
- Highlighting for our part the importance of providing a place in a care institution for every individual in need of it. Nowadays, relatives have less time to take care of elderly family members.
- Familiarising people with technology improving everyday safety, such as stove guard and (if necessary) dwelling-specific fire extinguishers. Let's make homes safe. Rescue departments should provide guidance and support in this.
- **Rescue departments should work to ensure that the key aspects of fire and evacuation safety are taken into account in connection with the service needs assessment.**
- **Rescue departments should also be involved in the marketing of safety wristbands.**
- **Distributing fire safety guides to all new residents.**
- **Rescue departments should first provide their own personnel with information on aids and their use** so that guiding the customers would be easier.
    – For example, special smoke detectors based on doctor's certificate. Providing rescue department personnel with information on this.
    – **Preparing a data resource for rescue department personnel (for example, a separate 'wikipedia' in Teams) containing information** about such matters as aids.
    – Using existing platforms and the instructions/training for their use so that everybody knows what to do. It would be easier to compile and use information if there are questions. (Openness, or visibility to customers, should also be a consideration.)

- **Providing the necessary information openly to all and ensuring its accessibility.** If necessary, providing the information via relatives or as leaflets face to face.
  - **In our communications, consideration should be given to visually impaired and hearing-impaired persons** and we should also in other ways ensure clear and easy-to-understand language.
- **Informing customers and their relatives about risks and hazards more effectively.** Making use of campaigns and using extensively a variety of different channels.
- Focusing safety communications on health and social services but a higher priority should also be given to such parties as pensioners' organisations and support groups.
  - Ensuring awareness of safety devices and safety at home in general.
  - Ensuring that people are able to prepare for a possible reduction in their functional capacity well in advance. Considering how to refer everyone in a specific age group to a specific service (including individuals that are now doing well).
    - Examining whether individuals could be congratulated on such occasions as their 70th birthday and in the same connection, be provided with a smoke detector and fire blanket and be helped with the replacement/installation. At the same time, rescue departments should be close to people and promote interaction.
- **Considering the needs of all people (digital versus face-to-face services).**
  - There are special groups that cannot access electronic information even if it is often the best way to reach the masses.
- **Matters considered and observations made by the fire investigation team should also be used more extensively in risk management.**
  - Ensuring internal and external flow of information: the necessary information should also be relayed to the customers.
- **Giving more consideration to middle-aged male alcoholics, the group accounting for a large proportion of fire deaths.**
  - Preparing communication contents and rules for this. At the moment, no serious attempts are made to reach out to these people.
  - Such persons could be reached through AA groups and state-owned liquor stores. Other methods (including those that are out of the box) should also be systematically examined.
  - If necessary, extensive inspections should be carried out in such places as rental housing companies if there are any signs of problems. If necessary, the entire housing company should be inspected.
  - Such persons cannot be reached by means of traditional safety communications. The most important thing is to talk about matters close

to people's lives, both big and small. We do not receive any messages if the perspective is too wide. The communications should not contain any moral guidance either.

– The location of the smoke detector should be one of the matters checked during the inspection: is the living room the best place for it if people smoke in that space every day.

- **Reaching out to the right people through property managers and the Finnish Real Estate Management Federation.**
  – The property manager is often the person responsible for building technology.

- **If necessary, extensive inspections should be carried out to reach out to large masses and to achieve genuine impact.** They would require resources but would pay themselves back.

- **Making full use of existing projects.** Ensuring that rescue departments are kept up to date on how to focus the provision of advice. Creating an operating model for this purpose.

- Idea: an arrangement in which people could state in My Kanta before the age of 50 whether they want to continue to live at home when their functional capacity weakens or whether they would like to move to sheltered housing.

- **Rescue departments should consider ways to prevent people from becoming marginalised and from remaining outside services.**

- **Rescue departments should consider whether they should allocate personnel resources to promoting the safety of persons with limited functional capacity.**
  – This person would play a key role in local influencing and on national forums (such as the partnership network of rescue departments).

- **Examining whether the work to prevent fire deaths and incidents is correctly targeted** as there are few such incidents in places where rescue departments currently focus their work.

Proposals for action: cooperation (impact target 5)

- **Determining the actors that are in contact with people in everyday life** and providing these actors (regional councils, umbrella organisations, etc.) with stimuli by rescue departments' communications coordinators.
  – Planning together how the actors can take safety issues into account more extensively and in a targeted manner as part of their communications.

- **Defining what our organisation would like to communicate.** Ensuring that everybody is on the same page within the rescue department, regardless of one's training or role. The statutory responsibilities of rescue departments in relation to other actors should also be clearly defined.
- **Strengthening understanding** of the activities of other competent authorities.
- **Sending a clear message to stakeholders** about what we are doing. In this way, stakeholders also know how to use our services.
- **Joint messages must be formulated in discussions with the parties concerned.**
  - Continuing cooperation with municipalities in general communications (in matters such as weak ice).
- **Providers of safety communications should be active** and make initiatives and they should not hesitate to contact other actors. Various thematic events (such as the 112 day) serve as an opportunity for joint events. Employing students as reporters during the summer is a good example of workable cooperation with the media.
- **We should have a more active approach to communications** (cf. the press releases issued by Tukes).
- **Our organisation should have clear targets and ensure a smooth flow of information within the organisation**: there must be common understanding of how things are done and why.
- **It should be clearly defined what kind of cooperation** is needed and with whom.
  - Committing to cooperation and understanding the goals important to stakeholders and responding to them: cooperation should generate benefits to both sides.
- **Investing in networking** and getting to know other people. This makes it easier to manage matters and engage in cooperation.
  - Joint safety communications campaigns and events, exercises and control visits.
  - Joint informal meetings and introductory events.
  - Training between the public authorities (such as rescue–prehospital emergency care–police: first aid extinguishing–first aid–consideration of own safety)
  - **In addition to official cooperation, helping to strengthen personal and unofficial contacts between actors.**
  - Rescue departments can enable this by actively seeking external partnerships.

- **Creating cooperation based on a low-threshold approach**: holding informal meetings, joint coffee breaks and other similar events in the spirit of shared learning.
  - Sharing learning and good experiences.
- **Establishment of workable communication channels should be promoted** so that rescue departments do not need to use customer service channels to contact other public authorities. Cooperation is hampered by boundaries between the public authorities in particular.
- **Developing clearer operating methods and rules of cooperation** within and between rescue departments. When interaction works, workable models and practices developed in other areas can be utilised.
  - Developing cooperation between rescue services and risk management departments so that the customer can be genuinely put at the core of the work.
  - Breaking the boundaries between units and focusing on comprehensive service production meeting customers' needs.
  - Proposal: Current issues concerning incident prevention that are related to operational activities and should be taken into account during work assignments should be reviewed at meetings of rescue operations.
  - There is a very large number of general-level discussion sessions, which may reduce the willingness to participate in such events. Ensuring the prioritisation of and focus on genuinely important matters.
  - Focusing on internal cooperation and on ensuring that everybody works to prevent incidents.
- **Allocating time for developing and building cooperation.**
- In addition to existing channels, additional channels for communicating with organisations and the public authorities are also needed.
- **The levels of cooperation** and the levels of the organisation and persons that should be contacted in specific situations should be identified if the aim is to genuinely promote the matter. The outlining would be easier if clear 'maps' are available.
- **Encouraging organisations to set up safety working groups and other similar bodies** to make cooperation more meaningful for both sides.
- **Shifting the focus of safety thinking from reactive to proactive.** There are often few contact points between incident prevention and people's daily lives. Safety thinking is often based on stimuli, which means that it is reactive in nature: 'When my neighbour falls through ice, I will also stay on shore for at least one week.'
- A common intent is needed. The common intent for cooperation should arise from guiding ministries so that practical implementation could be considered at local level.

- **Considering new ways of official cooperation with the police and the Finnish Border Guard.** The need is particularly urgent in sparsely populated areas. Taking a critical look at current activities and in particular whether parties are just staying inside their silos.
- **If necessary, setting up cooperation groups and marketing more vigorously the existing ones**, also for our own staff members.
- **Rescue departments should arrange/promote topical reviews** with supervisory authorities (such as building supervision, environmental authorities and Regional State Administrative Agencies).
  - Highlighting topical themes on a cross-administrative manner.
  - The aim is to share observations and form a joint situation picture.
- **The instructions should be drawn up in cooperation with the actors, and the website should at least contain a direct link to the corresponding instructions of the other actors.** The service path should be customer-oriented, clear and easy-to-use.
- A target-oriented approach and genuine cooperation are central to this objective.
- General points regarding the target: senior management must **prepare policies and give assignments** concerning the actions. Each assignment should be specified with sufficient accuracy.
- **Let's keep our eyes open with regard to cooperation** (also applies to the management): what events are organised and in which events could we play a role (federations, insurance companies).
- **The senior management of the organisation should be directly contacted** when the aim is to engage in effective cooperation in supervision or other areas of incident prevention.
  - The aim is to strengthen mutual understanding.
  - An auditing fire inspection is an instrument providing a good basis for a discussion.
- Safety remains a secondary issue, only a small number of learning events are arranged or they are superficial in nature: in the final analysis, safety is only a key consideration for the duration of an inspection or other similar event.
  - **The calls for integrating safety into other activities** should come from the senior management of each sector.
- **Preparing more training for parties providing home care services**. Observing safety matters should also be an integral part of their work. Persuading them to engage in the cooperation and to make safety checks in their customers' dwellings may not be easy (it is well-known that home carers already have a heavy workload). Even small acts have an impact whey they become a routine. Making more extensive use of 'natural channels' in the

relaying of messages. It is essential to identify these channels and make the initiative.

- The approach should be planned and structured so that it is not seen as a burden.
- **Cooperation with home carers**: determining the sites and the customers that should be given priority in supervision.
- Providing property managers with effective information briefings on key issues. There should also be cooperation with building supervision authorities.
- **Multi-professional mobile units**: in this way, information can be relayed to prehospital emergency care (clarifying what should be considered when visiting a dwelling).
- **Planning more training and joint inspections on the basis of section 42.** Reacting to notifications has already given a boost to cooperation.
- **Training personnel of the actors (home care, companies, etc.) to notice dangers and train people they meet.** On this basis, such actors as home care would be able to provide its customers with information on the safety aspects.

- **Providing local taxi companies with training as multi-authority cooperation**, in which they are familiarised with such matters as the section 42 process and service needs notifications.
  - They visit the homes of elderly people, take intoxicated people home and escort people to their dwellings.
  - At the moment, taxi companies are not used extensively enough. They also meet lonely and marginalised people.
  - Arranging an information briefing for them on fire risk and service needs notifications in cooperation with health and social services.
  - Using existing local/regional taxi networks.

- **Rescue departments should continue to invite other actors to their events.**
  - For example, such events as a day at the fire station.

- **Placing humans at the centre of our service provision.**

- **Taking rescue services to citizens** and meeting them face to face: getting to know people, answering questions and providing them with an opportunity to learn more about the sector.
  - How can we help?
  - **We should get rid of the inflexibilities associated with the public sector.**
  - We should address people in a human-oriented manner.
  - We should not be pushy but be better available.
  - The threshold for asking questions should be kept as low as possible.

- Taking the activities in the right direction by genuinely influencing people and discussing matters, not only by relying on legislation and giving orders.
- **With the elderly people, focus should be on presence** as this can have significant impacts.
  - There are plenty of training events provided for the elderly; rescue officials are welcome visitors and their message is well received. **Interaction with this target group should also be a focus area in the future**.
- **Emphasising the role of communities and organisations**. The activities provided for the elderly by such actors as parishes and the Martha Organization can serve as effective channels for reaching out to elderly people. It is important to be active and to get the foot in the door.
- **Rescue departments should work more closely with village associations**, which are already active players at local level.
- **Putting cooperation with education institutions on a more systematic basis.**
  - Rescue services should work to ensure that their agenda is incorporated into curricula.
    - **The need for a separate study module in health and social services education institutions should be actively promoted**. The study module should at least be voluntary and highlight the safety aspects emphasised by rescue departments.
  - Emphasising cooperation already during the studies. Which are the potential partners and how could we cooperate with them on an effective basis? **Expanding cooperation during studies, for example in the form of lectures given by experts.**
    - Representatives of such parties as rescue departments, organisations, insurance companies and ministries.
    - Building meaningful thematic packages.
  - **Influencing municipal educational/cultural services** and people in charge of them. The principal's opinion is also important, and thus they should also be encouraged to join the discussion. Enabling joint discussions on our part.
  - **Holding regular meetings to monitor the performance of graduates of the Emergency Services Academy Finland in working life. In this way we can systematically collect feedback on whether the Emergency Services Academy Finland meets the needs of incident prevention work.**
- **Using outreach youth work, guides and scouts (safety course as a natural interface), sports clubs etc.** Such contexts also provide good opportunities

for physical training. At the same time, bridges should be built to youth sections of volunteer fire brigades.

- Rescue departments should be actively involved in the who cares? webinar (where such themes as marginalisation and intoxicants are discussed) and in other events intended for young people.
- **Ensuring that rescue departments are better accessible as providers of rescue services.**
- **Promoting more active involvement of rescue departments in projects involving villages and regions.** In many cases, employees of rescue departments are already involved in the activities (in sports clubs, etc.).
  - Enabling a smooth flow of information to rescue departments at an early stage (already during the planning of an event/project) so that we know how to respond when asked to participate. Communicating this to village associations: rescue departments should know the details when seeking funding so that they can allocate the required personnel resources to the work.
- Examining opportunities for promoting the safety message in connection with the *Reissu-Ellu* of the South Savo Social and Health Care Authority, which can be achieved by meeting community representatives on regional tours.
- **The availability of materials in different languages must be ensured.** For example, easy access to materials intended for immigrants is important.
- **Collecting the contact details of different partners.** Would it be possible to get one-stop-shop contact details of providers of health and social services, in addition to rescue services? Each of the actors should be accessible via a single email address.
- **The impact of strong chain management of business chains should also be utilised from the safety perspective.** In a long run, this could also save our own resources.
  - Meeting the official responsible for security in a large group in connection with the inspection of a branch office has been an eye opener for both sides. Management members could also be more extensively involved. **Examining whether similar meetings could also be arranged more frequently.**
  - The aim is to achieve a shift from a silo approach to steering/influencing the system/chain.
- **Actively enhancing the safety competence of municipal councils and executives**, which would commit these bodies to developing everyday safety in their own municipalities.
  - Arranging an annual event in which municipalities are made partners in incident prevention work. This would be an interactive event in which information and needs are shared in both directions.

- – Chief executive officers of regional rescue services already meet decision-makers and members of municipal management, but this is not enough: the participants should also include a representative of the risk management department, such as a communications planner or a fire inspector, who would give details of the concrete aspects of the work.
  - – Influencing should take place where decisions on such matters as our budgets are made.
- **Providing an opportunity to write a thesis or similar report, in which Merlot's customer data is used to compare fire inspection tables** and potential new forms of cooperation are outlined. The aim is that the opportunities for cooperation are already known before the inspection, and that proposals for concrete cooperation can be made.
- **Expanding the good experiences gained from preventive projects (such as *Lapset pelastaa*) and setting up permanent activities with their support.**
  - – Utilising cooperation with such parties as the Finnish Road Safety Council and organising campaigns that other public authorities are invited to join.
- **Developing cooperation in connection with the fire safety week.**
  - – Deepening cooperation with parties of the steering group.
  - – Emphasising reciprocity. Cooperation with such parties as the Finnish Real Estate Federation has benefited both sides.
- **Developing cooperation in connection with the 72 hours campaign.**
  - – Disseminating skills more extensively.
  - – More efforts should be made to integrate the matter into home economics education.
  - – Cooperation involving 72 hours and *NouHätä*.
  - – Exploring other potential partners (such as guides and scouts).
- **Strengthening cooperation in the field of risk housing in the whole region.**
  - – Representatives of at least the following parties should take part in the meetings: municipalities, health and social services, rescue departments, police, prehospital emergency care (including private operators), property managers and representatives of housing companies.
  - – Determining the powers and responsibilities of the parties involved.
  - – Initially, rescue departments should act as coordinators but the views of other parties should also be extensively considered (for example, how such parties as the police or prehospital emergency services view the situation). This would lower the threshold for making notifications.
  - – It should be emphasised that in addition to the rescue authorities, other actors must also be involved: the expertise of all parties is needed when customers are met.

- **Establishing a strategic and continuous partnership with companies (cf. the school police).**
  – It would promote situational awareness among the public authorities and make them easier to approach. This would ensure the continuation of the safety work.
- **Addressing the inability of people to manage everyday matters.**
  – For example, there are great risks in situations where people who have lived in cities all their lives buy a cottage equipped with a fireplace.
  – Examining whether courses on this topic could be organised by such parties as adult education centres. The focus in the courses would be on basic safety matters.
- **Considering the 'Regulatory Finland' phenomenon.**
  – All public authorities should interpret the legislation in a uniform manner.
  – It is essential to influence the law drafting process.
  – Ability to anticipate the period of validity of legislation would help in practical-level work.
- **Providing a basis for joint fire inspections with representatives of insurance companies.**
  – They have their own views on risk management. Safety of a site can be strengthened more effectively if the views of both parties can be heard during the visit.
- **Creating a low-threshold online discussion platform where all local safety actors can share good practices and propose solutions for each other's problems.**
  – Networking actors (such as housing company safety coordinators) that may not otherwise get any help with their problems.
  – The platform should be somewhere between PVmoodle (strong identification) and open discussion forum. The platform could be on a regional basis or accessible in all parts of Finland.
- Rescue departments should work to clarify and harmonise terminology in the safety sector.
- Should there be a shift from a rescue plan towards a more comprehensive safety plan facilitating overall planning at the site?
- Kuopio has a multisectoral safety working group: applying the operating model in the whole region should be examined.
  – The work should include actors from different sectors, such as rescue services, the police, the church, immigration, road safety, Emergency Services Academy Finland and youth work.
  – Joint themes could include marginalisation and a role should be assigned to each of the participants.
- It should be noted that this target is strongly linked with the sense of caring.

- **Working to intensify cooperation with actors selling technology so that rescue departments can keep up to date with technological developments.**
  - For example, the following question could be put to large chains selling household appliances: how can the machines be used safely, do you receive any safety-related complaints, etc.?
  - Using the data in our own work.
- **Cooperating in the interpretation of environmental laws and other documents in cooperation with actors working with the matter.**
- **Cooperating in futures thinking.**
  - Where is incident prevention going?
  - Which parties should be our strategic partners in the future?
- **Working to ensure that people take active care of their safety already before they need the help of rescue services.**
  - In many companies, staff members know how to make the emergency call, how to do first-aid fire extinguishing, how to show the rescuers the way to the site and how to provide the rescue personnel with guidance at the site. In such matters, rescue departments may only play a minor role.
  - The same approach should also be applied to private persons/communities. If you know what to do you can save both lives and rescue services' resources. Influencing this through safety communications.
  - Determining what should be done to make risk identification an integral part of people's lives. It should be remembered that risks are often inherent in us. Nowadays, there is often too much emphasis on physical safety.
- **Emphasising that there are situations in which business thinking benefits all parties in incident prevention.**
  - For example, hot work licence training is a good source of income for rescue departments. Companies should be encouraged to provide their personnel with the qualification and arrange the necessary training courses by offering them adequate 'performance bonuses'.

Return to text

Proposals for action: identifying the needs of customer groups (impact target 6)

- **Existing and potential customers should be systematically defined and surveyed.**

- **Developing methods to collect customer feedback**, for example by preparing a questionnaire for parties providing home care services. At the moment, feedback is collected by distributing feedback links through Merlot.
- **Focusing the message in connection with public events** and surveying customer needs by meeting people. For example, during the summer months, customers can be reached at events organised in public places.
- **Planning and preparing appropriate customer surveys** to identify service needs and to provide a basis for uniformity.
  - **The aim would be to create a standardised model to maintain an up-to-date situation picture of the needs and target groups.** This should be the basis for all activities. **Repeatability should be ensured.**
  - Surveying people's needs by first asking key persons to supply a list of needs, which would form the basis for a customer survey. It is difficult for people to list their needs but it is easy to select one of the alternatives already identified by ticking a box.
  - Using service design tools in the process.
  - Preparing information packages on the basis of the responses.
  - Using proven practices and tools (including those used in other countries).
  - **Conducting customer feedback surveys among stakeholders** (such as home care, other public authorities and organisations). The focus should be on needs and on determining them.
  - Systematically collecting feedback on safety communications and inspections, and in the same connection customers' needs could also be surveyed. This could be done during inspections.
  - Managing the process by ensuring that information on customer needs is circulated internally at the rescue department and across areas of responsibility.
- **Benchmarking ways to use Big Data from outside the sector.**
  - The potential for data mining is huge. This would help to better understand customers.
  - Already the analysis of website searches would help in the surveying of customer needs.
  - In addition to asking 'How can the information be put in one place?', we should also ask 'How is the information used and what should be done with the information?'.
- **Setting up a digital 'blackboard' for the rescue department** (for example, on Teams or similar platform), where wishes and thoughts arising from the customer interface could be entered on a low threshold basis before they are forgotten amidst everyday work.

- **Making extensive use of different social media channels** to identify needs and reach out to different age groups.
- **Asking customers directly what they expect of the fire inspection.** The aim should be a more interactive inspection providing an opportunity to survey needs.
  - Supervisory work and genuine promotion of the safety culture are two different things. A comprehensive change in attitudes is required in the sector to ensure that activities/behaviour/attitudes are changed at the customer end.
- **Is the existing terminology sufficiently explanatory and appropriate? Rescue departments should consider and highlight the need for overhauling terminology in the sector.** Terminology is hugely important to the activities and impressions.
  - For example, should the fire inspector be renamed 'safety coordinator'? Is 'incident prevention' explanatory enough?
  - Name changes could help to promote a shift in thinking from quantitative to qualitative and to an impact-oriented or effectiveness-oriented approach.
  - A good example: education ➜ safety communications. Emphasises the role of individuals as active players instead of passive recipients.
- **Enhancing human perspective in risk mapping.**
  - **Engaging in outreach work** so that we can relay the sense of caring to disadvantaged individuals.
  - **Become more visible in people's everyday lives**: having a presence in events, meeting people in public places. At the moment, fire inspections and such occasions as self-evaluations are practically the only opportunities for us to meet people face to face.
  - Using presence to enhance the sense of safety.
- **Instead of planning and analysis, focusing on practical face-to-face contacts and genuine interaction with people.**
  - Meeting with people: providing them with advice and listening to their needs.
- **Placing humans and professional competence at the core of the supervisory work, instead of solely concentrating on such matters as buildings and the building database.**
  - In safety communications, too, the focus should not be on technical equipment and individual events.
    - For example, if a device fails to work and the defect endangers safety, we should contact the manufacturer and the problem should be solved straight away.

- Risk-based supervision: rescue departments should go where incidents occur and learn from them. **Using 'bad examples' in inspections and highlighting how to avoid them.**
  - **There is a need for better site-specific assessments.**
  - How to focus in a meaningful manner on sites where additional inputs are needed?
  - Focusing more strongly on repeated phenomena and patterns highlighted through incidents.
- **Reacting to topical issues** on a case-by-case basis and providing services and information related to them. Information should be provided in a form that forces the customers to consider the matter and to ask themselves what they could do and what they are prepared to do. This helps people to become active actors.
  - **Making more comprehensive use of incident statistics** to highlight topical matters. Using statistics/facts as a basis for communications.
  - **Analysing our operating environment in a systematic manner.**
- **Ensuring that adequate information can be retrieved from the Pronto system for analysis to identify risk groups. Ensuring that such details as the cause of the incident can be ascertained from the information.**
  - It must be stated in the Pronto entries what has happened and where, and who has been involved.
  - Harmonising the reports.
- **Ensuring in-depth familiarisation with special sites in connection with inspections.**
  - Nowadays, inspections are often superficial/of general nature and they do not go into concrete details. Their only aim is to ensure that the overall level of public safety remains good.
- **Using risk-based thinking to identify customer groups: which groups are facing the highest safety risks.**
  - Elderly people, young people in danger of becoming marginalised, etc.
  - Identifying the needs arising from the business sector (such as companies handling dangerous chemicals).
  - Conducting interviews to identify needs. Identifying the needs and carrying out the interviews.
  - Taking into account differences in risks between groups.
  - Identifying customer groups from statistics (such as Pronto's incident statistics).
- **Examining current professional competence needs faced by personnel and stakeholder groups** and analysing the competence needs required to clarify customer needs. Focusing training on areas where risk factors are identified.

- **Allocating adequate resources to implementing the training plan in the entire area of the rescue department.** At the moment, there are significant regional variations.
- **The set of instructions prepared for different site categories should be clarified** and streamlined to support repeatability.
- **Ensuring that all legislative amendments are incorporated into work instructions** and reflected in professional competence of the personnel without delay. This will support adherence to common policies.
- **Making full use of the guidelines and other material prepared in the partnership network.**
- Nationwide instructions are being introduced for supervisory activities. **Professional competence surveys help to harmonise service quality** as the picture of the professional competence becomes clearer. In this area, regional activities are extensively supported by national-level activities.
- **Making full use of the partnership network and the Pelastustoimi.fi website** so that we can promote uniform practices at national level for our part.
- **Uniform practices at national level are important to achieve the target.**
  – Differences in everyday practices should be taken into account in the harmonisation process (such as differences between the Helsinki area and small rural municipalities).
  – **Ensuring training with uniform content and material with detailed content.**
  – General material should be accessible at the Pelastustoimi.fi website.
    - Rescue departments should promote the preparation of a national data resource.
- **Determining annual spearheads for rescue departments (areas of particular focus).**
  – The range of tools to be used should be highlighted when the spearheads are announced.
  – In addition to reacting to individual events, the overall basis for activities should also be established. When people pull together, personnel become more committed to their work and to the work community.
- Identifying and recognising the diversity of professional competence and educational backgrounds (should not be confused with educational levels) and building uniform quality on this basis.
  – Considering how these strengths can be identified and used in target-oriented activities and in the creation of new things.
  – Taking into account the broad range of different backgrounds of people involved in incident prevention by ensuring adequate internal training so that uniform-quality services can be provided.

- **Strengthening cooperation with social services (beyond section 42 cooperation) in order to achieve the target.**
- **Broadening and deepening cooperation with other public authorities and the third sector.** It is essential to deepen in-house cooperation. Siloed attitudes are often typical of large organisations. All face-to-face meetings are beneficial.
- **Providing parties meeting with people with uniform training** in identifying needs and in identifying the parties that should be notified of different matters.
- **Offering additional training for parties carrying out supervision** on a 'part-time basis' (in such tasks as the preparation of inspection protocols). Ensuring that all our actors are kept up to date on matters as this promotes a uniform approach.
  - **Providing persons responsible for different matters with opportunities for specialisation and using knowledge/professional competence** on a low-threshold basis in the entire rescue department. In that case, it would not be necessary to familiarise each employee with every process.
  - Organising joint meetings, training events, etc.
- **Ensuring seamless dissemination of information throughout the rescue department.**
  - Telling all staff members whom they should notify of fire risk sites.
  - Clear operating models and practical applications are needed for more recent fire risk sites in particular.
  - Sharing information contained in regional statistics with other public authorities. **Identifying cases that require action from all public authorities.** A shared situation picture (within the framework of information security) helps to focus the work.
  - Meeting with different actors to enable cooperation at local level.
- Listening to other parties and registering the needs highlighted in meetings with building supervision authorities.
- **Considering the action plan for the prevention of home and leisure injuries** when analysing what is expected of us. These things concern us all.
  - Crossing boundaries and outlining needs on a cross-administrative basis.
  - Identifying our tasks and responsibilities on a broad basis (also beyond fire prevention).
  - The work involving expert networks is important for mapping out needs.
- **Identifying existing and potential partner authorities helping in the identification of risks** (such as chemical transports and road safety).
  - Taking a critical look at whether we should be represented in all necessary working groups.

- **Taking a more active approach towards stakeholders (such as entrepreneurs).** Using familiar contacts to identify needs.
  - In additional to entrepreneurs, **municipal educational services** and individual schools are also key partners. Influencing overall developments and identifying needs on this basis.
  - Offering to take part in cooperation forums and listening closely to potential needs.
- **To ensure systematic activities, rescue departments should prepare a framework and instructions for cooperation in the form of a strategy.**
  - The strategy should be extensively implemented throughout the organisation.
  - Strengthening knowledge-based management, sharing of it, and creation and updating of new knowledge. Fine-tuning the knowledge process.
  - Taking a patient attitude to practical implementation of the strategy and moving forward step by step.
  - Ensuring a smooth flow of information. Information briefings/packages in connection with shift changes.
- Creating a networked model to prevent marginalisation. Rescue departments should approach the matter from the angle of safety services.
  - Such parties as substance abuse prevention work, outreach youth work, debt counselling and organisations should be involved. The expertise of these actors should be used so that we can reach out to people in danger of marginalisation.
  - Considering how these people can manage risks in their lives.
  - The phenomenon is constantly changing, which means that the antennas must be up all the time.
- **Providing people with information in a clear form when legislation and other provisions are updated.** For example, information on the legislation on electric cars should be communicated to property managers.
- **Improving services by ensuring equal distribution of resources** within the rescue department. In order to enable this, the personnel involved in incident prevention should be more closely consulted in connection with resource planning.
- **Reminding property managers of their civil defence obligations** and self-assessment. Meetings with property managers are also a good opportunity to build cooperation in general.
- The quality of safety communications has improved in recent years. **Ensuring that the positive trend will continue.**
- **Preparing a discussion framework to support communications with the supervised site/customer representative.** The purpose of the discussion is

to determine the state and development of the safety culture. It would also be useful for new fire inspectors. A measure that can be implemented with a relatively small effort.

- Promoting the harmonisation of fire safety self-assessment guides.
- Ensuring the availability of uniform protocol templates.
- **Websites should be genuinely customer-friendly** and up to date.
- **There should be clear instructions for evacuation exercises** and they should be highlighted at inspections (depending on the site). There is a need for a more uniform assessment of evacuation safety in care institutions.
- **Rescue departments should work to ensure that incident prevention is seen as an important task for the entire organisation.**
- **This should be highlighted in contacts with customers (arousing needs).** Analysing the whole process and allowing customers to have their own eureka moments. Customers often fail to take into consideration all aspects that they ultimately will consider important.
- **Developing ways to deal with holiday homes and approach people living in housing companies that are now partially overlooked.**
- This is an extensive issue and it involves everything from risks facing large institutions to basics in the everyday lives of individuals. The activities of rescue departments should fully reflect this. **We should take a critical look at whether we now measure the right things.** We now get what we measure.
- How to find individuals that need services but do not know how to ask for them or do not yet understand that they need the services in question?
    – Making safety a clear and interesting 'product' and marketing it in an active manner.
- **Preparing customer cards detailing the needs of customer groups: people providing assistance are then better-placed to meet customers.**
    – Registering general matters and needs typical of specific groups and what is required to deal with them.
- **Building a feedback system and preparing a related feedback template capable of information management, in which everything can be stored and where information can be easily visualised.**
    – It would be easy to use in meetings, training and in general to justify matters.
    – Conducting feedback surveys a few days after events on a systematic basis.
- **Use of expertise by experience (already used in the preparation of the action plan) should be continued and applied on a broad basis.**
    – Using persons who want to tell about incidents they have experienced to persons that have recently gone through similar events

- Using storycrafting (with *Punainen Liitu* campaign as an example), in which persons in the front line of incident prevention act as storytellers. The accounts of people who have experienced incidents and people close to them also have great impact.
- **Strengthening/deepening the life cycle model.**
  - Expanding age class thinking so that all age classes close to retirement are included. What do they need to ensure that they can approach retirement without concerns?
  - Linking data analytics to the life cycle model: each age group has its own risks that depend on such matters as the level of activity and leisure occupations.
  - Information available from other sources, such as occupational health care, schools and data on leisure activities, should also be used.
- **Taking a critical look at whether services could be produced in a more meaningful package.**
  - Putting everything in order in cooperation with home care services: combining supervision, home care, etc. into a single package.
- Fire investigators should go beyond finding out what caused the fire: how everything has worked and what could have been done to prevent the incident.
  - Examining whether supervisors have given adequate attention to whether safety communications could have prevented the incident/could in the future impact matters or prevent similar incidents.

Return to text

Proposals for action: people will take more responsibility for safety matters (impact target 7)

- There should be more communications in all channels (also outside social media).
- Mapping systematically how people can be reached with the right themes in the right situations.
  - 'Individuals' are too large a target group, **and thus the groups that we want to reach should be specified**.
  - Preparing targeted and thematic communications for such channels as social media.
- **Positive themes should also be highlighted in the communications.**

- Successes should be highlighted more than is the case at the moment (for example, successful first-aid extinguishing or lives saved with smoke detectors).
- Rescue departments should **shift the focus of their communications from fires and crash sites to more human-oriented themes**.
- More extensive content on everyday situations and successful acts by ordinary people could encourage people to make more use of common sense.
- There should be safety communications in connection with supervision whenever it is appropriate and possible.
- When matters are communicated, the message should be relayed in an easy-to-understand language, not in the language used by the public authorities.
- **Explaining matters using real incidents as a basis.** What has happened, what have been the consequences and how could such incidents be prevented. In this context, incidents should be approached from a broad perspective, not solely using fires as examples.
- **Fire inspectors should propose to communication experts that low-threshold highlights** should be placed in the social media or other media. All expertise and experience should be utilised in this manner.
- Using social media, popular influencers, bloggers, etc. in communications.
  - Preparing short public service announcements for such channels as social media (long information bulletins written on paper are often ignored).
- **Preparing concrete safety communications for the social media (for example, in the form of My Day or Story).**
- **Reaching out to working-age people at workplaces.** Leaving material at workplaces in connection with inspections that staff members can use.
  - Contacting people through such actors as TE Offices.
- How to measure the real impact of safety communications?
  - *Tulikettu* training is effective but how well can it reach those who have been involved from the outset? Are there differences in safety behaviour between those that have attended *Tulikettu* training and those that have not?
  - The number of people reached through TikTok and other social media platforms can be determined at once but it may take decades before the message sent on these outlets has any impact. How can the impact be determined?
- **Sending nationwide information on television to reach elderly people** (for example, Studio 55 proved to be a good channel). Informal carers are also a target group here.
- Rescue departments should prepare a joint communications project in which material is jointly planned around topical themes.

- – The material should be diverse, such as animation and other digital contents that could also be used in television advertising. This would require cooperation at national level.
    - – Correct timing and focus are essential.
- There are many phenomena in which safety communications should be directed at large masses in all parts of the country to achieve wide impact.
- **More active participation in small events at local level.** With this approach, we could take advantage of the strong community spirit in small localities.
    - – Safety thinking among customers can be enhanced in connection with such contacts.
- The focus should be on people with limited functional capacity.
    - – **To reach out to them, there should be close cooperation with the public authorities/organisations/social services working with such people**
    - – For example, elderly people living in remote areas cannot be reached through social media, and other channels must be used. **The channels should be determined as a collaborative effort!**
    - – **Establishing a genuine presence where such people spend time.** For example, *Härmän Häjyt* can be used as a channel to reach people that may not be otherwise reached by means of safety communications. Rescue departments should have a presence at trade fairs to establish contacts with different professional groups.
- **How to reach out to people who are not interested in safety matters**, individuals with a substance abuse problem, those with limited functional capacity, etc.? We now reach people that are also active in other areas and are inherently interested in incident prevention.
    - – **Surveying opportunities for direct discussions with people**
    - – **Adapting the 'style of speech' in accordance with the target group**, which enhances accessibility.
    - – When we run out of tools, we should turn to actors that reach groups that are more difficult to contact.
- Trying **targeted information** (for affected buildings, city districts, etc.) in the aftermath of incidents.
    - – This could be responsibility of the shift coming to work after the shift that extinguished the fire.
- **We should strengthen our role as easy-to-approach experts** that are always prepared to provide fact-based advice and information. We must be reachable and visible.
- Getting rid of strict quantitative targets and making quality a higher priority.
    - – On-site visits are extremely useful as means of influencing developments, and communications can rarely have the same impact. They also provide

a good opportunity for listening to customers' needs and wishes. This is the best way to get the message across even though it may take more time.

- Smoke detectors could be distributed and tested on thematic days.
  - Volunteer fire brigades could be used in the provision of this service.
- Enhancing understanding of the liability for damage in connection with supervision.
  - This acts as an external motivator if the motivation is otherwise lacking.
- The customer and the rescue department may view responsibility in different ways: **responsibilities and their concrete contents in specific situations should be clearly defined**.
  - Making statutory responsibilities and the consequences of negligence clear to customers.
  - Emphasising individuals' own responsibility in situations with extensive impacts, such as floods.
- The existence of regulations should be justified by referring to legislation but also by listing concrete safety improvements. Different arguments work for different people.
- **Preparing questions for individuals and using them in communications**: how would you manage in an incident? How could you get into an incident? How would you act? What tools would you need, etc.?
  - **Enhancing the sense of responsibility in individuals by asking questions.** This makes things personal and makes people think when they are in a similar situation. One can change one's own behaviour/ attitudes by changing one's own thinking. (This could be used as a basis for the short public service announcements referred to above).
  - **People should be reminded that one is often on one's own for at least ten minutes before the help arrives.**
  - **The aim is to get as close as possible to the customer's perspective.** Reviewing situations with the customer by determining the risks in each situation. Anticipation and risk identification are essential.
  - Communications in the form of games gives an opportunity to consider matters/choices in advance and see the concrete consequences.
- Enhancing both personal safety skills and the community spirit (the role of assistance provided by neighbours and people close to you).
- Encouraging companies and communities to prepare for incidents.
  - Strengthening the safety culture by emphasising that communities can also do a great deal themselves (by for example, arranging safety walks).
  - Focusing on the development of housing company safety walks: training property managers to arrange such events.
- Considering how to activate and motivate people to enhance safety.

- – Obligation is not always the best incentive. How to make the customers to see the benefits and thus arouse their genuine interest and internal motivation?
- – Justifying and 'selling' safety so that customers understand that the key aim is to ensure their own safety.
- Focusing on education and future generations. For example, the awareness of the emergency number should be instilled in people's mind as a child. Encouraging people to think at an early age.
- Supporting the safety education of children and young people by means of changing their attitudes: highlighting responsibility for others.
- **Safety education should be actively developed at upper secondary level, where there is currently room for improvement in this respect.**
  - – In addition to road safety, housing safety is also important.
  - – There is also a need for national education material: how to live safely.
  - – Based on section 42 notifications, there is a need for enhancing skills among young adults, when they move to their own home for the first time.
  - – Using fire deaths resulting from intoxicants as a warning example when communicating on these matters to young people.
  - – With regard to higher education students, cooperation with such bodies as student housing foundations should be expanded.
  - – Including public service announcements on safety matters in the welcome letters given to students.
- Expanding *NouHätä* cooperation and general cooperation with schools.
- Providing lectures and training with a stronger focus.
- **Promoting safety/civic skills education as part of basic education curricula.**
  - – Tackling people's inability to manage everyday matters by ensuring that people know the basic things.
- Using automation in routine work (such as registering addresses and other information). This leaves more time for more important tasks, such as inspection visits.
- **Preparing concrete tools for customers**: rescue plan templates and mobile apps and making information more easily available.
  - – Using such tools as the personal fire inspection card or the incident observation card.
- **Systematically mapping potential partners among such parties as the public authorities, property managers and organisations (such as the Finnish Red Cross).**
  - – Offering to take part in lectures/training (such as first-aid extinguishing) provided by the Finnish Red Cross and other parties.

- Examining the potential for an arrangement in which home carers carry out systematic checks of smoke detectors.
- Improving self-assessment of the fire safety of single-family homes (guides).
- **Rescue departments should play a role in the prevention of marginalisation.**
  - Considering the tools that we can use in this work when we are in face-to-face contacts with people (in connection with inspections and service needs notifications).
  - Using our knowledge of societal phenomena and highlighting them in an active manner.
- **Encouraging people to join activities and ensuring interaction in such activities as self-monitoring.**
- **Providing a basis for internal training to meet different customers in different life situations.**
  - For example, what should be taken into account when contacting a mother/an alcoholic in danger of social exclusion in safety matters.
  - Giving wider consideration to the diversity of customers. It should be remembered that there are also differences within traditional customer groups. For example, the life situations of two women aged 30 may be quite different.
- Promoting safety skills and safety attitudes through our personnel.
  - Observations of safety defects should also be rewarded in our own organisation.
  - Safety training for personnel: focus should be on employees coming from outside the sector.
  - Practical matters (such as first-aid extinguishing and first aid) should already be included in basic induction.
  - Setting an example as an organisation promoting safety.
- **Enhancing cooperation with social services and its role in the training.**
  - Highlighting the matters that we want to promote and how social services can help in this. Also the other way round.
- **To strengthen cooperation, we must build a vision and ensure a workable strategy through leadership.**
  - Senior management in rescue departments must possess the will and the right attitude.

Return to text

Proposals for action: sense of caring (impact target 8)

- **We must have a physical customer service point** if we want to be genuinely close to customers.
    - We have now drifted far away from citizens because such facilities are missing. Central fire stations do no longer have any desks where customers could ask for advice or where they could deliver forms. The personnel are present but there is no customer service point. Many people still want to deliver forms in person.
- Expanding our presence in other stakeholder events, such as fairs. **Going to events where we do not normally have a presence.**
    - Such events could include meetings of the Martha Organization, football training sessions with junior teams or events of guides and scouts.
    - It is important to focus on matters that **interest the target groups** and formulate the message in an understandable and practically oriented manner.
- **Ultimately, supervision is a matter of normal face-to-face contacts and a dialogue with other people.**
    - Do we want to score 'points' or genuinely influence other people? Influencing takes place in meetings with other people.
    - When carrying out inspections, we should get rid of the thinking in which people are 'scared' of us towards thinking in which safety is enhanced in a dialogue with the customer.
- **Meeting people by using the language they use**
    - We must be easily accessible and ensure genuine interaction.
    - Working to get rid of inflexibility and emphasising the human approach.
- **When on the road with the rescue department's vehicles, we could stop and react when small children greet us.**
    - Making social media updates of the meetings.
- **Meetings with people must be planned realistically so that there is time for them alongside other basic work.**
- **Using social media to make us easier to approach.**
    - Making ourselves human and easy to approach by explaining about our daily work.
- **Rewarding people for the smallest daily success stories**, not only for rescuing other people's lives.
    - Emphasising and highlighting good acts in our communications when somebody has acted in an exemplary manner to prevent an incident.
    - Aiming to strengthen thinking in which acting in a correct manner is a source of pride.

- In the processing of section 42 matters, it is important to react quickly and take action to enhance the sense of caring.
- Focusing on communications arousing strong feelings: nowadays communications are often of too general nature and thus people with problems may not always be reached.
    – Making full use of the social media. For example, with the support of summer theatre, preparing a video themed 'What can it lead to if nobody cares?' or 'Why combating loneliness is important from the perspective of the sense of safety?'.
- Justifying matters from the perspective of the customer's interests, not by using compliance with the law as a basis.
    – Instead of covering our own backs we should take a more customer-oriented perspective.
    – Shifting attention from buildings to humans: even though the equipment etc. is in good shape, we must also show genuine understanding towards humans.
    – A move away from a command approach towards a guidance-based approach.
- **Mapping out systematically potential partners for interaction (stakeholders, communities and customers) and having a more active presence.**
    – Having a presence in as many forums as possible: becoming more active in the media (including social media) and in events.
    – Ensuring low-threshold contacts and designating the contact persons.
    – At the same time, considering the ways in which we can be part of people's everyday lives.
    – At the same time, adhering to existing methods.
    – Taking active part in the work of housing companies and city district associations if they are seen as active forums.
    – Approaching matters from the perspective of everyday matters and the typical features of the city district, instead of focusing on the Rescue Act.
    – Working to establish close relationships.
    – Participation requires leadership and a systematic approach.
    – For example, meeting people in cooperation with youth and social services.
- **Making equipment available (such as equipment that is no longer needed) for village safety projects. This boosts the sense of caring.**
- **Providing all people with uniform services and going closer to people: we should be present already before a problem/emergency arises.**

- – A good example of this is the current cooperation with such parties as the Sininauhasäätiö foundation and adult social work. Sometimes it is good to have a presence without any specific agenda.
- **Developing our internal culture in a more communal direction.**
  - – Matters should be promoted in teams and together, not by active individuals.
- **Ensuring department-internal flow of information in such matters as communication issues: good experiences and functions should be shared.**
- **By providing proper training, ensuring that the personnel possess adequate professional competence to meet different types of people and community.**
  - – Genuine sense of caring requires that the personnel are prepared to put themselves on the line.
- **Community competence should be more strongly considered in recruitment.**
  - – Considering the representation of different cultures, which will promote understanding of the needs and challenges of communities (such as those with immigrant background).
  - – Cf. The police and the Finnish Tax Administration (from a legalistic to service-oriented approach), this part of the profile has been highlighted.
  - – Considering the potential for using expertise by experience more extensively.
- **In additional to substance, the right attitude and interactive skills should also be emphasised in recruitment and further training.**
- If the aim is to ensure that the composition of the personnel reflects the demographic structure, difficult issues must also be openly discussed in sector-internal communications.
- In the production of training material, it should be ensured that actors can easily use the material by providing members of the community with further training.

Return to text

Appendix 2 Feedback survey for workshop participants

Select your organisation

1. How useful did you find the workshop arranged as part of the action plan for incident prevention?
   - 1 completely unnecessary, 2 rather unnecessary, 3 fairly useful, 4 highly useful

   1.1 Name the things that were particularly well organised and the things that did not work.

2. How would you characterise your prior knowledge and competence from the perspective of benefiting from participation in the workshop?
   - 1 completely inadequate, 2 slightly inadequate 3 fairly adequate, 4 fully adequate

   2.1 Which areas were inadequately covered?

3. In your opinion, how successful was the interaction in the workshops (remotely or on site)?
   - 1 poor, 2 rather poor, 3 fairly good, 4 excellent

4. In your opinion, how likely is it that the workshop will help to achieve the impact targets?
   - 1 highly unlikely, 2 fairly unlikely, 3 fairly likely, 4 very likely

   4.1 (If you chose 1–2) What prevents the achievement of the impact targets?

   4.2 (If you chose 3–4) What concrete action has been taken in your organisation after the workshop to promote the matter?

5. What should be done and by whom to ensure that the impact targets are better reflected in daily incident prevention work?

6. Open answers/other observations

SOURCES

Aira, Annaleena, 2012. Toimiva yhteistyö. Työelämän vuorovaikutussuhteet, tiimit ja verkostot. Jyväskylän yliopisto.

Jylhä, Eila & Viitala, Riitta, 2019. Johtaminen. Keskeiset käsitteet, teoriat ja trendit. Edita.

Järvinen, Kati, 2014. Työn mielekkyyden johtaminen. Käytännön opas. Talentum.

Kekoni, Taru; Mönkkönen, Kaarina & Pehkonen, Aini, 2019. Moniammatillinen yhteistyö. Vaikuttava vuorovaikutus sosiaali- ja terveysalalla. Gaudeamus.

Pelastuslaki 379/2011.

Rekola, Hanna, 2019. Näkökulmia pelastuslaitosten turvallisuusviestinnän vaikuttavuuden arviointiin. Kohti tuloksellisempaa turvallisuusviestintää -hankkeen osajulkaisu 4/2019. Pelastusopisto.

Sisäministeriö, 2019. Turvallinen ja onnettomuuksista vapaa arki 2025.

Stenvall, Jari & Virtanen, Petri, 2019. Julkinen johtaminen. Tietosanoma.

OTHER SOURCES

Interviews with experts:

Jonna Heliskoski. CEO, Leadcons Oy. 25 May 2021.

Johanna Herrala. Secretary-General, Fire Protection Fund. 21 June 2021.

Hanna Kivistö. Chief Specialist, Government Strategy Department, Prime Minister's Office 27 May 2021.

Tomi Mäki-Opas. Research Director, House of Effectiveness, University of Eastern Finland. 23 June 2021.

Anna Tonteri. Chief Specialist, Centre of Expertise for Impact Investing, Ministry of Economic Affairs and Employment 21 June 2021.

Ministry of the Interior
Finland