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SECURITY POLICY 2011

REPORT ON THE IMPLEMENTATION OF THE “MAIN GUIDELINES OF ESTONIA’S SECURITY POLICY UNTIL 2015”

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Dear reader,

Security is one of the main benefits provided to members of the society and everyone has an irrefutable right to it. Security has to be ensured in the entire territory of the country and that can be efficiently achieved only in cooperation between various parties.

2010 was very diverse in the area of security, both by major challenges and organisational aspects. The Police and Border Guard Board finished its first year and activities at the IT and Development Centre of the Ministry of the Interior picked up momentum. It has been a year of great efforts. Budget cuts caused by the economic recession have also left their mark on internal security. Like all other areas, ensuring internal security cannot function without finances. We have been able to provide security to citizens exactly in the extent allowed by the state budget. It is important to consider the future perspective in financing the internal security area, as training new personnel would be significantly more costly for the state than retaining the existing professionals. The same has to be said about investments. The technical equipment used in saving human lives and protecting the natural environment is very expensive and requires investments every year. Unfortunately, we have not been able to make these investments already for three years.

2010 was year of major experiences for the government area of the Ministry of the Interior. The year included large-scale events, like the meeting of NATO foreign ministers in Tallinn and ensuring security during that event. To be more precise, the security of the people of Estonia had to be ensured, as possible attacks aimed at such events can cause harm to the entire society. Bringing the euro securely to Estonia and distributing it across the country was also definitely an important operation. The provision of security at both these major events was entirely successful. At the same time, we did not focus merely on internal security in the territory of Estonia. Major foreign operations included rescue works in Haiti, Moldova and Poland as well as a police mission in Afghanistan. All of that required professional skills from both direct participants and support teams.

2010 brought new plans and challenges. These certainly include the decision to establish the European Union’s Agency for the operational management of large-scale IT systems in the area of freedom, security and justice in Estonia as well as the launch of the Ida-Virumaa programme. It is important to pay special attention to the cohesion of that region with the rest of the country and to legal order in the region. The transition to the uniform emergency number 112 continues.
Terrorist attacks in nearby countries give cause for concern and therefore great importance must be placed on national exchange of information, reporting suspicions, combating illegal immigration, splitting up the market for illegal explosives and weapons and cooperating with the law enforcement agencies of our partner countries.

Safety policy is a part of the national defence policy of Estonia and is based on the foundations of the National Security Concept of Estonia approved by the Riigikogu. The Main Guidelines of Estonia’s Security Policy establish a common framework for the security policy of our country, particularly in the areas governed and coordinated by the Ministry of the Interior. But not only that – the tasks established in the said document require extensive input also from other ministries.

This publication is above all intended as a report for the Riigikogu and thereby to the public, as well as a reference material for students in their studies, journalists in their work, and local government heads and all those who care about the internal security of our country. In addition to the report on the implementation of the Main Guidelines of Estonia’s Security Policy the publication also contains 4 articles concerning the area of internal security. These articles should considerably broaden the reader’s knowledge and understanding of internal security and defence policy, as well as provide an overview of the achievements, problems and future objectives of the Ministry of the Interior and its government area in 2010.

The Minister of the Interior is obligated to present an overview of the implementation of the Main Guidelines of Estonia’s Security Policy to the Riigikogu every year by 1 March at the latest. I intend to honour that obligation worthily also this year and I wish to thank all the people who have contributed to the completion of this report.

I definitely wish to thank the people and numerous partners of the Ministry of the Interior and its government area, who have helped organise and ensure internal security and a secure living environment in 2010. In my assessment, we have done well together.

Minister of the Interior
2011, Tallinn
REPORT ON THE IMPLEMENTATION OF THE “MAIN GUIDELINES OF ESTONIA’S SECURITY POLICY UNTIL 2015” IN 2010
This report provides an overview of the fulfilment of the objectives and the more significant developments of the “Main guidelines of Estonia’s security policy until 2015” (approved by the Riigikogu on 10 June 2008) in 2010. The statistical data used in the preparation of the report are as at 10 January 2011.

1. Ensuring public sense of security

Valuing human life is a priority in ensuring internal security. It helps the population of a country to grow, as the number of fatalities decreases and a secure environment for an increase in the number of births is created.

1.1. People's fear of falling victim to attacks in public places has decreased

We all wish to live in a secure living environment. We are doing our utmost to make our home a castle. The state can help us in increasing security in public space, be it a village street, a city park or a shop. For this purpose, relevant law enforcement structures have been established and close cooperation is performed between the public and the private sectors.

One of the things that increased people's fear in 2009 was the so-called baseball bat murder. It was doubtlessly one of the most brutal crimes that has been committed in public space in recent years and caused a lively discussion about security in parks and streets. The incident was followed by a serious debate whether the number of law enforcement officials in public places is sufficient. We are glad to state that the police identified and detained a person suspected of that crime. Solving that murder was important in order to reduce people's fear of falling victim to a criminal attack in a public place. The police officers and experts who solved the crime therefore deserve great credit.

Looking at the overall statistics, it is good to see that the number of offences in public places has not grown. The number of cases of aggravated breach of public order has decreased by 22.7% in the past year. The number of offences did not show a rising trend in the summer period, which is usually the high season of offences committed in public places. Unfortunately it must be said that the response capability of the police has not always been what the society expects. The police strived to post as many response units as possible in 2010, but in the reduced budget conditions that was still 3.4% less (see Figure 1). This has caused the time of the police responding to offences or calls to lengthen (a standard response time has been established for every call, depending on the location and the nature of the incident). However, the longer the response time, the greater the possible damage caused due to the offence and the more costly the proceedings. Rapid response is important, as
it provides a greater possibility of preventing danger, capturing the offender at the scene and consequently solving the crime.

The overall picture seems rather good (see Figure 1), but when we look at the patrol team allocation capability by regions, we again have to discuss the decreasing response capability and the lengthening response time. For instance, the number of patrols has decreased less than 1% in the North Prefecture, but 8.2% in the East Prefecture, 9% in the West Prefecture and 11% in the South Prefecture.

Considering the reduced and limited possibilities and resources, cooperation is of particular importance. It ensures improved risk identification and possibly also the primary response capability. One tool for improving the deterrence and response capability is the possibility of involving assistant police officers with independent operational competence as stipulated in the Assistant Police Officers Act passed by the Riigikogu in 2010. It is believed to provide the option of engaging volunteers in law enforcement in areas where the response time of the police is longer. One of the main tasks of assistant police officers with independent operational competence is to perform supervision over the code of conduct in public places. Efforts must also be continued to develop the activities and responsibility of the law enforcement officers and units of local governments. That should definitely also include smaller regions, and not just large cities and rural municipalities. All the local governments have to be involved.

One of the law enforcement challenges is the development and nationwide functioning of a close and efficient cooperation network between the public and private sectors. The network would include police officers, assistant police officers, local governments and security service providers as well as all the entrepreneurs who are, to a greater or lesser degree, able to ensure security in public space. Therefore we can say that ensuring people’s sense of security continues to be a priority for law enforcement officials.
One of the possibilities of increasing security as yet unused in Estonia is to encourage the citizens of foreign countries who have committed an offence here to voluntarily return to their country of citizenship. Similarly to many European countries, it would be reasonable for Estonia to also establish the option of imposing a more lenient punishment on citizens of a foreign country, if they voluntarily assume the obligation to return to their country of origin and agree to a prohibition on entry of ten years.

Estonia’s penal policy allows for agreements with the accused and the committed offenders – the Estonian penal policy allows the conclusion of settlements with the accused and the convicted persons – thus, for instance, settlement proceedings with conviction entail more lenient punishment and with the person’s consent the actual imprisonment can be replaced by electronic surveillance. Due to the fact that aliens do not have the basic right to live in Estonia and they have their own country of citizenship where they can live, it is possible to apply adverse consequences to them, which cannot be applied to Estonian citizens – the punishment is more lenient on the condition that the person assumes the obligation to leave Estonia and not to return for ten years. If an alien violates the agreement, the punishment is enforced in full extent.

The current policy on aliens does not favour the continued residence of offenders in Estonia and the state can refuse to grant them a residence permit or revoke their residence permit. Unfortunately, the rate of aliens leaving Estonia largely depends on the aliens’ will to cooperate – their wish to promptly apply for a travel document and not to cause delays in the fulfilment of their obligation to leave the country. An important success factor concerning the rate of unwanted aliens leaving Estonia is the creation of conditions in which such aliens wish to make their best efforts to assist in organising their departure from Estonia. A punishment imposed by a court is not and indeed does not have to be the only burdening consequence of committing an offence. Although it might at first glance seem that citizens of foreign countries are treated more favourably than local citizens by imposing more lenient punishments on them, a part of the punishment is actually replaced by the obligation to leave Estonia and not return for ten years. And that improves the security of the inhabitants of Estonia.
1.2. **Number of offences against the person has decreased**

It is good to see that the overall trend in regards to crimes against the person is declining (see Figure 2). The statistical figures are as follows:

Manslaughters, murders – 11.6%
Physical abuse – 4.3%

The main causes of serious offences against the person are domestic disputes and excessive consumption of alcohol. Physical abuse is predominantly associated with interpersonal relationships, close relationships or school relationships.

![Figure 2. Crimes against the person](image)

A decrease in the number of suicides is a positive trend. While in 2009 the number of suicides was 269, in 2010 the figure dropped to 192. (In 2009, the number of suicides increased by 10% from 2008. Considering the overall economic situation, including a steep growth of unemployment and problems in servicing bank loans, an increase in the number of suicides was feared in 2010.) The experience of other European countries shows that violent deaths like traffic and fire deaths and deaths by drowning exhibit a similar trend to suicides. Therefore it is good to see that the proportion of suicides in violent deaths has not risen (except for deaths by drowning). (See Figure 3.)
While the number of suicides has decreased, the increasing number of deaths by drowning gives cause for concern. Compared to 2009, the number of people who died by drowning rose by 36. The hot summer was definitely one of the influencing factors. Figure 4 shows deaths by drowning in 1994–2010, with red columns marking the years during which the temperature was 30°C or higher for at least three consecutive days, and the month of the heat wave in brackets. The chart clearly illustrates that years with hot summer months (red columns) have resulted in more deaths by drowning.
When we look at the profile of those who have died by drowning (male (83 deaths; 85.6%), aged 50–69 (29 deaths; 29.9%), nearly 60% under the influence of alcohol), we can conclude that intoxicated people lose their sense of danger, overestimate their abilities and consequently put themselves in life-threatening situations, which end in death. The age group of 20–29 draws special attention: in 2010, 12 deaths by drowning fell into this age group drowned (12.4%) and 10 of these people were intoxicated (83.3%).

It must be noted that as adventure tourism is gaining popularity, the number of accidents with water craft (boats, kayaks) has grown by the total of nearly 10%. More awareness raising activities are required in order to improve security and ensure safety. One problem here is that not all local governments are able to ensure the presence of coast guards on public beaches. In order to ensure order on public beaches and prevent water accidents, additional preventative resources must definitely be found for the 2011 beach season.

1.3. More efficient integration activities improve the unity of Estonian society

In order to strengthen Estonia’s sovereignty and to ensure the cohesion of the population, it is important to continue carrying out activities aimed at reducing the number of persons of undetermined citizenship – activities that facilitate the development of Estonia’s civil society, ensuring national security and creating a greater sense of unity among citizens.

One of the activities launched in February 2008 in cooperation with vital statistics officials for the purpose of achieving the aforementioned objective is informing the parents of children of undetermined citizenship upon registering the birth of their child that they have the option of applying for Estonian citizenship for their child pursuant to simplified procedure. When parents register the birth of their child, they are given an information folder about applying for Estonian citizenship and, if they wish, can receive personal counselling at the Citizenship and Migration Department of the Police and Border Guard Board. In the course of the counselling, parents are also given information about their own possibilities of applying for Estonian citizenship. The said awareness raising activity has received positive feedback from parents and given good results, as the majority of parents have started applying for Estonian citizenship for their newborn children. As an exception, the Tallinn Vital Statistics Department stopped carrying out the said activity upon the registration of the birth of a child due to lack of resources from April 2010. The Population Register forwards data concerning the birth of children of undetermined citizenship in Tallinn to the Police and Border Guard Board and the citizenship service of the status determination office of the Citizenship
and Migration Department of the Board sends an information letter to the parents of such children. Other local government units continue the said information and counselling activities.

The various awareness-raising activities have served their purpose – the number of persons of undetermined citizenship has been steadily decreasing (see Figure 5). Therefore we intend to continue activities in this area also in the future.

![Graph showing decrease in number of persons of undetermined citizenship](image)

**Figure 5. The decrease in the number of persons of undetermined citizenship**

In parallel to informing parents upon the registration of the birth of their child, the officials of the citizenship and migration office of the prefectures of the Police and Border Guard Board also inform people over the phone. Since 2009, client service officials talk to persons of undetermined citizenship who have turned to a citizenship and migration office service point, providing consultations also in issues related to applying for Estonian citizenship.

## 2. Ensuring higher traffic safety

Traffic safety remains a priority of internal security. It is good to see that the objectives of the national traffic safety programme have been achieved sooner than expected. This gives confidence that the chosen measures and activities in ensuring traffic safety have been the right ones. (See also Figure 6.)

In 2010, the number of fatalities in traffic accidents decreased, with 78 losing their life in traffic.
Figure 6. The number of fatalities in traffic accidents in European Union Member States in 2009

While in 2007 Estonia was the third last compared to other European Union Member States in the area of traffic accidents, by today we have considerably improved our position. This means that ensuring traffic safety has improved and it is important to also find measures in the future to help maintain and increase the level of traffic culture. It is important to continue traffic supervision, constantly analysing its efficiency in order to improve supervision, if necessary. Preventative activities aimed at children have yielded very good results. Children can behave correctly in traffic and draw their parents’ attention to the need for correct traffic behaviour.

Traffic damages have decreased steadily since 2007. While in 2007 traffic damages amounted to the total of 976,613,000 EEK, the same indicator for the first nine months of 2010 was 486,513,000 EEK. This is a positive change. It means that personal injuries have decreased, which in turn influences accident and emergency medicine. That in turn reduces unplanned expenses.

From the traffic safety point of view, the use of electronic and automated traffic supervision tools is essential. That reduces the need for manned supervision, which in turn creates the possibility of posting police patrols on basic and secondary roads, thereby increasing the territorial coverage of traffic supervision. That would help improve the detection of traffic violations and discipline road users. More law obedient behaviour in traffic will help reduce the number of people killed and maimed.
3. Improved fire safety in living environment means fewer accidents

2010 brought budget cuts and therefore the main aim in ensuring fire safety was to maintain the level of fire safety already achieved, including keeping the number of fire fatalities and casualties stable. We continued fire safety related preventive and awareness raising activities in 2010, but organised fewer media campaigns. The budget also included no funds for developing preventative films and other such.

From 1 July 2009, the use of smoke detectors in dwellings became mandatory and according to the latest surveys (as at October 2010) 80% of dwellings were equipped with a smoke detector. The relevant figure was 78% in 2009, 38% in 2008 and only 25% in 2007. An awareness raising campaign held in November 2010 therefore focussed primarily on reminding people of the need to check their smoke detectors.

Figure 8. Smoke detectors and fire extinguishers installed, % of dwellings
In improving fire safety, special attention was turned to welfare institutions, as consequences of a fire may be very tragic in such places. Compliance with fire safety requirements in welfare institutions is inspected every year. In the course of preventative work and supervision, the personnel of welfare institutions is informed of fire safety related risks, and such awareness raising activities will be continued also in the future.

3.1. Decreasing number of fire fatalities

The number of fire fatalities was high in the first months of 2010, with 13 people killed in January and 12 in February (in 2009: five in January and four in February). In cold winter periods, careless smoking and fires sparked from heating systems are the main causes of fire fatalities.

In the past year, 69 people lost their life in fires (see Figure 9).

![Figure 9. Number of fire fatalities in 2001–2010](image)

More attention needs to be paid to such incidents, which we have not been able to prevent through ordinary preventative work. For instance, preventative activities have been ineffective in reducing the number of fire fatalities caused by careless smoking. In 2010, the number of people killed in fires caused by cigarettes in Estonia was 31, while the same figure in Australia in 2008 was 14. This means that careless smoking is a real problem in Estonia. Therefore Estonia places great importance in the European Commission’s plan to establish fire safety requirements for cigarettes in the European Union at the end of 2011, which means the introduction of the so-called self-extinguishing cigarettes.

In 2010, the number of people injured as a result of fires was 102, which is on the same level with recent years (see Figure 10).
Fire safety supervision and preventative activities are important in preventing fire fatalities, but in order to further improve the results people’s attitudes have to change. Therefore it is extremely important for the entire society to make its best efforts towards this goal.

### 3.2. Decreasing number of fires

The number of fires has considerably decreased in recent years – while there were 14,900 fires in 2006, 10,400 in 2007 and 10,052 in 2008, the number dropped to 8,421 in 2009 and to only 6,439 in 2010 (see Figure 11). Such a great decrease in the overall number of fires is a very good result. The decrease is evident in the number of forest, landscape and house fires. (The number of house fires was 2,598 in 2009 and 1,748 in 2010, which is 32.7% less.)
The decrease in the number of fires has been facilitated by fire safety related preventative work, increased public awareness of safety issues and thereby improved preventive behaviour, as well as more efficient supervision.

*Fire safety related awareness raising work has to be started already at an early age. Risti Rescue Commando teaching fire-fighting at the Country Defence Day in Lääne-Nigula in summer 2010. Photo: Elen Lukas, Ministry of the Interior*

For instance, the Rescue Board and the Environmental Inspectorate launched joint supervision activities in 2007 to inspect the violations of the brush and leaves burning prohibition. The public was informed of the dangers of brush and leaves burning. Supervisory officials have focussed their attention on inspecting the fire safety of deserted buildings; all the dangerous buildings have been mapped and marked and owners have been given orders to close the entrances of such buildings.

Although the summer weather conditions were favourable for the occurrence of forest fires, no major fires took place in 2010. The decrease in the number of forest fires is associated with the improved awareness and behaviour of people. Public information activities and cooperation between supervisory authorities has also been efficient in periods of high fire risk. Rescue works in the case of forest fires were effective and successful, ensuring the prompt containment and extinguishing of fires.

Since 2008, property damage caused by fires in buildings have been systematically assessed and recorded in Estonia. The amount of property damage resulting from fires in buildings was 356 million EEK in 2008, 276 million EEK in 2009 and 211 million EEK in 2010 (Figure 12).
The legal bases of the activities of fire safety supervision officials were specified in more detail in the Rescue Act and the Fire Safety Act, which entered into force on 1 September 2010. These acts updated the entire legal environment of the rescue area. Rescue officials were given the right to perform preventive procedures to stop fires. The implementation acts of the Fire Safety Acts were also issued in updated versions, mainly regulating organisational fire safety requirements. As an important update, the Fire Safety Act includes fire safety self-inspection regulation, which will enter into force on 1 January 2012. The introduction of self-inspection will allow the fire safety supervisory authorities to focus more on high risk sites and on the elimination of real fire risks.

### 3.3. Increasing efficiency of fire safety preventative work

The fire safety situation in schools remained in the focus of attention in 2010. The fire safety situation in educational institutions has improved, but still needs attention in the future. In 2010 there were no major fire safety violations in 42% of all the schools (in 2009: 38% and in 2008: 30%), which means that 58% of the schools still have significant fire safety deficiencies. Supervisory activities are continued and active cooperation with school administrators is carried out in order to bring educational institutions into conformity with fire safety requirements. The fire at the Lasnamäe Russian Upper-Secondary School in November showed very clearly that in the event of a fire compliance with fire safety requirements helps contain the fire and avoid casualties. 700 students were evacuated from the school and fortunately no one was harmed. The chances of severe consequences in the event of a fire are considerably smaller in buildings where fire safety requirements are met.
The fire at the Lasnamäe Russian Upper-Secondary School on 19 November was started by malicious ignition of mats in a hallway. Photo: Andres Putting, Delfi

In addition to fires, traffic accidents and crimes against the person there are other incidents, which may endanger human lives – work accidents, drowning, accidental falling, poisoning or other accidents. Most of these can be avoided and the state must always make its best efforts to protect the lives of the people. The Rescue Board has taken initiative to prevent such accidents as well. For instance, in 2010 the Rescue Board focussed on water safety, organising the media campaign “Don’t drink and dive!”. The aim of the campaign was to reduce the number of water accidents with people going swimming intoxicated by alcohol. Guidelines have been prepared and a special information portal has been opened at www.veeohutus.ee. In addition water safety training events were held for upper-secondary level students in 2010, covering 17% of all the upper-secondary level students during the year.

In order to increase people’s safety awareness and prevent accidents, a media campaign was held in 2010 to remind people of the need to check their smoke detectors. As already mentioned earlier, special attention was in 2010 focussed on water safety, which has previously not been included in preventative work. Various fire safety guidance materials have been made available on the Internet in order to increase public awareness (www.rescue.ee, www.kodutuleohutuks.ee, www.veeohutus.ee, www.ohutusope.ee, www.suitsuandurid.ee, www.tulekustuti.ee).

The efficiency of rescue related preventative work is measured against the level of public awareness. The level of public awareness is assessed by an annual survey. The survey results showed that fire safety awareness among Russian-speaking
residents has grown in 2010. Increasing the fire safety awareness of the Russian-speaking population was one of the objectives established for 2010. At the same time, the overall level of public awareness has decreased a little in 2010, which can probably be associated with cuts in the budget allocations for prevention activities, including media campaigns.

One of the aims of the security policy is also to improve work environment safety supervision capabilities. In 2010, 14 people were killed in work accidents (Figure 13). Hopefully there will be even fewer such incidents in the future.

![Figure 13. Work accident fatalities in 2001–2010](image)

Ensuring national safety and security must always be approached with attention to detail. The functioning of critical services must be ensured. Legal bases for that have been established in the Emergency Act, which was enforced in 2009 and further implemented in 2010. On the basis of guidelines prepared by the Ministry of the Interior, the providers of critical services listed in the Act (enterprises and state institutions) performed an analysis of risks that may interrupt the continued functioning of the services they provide and prepared a plan for ensuring the continued provision of critical services, which also foresees activities to be carried out in case the provision of services is interrupted. The clear need to address the area was also verified by incidents with the core networks of EMT and Elion in November and December 2010. The Ministry of the Interior will definitely work in close cooperation with private and public sector partners in order to prevent similar incidents and reduce risks in the provision of all the critical services.
4. **Improved protection of property**

4.1. **Increased number of offences against property**

Protection of property is one of the areas where everyone can contribute a great deal. Although a major increase in the number of offences against property could have been expected in the economic recession conditions, the actual increase was smaller.

The total number of offences against property grew by 2.5%

- The number of thefts grew by 5.7%
- The number of thefts from dwellings grew by 5.9%
- The number of thefts from vehicles grew by 1.6%
- The number of thefts from retail establishments grew by 9.4%
- The number of systematic thefts grew by 5%
- The number of frauds decreased by 3.6%
- The number of vehicle thefts decreased by 4%
- The number of robberies decreased by 17.5%
- The number of extortions decreased by 19.4%

The statistics show that the increase of crimes against property is driven by the increase of thefts, primarily thefts from retail establishments (9.4%). (See Figure 14.)

![Figure 14. Registered thefts by months in 2010](image-url)
When we look at the proportion of thefts from retail establishments and systematic thefts, we are forced to point out the negative trend that these thefts are increasingly focussed on more expensive items. The number of vehicle thefts has decreased (36 offences, i.e. a drop of 4.0%). At the same time, new types of crimes have emerged in the last quarter of 2010 – the cutting of ATMs and theft of cash. This is a new trend, which is probably increasing in connection with the transition to the euro.

In conclusion, we can say that 2010 has been successful in combating crimes against property. However, we must definitely not forget today’s central risk of crimes moving from the real world to the virtual world, with consequences significantly affecting the former. More and more attention has to be paid to protecting property against attacks originating from the virtual environment.

4.2. Decreased number of robberies

Robberies are a dangerous type of crime, as robberies are committed either by a threat or actual use of violence or weapons. That indicates that the offender acts in a coldly calculated and purposeful manner to obtain material gains. While in 2009 we saw a certain decrease in the number of robberies (although an increased brutality of incidents), in 2010 we can be glad to state that the number of robberies has dropped by nearly 17.5% (see Figure 15).

![Figure 15. Statistical data on robberies in 2003–2010](image)

The number of robberies has been considerably influenced by a decrease in casino robberies. In 2009, nine casino robberies were committed, but in 2010 only one, which means a decrease by eight (88.9%). At the same time, the number of robberies of jeweller’s shops grew, with 11 such robberies committed in 2010 (only five in 2009, which means that the number of incidents has doubled). This in turn shows that in choosing the object of their attack, offenders do not care whether the offence is committed in a public place in an environment surrounded by a lot of people or not. In 2010, SEB bank offices were repeatedly attacked, with one office robbed several times. A positive aspect in all this is that the police have identified all the suspects in the bank robberies.
Security cameras have helped solve the committed robberies

Source: Police and Border Guard Board

The number of gunpoint and mask robberies has decreased by more than a half. That may increase the possibilities of solving crimes and gives reason to conclude that offenders are in such cases acting on the spur of the moment.

Figure 16. Robberies committed in 2008–2010 (distinguished on the basis of the relevant subsections of the Penal Code)
In conclusion, we can say that the decreasing trend in robberies is positive. More attention needs to be paid to the security of jeweller’s shops – jewellery products can be easily sold, and their small quantity and high value makes them attractive for criminals. If we presume that many robberies are spontaneous, objects which are externally attractive (e.g. jeweller’s shops and cash handling points) are the most vulnerable. Therefore the police are increasingly cooperating with credit institutions in order to reduce the number of robberies at such institutions and solve crimes more quickly.

5. Improved national security

5.1. The state has the capability of reliably identifying persons staying in Estonia

Already for more than a year, travel documents with digital fingerprint images have been issued to persons in Estonia. In order to obtain digital fingerprint images, the fingerprints of the right and left index fingers of the holder of a document are taken and recorded when a person applies for a travel document. Fingerprint biometry ensures accurate identification of an applicant and guarantees that documents are issued to the right person and that an issued document verifies the identity of its holder during the validity of the document.

The Aliens Act also foresees personal identification on the basis of biometric data. Personal identification and verification of identity on the basis of biometric data is by now a common procedure in the proceedings involving the arrival of aliens to Estonia, their stay in the country and their departure from the country as well as in state supervision proceedings.

By the end of 2010, 1,139,878 persons held a valid personal identification certificate; 938,865 of these were citizens of the Republic of Estonia and 201,013 were aliens holding a residence permit.
Estonian citizen’s passport is primarily a travel document and necessary for travelling outside the European Union. Photo: Jaan Rõõmus, Police and Border Guard Board

Since 1 October 2010, the Police and Border Guard Board issues digital personal identification certificates to persons who already possess a personal identification certificate. A digital personal identification certificate allows the identification of a person in the electronic environment as well as giving digital signatures to documents. A digital personal identification certificate is a personal identification document, which can only be used in the electronic environment. Digital personal identification certificates can be issued on the spot and certificates are issued to persons at the client service offices of the Police and Border Guard Board. This arrangement allows people to continue using everyday e-services in the event of loss or destruction of their identification certificate.
The Police and Border Guard Board issues digital personal identification certificates since 1 October 2010

In January 2011, Estonia introduced a new personal identification document – the residence permit card. Residence permit cards are issued to aliens living in Estonia instead of personal identification documents. A residence permit card has the same functions as the current personal identification certificate – it contains residence and work permit data and allows the identification of persons and the digital signing of documents in the electronic environment. As an innovation, the biometric data of the holder of the document are included on the card. The introduction of the new document is connected to the implementation of a uniform document verifying the existence of a residence permit in the Member States of the European Union.
From 1 January 2011, Estonia introduced residence permit cards, which are issued to aliens living in Estonia instead of personal identification certificates

5.2. Preventing and combating the arrival and stay of unwanted aliens in Estonia

5.2.1. Visas

Visa requirements are one of the most efficient measures in preventing the arrival of unwanted persons in Estonia, as the data of aliens are checked when they are still in their country of origin. Thus it can be said that in 1990s the establishment of the visa system helped Estonia to more efficiently combat illegal immigration and the organised crime originating from Russia. The number of visa applications and refusals to grant a visa grew by 15.5% last year, with the total of 120,804 visa applications submitted to Estonian representative offices abroad and the Police and Border Guard Board. The number of refusals to grant a visa also increased considerably, the total of 32%. Visa applications were refused in 2,964 cases (see Figure 17). The main reasons for refusal included a prohibition on entry imposed on aliens, a danger to public order or national security and reasonable doubt as to the alleged objective of an alien’s visit.
In 2010, the efficiency of the coordination of visas was improved due to the risk of illegal immigration. The coordination of visas is an important measure in preventing, detecting and controlling the risks of illegal immigration. Before Estonia became a member of the Schengen Area, one of the main methods used by illegal immigrants was to enter Estonia legally with a valid visa in an authentic travel document and in order to move on, illegal immigrants acquired forged documents or they remained illegally in Estonia for living and working purposes. After Estonia joined the common visa area the misuse of Schengen visas issued by Estonia for the purposes of illegal immigration has emerged as a new dangerous trend. That necessitated the introduction of more efficient follow-up control measures, which would ensure the prompt and timely assessment of internal security risks through constant monitoring of migration. Although follow-up control yields information about incidents ex post facto, it also provides inputs for planning further activities and making decisions. In 2010, the efficiency of cooperation between Estonian representative offices abroad and with neighbouring European Union countries has been improved in respect of ex-ante and ex-post monitoring.

Being a small country, Estonia has few representative offices abroad and that makes applying for a visa in order to visit Estonia inconvenient for foreigners. The European Union common visa policy provides the possibility of using the assistance of other Member States in receiving and processing visa applications by concluding representation agreements with them. In 2010, 13 Schengen Member States in 83 countries represented Estonia in processing Schengen visa applications and issuing visas in countries where Estonia doesn’t have any representatives (see Table 1).
Table 1. Representation of Estonia in issuing Schengen visas

Estonia, in turn, represented six Member States in four countries in issuing Schengen visas (see Table 2). In total, Estonian representative offices processed 2,640 visa applications on behalf of other Schengen Member States in 2010.

Table 2. Representation of other Member States in issuing Schengen visas
Looking at the data above, we have to say that despite the possibility of applying for a visa in order to visit Estonia in all the listed countries, information about this option is not widely disseminated. The Ministry of the Interior and the Ministry of Foreign Affairs continue their cooperation towards improving the provision of information to the public.

5.2.2. Asylum applications

Similarly to earlier years, various aliens wished to use Estonia as a transit country for entry to the Nordic Countries and other Western European countries in 2010. In Estonia, an asylum application is submitted mostly in cases where the person in question has been caught and detained for illegally staying in the country.

The number of asylum applications submitted in Estonia has grown in connection with Estonia having joined the Schengen area. While in 2007 and 2008 Estonia received only 14 asylum applications, 36 new asylum applications were submitted in 2009 and 30 in 2010 (see Figure 18). In addition, subsequent asylum applications have been submitted both in 2009 and 2010. Although the number of asylum applications has significantly increased in the last two years, Estonia still receives the smallest number of applications for international protection compared to other European Union Member States.

![Figure 18. Number of asylum seekers in 1997–2010](image)

Similarly to 2009, Estonia received the largest number of asylum seekers from Afghanistan and Russia in 2010 (seven from each). Niger and Sri Lanka are next by the number of asylum seekers (three from each).

The increase in the number of asylum applications in recent years has been driv-
en by the fact that the number of requests submitted by other European Union Member States to Estonia as the Member State responsible for examining asylum applications has undergone a steep rise after Estonia joined the Schengen area (see Figure 19). Finland and Sweden have submitted the largest number of requests to Estonia for the readmission or admission of persons.

![Figure 19. Requests for the readmission and admission of persons submitted to Estonia by other Member States in 2007–2010](image)

In connection with the increased number of asylum seekers, the number of people who have been granted international protection has also grown.

![Figure 20. Persons who have been granted international protection in 2000–2010](image)
In 2010, international protection was granted to the total of 17 persons. In comparison, Estonia granted international protection to four persons in 2009 (see Figure 20). Despite the unprecedented large number of people who have been granted international protection, the majority of the asylum applications submitted are groundless, the relevant persons are not granted international protection and they are sent back to their country of origin at the first opportunity.

5.2.3. Illegal immigration

Estonia is still not a very attractive country of transit or destination. The year 2010 brought no significant changes in the countries of origin or in the number of illegal immigrants. The Russian Federation and other CIS countries still remain the main countries of origin. 109 illegal immigrants were detected. In comparison to 2009, there has been a decrease in the number of illegal immigrants from Afghanistan (104 in 2009 and five in 2010), which shows that cooperation with neighbouring countries in combating illegal immigration has been efficient. In addition to the 54 illegal immigrants from Afghanistan discovered by the Estonian border guards in 2009, the transnational investigation group formed in 2009 has detected the illegal transportation of another 112 Afghanistan citizens in Estonia and in Finland on the route Latvia-Estonia-Finland between December 2008 and December 2009.

Preventing and combating illegal immigration means balanced ex-ante checking procedures in order to prevent the arrival of unwanted persons to Estonia, migration supervision in order to detect aliens illegally staying and working in Estonia, and a functioning system for organising their departure from Estonia. In 2010, 2,434 persons were banned from entry to Estonia and were sent back from the border. In connection with illegal stay in Estonia, 693 misdemeanour proceeding rulings were issued. Out of the number of illegal aliens detected in Estonia, 82 were issued with a precept to leave the country in 2010. Two of those precepts were subjected to compulsory execution. In total, 62 aliens were expelled from Estonia. (See Figure 21.)

Figure 21. The number of precepts for departure and expulsion in 2009–2010
Third country citizens, who do not meet the requirements established by the Schengen Borders Code (Regulation (EC) No 562/2006), are banned from entering the territory of the Member States and issued with a prohibition on entry decision. In 2010, the number of prohibition on entry decisions made at the external border of Estonia increased considerably (see Figure 22). This was due to the fact that as of 26 February 2010 the Russian Federation ended its membership in the International Labour Organisation (ILO) Convention C.108 “Seafarer’s Identity Document Convention” and ratified the ILO Convention C.185 under which the specifications deriving from the ILO Convention C.108 no longer extend to Russian seafarers upon entry to the territory of Estonia, including as a transit passenger. A foreign passport with a visa is required for travelling through Estonia in case of transit. Seafarers do not present a travel document containing a visa upon their arrival at the state border and Estonia has no grounds for allowing them to enter its territory.

An important measure to compensate for the abolition of border control on the internal borders between the Schengen Member States is the registration of visitors in accommodation establishments. In 2010, inspections were carried out in 265 accommodation establishments and in 41 cases inspectors discovered violations in filling in and storing records of visitors, which were serious enough to initiate misdemeanour proceedings. In order to detect persons illegally working in Estonia, 630 companies were inspected and 94 illegal working cases were discovered.

The most efficient measure in preventing and combating illegal immigration is cooperation with the countries of origin of illegal immigration. Thus, combating illegal immigration integrally entails expulsion measures, which require more effective implementation of readmission agreements. Estonia has initiated negotiations for the conclusion of bilateral readmission agreements with Armenia, Azerbaijan, Kazakhstan and Kosovo, and for the conclusion of protocols on the implementa-
tion of a European Union readmission agreement with Serbia and Montenegro. In 2010, talks concerning the bilateral protocol on the implementation of a readmission agreement between the European Union and the Russian Federation also continued. Proposals to conclude an implementation protocol have also been made to Ukraine. Protocols on the implementation of a European Union readmission agreement have already been signed with Moldova, Bosnia and Herzegovina and the Former Yugoslav Republic of Macedonia (FYROM). Estonia places great importance on the conclusion of European Union readmission agreements also with Turkey, Pakistan, Morocco, Georgia and other countries of transit and origin.

The proportion of illegal border-crossings at the land border between border points has not increased in terms of illegal immigration (158 cases in 2009 and 116 in 2010). The majority of illegal border-crossings took place in border water bodies (Narva River, Lake Peipsi, Lake Lämmijärv, and Lake Pskov). These cases mainly involved the unintentional illegal crossing of the border during the fishing period or due to a navigation error. (See Figure 23.)

![Figure 23. Illegal border-crossings](image)

The aim of implementing the measures of combating illegal immigration is to make Estonia as unattractive as possible for illegal immigrants, the illegal entry to Estonia difficult, the detection of illegal stay in Estonia highly probable and the return to the country of origin as prompt as possible.

5.2.4. Integrated border management

The integrated border management model is an important tool to ensure the internal security in the European Union Member States, particularly in the prevention and detection of illegal immigration and the related crimes and cross-border criminal activities. The integrated model comprises the legal bases for border control, the investigation of cross-border crimes and the four-tiered entry checks, as well as cooperation with Member States and institutions of the European Union. In 2010, Estonia continued the implementation of the integrated border manage-
ment model recognised by the European Union and Estonia is acting as a partner to other Member States and ensuring internal security primarily by guarding the external border of the European Union.

National and international cooperation form an integral part of integrated border management. In today’s world state borders are not merely barriers – borders can be considered as bridges connecting people and economies on clearly separated sides. According to public expectations, state borders act as a secure barrier and protective measure against increasingly globalised crime, including terrorism, illegal immigration, cyber crime, smuggling and illegal trafficking of drugs and humans. Guarding borders of one country has a direct impact on the security of other countries. The officials ensuring national security (border guards, police officers, customs officials etc) must establish efficient cooperation in order to guarantee a public sense of security. This essential value – a sense of security – is in turn influenced by the fact that crime knows no borders and the success in combating crime depends on international cooperation. International cooperation is commonly understood as exchanging information and best practices related to border guard activities.

Under integrated border management, this also includes active cooperation in organising training and joint operations and, for instance, direct participation in RABIT\(^1\) activities in guarding the external border of other European Union Member States. On the European Union level, FRONTEX\(^2\) acts as the connecting link, planning and coordinating the joint activities of the Member States on the external borders of the European Union. The activities of FRONTEX are directed by its management board, which consists of representatives of the Member States, including experts from Estonia. The year 2010 was also extraordinary because RABIT teams gathered for the first time (19 participants from Estonia) and the teams were sent to the Greek-Turkish border to control illegal immigration. This gave a valuable lesson and tested previously obtained skills in how much time does it take to summon officials from all corners of Europe to assist a Member State in the field of border control.

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1 RABIT – *Rapid Border Intervention Teams*
2 FRONTEX – *The European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union*
Guarding borders starts a lot farther than on the doorstep of one’s own country. The participation of border guarding experts in civil missions, cooperation programmes and in training events organised by different countries ensures the transfer of best practices and Estonia’s experience to third countries. In order to increase the efficiency of such activities, a cooperation plan in terms of guarding borders was signed between Estonia and Belarus and a cooperation agreement was concluded between Estonia and Moldova. The essence of the agreements is to help improve the efficiency of information exchange and to coordinate activities in fighting against illegal immigration. Estonia continues taking part in the training programme for border guard managers of Western Balkan countries. The programme has been held successfully for nine consecutive years, working together with the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and the border guards of the Republic of Finland.

Estonian experts have been active on the international level, participating in the Schengen assessment mission of the external borders of the Member States (e.g. the air borders of Greece) as well as in five European Union civil missions with the total of six experts, and in joint FRONTEX operations with 49 border guards (27 border guards in 2009). In total, the various missions lasted for 1,215 days (567 days in 2009).
In order to improve the efficiency of border control, ILO officers can be engaged in various third countries. A representative of the Latvian national border guard service represents Estonia in the Russian Federation, Belarus and Georgia. The Police and Border Guard Board representatives at Estonian representative offices provided professional assistance during high-risk periods in St-Petersburg, Moscow and Minsk in order to increase the efficiency of document verification in the processing of visas. The high quality level of the activities of border representatives on the eastern border is maintained, thanks to which the majority of border incidents between Estonia and Russia were resolved.

In order to ensure Estonia’s cooperation ability in FRONTEX activities and to provide better assistance to other Member States, the National Coordination Centre (NCC) was established at the Police and Border Guard Board on 1 July 2010. The Coordination Centre performs 24/7 exchange of border management information with similar centres in other Member States and in third countries. With this course of action, Estonia fulfilled its obligations in FRONTEX and in the European external border surveillance system (EUROSUR) currently being set up in the Member States. The objective of EUROSUR is to reduce the number of illegal immigrants entering the European Union undetected and to improve the internal security of the entire European Union by contributing to the prevention of cross-border crime and by improving search and rescue capabilities.

The National Coordination Centre for external border control (NCC) in Tallinn started work in summer 2010. Photo: Jaan Rõõmus, Police and Border Guard Board

Immigration liaison officers
For the purposes of increasing the efficiency of everyday operational functions and extended surveillance coverage, a new helicopter was obtained with assistance from the External Borders Fund programme. Pilots and aviation specialists were trained to use and maintain the helicopters in order to ensure the efficient implementation of the helicopters during various operations. With assistance from the United States of America, helicopter landing pads with refuelling facilities were completed in Narva and Värski, which considerably facilitates the guarding of the external border with helicopters. All of this enhances the efficiency of the combat against organised crime, drug trafficking and terrorism.

The opening of a new helicopter landing pad in Narva on 30 November 2010, attended by the representative of the Engineer Brigade of the US European Command Regine Mueller, the United States ambassador to Estonia Michael C. Polt, the Minister of the Interior Marko Pomerants and Deputy Director General of the Police and Border Guard Board in the field of Border Guard, Lieutenant Colonel Tõnu Hunt. Photo: Jaan Rõõmus, Police and Border Guard Board

Estonia has the duty of guarding 339 km of land border and 767 km of sea border at the EU external border. There are 42 border points opened for international traffic at Estonia’s external border: 28 of these are located at sea ports and harbours near or on border water bodies, seven at airports, five on road sections and two at railway stations. The number of people crossing the border at the external border points has remained relatively stable in recent years (see Figure 24).
majority of the people crossing the border are either residents of the Republic of Estonia or the Russian Federation, but there are also very many travellers coming from Ukraine and Belarus. In 2010, the number of citizens of third countries crossing the external border somewhat exceeded the number of European Union citizens crossing the border.

Border crossing activity at the land border is the most intensive in Narva. In addition to vehicles, there are about 10 thousand pedestrians crossing the border daily. Due to the small capacity of the border point infrastructure, border-crossing queues build up. For different reasons, the majority of people prefer to cross the border by car: e.g. going to work on the other side of the border, communicating with business partners, taking care of one’s elderly relative, studying etc. The intensity of border crossing rises during major holidays (New Year’s Eve, Orthodox holidays, Midsummer etc). All the signs also indicate an increase in the number of people crossing the border by train, which means additional workload for officials performing border checks. The extra trains running during holidays increase the number of border-crossings at the Narva railway border point up to six times.
About 76% of all the persons crossing the external state border did it via land border crossing points (see Figure 25). At the sea border, no border checks are performed on persons travelling on ferries between Finland and Estonia and Sweden and Estonia, as these are internal borders. Every year, about seven to eight million people cross the internal border by ferry.

Figure 24. Border-crossings at the external border

While the number of persons crossing the border has remained at the same level since 2006, the number of vehicles crossing the external border has considerably increased (by about 10–15%; see Figure 26).

Figure 25. Distribution of persons crossing the external border, by border type

4 The 2007–2008 figures concerning persons and means of transport include the total number of persons who have crossed the Estonian state border, including, for instance, persons who have crossed the Estonian-Latvian border. Estonia joined the common Schengen visa area at the end of 2007, after which no border checks are performed at the internal border and no relevant statistics are recorded.
The increasing number of vehicles crossing the border (by about 21% in 2010) has been a problem mainly at the eastern border of Estonia. In the direction leaving the Republic of Estonia, border guard officials have encountered frequent problems concerning waiting times to cross the border, in particular, trucks at the Narva border crossing point on road. This kind of situation is usually caused by the fact that the border guard officials of Estonia’s neighbouring country often take breaks. From January to November (incl.) 2010, there were 283 stoppages in truck border-crossings, with the total duration of 1,077 hours. This amounts to the total of 45 days or 1.5 calendar months.

In addition to trucks, there are also problems with other means of transport. In order to solve the problems related to border crossing queues, the Ministry of the Interior initiated the amendment of the State Border Act in spring 2010. The amendment gives the persons crossing the border the possibility to better plan their time ahead, as the need to wait for border-crossing in a live queue at the border point was abolished. The amendments to the Act were passed on 10 June 2010 (RTI, 29.06.2010, 37, 222) and entered into force on 30 June 2010. The Ministry of the Interior announced public procurement tenders to create a unified uniform information system for border queue management (the so-called border-crossing booking system) and to establish waiting areas in the vicinity of every border point. The waiting queue system to be created will not eliminate the border crossing queues, but will create the conditions for making the waiting process smoother and provide normal conditions for those waiting to cross the border in vehicles. The Police and Border Guard Board is prepared to check more vehicles at border crossing points, but the speed of border-crossing depends on the performance of checks by both countries and Estonia’s capability alone is not enough.

The 2007–2008 figures concerning persons and means of transport include the total number of persons who have crossed the Estonian state border, including, for instance, persons who have crossed the Estonian-Latvian border. Estonia joined the common Schengen visa area at the end of 2007, after which no border checks are performed at the internal border and no relevant statistics are recorded.
5.3. Preventing and combating terrorism

The prevention of terrorism is very important in order to ensure a public sense of security in the increasingly globalised society. The events that took place in Stockholm in December 2010 prove yet again that terrorism is a global problem, the extent of the impact of which has spread very close to Estonia. From Estonia’s point of view, this means the need to further increase the efficiency of inter-agency cooperation both in combating terrorism directly and in preventing the related risks – combating illegal immigration and serious crime are the main areas of activity here.

Considering the extensive nature and cross-border impact of these types of crime, special attention must be paid to ensuring the security of air and sea transport and upgrading the implemented security measures on the basis of risk assessments. Estonia has taken important steps in developing an application for the analysis of air passenger booking information (PNR). As Estonia predominantly receives internal EU flights, it is important to contemplate ways of implementing the measure in respect of these flights. As an open maritime country, it is also our duty to ensure the security of ship passengers and ships. Improved supervision over the correctness of ship passenger lists is also one possible measure here. The Ministry of the Interior works actively in this area. As a measure improving the security of the society, the protection of sites important from the viewpoint of the functioning of the state is also made more efficient.

5.4. Informal meeting of NATO foreign ministers in Tallinn

Ensuring safety and security at the informal meeting of NATO foreign ministers was the biggest challenge to the internal security system in 2010. It was the largest security operation ever organised in Estonia. We were able to ensure security and public order at a high level and without any incidents. The total cost of the security operation was 34 million EEK.

The entire police force was involved in ensuring security during the meeting, with 2/3 of the officers assigned to Tallinn to ensure public order. That was an intense period and meant increasing workloads in counties where law enforcement teams were cut to their minimum level. Therefore it is good to state that no increase in criminal activities was observed during that period. In addition to police officers, assistant police officers, the Defence Forces and the Defence League were involved in ensuring security. Cooperation between various individual institutions showed us the bottlenecks to be addressed in joint training activities in the future.
The temporary reinstatement of border control at the internal border from 17 April 2010 to 23 April 2010 constituted a new and useful experience and activity. Such reinstatement of the border took place for the first time after Estonia joined the Schengen visa area. Border control was reinstated on the Estonian-Latvian border and on the sea and air borders. Border control was also reinstated in regards to air and sea traffic from European Union Member States on the direction entering Estonia.

Cross-border traffic at the land border between Estonia and Latvia was directed through ten border points temporarily reopened for the purpose. In order to ensure the border control regime, 27 cross-border roads were temporarily closed for traffic. Border checks were carried out on all the persons and vehicles entering the country. On the air and sea borders, border checks were reinstated for all aircraft and small sea craft arriving from other Member States. Border checks were carried out on the persons and vehicles arriving by passenger ferries at Tallinn Old Port, Muuga Port and Paldiski South Port. Border control equal to external border control procedures was extended to all the persons and vehicles entering Estonia. On the sea border, compliance with border regime requirements was ensured in
regards to ships that had not passed border control, but were moored offshore. Supervision was also ensured over bunker ships and ships involved in bunkering services as well as over the movement of all military ships. All the floating vessels entering the Estonian waters were identified.

State border closure sign on a South-Estonian road during the informal meeting of NATO foreign ministers. Photo: Jaanus Breivel, Police and Border Guard Board

Above all, the reinstatement of control on the internal border had a preventative impact. The reinstatement helped check the persons entering the country and allowed the identification of unwanted persons. The information gathered during the checks provided a good overview of the number and distribution of the persons and vehicles crossing the EU internal border. The large number of violations discovered showed the actual situation at the internal border (see Figure 27).

During the period of the reinstated border control 102,794 persons crossed the internal border in the direction entering Estonia. Of these, 37,339 crossed the Estonian-Latvian land border, 62,246 crossed the sea border by ferry and 3,209 crossed the air border. Of the total number of persons checked at the internal border, 89,365 (86.9%) were citizens of European Union Member States, 4,471 (4.3%) citizens of third countries and 8,958 (8.7%) persons of undetermined citizenship. All the persons crossing the border were subjected to border checks. The total of 21,313 vehicles crossed the internal border (in the direction entering the country), with 11,707 at the Estonian-Latvian land border and 9,491 at the internal sea border (at ports and harbours).
In conclusion, we can say that the meeting of NATO foreign ministers was a positive experience. It gave us the opportunity to assess the resources of the state and the capabilities of the people to successfully operate in various situations. The temporary reinstatement of border control at the internal border was a useful experience for ensuring the preparedness and capability to successfully perform it also in the future. As a result of the meeting, we have developed a standard plan, which can be used in ensuring security at similar future events. However, the most important thing gained is the assurance that Estonian law enforcement structures are ready and capable of ensuring the security of high-level persons as well as public order in high-risk situations.

The following can be pointed out as best practices:

- Engaging the Defence League in ensuring traffic organisation at border points and performing patrol duties and preventing illegal border-crossings at road blocks was very good.
- In the area of preparing service locations and organising activities, the 24h manning of road blocks complete with caravan trailers and containers was entirely justified. The spot lighting equipment (floodlights) and
energy generation devices used at road blocks allowed the prevention of illegal border-crossings and possible traffic accidents and ensured security at service locations.

- The use of technical security equipment (Smartex devices based on the smart dust technology) in improving the efficiency of external border control, partly compensating for the personnel sent to serve at the internal border, was fully justified and efficient.
- Profile-based border checks were carried out, allowing for flexible border checks and reduction of dissatisfaction among persons with the right of free movement in the European Union.
- The participation of the Estonian-Latvian liaison point in the reinstatement of border control (prompt organisation of communication, identification of persons, publicity and preventative activities).

5.5. Preventing intelligence and influence activities

The twenty-second security policy objective is to improve the efficiency of preventing and combating intelligence and subversion activities aimed against the Republic of Estonia. We have to remember that influence and intelligence activities are very hidden by nature and their actual goals may not necessarily be immediately obvious. Counter-measures are also not publicly visible and such incidents becoming public knowledge constitute major exceptions in the entire world. The fact that incidents and counter-measures cannot be publicly monitored does not mean that no work is being done to investigate such cases. Estonia is constantly increasing the extent of collection of information and improving the efficiency of international cooperation to obtain information about special services hostile towards Estonia and intentions aimed against the national security of Estonia, and to implement the necessary counter-measures.

Estonia’s security agencies, the National Security Police and the Information Board, are constantly working to fulfil the tasks assigned to them under the Security Authorities Act and strive to detect intelligence attacks endangering Estonia and our allies. As foreign countries attempt to engage citizens or permanent residents of the Republic of Estonia in influence operations, it is clear that such persons will sooner or later be detected and identified by counter-intelligence services. Very many persons who have been subjected to influence activities report it to the authorities and know how to behave in such situations. Unfortunately, there are also people and organisations in Estonia, who do not understand the risks entailed in establishing and maintaining such contacts. They hope to “outplay” the other party and get what they want. People who think along these lines must take into account that intelligence and influence operations organised at an international level con-
stitute a main occupation and not a hobby and the people employed by individual countries to carry out such activities are not dilettantes. There is no point in hoping to benefit from such arrangements. People who have been drawn into such uncomfortable situations have great difficulty in coming out clean and therefore they rather attempt to pretend as if nothing has happened.

Estonia’s recent history includes the capture of a spy and we now also have a textbook example of influence activities. These things are not just stories from books and such incidents did not occur only during the Cold War period. It is the world we live in and Estonia’s geopolitical position forces us to take such incidents into account also in the future.

6. Faster response

6.1. Search and rescue operations on sea and border water bodies

In 2010, Estonia ensured the organisation of sea rescue activities and operations in its designated rescue area and no major accidents with vessels involving human casualties took place. During the last year, the total of 179 rescue incidents were registered, of which 82 were rescue operations. 310 persons required assistance. Border guard aircraft and floating vessels rescued 212 persons, 84 persons were able to get ashore by themselves, 12 people died and two have not been found yet (see Figure 28).

![Figure 28. Search and rescue operations in 2009 and 2010](image-url)
The majority of sea rescue incidents took place in the periods of autumn-winter and winter-spring on Lake Peipsi, Lake Lämmijärv, Lake Pskov and in Pärnu Bay. Incidents involved rescuing fishermen fishing on ice, who hadn’t taken into account the risks caused by rapidly changing weather conditions.

Considering the intensity of marine traffic, the main sea rescue workload in the Estonian rescue area is in the Gulf of Finland, in the region of intersecting shipping fairways/routes, where passenger ship traffic in the north-south direction between Tallinn and Helsinki meets the east-west transit corridor of oil tankers and cargo ships. The waters in this area are rather shallow and difficult to navigate and seasonal windstorms on the Baltic Sea are considered to be an obstacle to a number of vessels.

In the Estonian rescue area, air rescue units reach people and ships in need of assistance within one hour and 45 minutes. From October 2010, helicopter and airplane crews are daily ready to perform patrol flights within 15 minutes from 09.00 to 17.00. In 2010, a third helicopter was obtained with co-financing from the External Borders Fund. A group of officials is currently working on preparing plans for the construction of a base in Kuressaare, which would ensure that in the future people in need of assistance on the islands of Estonia would be reached within 45 minutes. By watercraft, people in need of assistance will be reached within the maximum of two hours; within one hour on Lake Peipsi, regardless of the season.

Sea rescue incident locations in 2010
We are constantly working on being ready for any kind of sea rescue operations in order to be ready to respond adequately, promptly and efficiently. In 2010, specialists took part in training and practice events of various levels, like the sea rescue training event Baltic Sarex 2010 in Denmark or joint practice and training event with sea rescue volunteers at Võsu.

Cooperation with sea rescue volunteers started in 2008 with the creation of a development group including the Police and Border Guard Board specialists and representatives of volunteers. In August 2010, a joint seminar for sea and lake rescue volunteer associations was held in cooperation with the representatives of the Ministry of the Interior, the Rescue Board and the Police and Border Guard Board. In cooperation with sea rescue volunteers, a 2-day training or practice event takes place every summer, in order to practise and improve the skills needed during sea rescue operations and to practice cooperation between different parties. Unfortunately, the involvement of sea rescue volunteers in the activities of the police during sea rescue operations is still not legally regulated. The legal regulation of the involvement of volunteers will be completed around 2011.

Joint practice event of border guards and sea rescue volunteers at Võsu in summer 2010. Volunteers are delivering the rescued “casualty” (dummy) to the shore

Photo: Jalmar Ernits, Police and Border Guard Board
6.2. Reducing the risk of sea pollution

Marine traffic is constantly increasing in the Baltic Sea region. This, in turn, increases the risk of ship accidents and thereby the risk of pollution of the environment. In 2010 there were no accidents with vessels, which could have resulted in sea pollution. Compared to previous years, the number of intentional pollution incidents has also dropped in terms of the entire Baltic Sea. In 2006–2007 there were more than one hundred reports of sea pollution a year and 59 similar reports in 2009, but in 2010 there were 50 pollution reports, out of which 38 were checked and 27 confirmed. The main reason for this decrease is more efficient supervision over marine traffic in entire Baltic Sea region, which above all includes the use of EMSA\textsuperscript{6} satellite images and the SLAR/FLIR monitoring system on the Air Crew aircraft as well as operative cooperation with Finnish colleagues.

Pollution incidents in 2010

In order to ensure preparedness for sea pollution control operations, various trainings and practice events have been organised. The Air Crew organised a successful joint international sea pollution operation CEPCO\textsuperscript{7}, in which Finnish, Swedish and Danish patrol aircraft participated to practise cooperation in the detection of sea pollution incidents.

\textsuperscript{6} European Maritime Safety Agency

\textsuperscript{7} Coordinated Extended Pollution Control Operation
Annual training events related to the elimination of sea pollution near shores and in harbour water areas have been organised for coastal border guard cordons in order to practise both theoretical and practical cooperation with ports, local authorities, the Environmental Board and the Environmental Inspectorate. In order to maintain preparedness on the national level, the marine training event “Clean Sea” was held together with Finnish pollution control ships, the Rescue Board and the Maritime Administration.

In autumn 2012, a pollution control ship will be completed with support from the European Fund for Regional Development, which will increase the conformity of Estonia’s sea pollution detection and elimination capability with the HELCOM\(^8\) recommendations by 20%. The pollution control ship was installed with a keel in Riga on 11 November 2010 and will be towed to Finland in 2011 for continued construction.

\(^8\) Helsinki Commission
6.3. Improving the quality and increasing the speed of processing emergency calls

Emergency calls are processed faster and faster every year, starting from the call being received at the alarm centre until the issuing of the dispatch order. In 2010, this ensured responding to calls within the maximum of 15 seconds in ordinary circumstances, with 90% of the calls being responded to within 10 seconds. The alarm centre receives about a million calls a year, of which only 25% require the dispatch of a rescue team or an ambulance crew.

The speed of processing emergency calls and giving threat assessments has been improved by the implementation of the guidelines for receiving and processing calls in the medical area. Instructions for processing emergency calls in the rescue area were also completed by the end of the year, which will also contribute to the faster arrival of assistance. The implementation of the guidelines for processing rescue related calls in the coming year will allow the provision of a threat assessment within one minute from receiving the call.

The immediate processing of emergency calls must be ensured for all groups of the society. In order to facilitate this, the initial task for the development of the ICT based solution “SMS-112” was prepared in 2010. The said solution will allow receiving emergency messages from people with hearing and speech disabilities.

Under the Estonian-Swiss cooperation programme, project “GIS-112” was launched with the aim of providing faster rescue and ambulance services to those in need of assistance. As a result of the first stage of the programme, a detailed analysis of the geo-information system has been completed. The programme will be continued in the coming year and by the final term in 2012 the geo-information system will be installed in all the rescue and ambulance vehicles. The introduction of the geo-information system will make the identification of the provider of assistance closest to the person in need of assistance more mobile and considerably faster for the alarm centre. As a result of the programme, one hundred and thirty rescue vehicles all over Estonia will be installed with monitors for displaying the necessary navigation instructions for the dispatched crews, the important operative data for rescue service units (e.g. water hydrants etc). The system will also allow the monitoring of the location of other vehicles heading towards the scene of the event.

The speed of receiving emergency calls is also considerably influenced by the transition of the alarm centre to a 2-stage call handling and dispatching system. It means that the alarm centre is divided in two parts, where the call processing personnel only focus on receiving calls and resource managers deal with dispatching and instructing rescue resources. This work organisation allows call processing personnel to focus solely on receiving calls from people and considerably increases
the security, speed and professionalism of responding to calls. All the alarm centres in Estonia made the transition to this work organisation in 2010.

The emergency number 112 must be called when a person’s life, health, property or the environment is in danger or there is reason to believe that something of that order is about to happen. The most important thing is to tell the emergency dispatcher what happened, where it happened and whether anyone is hurt, and to give the caller’s name and telephone number. The emergency dispatcher’s questions must be answered briefly and accurately and the call must not be ended before permission to do so is granted.

Photo: Alarm centre

The greatest development in the alarm centre work area is the interconnection of the control centres of police prefectures and the transition to the common emergency number 112. The introduction of the common emergency number creates additional conditions for increasing the response time. The scheduled date of completion of the creation of the combined alarm centre is 1 January 2014.

In order for the response to calls to be immediate, the reliability of the external and internal communication technical systems of the alarm centre has also been improved. The improvement of reliability continues and both communication service providers and the alarm centre have an important role in this.
6.4. Improving the capability of rescue crews

In 2010, a lot of attention was focused on the standardisation of activities in the area of rescue works and as a result 16 rescue-related services provided to the public have been described in detail. The standardisation has created conditions for the more efficient planning of the rescue area. The provision of services is divided into crews in regions where risk assessments show a higher frequency of possible accidents of the relevant type.

The number of locations of rescue crews providing fire-fighting services was increased in 2010: from 159 to 164. Another five locations are planned to be established. The increment is mainly achieved on account of the increase in the number of funded rescue volunteer units (formerly 75 units, now 83). Additional conditions for these activities were created by the Rescue Act and its implementation acts enforced on 1 September. The creation of an extensive network of volunteer rescue crews is an important direction of activity, in parallel with which the state rescue crews are placed, equipped and trained on the basis of identified risks. One of the examples here is increasing the number of rescue crews (with at least three members) with life saving capabilities. While in 2008 this figure was 41, in 2010 it reached 64.

In 2010, the Rescue Board acquired, with support from the European Fund for Regional Development, specialised technology and equipment for responding to various types of rescue events, which allowed us to considerably improve the efficiency of responding to chemical accidents, oil pollution capture works, and the logistical support and management of large-scale rescue works. In addition, the capability of responding to floods was improved by the joint programme of the Baltic States, the BaltFloodCombat. By today, we have ensured the response readiness of a team of 15 members, with plans to increase the number to 25. The joint Baltic unit participated in two foreign missions in 2010, eliminating the consequences of floods in Poland and Moldova.

Of the more complicated events of 2010, snow storm Monika that hit Estonia at the beginning of December put the capabilities of the rescue workers to test. The number of emergency calls doubled during the storm and the assistance of rescue crews was needed in various places in northern and central Estonia. The situation was the most critical in Virumaa, where nearly 200 vehicles with the total 600 people were trapped in snow on an eight-kilometre stretch of road at Padaoru. In the course of the rescue operation that lasted a little less than 24 hours, 177 people were evacuated from the trapped vehicles and those in need of assistance were given food, fuel and other necessities.
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Despite the weather conditions, the rescue operations were successful. Nevertheless, several conclusions were drawn as to how to better prepare for such situations in the future. The emergency situation clearly indicated the need for modern off-road rescue vehicles and highlighted deficiencies in crisis communication.
AN OVERVIEW OF FUTURE OBJECTIVES AND MAJOR INTERNAL SECURITY PROJECTS AND EVENTS IN 2010
Every county wishes to emphasise its characteristic features. Ida-Viru County or simply Ida-Virumaa is unique in Estonia. Ida-Virumaa is a region on the external border of the European Union and the Schengen judicial area, and only 20% of its inhabitants are Estonian-speakers. The county is important both in the strategic and economic contexts. It is the most industrialised region of Estonia, supplying electricity to the whole of Estonia. Oil shale mining entails intensive use of natural resources and environmental problems. At the same time, Ida-Virumaa has experienced many employment difficulties throughout the period since Estonia regained its independence. The earlier industrial history of the region and the reorganisation of industry in the past ten to fifteen years have created a situation, where unemployment in Ida-Virumaa is higher than the Estonian average.

Therefore, the Government Cabinet meeting on 19 January 2010 discussed the preparation of an activity plan for Ida-Virumaa and as a result gave consent to the Minister of the Interior to start preparing the Ida-Virumaa Activity Plan. I involved the representatives of various ministries as well as the representatives of Ida-Virumaa local governments and the public, third and private sectors in the preparation of the activity plan. The plan has been prepared with the aim to facilitate the efficient and balanced development of the county.

The main objective of the activity plan is to increase the cohesion of the county with the rest of the society. Among other things, the activity plan must assist in more efficiently solving problems arising from employment and other social and cultural conditions. In order to implement the various activities, all the ministries have to prepare a plan for the use of the budgetary resources in their area of government for the period 2010–2014.

The activity plan prepared by the Ministry of the Interior does not reflect the plans of Ida-Virumaa local governments. On 14 October 2005, the Ida-Virumaa Development Strategy for 2005–2013 was approved by Directive No 147 of the
Minister of Regional Affairs, and on 12 September 2008, the 2008+ Activity Plan for the Ida-Virumaa Development Strategy for 2005–2013 was approved by Order No 262 of the Ida-Virumaa County Governor. These documents list individual objects and activities. The 2010–2014 Activity Plan work group formed by the Ministry of the Interior found that both the Ida-Virumaa Development Strategy for 2005–2013 and its implementation plan for 2008+ have to be updated. The limited resources in the state budget of the coming year also have to be taken into account.

With the Ida-Virumaa Activity Plan, we wish to ensure a more efficient development of the county, using the assistance of European Union structural funds as well as national measures. The better planning of the use of the European Union Financial Framework for 2014+ funds and the development of relevant regional policy measures would make it possible to finance the implementation of individual Ida-Virumaa programmes. The programmes would contribute to the improvement of the region’s living environment as well as making the region more attractive for visitors.


The implementation of the Ida-Virumaa Activity Plan and the achievement of its objectives will definitely require consistent and systematic cooperation of all the ministries and areas of government.

Proposals by areas

The education system and the quality of education are of increasing importance. Ida-Virumaa has a high unemployment level, people speak no or little Estonian and the economic environment is changing. The education system allows ensuring the presence of educated and qualified work force.

For further development, we need to ensure the presence of good teachers and the motivation of both teachers and students to study languages. In many cases, the level of kindergarten and general education school language teachers is regrettably inadequate, because it does not meet the established requirements. Russian schools lack teachers teaching their subject in Estonian at a proper level. The poor Estonian language skills of young people may become an obstacle in finding a place to study or a job.

The development of schools where the study language is Estonian is a great challenge in Ida-Virumaa. As these schools have very few students and finding qualified teachers who speak Estonian as their mother tongue is difficult, study quality in these schools suffers. This in turn results in a situation where young people, whose
mother tongue is Estonian, leave Ida-Virumaa to attend schools in other counties already after basic school.

**Solutions:**

- Creating a national Estonian Upper Secondary School.
- Developing and supporting the activities of the public colleges in the region to counterbalance the lower-level Russian private high schools.
- Consistently ensuring regular further training in Estonian language for pedagogues, continuing the mentor programme and providing professional language training, supporting the modernisation of teacher training and methodology.
- Supporting schools in launching patriotic studies and national defence courses.
- Paying systematic attention to obtaining and promoting education in the Estonian language, including making the attitudes of people in the teaching profession more state-centred.
- Supporting the development of Estonian language teaching methods in schools with Russian as a study language through the modernisation of teacher training.
- Implementing a more efficient and integral system of further and re-specialisation training and vocational and career counselling.
- Ensuring high-quality vocational and higher education and the correspondence of the education provided with the actual employment forecasts and training needs.
- Developing and continuing the language immersion programme.
- Finding partner schools for Russian schools from elsewhere in Estonia.

**The economic policy** must be more coordinated and focussed on increasing competitiveness.

Ida-Viru County is characterised by long-standing industrial tradition and a multitude of production enterprises. Business activity in the region has therefore always been rather low. Neither the long-standing tradition of working in large industrial enterprises nor the financial and economic situation in the region has fostered entrepreneurship. At the same time, the industrial tradition creates great preconditions for rapid growth – the county has many production and infrastructure means and available labour.

The activity plan includes measures for increasing the competitiveness and employment levels of Ida-Virumaa and for the more systematic use of financing from European Union structural funds.
The employment problems of the county can be solved through competitive and diverse economic growth and investments. Integral approach in the education and social areas is also important from the aspect of improving the employment situation.

The introduction of environmentally friendly technologies and activities aimed at reducing the pollution levels have to be encouraged in the region.

The development of the region is influenced the most by the strategic development of the energy industry. Eesti Energia’s ten-year investment programme (2009/10 to 2018/19) amounts to the total of 4.3 billion EUR. Investments planned for oil shale extraction over the coming ten financial years amount to 482 million EUR. With its rich and diverse nature, Ida-Viru County has great potential as a tourism area. Unfortunately, the tourism marketing activities of the county in potential target markets (Russia, Finland) have been largely random.

The tourism sector of Ida-Virumaa is also characterised by various bottlenecks, which hinder the sustainable development of the sector. In order to promote tourism in today’s tight competition environment, the bottlenecks have to be turned into success factors, focussing on which will help improve the development of tourism. The current bottlenecks of the Ida-Virumaa tourism sector include the fact that the region is not widely known as a travel destination, tourism products are one-sided, service quality is uneven, transport possibilities for individual tourists are insufficient and cooperation between the public, private and third sectors is poor. The region has to be made more attractive for both foreign and domestic tourists.

Solutions:

- Taking into account the specific development needs in planning the use of the European Union financial framework 2014+ funds and in developing the relevant regional policy measures.
- Preparing a strategically reasoned thematic plan of the technical infrastructure, taking into account the interests of the county and the state in a balanced and long-term manner.
- Planning additional funds in the 2011–2014 state budgets for investments in infrastructure of industrial regions. Investments will help improve the competitiveness of the county and reduce the rate of unemployment in the region.
- Ensuring the skilled, systematic and efficient use of financing from European Union structural funds and domestic funds in the development of the infrastructure of the county, thereby making the region more attractive for investors.
• Ensuring the systematic and efficient use of regional development programmes.
• Ensuring the more efficient implementation of the Estonian National Tourism Development Plan for 2007–2013 and developing region-specific measures.
• Supporting the existing entrepreneurship (incl. large enterprises) in the county, fostering start-up businesses and developing the necessary infrastructure.
• Continuing the establishment of industrial parks on state-owned land.

The cultural policy must be integrated.

The main objective of the Estonian national cultural policy is to ensure the vitality of Estonian national culture traditions and professional and folk culture in all the cultural areas. That has to ensure the preservation of the Estonian nation and culture. One of the forms of cultural policy is sports.

Solutions:
• Supporting the participation of Russian-speaking cultural collectives in major Estonian cultural events and the performances of cultural collectives in other regions of Estonia.
• Creating additional opportunities for joint events of Estonian-speaking and Russian-speaking cultural collectives, encouraging communication on the level of citizens’ associations.
• Supporting the recognition and celebration of red-letter days related to Estonian culture and history, as well as the training of instructors of Russian-speaking choirs and dance groups.
• Continuing the renovation of cultural and sightseeing objects.
• Supporting the organisation of cultural and sports events important for Estonia.
• Supporting the development of and the creation of conditions for sports activities and health and fitness hobbies in the region.
• Ida-Virumaa County Government will in cooperation with the Ida-Virumaa Local Governments Association prepare a development plan for the county’s cultural area.

The environmental policy is aimed at ensuring a clean and naturally diverse living environment supporting the survival of the nation, and the preservation of the environment for future generations. Ida-Virumaa has places where the budgetary income of local governments has started to dwindle as a result of the closure of mines (e.g. the Aidu quarry in Maidla rural municipality), as that reduces the receipt of resource tax. The closure of mines also means a decrease in the number
of jobs. From the local government and regional development point of view, this weakens the local governments’ fiscal policy capability and sustainability as well as their ability to fulfil statutory obligations.

**Solutions:**

- Changing the financing procedure of local governments with the aim to reduce the dependence of their income base on resource tax.
- Reviewing and updating the “National Development Plan for the Use of Oil Shale for 2008–2015” and ensuring the financing of the measures described in the implementation plan thereof.
- Developing a measure for compensating the living environment for people who have lost their home as a result of oil shale mining, with the aim of keeping people from leaving the region.
- Continuing the systematic development of the water management infrastructure of the region from European Union structural funds.
- Continuing the elimination of residual waste in former military and industrial areas.
- Renovating oil shale industry waste depositories that do not meet requirements.
- Introducing more renewable energy sources for the production of energy.

**The social sphere** has for a long time been of critical importance in Ida-Virumaa. The primary causes of this are the high long-term unemployment rate due to economic restructuring, the considerable size of the population, the large proportion of aliens and numerous other social problems. The health condition of the residents of Ida-Virumaa also differs from other counties (older population, living and working conditions and habits that damage health, as well as serious infectious diseases). The public health figures of Ida-Virumaa are considerably lower than the Estonian average: the average life expectancy is 3.5 years shorter than the Estonian average and 5.5 years shorter than life expectancy in Estonia’s healthiest county. Ida-Virumaa has the highest number of injury-related fatalities among all the counties and the highest sickness load (i.e. the number of years of life lost due to sickness and early deaths).

Ida-Virumaa is also a concentration area for other health problems such as drug addiction and HIV. Since the outbreak of the HIV epidemic in 2000, the number of new HIV cases registered in Ida-Virumaa per 100,000 people has been 3 to 4 times higher than the Estonian average (3.7 times higher in 2009). The large number of infected people means an increase in the number of people coming down with the disease in the future, and the resulting increased burden on the healthcare system has to be taken into account.
The long-standing traditional mining and chemical industry in Ida-Virumaa also increases the health risks in the county due to the large number of people who have worked or are working in condition damaging to health.

At the same time, Ida-Virumaa is not an attractive working environment for doctors and other specialists.

**Solutions:**

- Coordinating the cooperation of the University of Tartu and healthcare high schools with Ida-Viru County Government and healthcare institutions in recruiting healthcare specialists to the county, as necessary.
- Ensuring ad hoc state budget funds for completing the construction of stage II of the Puru block of the Ida-Viru Central Hospital.
- Developing treatment and rehabilitation services for people with addiction disorders and increasing the volume of services offered.
- Supporting the capabilities of the County Government and the local governments in promoting healthy lifestyles and assessing the health condition in the area.
- Supporting the work of the health-friendly workplace network and improving occupational health and safety awareness.

**Administration of justice in Ida-Virumaa**

Ida-Virumaa is characterised by lower than average trust towards the police and no confidence in the possibility of just court proceedings. According to the Ministry of Justice, adjudication and court proceedings are too slow in Ida-Virumaa. The Ida-Virumaa Activity Plan includes activities that will improve the integrity and speed of the administration of justice.

**Solutions:**

- Facilitating the appointment of judges through appointing judges to Viru County Court and through the rotation of judges.
- Increasing the efficiency of organisational measures in the judicial system (reporting, monitoring and supervision of old or dormant court cases, etc).
- Increasing the efficiency of ensuring law and order, including ensuring the systematic rotation of law enforcement officials (police officers, prosecutors, court officials) to the region.
- Implementing measures fostering the foundation of qualified legal service providers proficient in the official state language.
The personnel policy of state institutions in Ida-Virumaa

The problems of Ida-Virumaa include its poor reputation, low-quality public services and the lack of good living and working environment, which discourage people from coming to work in the region.

The main public administration problem in Ida-Virumaa is that many public service employees do not meet the established requirements, primarily due to deficient state language skills. The low qualification and motivation level of healthcare specialists and teachers has also been pointed out as a problem in Ida-Virumaa.

The Ministry of the Interior, the Ministry of Justice, the Ministry of Education and Research, the Ministry of Culture and the Ministry of Social Affairs place great importance in the development of personnel policy in order to provide incentives for specialists to come to work in Ida-Virumaa. Motivating the officials, healthcare specialists and teachers working in public service positions to learn the state language and improve their qualification is equally important.

Solutions:
- Introducing an extra salary coefficient system (at least 10 to 30% in addition to basic salary) as an incentive for Ida-Viru officials, healthcare specialists and teachers, to be applied to all the state officials and healthcare employees. The salary coefficient has to be sufficient to motivate people from Tallinn and new graduates from Estonian universities to come to work in Ida-Virumaa. Compared to other equal qualities, work experience in Ida-Virumaa would be considered an advantage in career promotions.
- Introducing a system of study grants for remarkable students from Ida-Virumaa to encourage them to obtain higher education (bachelor’s, master’s and doctor’s studies) in Estonian public universities (on the condition that they work in Ida-Virumaa for a certain period after graduation).
- Creating a possibility for Ida-Virumaa officials to practice in state institutions in other regions of Estonia.

Planning and relocation of state administration structures to Ida-Virumaa

In the future, central state administration structures or structural units must be planned or physically relocated to Ida-Virumaa, thereby increasing the focus and presence of the state in the region.

In order to improve the internal security environment in Ida-Virumaa, the Ministry of the Interior has established new buildings in its area of government in the region both for state budgetary funds and foreign funds. Preparations are currently
being made for the construction of the Jõhvi Police and Rescue building (to be completed in 2011) and the Narva Police and Rescue building (to be completed in 2012). The Ministry of Justice coordinated the construction of the Viru Prison in Jõhvi in 2008. The judicial environment of Ida-Virumaa will also be improved by the construction of the Jõhvi judicial building, which is planned to be completed at the beginning of 2011.

The transfer of the Eastern Tax Centre of the Tax and Customs Board to Narva is a positive example of state presence.

Solutions:

- The Ministry of Justice if prepared to consider the relocation of its judicial registers to Ida-Virumaa.
- The Ministry of the Interior is prepared to consider the relocation of institutions in its area of government to Ida-Virumaa.

Ensuring more truthful media coverage of the current affairs of Estonia in Ida-Virumaa

Truthful media coverage is a major problem in Ida-Virumaa. Very few people follow the Estonian National Broadcasting channels, with the majority using Russian TV channels as their main sources of information. In addition to defence and internal security risks, this means that a large part of Estonia’s population is left out of the public social life.

In order to improve the accessibility of the Estonian information environment and the overall awareness, official information has to be distributed via audiovisual, printed and electronic media in a more active and high-quality manner. The purpose of creating a Russian information portal of the Estonian National Broadcasting would be to offer Russian-speaking web visitors wide-based practical information with a high news value. The portal would also allow providing objective information about the current affairs in Estonia in the Russian language, which would balance the hostile information propaganda aimed against Estonia.

Solutions:

- Creating an integrated Estonian National Broadcasting information portal in the Russian language (rus.err.ee), which will encompass all the former topical Russian portals of the Estonian National Broadcasting.
- Continuing the expansion of the Russian programme of ETV2.
- Increasing the number of programmes with Russian subtitles in ETV.
- Ensuring the more active distribution of information via the existing stations broadcast, viewed and followed in Ida-Virumaa.
• Encouraging cooperation between Estonian-speaking and Russian-speaking journalists, as well as the coverage of Estonian cultural events and TV programmes in the county’s media channels.

• Ensuring the distribution of official information via audiovisual, printed and electronic media in order to improve the availability and awareness of the Estonian information environment.

Ensuring the development of the civil society in Ida-Virumaa

Ida-Virumaa has many specific problems, which can be efficiently solved in cooperation between the public, private and third sectors. Strong citizens’ association are equal cooperation partners for the public sector. However, the small number, low activity and sustainability of citizens’ associations are a problem in Ida-Virumaa. The level of participation in social processes is also considerably lower among Russian-speakers in the region. If we consider that only 12% of Estonian-speakers and 1% of non-Estonian-speakers are members of associations acting in the general interest of the society and the people, like environmental movements, charity organisations, village societies, Neighbourhood Watch and the Defence League, we can presume that the level of participation in citizens’ associations in Ida-Virumaa is the same or even lower. Unfortunately, no relevant studies have been carried out.

Solutions:

• Supporting and stimulating the foundation of citizens’ associations, incl. developing a structure to provide counselling and assistance to citizens’ associations.

• Taking into account the region-specific aspects, incl. the language-related aspects, in the development of the civil society.

• Providing a common information environment for the development of the civil society, incl. taking into account the language related aspects.

• Ensuring an orderly and coherent system of providing state activity grants and financing to citizens’ associations.

• Supporting the development of voluntary activities.

The Ida-Virumaa Activity Plan is a living document, which can be updated with new proposals and activities contributing the development of the region. It may also turn out that some proposals need to be reformulated. The important thing is that Ida-Virumaa development issues are given a fair and worthy place in the activity plans of the Government of the Republic of Estonia.
Global international migration is an ever increasing phenomenon, which also entails ever increasing illegal immigration. The main factors in the international movement of people include economic differences between welfare states and developing countries, globalisation, trade, political problems and instability in countries of origin and the possibility of finding work in welfare states. By directing migration flows and preventing and combating illegal immigration, sovereign states are able to exercise control over which aliens they allow to enter their territory and on what terms.

Immigration is acceptable for the population of a receiving country, if it takes place in a limited extent and in an organised manner and does not significantly burden the social welfare system of the country. However, if a country receives a larger number of people, who are only able to make a limited social and financial contribution to the society of the receiving country, the population of the receiving country finds it difficult to accept. If immigrants arrive from faraway and unfamiliar countries, which in the public eyes are primarily associated with terrorism, Islamic extremism and an order of government that disregards human rights, the sense of danger experienced by the receiving society is enhanced even more. Immigration is commonly seen as a risk to the internal security and cultural identity as well as the welfare and social cohesion of the receiving country. Cultural differences are perceived as a danger to the integrity of nation-states, particularly if the minorities have clustered to live in specific regions, and Islamic extremism is by its nature a danger to secular states.

Thus, the European countries have since 1980s developed their immigration policy with a view of ensuring public order and national stability, preservation of the native people and cultural identity of nation-states as well as the burdening of the social welfare system.

The development of immigration policy is based on the principle of international law that every country has the right to control its territory both physically and by way of administrative measures. Pursuant to international law, aliens do not have
the right to enter a country they are not citizens of and countries have the sovereign right – taking into account the obligations assumed under international agreements – to exercise control over the entry and stay of aliens in their territory and, if necessary, ensure the departure of aliens by exercising coercion. In line with this and internationally recognised principles the measures for shaping immigration flows include immigration control, particularly preventive control before departure for the country of destination, implementation of carrier’s liability, border checks at arrival and the organisation of the departure of aliens who have stayed in a country after the expiration of legal grounds.

Receiving countries have increasing difficulties in distinguishing between asylum seekers and economic immigrants, whose aim is to find work, improve their living standard or join their family or community, because in many cases people move from one country to another for more than one reason, escaping various threats and hardships.

Deciding whether an asylum seeker needs international protection or is simply attempting to enter the European Union by taking advantage of the asylum system may prove difficult and time-consuming. Asylum applications are often submitted in order to avoid expulsion from a country, should it be discovered in the course of border control or migration supervision procedures that the person has entered the country illegally or overstayed their allowed period. Such persons generally do not have any or only have forged personal identification documents. Applicants also present false data, trying to hide their identity and origin in order to avoid being sent back to their country of origin and to obtain legal basis for their stay in the country of destination.

Both the number of asylum applications submitted and the number of illegal immigrants discovered in Estonia are relatively small, as Estonia is mostly used for attempting to enter other European Union countries, especially the Nordic countries. The number of aliens who have submitted an asylum application and have been apprehended in Estonia for illegal stay has started rising, because the European Union applies the principle that responsibility for reviewing asylum applications and sending illegal immigrants back to their country of origin lies with only one Member State – generally the state which the alien first enters or the visa or residence permit of which the alien has used to enter the European Union.

Regardless of the reason, a great number of people, who have managed to move from poorer and more unstable countries to industrial countries, have submitted an asylum application for that purpose. That has been one of the few possibilities for both legal and illegal immigration into welfare states since 1980s. The way illegal immigration largely works in Europe is that people whose asylum application has
been rejected do not leave the country. In addition to that, a considerable number of people have arrived in welfare states by violating immigration rules.

In order to prevent illegal immigration, countries have implemented a number of measures in order to stop persons who might apply for asylum from arriving in the country. Such measures include, for instance, visa requirements, carrier’s liability, pre-boarding checks at airports, conclusion of readmission agreements with transit countries and detention of asylum seekers.

From the internal security point of view, illegal immigration is in addition to the above also associated with terrorism, trafficking in human beings, smuggling on narcotics and weapons, exploitation, organisation of work in conditions resembling slavery and other serious criminal activities. Illegal immigration also entails tragic accidents happening when people attempt to enter the territory of the European Union through criminal networks.

Illegal immigration is driven by the hope that once one has entered the territory of the country of destination, he or she will succeed in settling there. Illegal immigration also remains attractive due to the inefficient return options. Illegal immigration is facilitated by predominantly criminal networks, which organise the transport of people across borders and trafficking in human beings, and fostered by possibilities of finding work and legalising one’s stay in a country.

Aliens who have illegally entered a country are not able to rely on assistance from public authorities, as they would be detained and returned to their country of origin. They can only rely on the social network of their community. They have no possibility to work legally, which is a contributing factor to committing offences. The probability of offences is higher in the case of representatives of ethnic groups of foreign origin and that is partly due to a different way of thinking deriving from cultural differences. When we look at the main countries of origin of immigration, the cultural background of the immigrants who arrive in the country of destination considerably differs from that of the native population, and therefore their social norms often deviate both from the customs and the laws of their new country of location.

In the light of the above, it is understandable that countries invest considerably in combating illegal immigration. Since the enforcement of the Aliens Act in 1993, Estonia’s immigration policy has been unwavering, in essence only allowing legal immigration. The Aliens Act established already upon entry into force that aliens who had arrived in Estonia illegally or were staying in Estonia illegally had to leave the country. If they did not leave voluntarily, they were deported. The Obligation to Leave and Prohibition on Entry Act enforced in 1999 established
more thorough regulation for the fulfilment of the aliens’ obligation to leave. The Obligation to Leave and Prohibition on Entry Act has been made more detailed, but the underlying principles have remained the same. Arriving and staying in Estonia is not accepted and, if necessary, the state arranges for aliens to leave by way of deportation. The officials in the area of government of the Ministry of Foreign Affairs and the Ministry of the Interior work constantly towards preventing unwanted aliens from entering Estonia and, if necessary, apprehending them and arranging their departure from Estonia – combating the misuse of visas, checking the authenticity of documents, the justification of visa applications and the reliability of the people crossing the border.

An important measure in combating illegal immigration and preventing security threats in the European Union is the mandatory registration of the details of guests of accommodation service providers. In Estonia, guest records are maintained in hard copy and stored for two years by accommodation service providers. It would be reasonable to replace the current arrangement by an electronic register, enabling accommodation service providers to enter the data contained in the barcode or on the chip of personal identification documents directly into a common database, which would also allow for more secure processing of personal data.

There is an increasing need for a primary reception centre for detaining asylum seekers for the first 48 hours and, with a court order, also for longer, if the identity of an asylum seeker has not been determined or if there is reason to believe that an asylum seeker may pose a threat to the security and public order of the country. It is irresponsible to allow asylum seekers who should be detained to move on to other Member States – Estonia would thereby contribute to a situation where such persons may pose a threat also to the public order or national security of other Member States.

Threats arising from illegal immigration have been increasingly acknowledged also on the European Union level. Combating illegal immigration is a part of the common European Union immigration policy. In its 2008 Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, “A Common Immigration Policy for Europe: Principles, actions and tools”, the European Commission has prescribed a common visa policy, under which all the Member States need to establish an integrated, four-tier approach so that checks are carried out systematically at each stage when immigrants are travelling to the Union - at consulates of the Member States, at arrival to, inside the territory of and at departure from the European Union. Undeclared work and illegal employment in their various forms should be effectively combated via preventive measures, law enforcement and sanctions.
On the European level, uniform measures are implemented to control immigration and combat illegal immigration. The European Union has established uniform measures in visa policy and integrated border management, as well as direct measures for the prevention of illegal immigration and the return of aliens who have arrived illegally in a Member State.

Controlling immigration is one of the possibilities of ensuring public order and national security. By stipulating appropriate measures to control immigration, a state can facilitate those types of migration that are in the public interest. By their nature, the measures applied to aliens in controlling immigration are mostly preventive – assessment is given of the alien’s potential contribution to the society on one hand and of the possible threat arising from the alien to public order and national security.

At the same time, the basic rights of aliens are of importance in controlling immigration. An infringement of some basic right of aliens may be so intense that it outbalances the public interest in refusing the alien entry to the country or in obligating the alien to leave. In selecting measures for controlling immigration, including in preventing and combating illegal immigration, a balance has to be found between the public interest on one side and ensuring the basic rights of individuals on the other. It has to be taken into account that the largest groups of immigrants, like persons needing international protection and the family members of the existing residents must mostly be allowed to enter the territory of a state.

In recent years, nearly all the EU Member States have started turning their attention to the need to import skilled labour. Due to their ageing populations, some countries are even discussing allowing people with medium skills and without skills, or unskilled labour to enter their territory. At the same time, it must be said that a large number of women in the existing population as well as immigrants and refugees already residing in the countries have not been integrated into the labour market. Therefore a large part of the existing labour is still unused and mainly relies on the social benefit system. A very large part of the resources redistributed as social benefits goes to immigrants, the economic situation of the country of origin of whom differs from the economic situation of the hosting country the most.

Another main factor of attraction besides economic welfare is the fact that the receiving countries are democratic states based on the rule of law. Thus, Europe remains one of the main destinations for immigrants even in times of low economic growth and high national unemployment. In contrast to the countries of origin, all the EU Member States are politically stable states, which are based on the rule of law and respect human rights.
In developing the migration policy, consideration has to be given to the fact that the European countries have already become immigration countries. Immigrants and refugees are already here and the European nation-states are by far no longer ethnically and culturally homogenous. Immigration cannot be very well directed by receiving countries, as the reasons for immigration do not depend considerably on receiving countries. Merely the fact that receiving countries have existing large communities of immigrants inevitably causes an increase in the number of immigrants of the same origin. That is why even more efforts must be made to direct immigration flows in the aspects in which the state can influence most – above all, in preventing and combating illegal immigration.

The combat against illegal immigration is doubtlessly only one aspect in mitigating the effects of the ever increasing immigration. For instance, it does not work in the case of “home-grown” terrorism and organised crime. It also has to be acknowledged that total control over immigration and any kind of cross-border movement is impossible and there will always be illegal immigrants. Estonia’s policy in preventing and combating illegal and unwanted immigration has been consistent and efficient. As an EU Member State, Estonia develops its policy for preventing and combating illegal immigration as a part of the integrated immigration policy of the European Union, based on cooperation and solidarity with other Member States.
About the role of information and communication technology in ensuring and developing critical services

Agu Leinfeld  
Deputy Director of the IT and Development Centre and the head of the Strategy Division of the Estonian Ministry of the Interior

Purpose and essence of the IT and Development Centre

Estonia’s internal security area has produced various remarkable results and information and communication technology (ICT) solutions, which have over the years been introduced all over the world. Therefore, one would think that there are no problems to be solved by establishing an independent ICT agency. However, the first problems in the implementation of ICT related changes started becoming evident at the Estonian Ministry of the Interior in connection with plans to launch large-scale programmes that covered the area of internal security as a whole. The first major developments, which required a harmonised approach encompassing the entire area of government, were related to joining the Schengen visa area. That was when the Estonian Ministry of the Interior faced the challenge of coordinating the implementation of the Schengen Information System (SIS) and the Schengen Visa Information System (VIS) in its institutions. Harmonising the previously separate ICT systems of individual institutions proved more difficult than expected. As the next major change in the area of government involved the harmonisation of management and support activities for internal security purposes, it became clear that the former practices in the implementation of changes had to be modified. That was why the Estonian Ministry of the Interior decided to establish the Estonian Ministry of the Interior IT and Development Centre (Siseministeeriumi infotehnoloogia- ja arenduskeskus – hereinafter SMIT). In March 2008, an initiative group consisting of 11 members launched preparations for the reorganisation of the uniform internal security ICT. By today, the ICT personnel, technical solutions, resources and management of the areas of border security, law enforcement, illegal immigration and population documentation, rescue organisation and alarm centres and internal defence education have been merged with SMIT. The list of areas is extensive. Not to even mention the responsibility and the impact on internal security as a whole. The last of the responsibilities and resources of the relevant areas were handed over by the end of 2010 and SMIT faces 2011 as its first full year as a single institution.
We can therefore say that the new institution has finally been launched. But all of this entails so much more than just the beauty of the game in merging the ICT services of individual institutions. In the course of the process, we succeeded in achieving and changing quite a lot more. A substantive reform of ICT was implemented (operation and management are now service-based), development activities in the area of government were reorganised (today, all significant changes take place under the management and supervision of the Estonian Ministry of the Interior) and several major projects were carried out: creation of ICT services for processing personal identification documents enabling the capture and identification of fingerprints, reorganisation of the ICT services related to the formation of the Police and Border Guard Board, provision of ICT support at the meeting of NATO foreign ministers etc. We have completed and implemented the national operative radio communication network ESTER, which also provides services to other parties besides the sub-agencies of the Estonian Ministry of the Interior. We have also created our first open source document management solution that is entirely our own and works on freeware platforms. The solution can be implemented by all the agencies in the area of government as well as other ministries and state institutions. The Police and Border Guard Board was one of the first in the world to start issuing documents intended solely for digital use. Other innovations include the misdemeanour proceedings portal for bodies conducting extra-judicial proceedings, the speed camera information system for processing data on speeding drivers, etc. The list is not exhaustive.

Other remarkable achievements doubtlessly include the consolidation of the ICT area, the reorganisation of the ICT area into a service-based function and the implementation of numerous successful programmes. However, these are not the only reasons why ICT and SMIT have to be discussed under the main development trends in internal security.

The keywords to be increasingly addressed in the coming years include development activities in the area of internal security, cyber security and the capability of public services to operate efficiently both with and without ICT services. These are the topics we have outlined in greater detail below.

**Development activities: public services and supporting ICT services**

The creation of SMIT did not entail changes only in ICT. In accordance with the statute of SMIT, we also work in cooperation with the Estonian Ministry of the Interior to reorganise development activities in institutions. The first significant joint steps towards harmonising development activities have already been made.
Together, we are arriving at an understanding that we do not actually develop “software”, but strive to increase the efficiency of work organisation and processes. It is a very important step forward, particularly in a situation, where instead of the integration of IT systems we find our everyday discussions increasingly focussed on the integration and thorough planning of work processes as well as the reorganisation of the provision of public services. After all, reorganisation is primarily focussed on the main areas and the core activities of internal security, which ICT services have to support. Former practice has shown that the partnership between the contracting authority and the agency providing ICT services is of great importance. In order to define the more efficient functioning of work processes, SMIT has already trained several hundred officials in the area of government.

Institutions providing internal security services should perform harmonised development activities. The selection of a uniform operational and management model in the area of government will probably be one of the main common challenges and topics of discussion in the course of reorganisation activities in the coming periods. The functioning of the state as a public service provider is an approach that has been implemented extensively both in Europe and elsewhere in the developed world. A service-based model allows us to discuss the quality and cost of services. At the moment, the Rescue Board is making the transition to an operating model based on the provision of public services. SMIT is tasked with reformulating the ICT services supporting the public services of the Rescue Board and linking these ICT services to the quality of the public services. The measurement of the usefulness of ICT has to be linked to the measurement of the quality of public services in a manner comprehensible to the relevant institution. Similarly, all the providers of public services in the country should have a clear understanding of how ICT influences the provision of public services.

Whether the approach based on the provision of public services will become the basis for the management model of the entire area of government of internal security, is a strategic choice that definitely has a wider impact on the sense of security of the whole community.

Although the public services influencing the public sense of security are currently only taking shape, the relevant development activities have progressed under the leadership of the Estonian Ministry of the Interior and the established role distribution also takes into account the content of services in the organisation of ICT. Both the contracting authorities and the institutions performing the work have not yet fully adapted to their new roles related to development activities. SMIT believes that the chosen directions of action both in the core activities and the supporting functions will help make the entire public administration area more transparent for citizens and more measurable for public contracting authorities.
Cyber security

The use of technologies that facilitate core activities and the extensive introduction of electronic information extraction methods have given rise to new risks as well as a dependency on technology. Let us first discuss the risks. In recent times, numerous documents not intended for the public have been publicly disclosed via the Wikileaks portal. Estonia’s successful national data exchange system (x-tee) and the use of electronic documents (an electronic part of personal identification certificates) is probably a greater success story than we perceive it to be on our Estonian level. Many of our colleagues listen to the basic principles and the implementation of our national electronic security system like it were a wonderful fairytale.

While the core activities set increasingly higher requirements for international information exchange and the automation of work processes through information systems, possibilities to damage the new systems have also been created. The weaknesses derive from the ease with which work processes and public services can be damaged by way of attacking the information systems. Probably due to budget cuts, cyber security development is not a priority and as a rule only the most urgent work gets done. However, the question of whether focussing solely on urgent tasks will prove more costly in the future and what to do about it, is not only an ICT issue. If successful attacks result in interruptions in ICT services ensuring critical services, it becomes a matter of internal security. If data leaks – and Wikileaks proved that data can leak even from institutions with a very high security level – it is not just the reputation of ICT, but the security of the state, which is endangered.

Today, there are still no efficient tools for blocking the widely discussed denial-of-service (DoS) attacks, which were organised against Estonia during the 2007 April events. Organising such attacks does not require a lot of time and resources and is also facilitated by social networks in electronic environments. Global practice has shown that such attacks are generally planned and carried out in conjunction with other activities aimed against the relevant state (for instance, to enhance the spread of unrest in the country, to obstruct response operations or even to cause an information blockade in the event of initiating military activities).

Therefore, we must increasingly focus on cyber security and the maintenance of law and order, as new services, new possibilities and new risks are created. The importance of the cyber security and public law and order issue is also evidenced by the fact that this publication contains a separate article on the topic.
Dependence of public services on ICT services

Estonia recently experienced an extensive interruption in the network of a communication service provider. A week later, we witnessed day-long serious disruptions in mobile communication. These incidents have sparked very important discussions as to whether and how the state should be capable of functioning without IT and communication solutions.

Technical systems consist of technical components, each with individual reliability. The technical environments currently in use by both the private sector and the public sector service providers are so intricately interconnected that understanding the problems and counteractions is in places too difficult even for very good specialists. It is clear that even the Estonian flagships and core network providers that have been investing in communication and network infrastructures for decades cannot guarantee uninterrupted operation, the internal security area, where ICT is not among core activities, will probably not be able achieve it either. Should the provision of public services in such situations continue in the future? The providers of critical services and the institutions ensuring emergency services cannot reply in the negative. This in turn means that the provision of public services has to be planned in such a manner as to ensure that the services will continue functioning in situations where ICT solutions are rendered largely non-operational.

Fortunately, the probability of having to ensure public services without any means of communication is quite low. At the same time, the current figures concerning the depreciation of ICT infrastructures force us to consider scenarios, where extended interruptions may occur in the functioning of some supporting ICT services. We do not have look very far for examples, as there was an interruption in important ICT services for the Police and Border Guard Board in the hot summer of 2010 due to insufficient cooling and power capacity. At the same time, new services are being developed and new data volumes created and expectations rise even further. And the summer, as always, will take us completely by surprise also this year…

Thus, it is definitely important to prepare for situations where the provision of public services has to be ensured without the support of all the ICT services we are used to. But we must acknowledge that however much we invest in the reliability of services, there will always be a risk that we have to ensure the public sense of security without ICT support.

The ICT infrastructures of the internal security area were extensively reconstructed in 2010. By now, the majority of the construction works have been completed and increasing the reliability of many services will now be considerably easier. In connection with the reorganisation of important work processes and the new re-
requirements in the internal security area, 2010 was a challenging year not just for the ICT services. Above all, it was a challenge for all the cooperating institutions. The Estonian Ministry of the Interior has declared 2011 the year of improving the reliability of ICT services for SMIT. The provision of tools and functioning ICT services will definitely be the most important task and objective for SMIT and its partners in the coming period.

![Network infrastructures were extensively reconstructed in 2010. Photo: SMIT](image)

**In conclusion**

SMIT as an ICT institution providing services to the internal security area has been launched and is about to start its first independent year. Many important things contributing to ensuring security have already been accomplished in parallel to the launch of SMIT. Many common challenges related to internal security are still to be faced. The most important keywords in the coming period are public services and ICT services, cyber security, internal security development process and reliability of services. In this process, internal security and ICT will be inseparable and have to function as an integral whole in order to facilitate the implementation of the security policy and to also continue ensuring the security of the people of Estonia in the changing world.

*For internal security, our clients and services! Your SMIT*
The first year of the Estonian Police and Border Guard Board

Raivo Küüt  
*Director General of the Police and Border Guard Board*

The establishment of the Police and Border Guard Board on 1 January 2010 has given us both new tasks and new possibilities. The unified Police and Border Guard Board which has replaced the former Border Guard Board, the Citizenship and Migration Board, the Police Board, the Personal Protection and Law Enforcement Police, the Central Criminal Police, the Border Guard Aviation Group, four police prefectures and four border guard regions, acts with the basic objective to ensure the implementation of the internal security policy and to create a safer Estonia through its everyday activities.

The formation of the Police and Border Guard Board was a logical and justified step, as Estonia is an integral part of the European internal security and is in the Schengen judicial area. In cooperation with other institutions in the area of government of the Ministry of the Interior as well as other state agencies and cooperation partners both from the business and the third sector, our task is to organise and develop the functions related to the status and identity of the Public Order Police, the Criminal Police, the Border Guard Department, the marine rescue and the migration surveillance in accordance with today’s requirements and internal security challenges.

As the said areas are very closely interconnected, one uniform institution facilitates closer cooperation and integration and avoids duplication between the areas. As activities related to today’s internal security are costly for the state - the tax-payer, an integrated institution shall help us to optimise costs. Also, it is important to improve the quality of the services provided for the public and therefore, the Police and Border Guard Board is introducing the so-called “single window” in the service environment.

Since 1 January 2010, the Police and Border Guard Board is the largest state institution in Estonia. This means that the development of a unified organisation and its culture will still take time. We are also cooperating with educational institutions training officials, in order to ensure uniform understanding of the curriculum and the capability of the new officials to work both in border guard and police patrol units as well.
The Police and Border Guard Board has four core operational areas: the Border Guard Department, the Public Order Police Department, the Criminal Police Department and the Citizenship and Migration Department. The work of the core departments is supported by centralised support services. The four prefectures, which by law remain independent agencies until 2012, fulfil the tasks of all the four core areas. The main tasks of the Board include securing the external European border, determining citizenship and issuing documents, ensuring security and public order in the country and investigating and preventing criminal offences.

Our strategic choices are based on a community-centred approach, which means that we are above all here to help people and not to punish them. We are striving to create a strong connection with the residents but at the same time we welcome constant feedback in order to point out the problems. Also, we communicate directly with every person in need of assistance and treat all law-abiding persons as our clients and assess regularly the impact of our activities. The Police and Border Guard Board has rather concisely formulated the organisation’s mission – “We create security in cooperation”. Our core values – trustworthiness, openness, focus on people, security, professionalism, integrity, humanity and cooperation – are based on the keystones of the Ministry of the Interior, the developer of the internal security policy and as well as on the core values of the former agencies that have now been merged into one unified institution.

According to a public opinion poll concerning the trustworthiness of state institutions held by Turu-uuringute AS, 86% of Estonia’s population trusted the Police and Border Guard Board in 2010. This is the second best (after the Rescue Board) trust rating among institutions ever and has remained at a steadily high level. We are proud of it, but we also sense our responsibility and duty to continuously reproduce this trust rating in our everyday activities.

Below, I shall focus on specific areas in order to explain to the reader what tasks the individual units of the Police and Border Guard Board are performing and what the institution’s established priorities and work results have been.

**Border Guard**

At the meeting of NATO foreign ministers in Tallinn at the beginning of 2010, we successfully managed to re-establish the border control on the internal border. We have also signed a contract for the procurement of a multifunctional ship. The ship is needed for localising pollution incidents and for pollution control as well as for bring the pollution capture capability into conformity with the requirements of HELCOM (the governing body of the Convention on the Protection of the Marine Environment of the Baltic Sea Area or the Helsinki Convention).
International cooperation and information exchange have been commenced, as well as the programmes of the international border guarding cooperation network Frontex, in which Estonia also participates. In the framework of international cooperation, 19 border guard officers have been assigned to contribute to the process on the Greece-Turkish border to provide security where the Greece can no longer manage with their own forces.

The border guard Unit has established good cooperation with Latvia, Lithuania and Finland with the aim of establishing better control over border crossing in the Baltic corridor. Overall, the integration of the border guarding area into the new institution has been successful.

Successful combat against illegal immigration and cross-border crime requires the consistent development of our professional skills. In order to implement the uniform Schengen requirements on the external borders of the European Union, the training of border guards and all the other officials needs to be harmonised. The implementation of the compensation measures related to the lifting of border control on the internal border is our common task and we have managed to successfully fulfil it. The increasing marine traffic on the Baltic Sea in turn increases the risk of marine accidents and pollution which requires a considerable enhancement of capability in the coming years.

**Citizenship and Migration**

According to our surveys, customers are highly satisfied with the service quality provided by Citizenship and Migration Service Centre and the number of complaints is very little. The customer information helpline covering the Estonian Police and Border Guard Board has also been introduced successfully. In 2010, we concluded a contract with AS TRÜB for printing ID1 personal identification certificates. A new procurement for the production of travel documents is currently being prepared for 2012.
It is important to obtain a more detailed overview of the number of clients through weeks and days, so that the prefectures can better schedule the working hours of their client service offices. We would like to develop the citizenship and migration area more in the field of e-services but that depends on development funds. We wish to focus more on the filed work of the migration surveillance, the investigation quality and the operative work in order to avoid the lengthening of the investigation time.

The volume of applications for personal identification documents will start growing in the second half of 2011, as documents with the validity period of 5 and 10 years are about to expire in the coming years. A particularly steep rise in the number of document applications can be expected in 2012–2013. We are therefore currently preparing an activity plan for managing large client flows.

We have recently also started issuing new documents – digital personal identification certificates from 1 October 2010 and residence permit cards (which replace the former residence permit sticker and personal identification certificate) from 1 January 2011.

The number of persons with undetermined citizenship has been constantly decreasing in Estonia. The main reason for that is the death of many such persons
and obtaining the citizenship of another country. In Estonia, on 1 October 2010 the new Aliens Act entered into force which altered the procedures related to aliens.

In the area of migration surveillance, we have achieved very good results in the inspection of various business areas – particularly in the supervision of tourism enterprises and construction contractors. The level of discovery of aliens illegally staying in Estonia has not considerably changed from previous years – still remaining around 500 persons. Of these, 70% are aliens living in Estonia, who have failed to extend their residence permit in a timely manner and 30% have arrived in Estonia with a visa. The citizenship and migration function has integrated well with the other structural units of the new institution and cooperation has been efficient.

**Criminal Police**

The criminal police unit has established efficient and active exchange of information on the international level – Estonia is in active information exchange with Interpol, with 300–400 information exchange units per month. In 2010, we saw a decline in the number of criminal offences of the first degree, while the increasing number of offences against property poses a problem. It is worth noting that the number of manslaughters and murders (including attempted murders) is lower than before. We have also managed to detect the majority of crimes causing great social resonance and have detained the relevant suspects (the so-called baseball bat murderer, a suspect in the murder of two elderly ladies, prevention of an ordered assassination).
The rate of investigation of the offences involving minors has been better than expected, which is very positive. The child protection services formed at all the prefectures have been successfully launched.

The number of offences against public health has decreased mainly on account of drug-related crimes, which make up the majority of that crime category. The decrease has been the greatest in the clearance of large quantities of narcotics. It definitely means that criminals have started processing smaller quantities at a time and have enhanced their conspiratorial measures. The spread of new synthetic substances (designer drugs) has become a problem in 2010. In 2011, the inclusion of such drugs in the list of prohibited substances will become easier, which allows us to combat their distribution more efficiently.

In the area of economic crimes, types of offences related to the economic recession are prevalent. Among the corruption offences detected, we have observed a decrease in the number of classic corruption incidents (bribes, inducement), while the overall number of various corruption offences has grown in connection with the economic recession. The vote-buying cases during the local elections play their part in the statistics of these offences. This kind of offences may cause an increase in the workload for our officers also in 2011.

A growth in organised crime and cyber crime also requires an international cross-border approach. In today’s world, the success potential of single security providers is limited and therefore the police needs to foresee situations and to take a wider view to be able to predict and prevent. We have been successful in doing so and our efforts have received recognition – we have been entrusted with the task to combat cyber crime.

The greatest challenge in both 2010 and 2011 is the prevention and control and, if necessary, the detection of offences related to the transition to euro. In order to fulfil the said task, we are closely cooperating with both international and domestic partners.

**Public Order Police**

In 2010, we have increased the efficiency of traffic supervision, partly through active communication and the introduction of speed cameras. The number of misdemeanours registered in 2010 was only four fifths of the total number registered in 2009. That has definitely been influenced by an overall improvement in traffic culture and a general decrease of alcohol consumption in Estonia.
The most significant result in traffic supervision is the decrease in the total number of accidents with casualties and in the number of fatalities. While in 2009 the number of people killed in traffic in Estonia was 100, then the year 2010 brought a decrease by 22, less than 78 persons. There is no doubt that every traffic fatality is a tragedy and all the road users must make an effort to improve traffic safety and traffic culture, but consistent analysis-based traffic supervision performed by the police definitely contributes significantly to the decreasing number of traffic fatalities from year to year.

The number of registered misdemeanours involving minors decreased by nearly 30% in 2010, compared to 2009. This figure has definitely been influenced by the fact that the number of minors included in the active age group has decreased by 8%, as well as the impact of the economic recession on the children’s pocket-money. The reduction of police resources has also played a part. In 2010, we lacked proper criteria to assess all the aspects of the work carried out with minors. The Public Order Police Department strives to find relevant solutions in 2011 with the aim to prevent offences and not just register misdemeanours. For this purpose, the Public Order Police Department wants to cooperate with ministries and sub-agencies similarly to the cooperation established with the Road Administration and the Ministry of Economic Affairs and Communication in the area of traffic safety.
Problematic issues worth mentioning include the limited resources (scarcity of speed measurement devices, the small size of the expert evaluation budget, the limited resources for performing drug tests), and the non-conformity of the utility and detention conditions of some detention houses with today’s requirements.

Two important keywords in the area of law enforcement in 2010 were definitely the meeting of NATO foreign ministers in April and ensuring the security of cash deliveries in connection with the introduction of the euro. We have gained a lot of new experience and organised numerous specific training events. Additional funds have allowed us to procure various kinds of protective equipment for officials, which we can also use in the future. These major events have definitely contributed to the improved integration of the different units of the Police and Border Guard Board.

**Automatic speed control**

In 2010, Estonia launched an automatic speed control system. This involved the installation of 16 speed cameras on the Tallinn-Tartu-Võru-Luhamaa Road with the aim to calm the traffic and reduce the number of traffic accidents. The installation of speed cameras on the Tallinn-Pärnu-Ikla Road has begun. Speed cameras on roads are neither traffic fine machines nor direct life-saving devices nor substitutes to the police. In reality, safe traffic on roads is ensured by sensible road users who acknowledge the risks inherent in traffic. And this is what we have attempted to explain to the public. Statistics from 2010 and the preceding years show that the number of traffic fatalities in Estonia is decreasing. However, that is not an “achievement” to be proud of, as 100 fatalities (in 2009) or 80 fatalities (in 2010) is still far too many for Estonia. This figure has to decrease even further and that is one reason we continuously analyse the work of speed cameras. Our data show that since becoming operational, the automatic control devices on the Tallinn-Tartu Road have reduced the number of speeding drivers and thereby presumably saved lives.

We place great importance in traffic education and traffic culture, on which we have focussed together with our partners from the Road Administration, with the main emphasis on children and young people and with a particular concentration of activities in September, at the beginning of the school year. Improving traffic culture in Estonia is a common objective for all of us.

**Transition to euro**

All through 2010 and during the beginning of 2011, the Police and Border Guard Board has been making its contribution to ensuring the smooth and secure introduction of the euro in Estonia. In connection with that, we organised various police
operations, transporting large quantities of euro banknotes to the central bank and securing euro cash deliveries all over Estonia. The employees of both the Public Order Police and the Criminal Police Departments contributed to the success of the said activities.

Considering that these constituted extremely large-scale cash delivery operations also on the backdrop of eurozone countries, we can say that we performed our tasks successfully. We received recognition both from our partners in the Bank of Estonia and from international organisations.

We can also explain the various aspects and risks related to the security of the euro, the money exchange process and the carrying of cash in one’s pockets.

**In conclusion**

People often assess us on the basis of personal experience. The economic crisis has caused an increase in the number of crimes against property and that affects the public assessment of police work. Everyday security is not ensured by the police alone. This means that the day-to-day cooperation of the Police and Border Guard Board with other institutions must be good. As a result of our work, we have to ensure prompt and smooth issuing of personal identification documents, creation of a peaceful living environment, prevention and quick and efficient detection of crimes and ensuring a sense of security of everyone, including by guarding the external border of the European Union.

To sum up the year of 2010 at the Police and Border Guard Board, we can say with confidence that several areas have gained clearer definition and our work procedures have become more specified. We have got a transparent overview of our achievements and bottlenecks. Our work is rated on the basis of how the public perceives the situation in the area of internal security and on the basis of the work satisfaction of our employees. Considering the aforecited ideas, we can positively admit that the Estonian Police and Border Guard Board has accomplished all the assignments successfully.