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INTRODUCTION

Marko Pomerants
 Minister of the Interior

Dear reader,

You have in your hands a Ministry of the Interior publication on the implementation of the “Main guidelines of Estonia’s security policy until 2015” (“the guidelines”), published in 2009.

The Riigikogu (the Estonian Parliament) approved the guidelines on 10 June 2008. The Minister of the Interior has the responsibility of submitting 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.

This year, we decided to start publishing the overview of the main guidelines of Estonia’s security policy in printed form also – all aimed at providing a more systematic and broad-based coverage of the area of security.

With this publication, we hope to give you a glimpse of the main activities and successes of the last year, through which the Ministry of the Interior together with the agencies in its area of administration has made a contribution towards enhancing internal security.

The “Main guidelines of Estonia’s security policy until 2015” could be seen as the defining document concerning internal security. This strategic document utilizes a knowledge-based approach to policy development in the area concerned.
The aim of preparing the guidelines was to define the common principles of security policy and long-term impact-based objectives, with which the public, non-profit and private sectors have to comply and the outcome of which they should contribute to.

Security policy is a part of Estonia’s national defence policy and is based on the foundations of the defence policy of the Republic of Estonia approved by the Riigikogu in 2004.

The document will not only establish a uniform framework for our national security policy, particularly in the areas governed and coordinated by the Ministry of the Interior, but will also cover other ministries as well.

This publication provides an overview of the developments of 2009 through the following eight main security policy guidelines: improved sense of security, enhanced traffic safety, enhanced fire safety in the living environment, better property protection, fewer accidents, a safer state, faster emergency aid and enhanced security policy.

2010 February, Tallinn
I REPORT ON THE IMPLEMENTATION OF “THE MAIN GUIDELINES OF ESTONIA’S SECURITY POLICY UNTIL 2015” IN 2009

With the Resolution of 10 June 2008, the Riigikogu approved the strategy document “The Main Guidelines of Estonia’s Security Policy Until 2015” (“the Guidelines”), which is a broad-based document encompassing many different sectors of society and defines the common principles, vision, directions and long-term impact-based objectives of Estonia’s security policy, with which the public, non-profit and private sectors have to comply and the outcome of which they have to contribute to.

This report gives an overview of the main developments and achievements of 2009 relating to the guidelines described in the security policy document. In addition to the overview, this compilation also contains a more detailed reporting table describing the particular activities of 2009 by every single objective of the security policy.

1. Improved sense of security

1.1 The risk of falling victim to assault in public places to be reduced

A sense of security is an important precondition for people to lead a full and balanced life. Security is a condition in which we feel protected, and any possible risks endangering us should be reduced to a minimum. Everyone can and must help create a sense of security. That sense of security can only be created by acting together. Acting together is also one of the objectives of Estonia’s security policy.

One of the important tasks of the state is to create a secure public space, where people’s fear of suffering an assault on the street would be as limited as possible. Most of us do not realise that we ourselves contribute to the creation of that space on an everyday basis. The taxes we pay help ensure the security of public space, but at the same time a survey conducted by the Tax and Customs Board reveals that the majority of people do not feel any connection between GDP they generate and the services they receive.
People do not contemplate or consciously realise why taxes are necessary and what they receive through paying taxes. People do not consciously realise that the payment of taxes is our chosen social agreement, which allows the state to function and provides citizens social guarantees offered by the state (more than 40 per cent are sufficiently familiar with declaring their income, or how to get money back from the state, but only 26 per cent are familiar with taxes and 7 per cent familiar with the collection of tax income – which means that 93 per cent do not know what they can receive for taxes).

Looking at the overall trend, we can see that the number of serious offences against public order has decreased in the recent years – by 38 per cent. When we look at the statistics across months, a decrease in the number of serious offences against public order in summer months is a positive indicator. The particularly positive effect derives from the fact that summer is the period when the number of public events is the greatest and people spend more time outdoors. A decrease in the number of serious offences in public places indicates that behaviour in our public places has become more law-abiding. That has certainly been also influenced by the analysis-based channelling of internal police resources.

Unfortunately, it has to be noted that the people’s subjective fear of falling victim to a crime in the street has increased by 29 per cent in one year. Public opinion surveys show that 42 per cent of the respondents feared street crime in 2009. One of the factors here is undoubtedly the so-called “baseball bat murder”, one of the most brutal crimes of 2009. The number of brutal robberies has also risen, although the total number of robberies has dropped. Such individual, but very brutal, cases doubtlessly cause fear, and in order to reduce these fears, the person who committed the offence, their motives and the underlying circumstances have to be determined. When these circumstances are known, solutions can be found for reducing the risks.

With regard to ensuring a sense of security in public places, the presence of the police is definitely the most efficient deterrent for offenders. Regrettably, that is not always possible, as the resources for the maintenance of law and order are clearly limited by budgetary funds. The police uses the time-place-
event analysis in its work, and patrols the most critical locations within the extent of the available resources on the basis of that analysis. One option, which is increasingly being used, is to increase people’s awareness of possible risks: dangerous places and times, and criminal trends becoming more active at specific moments of time. That can be mostly done via the public media.

Methods of increasing people’s awareness via local regional media channels are being used more and more often. Cooperation with local government is a very important area, which has seen positive development in recent years. A good example is Viljandi, where the police brought together the local government and graffiti enthusiasts in 2009. In cooperation, the two parties started looking for legal possibilities of creating graffiti. In Tapa city, a proposal was made to the local government on the basis of police analysis to install additional lighting outside entertainment establishments in order to reduce the risk of crimes being committed and increase the chances of detection. These are just a few examples, but they illustrate the importance of cooperation. Just as local government has the duty to organise local life, it also bears responsibility for its welfare. Their responsibility is to create for residents and visitors of the local government unit a secure living environment. All of this can be done through active cooperation. A local government can act as the central agent of everyday preventative activities, if it has the law enforcement agencies’ input regarding everyday and social risks. Security starts from one’s home street and therefore local governments play a very great role in the creation of a secure living environment. Some local governments sense this responsibility, while for others everything comes down to the complaint that “there is no constable in our municipality”. Not everyone feels the importance of personal contribution, and changing such attitudes is yet to be fully achieved in Estonia.

1.2 The number of offences against the person to be reduced

The trend is also positive with regard to offences against the person, and the overall number decreased in 2009. When compared with 2008, the number of offences against the person has dropped by 13.2 per cent.
Although the decreasing rate of manslaughter and murder is encouraging, we cannot be satisfied with the overall situation in respect of events where people lose their lives in an accidental or traumatic way:

In 2009, such deaths were listed as follows:

- in traffic accidents – 100 people;
- in fires – 63 people;
- as a result of manslaughter – 69 people;
- in work-related accidents – 17 people;
- drowned – 63 people;
- as a result of suicide – 280 people.

An analysis of these seemingly unnatural deaths reveals that the number of criminally-related deaths is decreasing, but the proportion of fatalities as a result of drowning, suicide and work-related accidents is increasing.

When we look at fatalities within these categories, we regrettably have to admit that the increased number of suicides is the main cause of the negative variable. The proportion of other types of fatalities has remained at the same level as before, while suicides constitute a total of 47 per cent of the overall number of “unnatural” deaths.
The number of suicides has generally been decreasing since 1994, the only exception being 2001, when the number grew. However, there has been a continued rise in the number of suicides in the last three years and a significant leap most notably in 2009. The fact that although the number of suicides has decreased in absolute figures, the ratio of suicides to the overall number of accidental or traumatic deaths has grown from 30 per cent in 1994 to nearly 50 per cent is serious cause for alarm. It indicates a need for more efficient crisis aid and counselling. According to world practice of interpretation of such statistics, a share of fire, traffic and drowning fatalities are also suicides and therefore the actual number is probably even greater.

The continuing upwards trends thus give cause for concern. While we have, as a combined effect of various measures, managed to reduce the number of traffic fatalities by a half in the preceding two years, the prevention of suicides has not been a priority in Estonia and it is now clear that this has not been sufficiently dealt with.

As a country, we have established ourselves the objective of valuing human lives and saving human lives through the involvement of all parties. This suicidal trend is an important issue, and needs to be addressed more actively in the future. It is a matter of networking and cooperation and we need to make a joint effort in this area. The suicide trend curve clearly points to the lack of a sense of security and the resulting complications may have led to tragic consequences.

![Figure 2: suicides as a proportion of unnatural fatalities, 2004-2009. Source: WHO; Police and Border Guard Board](image)
Creating and enhancing the sense of security can therefore be a joint effort made by all and every one of us. It is very important to contribute in the areas and activities with which we can influence the security of both ourselves and others through mutual cooperation within the public sector, and through cooperation between the public and private sectors. One of the significant features here should be care and concern – concern for ourselves, for those close to us, for our acquaintances and for the state. We can enhance the sense of security considerably through concern and self-initiative.

The number of cases of grievous bodily harm has decreased for the first time in the last six years – by 656 cases. The decrease in itself is positive. It can be associated with the fact that as people’s economic situation has deteriorated they go out less and as the success-driven self-esteem has shifted towards a central balance, people end up less in conflict situations. At the same time, domestic violence is a problem. Economic recession and loss of a job or salary cuts cause negative emotions and tension.

1.3 The integrity of Estonia’s society to be increased as a result of efficient integration activities

It is important for the efficient functioning of the Estonian state that foreigners permanently living in Estonia wish to tie their future with that of Estonia and obtain Estonian citizenship. For that objective to be achieved, foreigners on the whole, and persons of undefined citizenship in particular, have to be aware of the possibilities of obtaining Estonian citizenship and of the advantages that Estonian citizenship entails.

In connection with this, the parents of children of undefined citizenship are informed upon registering their child’s birth that they have the option to apply for Estonian citizenship for their child via a simplified procedure. Parents are given an information brochure introducing the process of applying for Estonian citizenship and offered the option of the Police and Border Guard Board (until 31 December 2009, the Citizenship and Migration Board) contacting them and providing them with a more detailed and personal consultation. In the course of the consultation, parents are also informed of their possibilities of obtaining Estonian citizenship.
At the end of October 2008, the Citizenship and Migration Board drew up a list of children of undefined citizenship under 15 years of age living in Estonia who held a valid residence permit.

The parents of children who met the conditions for obtaining Estonian citizenship were sent an information letter in Estonian and Russian, signed by the Minister of the Interior, explaining the possibilities of obtaining Estonian citizenship for the child. Similarly, in February 2009, the Minister of the Interior also informed persons of undefined citizenship aged 15-20, who meet the conditions of obtaining Estonian citizenship about the options open to them.

In tandem with sending-out information letters, the officials of the Police and Border Guard Board (formerly the Citizenship and Migration Board) inform and counsel people by telephone, and since 2009, client service personnel talk individually to every person of undefined citizenship who has presented themselves at the service office, counselling them in matters related to applying for Estonian citizenship.

2. Enhanced traffic safety, fewer accidents

Traffic safety has been a central priority of the internal security of the state in the last couple of years. The implementation of a national traffic safety programme and substantive cooperation between agencies has picked up in that period and provided several positive results. In 2009, Haapsalu College of the University of Tallinn opened the speciality of traffic safety and for the first time in history students can obtain professional higher education in the area of traffic safety.

2.1 The number of fatalities and injuries in traffic accidents as well as the related property damage to be reduced

The number of traffic accident fatalities continued to decrease in 2009, with 100 people being killed in traffic accidents during the course of the year. The number of fatalities per 10,000 people was the greatest in Järva County (2.5) and Lääne-Viru County (2.0), and the lowest in Viljandi County (0.2).
Compared with figures for 2008, the number of traffic fatalities dropped most in Pärnu County (from 16 to 8) and in Lääne County (from 9 to 2) in 2009. The number of traffic fatalities grew most in Lääne-Viru County (from 10 to 14) and in Võru County (from 1 to 5). The number of traffic accidents with human casualties dropped by 21 per cent from 2008 and involved 512 fewer than in 2008.

Fatalities per 100 km of road were as follows:

1. Ääsmäe-Haapsalu-Rohuküla 5.2 (8.0 in Harju County, on a 37.5 km road section);
2. Pärnu-Rakvere 4.4 (6.9 in Järva County, on a 72.3 km road section);
3. Jõhvi-Tartu-Valga 3.8 (7.2 in Valga County, on a 41.7 km road section).

A fall in the number of casualties caused by traffic accidents is an important indicator. It also has a positive effect on social costs. The fall in emergency medical costs, treatment costs and rehabilitation costs related to casualties caused by traffic accidents in 2009 means that medical institutions have had fewer patients, which in turn has in all likelihood helped healthcare institutions spend resources on planned treatment activities more efficiently and purposefully.
The reduced traffic load in 2009 has been pointed out as the reason for the decrease in the number of traffic accidents and the fatalities caused by traffic accidents. It is definitely one of the reasons – but is it the main reason?

If we look at the fact that the number of fatalities has dropped to the level of the late 1940s, we absolutely cannot compare today’s traffic load with the traffic load back then. Neither is traffic load comparable to the peak period in the number of fatalities: 1990–1998. Social evolution did not keep up with the new economic possibilities.

![Figure 4: fatalities in road traffic accidents in the period 1945-2009. Source: Estonian Road Administration](image)

With regard to the fall in the number of fatalities caused by traffic accidents, the joint efforts of various agencies in ensuring traffic safety have to be emphasised, as they have been much more coordinated than in the past. In 2009, the police continued performing traffic supervision largely to the same extent as in 2008. The volume of supervision was reduced somewhat in the second half of 2008 in connection with budget cuts. The systematic implementation of campaigns and media communications done in cooperation between the Road Administration and the Police Board provided an effective alternative.

The results achieved show that the chosen activities are correct and efficient. These activities must be continued and additional activities found to complement them, helping to further improve traffic culture and increase the self-control of road users.
Looking into the future, the installation of speed cameras is one such activity. The relevant project was initiated at the end of 2007. By the end of 2009, the project reached a phase where cameras have been installed on the Tallinn–Tartu Road, information systems have been developed and the interaction of information systems is being tested. The testing period has already brought us close to the goal of installing speed cameras as a traffic-calming measure. Tests so far show that traffic on these roads has become calmer and the average speed has dropped. Thus it is hoped that the actual use of speed cameras will further improve the law-abiding and risk-aware behaviour of road users, and drivers will pay more attention to road sections with higher traffic risks.

Photo 1: speed camera on Tallinn–Tartu Road

The introduction of speed cameras will create an opportunity to redirect police forces from the main roads to more minor routes, thereby enhancing the traffic supervision capability in places where the police have not always been able to reach so in the past. This will increase the likelihood of detection of traffic violations and should encourage road users to behave in a law-abiding manner.
An analysis of traffic behaviour of drivers on the basis of the results of traffic supervision reveals that the incidence of drink driving has decreased, but still clearly poses a problem.

Alcohol is still an issue, especially among younger people. Every other drunk motor vehicle driver involved in a traffic accident was younger than 30, while only a fifth were older than 45. The registered number of drunk underage drivers of motor vehicles involved in accidents stood at 13, with the youngest of them being a 14-year-old Tallinn schoolboy. In 2008, 14 underage drunk drivers were caught at the wheel in accidents. At the same time the number of drunk drivers decreased considerably compared with 2008, namely among young people who are no longer minors and are now in the 18–30 age group – the number of accidents involving this age bracket decreased by a third from the previous year. The number of 45–55 year-olds involved in accidents remained the same as in 2008. The 2009 traffic behaviour monitoring showed on the basis of police raids that of all the motor vehicle drivers participating in traffic, 0.6% are drunk (with an alcohol content in the blood $\geq 0.5$ p.m.) and 0.2% have residual traces of alcohol (with an alcohol content in blood of 0.2...0.5 p.m.). These figures were the lowest in the entire history of monitoring since 2002.¹

Thus the identification and removal from traffic of drunk drivers continues to remain a priority in 2010.

¹ Year in Traffic 2009, Road Administration, available at http://www.mnt.ee/atp/?id=41827
2.2 Traffic culture to be improved

Assessing our traffic culture it has to be admitted that one factor that has clearly reduced the number of traffic accidents and the fatalities and casualties caused by traffic accidents is the changing attitudes of road users. Results of an analysis conducted by the Ministry of the Interior show that people have started to use safety equipment more frequently. While in 2007 the number of fatalities with unfastened seatbelts stood at 94, the number had decreased to 40 by 2008 and to just 28 by 2009. Although traffic behaviour monitoring results indicate a consistently increasing tendency of seatbelt use, a survey conducted by TNS Emor in 2009 shows that there is still a gap between the self-image and the actual behaviour of adult road users. Whilst 94 per cent of adult respondents considered fastening the seatbelt extremely necessary, a third of adults injured in accidents had left their seatbelt unfastened.\(^2\) People’s high-risk behaviour has also decreased, which is reflected in a smaller number of speeding incidents.

It often seems that the users of some car brands statistically stand out more in traffic issues than others and that this is not merely a perception. Statistical data on traffic violations shows that BMW drivers have, indeed, committed more violations. In 2008, 17.2 per cent of all traffic violations were committed by persons driving namely that brand of cars (there is as yet no relevant final analysis for 2009). BMW was followed by Audi, Mercedes Benz and Volkswagen, with just over 10 per cent of all the traffic violations each.

When analysing the opinions of road users obtained in the aforementioned survey, it can be seen that the number of people satisfied with traffic culture has risen by 8 per cent from the preceding period. This means that 33 per cent of the respondents are satisfied with traffic culture. The increase provides some assurance that the chosen direction and activities are right, but we must still make a joint substantiative effort to reduce the number of fatalities and casualties and to considerably increase the number of people satisfied with the driving culture in Estonia.

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\(^2\) Year in Traffic 2009, Road Administration, available at [http://www.mnt.ee/atp/?id=41827](http://www.mnt.ee/atp/?id=41827)
As the media has paid a lot of attention to traffic issues and, amongst other things, speed cameras, it has helped change overall attitudes. The mere fact of speed cameras being installed has also helped improve traffic culture. The number of drivers speeding on the section of Tallinn–Tartu Road covered by speed cameras has decreased nearly four times when compared with recent years.

3. Enhanced fire safety in the living environment, fewer accidents

In 2009, good results were achieved in enhancing fire safety. The main aim was to reduce the number of fatalities and casualties as well as property damage caused by fire. Another aim was to increase people’s awareness of how to avoid fire and how to behave in the event of an emergency.

The keywords in fire safety in 2009 included preventive work and raising awareness, introduction of the usefulness, compulsory requirement and more extensive use of smoke detectors in living spaces and the promotion of voluntarism in rescue work. Smoke detectors became compulsory in living spaces from 1 July 2009 and according to the latest surveys (as at October 2009) 78 per cent of living spaces were equipped with a smoke detector. A year ago, the corresponding indicator was 38 per cent and in 2007 only 25 per cent.

![Figure 6: Equipped with smoke detector and fire extinguisher, percentage of population. Source: Rescue Board](image-url)
In enhancing fire safety, separate attention has been paid to welfare and care institutions, where a fire may have extremely tragic consequences. The conformity of welfare and care institutions with fire safety requirements is inspected annually. As a part of preventive work and supervision, the personnel of welfare and care institutions have been informed of fire-safety related risks. These activities will be continued in the future.

3.1 The number of fatalities caused by fire to be further reduced

Last year, 63 people lost their lives in fires. Until 2008, the number of fatalities caused by fire had been over 116 for fifteen years, reaching as high as 208 in 1994 (164 in 2006; 132 in 2007). The first significant decrease in the number of fatalities came in 2008, when less than a hundred people lost their lives in fire – 89. Thus, the number of fire-related fatalities has dropped by 62 per cent in three years (2006–2009). When considering that 164 died in fires in 2006, the total of 208 have “survived” in 2007–2009. That is equal to seven classrooms full of children.

Number of fatalities caused by fire in 2000–2009

<table>
<thead>
<tr>
<th>Year</th>
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<tr>
<td>2000</td>
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<td>2008</td>
<td>89</td>
</tr>
<tr>
<td>2009</td>
<td>63</td>
</tr>
</tbody>
</table>

It is necessary considerably to increase the efficiency of preventive work and focus on social problems. In 2009, the rate of fatalities caused by fire was 4.7 fatalities per 100,000 in Estonia, while the same figure was 6.45 in Latvia, 6.00 in Lithuania, 1.95 in Finland and 1.26 in Sweden. Taking into consideration the size of the population of Estonia, the country would be on a par with Finland, if there were 26 fatalities a year and on a par with Sweden if there were 17 fatalities a year.
The number of people injured in fires has also dropped: whereas in 2008 the number of people injured in fires was 102, in 2009 it stood at 100.

As in all areas, supervision and prevention pressure can help produce a result also in respect of fire fatalities and the future developments depend on partners and on changing people’s attitudes. Therefore it is extremely necessary for this effort to include and involve the entire society.

### 3.2 The number of fires is to be reduced

The reported number of fires has also decreased considerably in recent years – whereas the figure was already falling, from 14,900 fires in 2006, to 10,400 fires in 2007 through to 10,052 fires in 2008, the reported number of fires in 2009 had fallen even more, to 8,421. Thus number of reported fires has decreased by 43 per cent during the period 2006–2009. The drop in the number of fires has been facilitated by fire safety-related preventive work, increased awareness and improved behaviour patterns of people as well the enhanced efficiency of supervision. For instance, in 2007 the Rescue Board and the Environmental Inspectorate started performing joint supervision over compliance with the garden waste burning prohibition, actively providing information to the public about the dangers of garden waste burning. These activities have considerably reduced the number
of uncontrolled grass and brush fires (whereas on 2006 there were over 6,000 uncontrolled grass and brush fires, then in 2007, 2008 and 2009 the number of uncontrolled grass and brush fires remained below 2,000). Supervisory activities have also focussed on monitoring the fire safety of deserted buildings – all high-risk buildings have been mapped and marked and owners have been issued a precept to block the entrances to the buildings in question.

Figure 8: forest and wildfires in 2003-2009. Source: Rescue Board

There were no major forest fires in 2009. That can be explained by unfavourable weather conditions as well as by the people’s increased awareness and improved behaviour patterns. The public has been informed efficiently and the supervisory agencies have worked closely together during the periods of high fire risk.

From 2008, the performance of systematic assessments of proprietary damage to buildings caused by fire was started. While in 2008 fire caused proprietary damage to buildings in the amount of 356 million EEK, in 2009 the figure decreased to 276 million EEK (decrease in proprietary damage 22.5 per cent in a year). It is important to note here that the decrease occurred despite the fire at the Mustika Centre, even though such extensive fires generally tend to affect the statistical indicators of the whole year. The decrease of property damage also suggests that the number of insurance frauds has not grown, in the opinion of the Ministry of the Interior.
In addition to fires, traffic accidents and offences against the person, there are other hazards which endanger people’s lives – work-related accidents, drownings, accidental falling, poisoning and various other accidents. The majority of these can be prevented and the state must do its utmost to protect people’s lives come what may – it is the state’s task. The Rescue Board is taking the initiative to prevent accidents on a wider scale, not just with regard to fires. For instance, the Board has launched activities aimed at preventing water accidents and drowning deaths. For this purpose, they have developed primary instructions for people and opened a special information portal – www.veeohutus.ee. The plans for 2010–2011 include increasing the efficiency of preventive work and organising a relevant media campaign.

The legal bases of the activities of fire safety supervisors have been specified in the draft Rescue Act and the Fire Safety Act, which are currently being processed in the Riigikogu and are planned to be entered into force in 2010. Among other things, the aim of these acts is to create a legal basis for rescue services to perform procedures in the event of any and all risks that may cause a fire. At the same time, the plan is also to review all the requirements established for residential and commercial premises and to assess which requirements are of actual use in the case of a fire.

### 3.3 Increased efficiency of preventive work

Fire safety in schools also continued to be in special focus in 2009. The fire safety situation of educational institutions has improved, but needs to be improved further. According to the conclusions drawn in 2009 there were no significant fire safety violations in 38 per cent of schools (30 per cent in 2008) which means that there are significant fire safety violations in 62 per cent of schools.

In order to bring educational institutions into line with fire safety requirements, the performance of efficient fire safety supervision and active cooperation with school operators is to be continued. In summary, the fire safety situation in schools has improved, but is still not yet at a sufficiently good level.
In order to increase the people’s awareness and prevent accidents, social campaign drives to heighten awareness of fire prevention were held through the course of 2009. Lectures were held in schools in the course of explosives removal-related preventive work. Fire safety instruction materials aimed at increasing public awareness have been made available on the Internet (www.rescue.ee, www.kodutuleohutuks.ee, www.veeohutus.ee, www.ohutusope.ee, www.suitsuandurid.ee, www.tulekustuti.ee).

The efficiency of preventive work in the rescue area is reflected in the public’s increased awareness. The level of public awareness is assessed by way of an annual survey. The results show that fire safety awareness is lowest among the Russian-speaking population groups and therefore the main focus of preventive work will be aimed at these sections of society in the coming years.

The aim of the security policy is also to enhance the supervision capability related to the safety of working environment. 17 people lost their lives in work-related accidents in 2009, which is the lowest figure since 1991. Hopefully the number of such accidents will be even lower in the future.
Ensuring national security and defence must always be treated attentively, also in periods of economic recession. We must ensure the functioning of the vital services and the legal bases for that have been established in the Emergencies Act developed in 2009.

In 2009, the “concept of developing voluntary activities assisting rescue” was approved, laying down the main bases and goals in developing the activities of voluntary rescuers. Support for the activities of rescue volunteers (financial support, training and equipment) also continued. Voluntary activities are promoted on the principle that volunteers can apply preliminary measures until the arrival of professional rescuers.

In order to improve response speeds, the speed of answering and responding to emergency calls needs to be increased further, as well as awareness of the emergency call number 112. According to a survey conducted by EMOR in 2009, only 82 per cent of people would call the correct number in the event of a fire.

![Figure 9: % of people aware of emergency call number 112 in 2007-2009. Source: Rescue Board](image)

With support from European structural funds, rescue equipment was acquired in 2009 for pollution control operations, chemical accidents and forest fire extinguishing operations and for ensuring the management and logistics of rescue operations to improve the overall rescue capability.

We see volunteers as an important resource in ensuring security. The concept of developing voluntary activities in rescue work was prepared in 2009. The Defence League is a good cooperation partner with the Police and Rescue Board and cooperation agreements have been concluded.
In developing internal security, we will focus more on border regions, particularly the Ida-Viru County. Due to the specific nature of the region, new rescue equipment has been acquired for the Eastern Estonian Rescue Centre. We will definitely try to continue improving the working conditions of police and rescue workers in North-Eastern Estonia, particularly in Jõhvi and Narva.

Photo 4: modern rescue service container truck

2009 also saw the completion of the concept of a combined 112-110 Emergency Response Centre, under which the former two emergency numbers will be merged into one. More detailed information about the plans related to the concept is provided in one of the following sections.

4. Improved property protection

The state’s activities in regards to offences against property mainly involve dealing with the consequences of the offence. Although the police generally manages to catch the offenders, the most important thing for people – finding and returning stolen items to the owner – is not achieved in many cases. That is because stolen property is already in circulation and in the possession of third or fourth parties. Returning found stolen items to owners is also a problem, as it is often not possible to identify the owner. It is important to note here that technological developments allow the owners to mark their property so that identification is easy. However, regardless of various possibilities, the prevention of thefts is always more expedient and important.
4.1 The number of criminal offences against property is reduced

Looking at the overall trend in offences against property, a slight rise is evident in the last two years. The number and proportion of thefts have grown the most. That is partly due to a change of law – namely, systematic thefts have been made a criminal offence. A positive thing in regards to thefts is that thefts from dwellings have not increased. The people's own carefulness and interest in protecting their property is definitely one of the factors here. Property guarding and insurance options are used more often. Every person can individually prevent the spread of offences against property, primarily by:

- acquiring their property from legal sales points;
- keeping their property in securely locked buildings or vehicles;
- using security equipment at the location of their property; marking their property;
- not leaving tempting items in visible places;
- paying attention to their surroundings;
- displaying social courage and informing the police of suspicious circumstances they have noticed.

In regards to the discovery and prevention of offences against property, the police has, above all, aimed its activities at organised criminal groups. In 2009, the police turned special attention to catching the traders of property gained from criminal offences and to identifying the property gained from criminal offences. The number of cases of holding and distributing property gained from offences discovered by the police in 2009 was 29.5 per cent higher than in 2008.

The activities of the non-profit association Eesti Naabrivalve (neighbourhood watch) have had a positive influence on property protection and increasing the overall security of living areas. Neighbourhood watch includes over 10,000 households and 86 new areas all over Estonia joined in 2009. That demonstrates people's willingness and desire to contribute to the protection of their own property and that of those close to them. More than 10,000 households have joined neighbourhood watch. Source: www.naabrivalve.ee
It is also a good example of social control and community cooperation, via the public’s awareness of the possibilities and the need to protect their property.

### 4.2 Robberies becoming more violent

Looking at the figures related to offences against property, we can also be relieved that the number of robberies has dropped. However, it has to be admitted that robberies have become more brutal. Various means of disguise are used more often and guns have been used for emphasising the threat.

The number of gunpoint robberies increased by 55 (+42.6 per cent) and the number of masked robberies by 38 (+88.4 per cent) compared with 2008. The increasingly violent nature of such crimes and the use of disguise is a trend with which the law enforcement officers have to intensively focus on also in the future. Unfortunately, the beginning of 2010 also shows (particularly in the case of petrol station robberies) that the brutality of robberies continues. This is also a point of thought and action for entrepreneurs, who should definitely review their security measures and alarm equipment, in order to make sure companies are not an easy target. In times of economic recession, people tend to deal more in cash, which means that companies have to monitor the amount of cash in the cash desk and not keep large amounts there.
4.3 Internet environment – a modern place for committing offences

Crime is also in today’s information society. Alongside the real world, the virtual world is also becoming an increasingly common environment for offences to be committed. Looking at the statistics of frauds in recent years, we can see that computer frauds have grown by 103 cases since 2008. Therefore it is very important for us to have adequate competence and resources in the state to prevent offences committed in computer environment or identify the people who have already committed offences and to gather high-quality evidence for convicting them. Since about 98 per cent of the bank transactions in Estonia are executed over the Internet, crime is also trying to move to where the money is.

5. A safer state

5.1 The state’s ability to identify reliably people residing in Estonia

In May 2007, Estonia started issuing travel documents with digital biometric data, which means that a person’s facial biometry is entered into the document. Since June 2009, fingerprint biometry is also entered into travel documents. For that purpose, the prints of the index fingers of the right and left hand of the applicant of the travel document are used. If the said fingers are missing or the quality of fingerprints is low, a print is taken from another finger.

Comparisons of biometric data provide a more reliable way of identification and reduce the possibilities of document and identity abuse. Checking identity on the basis of biometric data in procedures performed by the state helps the authorities to uncover cases of identity theft and double identity.

The most important technical change upon the introduction of biometric documents was the inclusion of a contact-free chip – the data medium necessary for the electronic storage of biometry – in travel documents. A chip containing a person’s biometric data is entered into the passports of Estonian citizens, alien’s passports, diplomatic passports, sailor’s serv-
ice logs, certificates of record of service, temporary travel documents and refugee’s travel documents.

As at 1 January 2010, 221,156 valid biometric travel documents had been issued, including 31,798 with fingerprint biometry.

Fingerprint biometry is one of the most reliable methods of identification in accordance with EU law, and is already being used in the travel documents of several countries. In addition, the plan in the coming years is to start taking biometric data from all foreigners who apply for a visa or a residence permit for any Member State of the European Union.

5.2 Illegal immigration and illegal stay in Estonia to be reduced

In accordance with the generally recognised principles of international law, every state has the right to decide which outsiders and in what numbers it allows into its territory. Control of illegal immigration is therefore an important part of the common EU migration policy, covering border security, prevention of illegal employment, removal of persons and cooperation with third-party countries. Illegal immigration is understood to mean the illegal entry of citizens of third countries into the territory of a Member State by land, sea or air. That is often done using false or forged documents or through criminal networks. In addition to that, illegal immigration is also understood to include cases where persons have entered the state on the basis of a valid visa but exceed the allowed time of stay, or use the visa for a different purpose than that which it was issued for, or without a visa. Although there are no common statistics on illegal immigration in the European Union, the estimated number of citizens of third countries illegally staying in the European Union may reach figures ranging from 4.5 to 8 million.⁵

In regards to illegal immigration, Estonia is mostly a transit country, through which immigrants try to reach the Nordic countries or the Mediterranean countries. In 2009, the main countries of origin of illegal immigration included the Islamic Republic of Afghanistan, the Russian Federation, Persons who are not citizens of a European Union Member State, European Economic Area member state or the Swiss Confederation or their family members.

⁴ Source: http://europa.eu
tion, the Syrian Arab Republic, Turkmenistan and the People’s Republic of China. An important aspect in the prevention of illegal immigration and transit migration is to maintain the capability of implementing preventive measures in the entire territory of the country, including along the internal EU border.

In 2009, the number of illegal immigrants from Afghanistan grew both on the external EU border and on the internal border with the Republic of Latvia:

- 68% of persons who illegally crossed the border were from Afghanistan;
- 70% of persons who illegally entered the Schengen area via the external border were from Afghanistan;
- 64% of persons who illegally entered Estonia via an internal border were from Afghanistan.

2009 also included cases of misuse of Polish Schengen visas and residence permits by persons from Chechnya and Dagestan as well as by Georgians, where people gave incorrect statements about the purpose of their travels and applied for asylum after having reached their country of destination (usually Finland or Sweden) via Estonia.

In accordance with the norm of international law, everyone has the right to apply for and use asylum in other countries. Until now, Estonia has received the lowest number of asylum applications compared with other EU countries. While the number of asylum seekers in other EU Member States reaches up to several thousands a year, the number of asylum seekers in Estonia is the smallest – less than 30 persons a year. In 2009, the number of asylum seekers in Estonia was very high compared to previous years – 36 persons filed a first-time asylum application. The number of asylum seekers in 2007 and 2008 was 14.

The largest number of asylum seekers in 2009 came from Afghanistan (nine) followed by Georgia (six), Syria and Russia (five each). From 1997 to the end of 2009, the total of 176 persons have applied for asylum in Estonia and Estonia has provided international protection to a total of 24
outsiders. The largest number of asylum seekers (26) have been citizens of the Russian Federation (18 Russians and two Ossetians).

Figure 11: number of asylum seekers in 1997-2009. Source: Citizenship and Migration Board

The pressure of illegal immigration and transit migration and other cross-border crime on Estonia’s external borders, and the free movement area on the whole has shown a tendency towards growth since 2008. Illegal border-crossing is still the most frequently used method of illegal immigration. While in 2008 border guards discovered 40 cases of illegal immigration, in 2009 the number had risen to 61 cases. In 2009, the number of persons caught for illegal immigration increased by 57 per cent; 60 per cent of those persons crossed the state border in places between border points and the rest were cases of misuse of Schengen visas or illegal staying in the country. The increase in the number of violations detected was also facilitated by the improved efficiency of preliminary and follow-up control of applications submitted in the visa approval process.

With regard to the use of forged documents, the situation has been stable across years, but the circle of people using forged documents has changed compared with the years 2006 and 2007. While in previous years, it was seen to be primarily Moldavian or Ukrainian citizens who used forged documents, citizens of various African countries and also China became active in 2008 and 2009, using either forged or stolen Schengen visa stickers or residence permits of EU Member States.
Photo 5: verification of the Schengen visa

In 2009, 916 persons were prevented from crossing the border, 314 of them at the land border, 593 at the sea border and 9 at the air border. In 2008, refusal of entry was issued to 2,326 persons, 426 of them at the land border, 1,882 at the sea border and 18 at the air border. The change has been the biggest at the sea border, where the number of refusals of entry decreased by 68 per cent in 2009.

In 2009, 97 cases of illicit trafficking of contraband (in 2008: 39) were discovered at the Estonian-Russian border, which is 60 per cent higher than in 2008. The most common contraband items include tobacco products and alcohol bearing the tax stamps of the Russian Federation. The total number of cigarettes bearing the tax stamps of the Russian Federation discovered by border guards in 2009 stood at 1,125,950. Smuggling is encouraged by the continued economic decline, the notable price difference of the goods and the growing rate of unemployment, as well as the established limits of the quantity of cigarettes permitted to be imported.
Estonia’s external border (eastern border and sea border) is guarded by patrols from cordons and by monitoring systems on land and sea. The main aim is to discover and prevent illegal border-crossings in areas between border points. In guarding the sea border, by monitoring systems (completed in 2006), ships and aircraft, the discovery of marine vessels and control of the peaceful passage through the territorial sea will be organised. In guarding Estonia’s eastern border, the technical guarding capability in high-risk areas was increased to 47 per cent in the last year, including the renewal of the guarding system in the dry bed of the Narva River, the renovation of the Mehikoorma cordon, where the Lämmijärve monitoring centre was established, and a video surveillance system installed in Kulje Bay. The protection of Estonia’s eastern border therefore fully meets the requirements of the Schengen judicial area and the best practices of the Member States.

Photo 6: border guarding boat PVL 202 Kati
5.3 Prevention and combating of intelligence and subversive activities targeted against the Republic of Estonia

Despite the fact that the Cold War has ended, espionage still exists in the world and various events have indicated that the area is seeing an increase in activity. New possibilities have been created mainly by the rapid development of Information Technology. In 2009, Estonia was exposed to several minor cyber incidents, at least some of which were aimed at entering malware into the computer networks of state agencies and enterprises. There is increased interest in the secret illegal acquisition of the newest scientific and technological achievements worldwide, both from states and enterprises. The acquired know-how is mostly used for increasing protection capabilities or enhancing competitiveness. A company’s failure to protect its technology results in loss of profit, a financial loss and, in the worst case, bankruptcy. In order to maintain competitiveness, the need to protect important information has to be acknowledged. Estonian society as a whole needs a consistent development of its economy by way of creating added value, which is possible primarily through extensive research and development. That, in turn, creates a need to protect high technology from third parties who are trying to obtain such information illegally.

It is considerably easier for the state to organise the protection of information if the state is the owner of the information. It might be difficult to explain to the management of a company why sometimes the expediency of selling novel products not yet put into production should be critically considered, in order to exclude the possibility of the buyer starting to produce and market the same product first. Such a new potential producer has a great economic advantage due to savings on development costs. In such cases the company’s momentary profits would be replaced by a rapid decrease in turnover, which in the case of large enterprises may have an effect on the overall economic situation of the country. What needs to be kept in mind is that in connection with the recent economic recession, the drive to cut development costs in order to maintain the former profit margin has increased worldwide.

In general, it has to be said that it is extremely difficult to discover direct economic and industrial espionage. These cases are usually discovered in
connection with other violations, revealing the illegal procurement of information by third parties. The discovery of such cases largely depends on the professional work of the law enforcement agencies, but the companies’ support and will to inform on such incidents is important. The dangers arising from economic and industrial espionage can never be completely excluded, but the related risks can be considerably reduced through the prevention and acknowledgement of problems. It is also important to note that not only state secrets are the target. Companies should review their protection of particular business interests, strategies and developments.

Herman Simm’s case shows that Estonia is not on the periphery when it comes to espionage. Various foreign states have an interest in Estonia and for various motives. It is important to acknowledge that the interest is there and to act accordingly. That said this is no cause to become paranoid and start suspecting everyone and everything. There are often many coincidences. At the same time, it must not be forgotten that this espionage case is not the last in Eastern Europe and the Simm case was immediately followed by similar cases in Romania and Poland. The activities of the defence agencies of the Republic of Estonia in 2009 were successful and the best proof of that is the conviction of Herman Simm.

5.4 Prevention and combating acts of terror

Terrorism is a phenomenon, which society senses either as an immediate threat to the security of the people and the state or rather as a peripheral problem of the globalising world, which does not concern a small country like Estonia.

Although the threat of terrorism is currently considered low in Estonia, it unfortunately has to be acknowledged that the threat of terrorism is constantly just a few flight hours away from us and international threats become national threats in a few moments. Therefore, in order to prevent security threats, it is important to implement the technological solutions made possible thanks to the rapid development of information technology.

One of the most important tools in the prevention and combating of acts of terrorism is the booking information of airline passengers, or PNR.
Acts of terrorism can be successfully prevented through the performance of risk analyses and the identification of associations between persons. Countries already processing PNR information today include the United Kingdom, France, Belgium, Sweden, Australia, Canada, USA and South Korea. The number of these countries is constantly growing.

In order to increase the security of society, Estonia is also working on the development of principles and procedures for processing the booking information of airline passengers, also engaging private sector representatives in the process. In 2009, Estonia was an active advocate at European Union level, seeking a balance between the protection of national interests and cutting possible costs. The Minister of the Interior led an introductory visit of Estonian parliament members to the United Kingdom last year, to study the British PNR system. Estonia continues developing its national system in accordance with the principles agreed at the European Union level.

6. Faster emergency aid

6.1 Search and rescue operations on sea and border water bodies

Approximately 2,000 manned ships sail on the Baltic Sea every day and there is active traffic in Estonian waters in an area of about 10,000 km². During the summer navigation period, thousands of yachts, speedboats and pleasure boats sail our waters. Winters entail icebreaking problems, which considerably impair seafaring safety. In addition, every year sees instances where fishermen go ice-fishing (mainly on Lake Peipsi, Lakes Puhkva and Lämmijärv and Pärnu Bay), without complying with the ban on going on the ice and in unfavourable weather conditions.

Fortunately, there were no sea catastrophes and boat accidents with human victims in Estonia’s rescue area in 2009. The main search and rescue activities were therefore carried out on Lake Peipsi and Pärnu Bay as well as the in Tallinn–Paldiski area. It was mostly fishing and sailing enthusiasts who needed help. The total of 131 sea rescue cases were registered in 2009, with 263 people rescued with the border guards’ aircraft and boats. 42 people managed to save themselves, 11 people died before help arrived and 1 person went missing.
6.2 Reduction of the risk of sea pollution

The Gulf of Finland is a part of the Baltic Sea with lively sea traffic, where the routes of passenger and cargo ships and tankers to and from Estonian, Finnish, Swedish and Russian ports cross. The greatest danger to the sea environment comes from the shipment of liquid cargo loads in single-hulled oil tankers, serviced by oil terminals outside the territory of the EU. In accordance with international agreements and on the basis of the rules and requirements of the International Maritime Organisation, single-hulled tankers will no longer be used for oil shipments from 2010 at the latest, but the economic recession may weaken the strict adherence to these requirements.

The use of riverboats for shipping oil products has also been a problem. The Baltic Sea is a very sensitive sea area for the European Union, because it is essentially an internal EU sea, except for the areas around Kaliningrad and St. Petersburg. In order to reduce the risk of sea pollution, it is extremely important that Russia also start using secure tankers for shipping oil products.
In order to discover pollution incidents, the aircraft of the Police and Board Guard Board are equipped with the SLAR monitoring systems (including data processing and storage equipment, infrared radiation and microwave sensors), which allow the crews to check the monitored sea areas also in poor visibility conditions and in the dark. In 2009, an average of 2.4 patrols a week were performed to check for pollution (the length of one patrol flight is about three hours) and 59 sea pollution incidents were discovered. That is 14 per cent less than in 2008 and is the result of cost cuts. However, the reduction of flight hours is largely compensated for by increased capability in performing pollution supervision EMSA satellite monitor.

7. Enhanced security policy

7.1 The establishment of the Police and Border Guard Board

One of the important priorities established in the Coalition Government programme for the years 2007–2011 is to end the needless overlapping activities between various ministries and agencies. In order to avoid useless doubling and the dispersion of management of individual areas, the Government’s plan of activity prescribed the merger of the Police Board, the Border Guard Board and the Citizenship and Migration Board, for which an analysis of different aspects was started in 2007. The formation of the largest state institution in Estonia was completed in 2009. After the appointment to office of Raivo Küüt as the general director, the second half of 2009 entailed the agreement and approval of new procedures and processes for the new institution. A more detailed overview of how and why things were done in that period is provided in a separate chapter of this publication, where the newly appointed general director will analyse the achievements so far.
An ever-increasing amount of information needing processing and ever more complex challenges in the area of internal security have inevitably created a situation where a large number of officials find that elementary higher education is no longer sufficient for them to do their job well. Driven by that recognition, the Estonian Academy of Security Sciences, in cooperation with European partner universities and agencies, launched a unique social sciences master’s study programme in the area of internal security in September 2009. The 40 master’s degree students who started their studies after tight competition screening represent practically the entire internal security sector and all the ministries involved.

Such diversity of agency representatives has definitely added value to the master’s programme, as it has allowed students to see the different aspects of problems in academic disputes and thereby learn to know future cooperation partners better.
Amongst other things, the master’s programme is an international curriculum, and was tailored as a common creation of tens of cooperation partners who were free to choose what they felt was the optimum approach. As the programme launched is a nationally recognised master’s degree programme in social sciences, students who have completed the two-year studies can continue their education under a doctoral programme in any Estonian or European university.

Besides the best Estonian competences, the master’s programme also includes the knowledge of the Academy’s foreign partners. In the autumn semester of 2009, lecturers from the USA and Finland gave lectures under the master’s programme. For 2010, agreements have been concluded to involve at least another four internationally recognised lecturers in order to cover specific internal security topics of the syllabus from the global perspective.

In addition, an “Open Academy” facility was opened from the end of 2009 on the basis of the master’s programme, enabling officials working in internal security-related areas to listen to speciality elective subjects of the master’s programme and obtain credit points without having to embark upon the entire master’s programme. That way those who already have a master’s degree can also gain new knowledge of the developments around us.

The further development of the master’s programme will definitely not end in 2010. In addition to engaging several new foreign lecturers, we have planned to assemble one study module under the programme entirely in English. The aim of all that is to give our foreign cooperation partners, who have expressed an active interest towards the studies, could the opportunity to plan their studies at the Academy in English together with the Estonian master’s degree students at one particular time every year. As the Estonian Public Service Academy is a partner in the Erasmus international academic exchange programme, we can finance such exchange projects at least partly from foreign funds and bring highly valuable international experience into the Estonian internal security sector.
II INTERNAL SECURITY OR INTERNAL DEFENCE?

Erkki Koort
Deputy Secretary General of the Ministry of the Interior

Internal defence or internal security – what is it, what does it comprise and do we all understand it in the same way? Is one a part of the other or does the other begin where one ends? Does the perception of the level of our security match the actual level in reality or do we overestimate (or underestimate) the threats? Do we understand that the level of our security depends on our ability to cooperate?

We often encounter the terms internal defence or internal security in everyday speech and in the media. We take these words for granted, seldom contemplating their essential meaning. Is internal defence associated only with the police and other power agencies or does it have a broader definition? Perhaps internal defence also includes the overall well-being and sense of security, in the context of daring to walk on the streets at night and being able to freely express one’s opinion. How should we distinguish between, say, internal and external defence, is it even possible or does it form one indivisible whole?

Society often finds itself in dispute over what to consider included in the domain of national defence. The majority of people associate the words defence and security with military and defence institutions and also the police, rescue and border guarding functions. People can name national defence structures when thinking of state defence. These structures do not ensure everyday order in the territory of the state, but can be used in certain situations. The activities of the Defence League in Estonia and the National Guard in the United States of America could be pointed out as examples. There are also views that are rather contrary to the above. Defence is defined only by the functions assigned to defence institutions. According to that view, ensuring the sense of national security can be di-
vided into activities of ensuring public order and activities of ensuring defence.

Although the establishment of the problem may seem unnecessary, more attention has recently been paid to it at European Union level. Thus it has been found in the Stockholm Programme that the European Union needs an internal defence strategy and that such a strategy would be a necessary supplementation to the EU external defence strategy, strengthening the links between the internal and external policies of the European Union. In 2006, the European Security Research Advisory Board reached the conclusion that Member States will have to enhance the efficiency of their activities in order to define connections between security and defence, distinguish between the specifics of defence and civil studies; and to include social, economic and cultural aspects into defence studies. The definitions of internal defence and internal security are therefore not unambiguously clear and agreed and the discussion over the essence of these terms continues in 2010.

Security and defence are definitely broader terms than the definition of the scope of main tasks of some state agencies allows, and both local governments and the entire community play an important role here. Opinions have been voiced to the effect that the local government system is the more indigenous to the Estonian people, since the central power had been held by various foreign occupiers for much of the country’s history. Maybe that is where the distinction between ensuring internal security or internal defence lies in the case of Estonia and countries with a similar history. If the local government or community is strong, the order in the village or street will be kept and therefore should spread to other areas as well. However, we have to take into account that international relations are based on different norms than those at the local government level, from whence Estonia’s experience in administering itself before 1918 and 1991 largely derived.

In earlier treatments, ensuring national defence had been understood to mean the military defence of the state from military attacks and internal order was often ensured by a militarised gendarmerie. Most of the defence studies conducted were also from that sector. The conservative viewpoint that defence studies should only concentrate on subjects like military ag-
gression, national defence and war emanates from the Cold War era and prevailed until the 1950s. After that the overall picture started to broaden and has up until today moved to another extreme, where the context of ensuring security includes climate changes and environmental catastrophes and therefore also problems related to the consequent flooding of land, which means problems for the country in question as well as other regions all over the world (due to migration). There are several examples where either floods or droughts have become the catalyst to make people leave a region in search of a more secure life. Usually in such cases, the society has already been weakened by ethnic conflicts, extremism and external intervention. One such example is Somalia, where the combination of these factors has resulted in emigration and piracy. Flood and drought are not direct security issues here, but provide considerable input in the deterioration of the security environment.

The terms are not clearly defined and are used incorrectly. In 2006, the Ministry of the Interior initiated the development of a comprehensive “Great defence” concept. Ultimately the basic guidelines of the security policy were developed and adopted by the Riigikogu after their introduction in instalments on 10 June 2008, with 80 votes in favour. The preparation of that document also showed that there is a tendency to often forget the terms “protection of public order” and “security”. It might seem that this has nothing to do with the phenomenon threatening global well-being – terrorism – but it is nonetheless the first pre-requisite to combat. “Combating terrorism” undoubtedly sounds more prestigious than “protection of public order”, but it is in fact the protection of public order that is a considerably broader and more fundamental activity. Security in society is a much broader term than internal defence and therefore one term encompasses the other.

Economic issues undoubtedly also provide an input into internal security, but every economic problem is not automatically an internal security problem. The same applies to the spreading of AIDS and drug addiction. Initially this is not an internal security problem, but when the number of drug addicts is large and the offences committed by them start threatening public order, it may become a security problem. Drawing a line between internal security and public order-related activities and those car-
rying out the activities is relatively difficult. It certainly cannot be defined by any individual institutions. When a defence institution investigates a crime and the police investigates the same crime, do these constitute different activities? Or when a defence institution hands the investigation over to the police? In many countries, defence institutions do not have authority to investigate criminal cases and upon discovering an offence they hand the procedure over to the police. Does an internal defence problem then become a public order problem? We could try and define internal defence as being that part of security which remains in the background of everyday life, but is still inevitably necessary for ensuring the well-being of the people. Thus we may say that everyday family life is a normal part of society, but domestic violence is a matter of internal security. But if domestic violence involves a threat to the lives and health of many people (e.g. threats of explosion) it becomes a matter of internal defence.

Just as societies are not hermetically isolated in today’s world, the terms “internal defence” and “external defence” cannot be absolutely defined. Both terms represent constantly transforming phenomena. Furthermore, what exactly should be treated as internal defence – the processes taking place within the territory of an individual country or, in the case of the European Union, the processes occurring in the territories of all the Member States? If we consider the territories of all the Member States, should that also include colonies (dependent countries). People living in Estonia might find it hard to understand that the situation in Portugal is a matter of Estonia’s internal defence. It is even more difficult to imagine processes similarly developing in Greenland or Aruba as relevant to internal defence.

The terms “internal policy” and “internal defence policy” are often taken to mean the same thing. When dealing with national defence issues, the connection of internal security or internal defence with the defence of the state as a whole have always been seen in the same way. In the Riigikogu’s resolution from 2001 “The bases of defence policy” the focus was on Estonia joining NATO and the European Union, the objectives were clear and efforts were made to achieve them. By 2004, when the new bases of defence policy were approved by the Riigikogu’s resolution, the said objectives had been achieved and there were no clear goals. However the
changing world situation, with the issue of combating terrorism, offered some substitution for the old issues. In 2001, the section which dealt with internal security was short and mainly addressed the area of rescue operations. However, by 2004 there had been a change in the way of thinking and significantly more attention was paid to internal security as a separate area. For years, joining NATO and the European Union had been the defence objectives for Estonia, remaining essentially unchanged for over a decade. Getting used to the fact that the former objectives had been achieved took time and no objectives of equal magnitude emerged. 2010 again entails the preparation of new bases of defence policy. The focus on internal security in these is incomparably more extensive.

According to a generally-recognised concept, the most important characteristics of a state are its people, territory and power. This definition should also be taken as the basis when defining internal security. The aim must be to protect all three components, but the people have to come first. For how can there be security or defence, if there is no one to defend? On the other hand, if there was no one to defend and no benefits that could be attacked, there would also be no problem in drawing the line of defence, as there is no need for it. The issue would not exist.

The security of the community – its survival and viability – is of primary importance. Defence and security are defined as being free of threats, or being secure. At the same time, when there is a threat, it must be known who is making the threat, who exactly is under threat and what assets are being threatened. It is of the utmost importance to agree on these matters and to establish a consensual understanding. It must be taken into consideration that as security is largely an indivisible whole, every step to be taken has to be based on increasing the level of security. While doing that, we have to be able to see the relationship of different decisions and promises within the society. Individual ideas to strengthen security, which are taken out of context, can have a diametrically opposite effect. Like in all areas, not everyone might possess the knowledge and information to understand, alter or manage the processes involved. Cooperation is an important precondition to successfully ensuring national defence.
III ESTONIA WISHES TO CONTRIBUTE TO THE FUTURE OF THE EUROPEAN UNION’S INTERNAL SECURITY IT SYSTEMS

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On 24 June 2009, the European Commission presented a long-awaited draft Regulation to the European Parliament and the European Council to establish an agency for the operational management of large-scale IT systems in the area of freedom, security and justice, or the European IT Agency.

The aim in establishing the Agency is to change the former practice of managing the IT systems of justice and internal affairs. At the moment, two such systems are in use: SIS, the Schengen information system, and Eurodac, the information system of the fingerprints of asylum seekers. Efforts are being made to establish a new generation Schengen information system SIS II and a visa information system VIS, but unfortunately the completion of both has been delayed by several years and that has forced the Member States and the European Commission to find a solution in order to be more successful in that sphere in the future.

The completion of the new systems being delayed for years means not only immense costs, but also prevents the adaptation of law enforcement with the new threats and the new defence environment. Information systems and data transmission is of significant importance in ensuring public order and security even now and there is no longer any doubt in the role of IT in the future. Considering the functioning of the European Union, IT systems could be used much more extensively and efficiently. And although we like to think of Europe as one of the global leaders or drivers, we as a union of states are beginning to lag behind the rest of the world in this respect. Although there is more and more talk of creating such systems as, for instance, the entry and exit system or the electronic travel permit following the example of the US and several other countries, it is clear that the mis-
takes made in the development of SIS II and VIS cannot be repeated in their development. The European Union needs a centre of competence with clear responsibilities and ability to ensure sustainable development and management in accordance with the resolutions of the Council and the Parliament. The project-based model used until now no longer works in a situation where we need more complex systems and nearly 30 countries have joined the systems, giving multiple participants and special interests. In accordance with the requirements, the Commission performed an in-depth analysis before submitting the draft, as a result of which the establishment of a new central Agency is seen as the best solution offered so far.

Estonia’s activity on the issue derives not only from our interest in moving one European agency to Tallinn and thereby gaining a good reputation and higher profile. As a member of the European Union, the more efficient use of IT in the area of the internal security of the EU is in our vital interests. Taken separately, the Member States would be capable of much more, but our internal security, threats and responses to threats are so closely interwoven that individual countries cannot ensure their security alone. Therefore we do not see good alternatives to the Agency and we do not consider the Agency an excessive cost item and the creation of additional bureaucracy, but on the contrary, we see it as saving resources and creating synergy between systems. It would also create clear institutional responsibility for the implementation of decisions and systems. It was evident in the first round of negotiations that the majority of the Member States were in favour of the idea and we hope that the decision concerning the establishment of the Agency will be made in 2010.

As one step in the establishment of the Agency, Sweden – during its presidency of the European Union – issued an invitation to countries eager to be the hosting country for the Agency. Besides Estonia, a timely application was also submitted by France, where the SIS servers are located. In submitting its application, Estonia followed the conclusions of the European Council, which contained the agreement that the agencies to be established in the future will be hosted by new Member States. We hold that the balanced development of the European Union cannot remain merely a declaration and such development opportunities are very important for the new Member States. The European Union should not be concentrated just in Brussels and Strasbourg.
We are acting on the strong conviction that the tasks of the proposed Agency are by far broader than ensuring the functioning of the servers and the issue encompasses a lot more than the mere change of the name of server space. Therefore there is no doubt that it is a new agency. However, we are of the opinion that there is no need to move the existing servers from Strasbourg. Elementary security measures prescribe the dispersed placement of important internal security information systems. If there should be other systems besides SIS VIS in the future, the reduction of risks through a decentralised structure would increase the reliability and security of the Agency. Well-coordinated development activities are of particular importance; in other respects the development of information technology is rendering geographic distances unimportant. Therefore we should constructively seek common ground with France, thereby ensuring the best solution for Europe.

Estonia has been successfully establishing an e-State system for years; we have good and secure IT infrastructure, we are implementing an increasing number of e-services and this has been widely recognised in the world. Our country is clearly interested in maintaining and developing that profile, while also being one of the directional leaders in the European Union. Estonia began the first preparation to apply for the Agency in the middle of 2007. In cooperation between the State Chancellery, the Ministry of Foreign Affairs and the Ministry of the Interior the current situation, the various alternatives and the strategy of Estonia was thoroughly analysed. The findings have been gradually implemented. We are convinced that we can offer the European Union Agency an opportunity for the operational management of large-scale IT systems in an area of freedom, security and justice and in very good conditions, in the innovative e-state that is Estonia.

Estonia views the IT Agency in the internal and justice areas in a future-oriented context. In 10 years from now, we will be using systems and technologies which we cannot even imagine today, and the key to the security of IT systems will also be coded quite differently from today. We hope that decisions regarding the Agency will be made not on the basis of the past, but whilst thinking of the future, and certainly not relying on superficial arguments.

We also hope that the European Union will give opportunities to everyone, including newcomers.
The number of people travelling in Europe and Estonia is increasing every year. It is good to know that whatever the emergency people find themselves in, the same emergency number applies in all EU Member States. In a situation where prompt help is needed every second counts. The nature of the event does not matter; the sooner the help arrives, the better.

In 1991, the European Council adopted the decision to establish a common pan-European emergency number: 112. The mechanisms of processing and responding to emergency calls was left up to the Member States to decide. Estonia decided to redesign the entire emergency call response system upon the implementation of 112 in 2000 and thus created a clear connection between the emergency number and the so-called owner of the number, which was the Emergency Response Centre of the Rescue Board.

The Emergency Response Centre with its four regional centres now organises the answering of 112 calls, the processing of emergency calls, the dispatching of rescue crews and ambulance crews to the scene and, if necessary, the engagement of other services, enterprises and organisations. The Emergency Response Centre does not independently process law enforcement related calls, but transfers such calls to the regional police control centres, which also receive the calls made to 110. However, that causes a time delay, which has caused justified resentment in people.

Connecting police control centres with Emergency Response Centres requires an explanation of the tasks of both structural units and the services they offer. Namely, while the Emergency Response Centre has clearly po-
sitioned itself as the service provider to citizens and operative units, the police control centres partly also fulfil an internal management function within police structures.

The Emergency Response Centre currently provides three main services to citizens:

- receiving and handling emergency calls (112);
- answering enquiries in the area of rescue, preventing threats (1524);
- solving problems in the competence of local governments and related to the living environment and the social sphere for the purpose of prevention and elimination (1345).

Of all the calls received, non-urgent calls form 25 per cent, but at the same time these calls are much longer in terms of time. Therefore a quick pre-selection is done upon answering and calls that do not require an urgent response are transferred to the designated numbers 1524 or 1345, if necessary.

The motive for the recently launched 1345 project was, indeed, the large number of calls where citizens were concerned about problems, the solution of which is either primarily in the competence of local governments or not in the area of responsibility of government structures at all. This includes everyday household and utility services problems, which by their nature do require significant attention, but the solving of which is not within the competence of the rescue service (water system failures, sewage system failures, electricity failures etc.). The provision of the service of receiving such calls by the Emergency Response Centre has given considerable added value through having an overview of the local situation without incurring extra costs. The 1345 service is fully financed by local governments (currently covers Tallinn City, Maardu, Viimsi municipality, Keila and Harku). The rescue and ambulance crews can in turn obtain such information directly from the Emergency Response Centre.

In introducing the emergency call number 110, the police have not sufficiently explained to people that it is an emergency number. Therefore they receive many non-urgent calls (information requests, calls for ad-
vice etc.) to the emergency number 110. That increases the probability that when urgent help is needed, the call for help is not received in time. About 5–10 per cent of the calls currently made to the police emergency number 110 are left unanswered due to the long waiting time, because operators answer both calls that require an urgent response and calls that do not require an urgent response. There are currently no call processing standards and competence descriptions for the employees answering the police emergency calls, and no efficient emergency call transfer system for overload periods like the one created at the Emergency Response Centre of the Rescue Board.

The processing of all emergency calls on one emergency number 112 would ensure that calls are handled on the basis of equal criteria and make the provision of help less dependent on its nature. One single emergency contact number of 112 would make the entire emergency aid service in the country simpler and clearer for people and create the necessary additional channels (information help lines) for exchanging information between the emergency services and the people in non-urgent matters. That would create a situation for people staying in the country, where high-quality emergency aid is ensured by the use of one emergency number, regardless of the nature of the event and the location of the caller, thereby ensuring the improved availability of operative services and the higher quality of services on the whole.

In 2008, the Ministry of the Interior commissioned a satisfaction survey concerning the emergency call services, according to which 85 per cent of respondents wished that there was a single emergency number in the country. That result shows the need to develop the emergency services further, to make them more correspondent to the people’s expectations. The survey also revealed that 11 per cent of respondents do not know what number they should call in an emergency and 9 per cent of the respondents would choose the wrong number. The old numbers 01 and 03, which have not been used for more than ten years, are still considered emergency numbers by some people. Therefore it can be said that nearly 20 per cent of the people would currently not be able to adequately call for help in a situation that urgently requires it!

In 2009, the Emergency Response Centre introduced a two-level call processing system. In addition to the more efficient reorganisation of the
work of the Emergency Response Centre, the transition to the two-level call processing system is also a necessary precondition for the implementation of one single emergency number. At the first level of the two-level call processing system, a call dispatcher answers the call and determines what has happened, what is the nature of the event, how quickly and what kind of help is needed and where the caller is located. A senior rescue dispatcher working at the second level sees the information entered into the information system and dispatches the necessary resources (ambulance, rescue equipment). In the case of one single emergency number 112, the Emergency Response Centre would be the first level for handling emergency calls that belong to the response competence of the police, while the police control centres would act as the second level, able to view the information entered by the call dispatchers in real time. According to the new room programmes of the area of government of the Ministry of the Interior, all the regional centres of the Emergency Response Centre and the regional police control centres are planned to be located in joint premises, where all emergency calls would be handled together at the first level and the corresponding resources managed separately (ambulance, rescue and police) at the second level. The first such pilot project should be launched in Ida-Viru County, when the joint building at Jõhvi is completed.

The Ministry of the Interior has also foreseen the transition to one single emergency number in the development plan of its area of government. The overall concept of the transition to a common emergency number has been thoroughly discussed by an inter-agency coordination group formed by the Minister of the Interior, and the contradictions arising from resource management and different management principles have by now been eliminated. Among other things, the coordination group arrived at the conclusion that the preparations made by individual agencies have reached a stage where a detailed plan of activity for making the transition to one single emergency number needs to be prepared in order to consistently coordinate the development of the service. Launching the project requires additional financial resources and an inter-agency leader, who would be responsible for the implementation of the fusion and manage the application of the possible programme.
The project for the preparation of the creation of the joint emergency response centre is currently being prepared. In cooperation with the Estonian Public Service Academy, we have started looking for possibilities in developing a training project for the call handlers of the joint emergency response centre. The immediate objective of that project would be to create a training programme for the receivers of emergency calls, providing high-quality training for the uniform handling of all the emergency calls at the Emergency Response Centre. Today, employees of the Emergency Response Centre can obtain the profession of rescue dispatcher on a one-year course at the Väike-Maarja Rescue School of the Rescue College of the Public Service Academy. However, the receivers of emergency calls at police control centres are not given special training and learn at control centres in the course of practical work. In order to ensure the handling of all emergency calls at a uniform quality in the future, standards for the handling of law enforcement related emergency calls and the professional standard for call handlers have to be developed, and a corresponding training module added to the curriculum of the rescue dispatcher speciality at the Rescue School. All of that awaits us in 2010 and 2011.

In conclusion it can be said that the creation of the joint emergency response centre will allow us to receive emergency messages, including messages that require the immediate involvement of the police, and other messages concerning immediate threats to people, property and the security of the environment in one place. One response centre with uniform standards will ensure the high-quality handling of information received from people and the forwarding of that information to instances who are by law tasked with the solution of particular calls for help. Such an efficiently organised provision of emergency aid will increase people’s satisfaction with emergency services, as it ensures that help promptly reaches those who need it.
V CHANGES IN ESTONIA’S CRISIS MANAGEMENT SYSTEM RESULTING FROM THE ENFORCEMENT OF THE EMERGENCIES ACT

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In the interests of the people’s security and the state’s defence it is important to prevent, be prepared for and respond in a timely manner to situations which pose a simultaneous threat to the lives or health of many people or cause extensive proprietary or environmental damage or disruptions in the consistent functioning of vital services. These are the kinds of activities included in crisis management.

The Emergency Preparedness Act (EPA) enforced in 2001 as the general act in the area of crisis management stipulated the legal bases for crisis management by the Government of the Republic, its agencies and local government. The EPA specified emergency prevention, preparation and response tasks for all ministries, the State Chancellery, county governments, local governments and companies. The main competences of state and local government agencies in regard to measures for responding to both ordinary events and emergencies were set forth in area-specific laws and other legal acts. Important legal acts stipulating the regulations related with responding to emergencies included the Emergency Situation Act and the State of Emergency Act, both enforced in 1996.

By 2009, Estonia had evolved into a situation where the application of the aforementioned legal acts in preparing for and responding to emergencies created a need to review the existing legal system of crisis management. It was also necessary to systematise and supplement the regulation of the organisation aimed at ensuring the consistent functioning of vital services. The review of the crisis management system was initiated by the Ministry of the Interior in 2006. In June 2009, the Riigikogu passed the new Emergencies Act, which was enforced in July and which repealed the Emergency Situation Act noted above.
The Emergencies Act does not regulate the preparation for and response to emergencies arising from military threats. An important principle is that the rights and obligations of agencies and persons stipulated in other legal acts also apply in responding to emergencies. Area-specific legal acts set forth the main component of the competences and authorities related to responding to emergencies, because emergencies differ and specific measures related to responding to emergencies are more appropriately regulated in area-specific legal acts. That excludes the regulations related to the informing of emergencies and the measures to be applied in emergency situations, which have a significant bearing on basic rights and have been stipulated in the Emergencies Act 2009. Those principles do not considerably differ from the formerly valid Emergency Preparedness Act 2001 and the Emergency Situation Act 1996.

Pursuant to the wording of the new Emergencies Act, an emergency is an event or a chain of events which endangers the life or health of many people or causes significant proprietary or environmental damage or severe and extensive disruptions in the continuous operation of vital services. Furthermore, the response to an emergency will require the prompt, coordinated activities of several agencies or the persons engaged by them. Such events include, for instance, extensive sea pollution, mass disturbance, extensive and lengthy power cuts, large-scale forest fires, floods etc. The application of the regulations of emergencies does not (unlike emergency situations and states of emergency) require a separate announcement procedure. It is important to note that not all kinds of hazards and threats (small-scale threats) to the lives, health or property of the people or the functioning of vital services can be construed as an emergency. Ordinary events and accidents are responded to on the basis of special acts and the Emergencies Act 2009 does not apply to these.

In order to respond to an emergency arising from a natural disaster, catastrophe or the spread of infectious diseases, the Government of the Republic may declare a state of emergency in the entire country or in the territory of the relevant county or local government. The Riigikogu may also, on the basis of a proposal from the Government of the Republic or the President of the Republic, declare a state of emergency, if the constitutional order of the state is under threat.
In principle, the EPA did not entail changes in the provisions relating to emergency situations and states of emergency. As regards emergency situations, the package of measures to be used in responding to emergency situations has been somewhat supplemented when compared with the former Emergency Situation Act 1996, the organisation of coordinating emergency situations has been simplified and regulations already contained in area-specific special acts have been omitted.

It was not possible to replace the term “emergency” with the term “emergency situation” in preparing the Act, because “emergency situation” has been defined in the Constitution as being a natural disaster, control of infectious diseases or a catastrophe. At the same time, mass disturbance, extensive disorder in a prison and mass arrival of refugees to the country are also construed as emergencies. These emergencies are not included under the term of emergency situations. Neither could we omit the terms “emergency situation” and “state of emergency” used and defined in the Constitution. Therefore, the Estonian crisis management system contains three basic terms: emergency, emergency situation and state of emergency.

The integration of the Emergency Preparedness Act 1996 and the Emergency Situation Act 1996 served to supplement the crisis management system already functioning in Estonia. The changes have made the system more clear, simple and logical. Estonia’s crisis management system is divided into two important pillars: preparing for emergencies and responding to emergencies, including the organisation of issues related to emergency situations and ensuring the consistent functioning of vital services. Both these pillars are closely intertwined and mutually supportive as well as influencing each other. Estonia’s entire crisis management system is based on area-specific laws, which specify the more important competences and authorities of agencies and persons in responding to both ordinary events and emergencies. Six important changes were brought by the Emergencies Act 2009 than was the case with the Emergency Preparedness Act 1996, namely:

- emergency risk analyses are prepared for specific situations and on an inter-agency basis. At the same time, the coordinating ministry for preparing risk analyses has been determined. The Emergency
Preparedness Act 1996 established the obligation to prepare agency-based emergency risk analyses;

- emergency response plans are prepared for specific situations and on an inter-agency basis. At the same time, the coordinating agency for preparing the emergency response plan has been determined. The Emergency Preparedness Act 1996 established the obligation to prepare agency-based emergency response plans;
- the organisation of the consistent functioning of vital services has been explained in more detail, systematised and associated with area-specific legal acts, including a list of 41 vital services and the criteria for determining the providers thereof. The Emergency Preparedness Act 2009 was very general in that respect;
- county governors and local government heads no longer have the competence to coordinate the response to emergencies. Their tasks in preparing for and responding to emergencies have been specified in various legal acts, of which the most important are the Government of the Republic Act for county governors, and the Local Government Organisation Act in the case of local governments. Their tasks in responding to emergencies are also specified in more detail on the basis of area-specific legal acts in emergency response plans;
- 4 regional crisis committees were formed, which are led by the directors of rescue centres and the members of which include the more important state institutions and the providers of vital services in the region. That enhanced the role of the Rescue Board and the rescue centres in coordinating crisis management activities at regional, county or local government level;
- the scope to engage the defence forces and the Defence League in the prevention of or response to emergencies, granting them the right to keep the peace. The Government of the Republic would make a relevant decision with the consent of the President of the Republic.

As the EPA regulates the issues related to emergencies in a considerably different light, the full implementation of the Act still requires a lot of work and re-learning. In connection with the possibility of engaging the defence forces and the Defence League into preventing emergencies and responding to emergencies, procedures of conduct and training need to be harmonised in order to ensure high-quality operative responses.
VI THE ESTABLISHMENT OF THE POLICE AND BORDER GUARD BOARD

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One of the important priorities established in the Coalition Government’s programme for the years 2007–2011 is to end the needless overlapping activities between various ministries and agencies. In order to avoid useless duplication and the dispersion of management of individual areas, the Government’s plan of activity prescribed the merger of the Police Board, the Border Guard Board and the Citizenship and Migration Board.

One of the most important keywords in the years 2009-2012 development plan for the area of government of the Ministry of the Interior (V AAK 2009-2012) in the four-year development perspective is the creation of a combined internal defence agency, with the objective of ensuring the balanced development of the areas of law enforcement police, the criminal police, border guarding and citizenship and migration, aimed at the achievement of the relevant operative goals. Preparations to create the combined internal defence agency started in 2007, when the Ministry of the Interior formed a project team for planning and performing the necessary preparations.

The merger of the agencies gained legal basis on 6 May 2009, when the Riigikogu approved the Police and Border Guard Act and the related act amending the Government of the Republic Act and other acts.

According to the mentioned above VAAK 2009-2012, the keyword in the development of the organisation of the Ministry of the Interior in 2009 and the coming three years is reasonable management and centralisation of coordination by areas. It is not so much the financial saving that is the objective, but rather the provision of better services with the same re-
sources. However, changes have to be planned and implemented with the consideration that due to the size of the Police and Border Guard Board the inertia of developments occurring in the organisation is much more considerable than in smaller organisations.

The more important activities in developing and implementing the new organisation in 2009 included:

- preparation of area-specific departments in order to ensure the centralisation of coordination by areas;
- preparation of the central provision of support services in order to ensure that the main activity areas are released from the task of providing support services;
- development of the management structures and the management system of the combined agency for the purpose of reasonable management and centralisation of coordination;
- technical preparation of the merger of the three agencies.

Below, we will discuss the said activities in 2009 in the eight key areas of organisation:

- organisational structure;
- human resources management;
- financial management;
- technical working environment;
- information and communication technology;
- communication;
- document management;
- internal audit.

1. Organisational structure

In the development of the organisational structure of the area of government of the Ministry of the Interior, VAAK 2009-2012 prescribed the merger of the Police Board, the Border Guard Board and the Citizenship and Migration Board by 2010 and the centralisation of the management of auxiliary and support functions at the central agency level.
The organisational structure and internal functioning logic of the Police and Border Guard Board follows the objectives noted. The current structure of the organisation also takes into account the development planned in the Police and Border Guard Act 2009, pursuant to which the prefectures currently working as independent institutions will start functioning as regional structural units of the Police and Border Guard Board, from 1 January 2012.

The objective of the activities of the Police and Border Guard Board formed as a result of the merger of the three agencies is to ensure the balanced development of the areas of law enforcement police, the criminal police and border guarding and citizenship and migration. This is aimed at the achievement of the relevant operative goals through efficient planning, implementing and assessment of activities and the joint use of resources. The joint use of resources is among other things understood to mean the provision of support services in the agency in accordance with established standards and considering the specific features of the main activity areas.

2. Human resources management

One of the keywords in forming the Police and Border Guard Board was the improved use of resources for achieving the operative objectives. That is because qualified employees are a prerequisite for the successful functioning of an organisation. In respect of the training required, the positions in the main activity areas of the Police and Border Guard Board are unique within the labour market and therefore the lack of qualified personnel is the highest risk, a risk which the activities related to the management of human resources need to be aimed at reducing.

The personnel strategy of the Police and Border Guard Board for 2010-2013 has been developed based on the principles described in VAAK 2009-2012 of the Ministry of the Interior and to support the performance of the tasks assigned to the new agency under the Police and Border Guard Act that entered into force on 1 January 2010.

The aim of the personnel strategy is to ensure that the organisation has a sufficient number of qualified and motivated employees in order to guar-
antee the performance of the tasks assigned to the it. Personnel strategy is based on good administration practices, the main output of which is high-quality service. The strategy defines the directions of activity of personnel management through purposeful activities.

Efficient recruitment activities are of key importance in reducing this human resources risk. The general objective is to ensure the performance of tasks by the necessary number of qualified employees. In 2009, the agency launched its personnel recruitment database, “TÖNNIVAKK”, which allows it to automatically announce vacancies in the organisation both in the internal and external environments.

Importance is placed on the development of employees, which will ensure that the sufficient number of competent employees to fulfil the functions of the organisation. The creation of the organisation and further training of the Police and Border Guard Board has begun. In cooperation with the Public Services Academy, the agency will develop both vocational and higher education curricula together with the related study organisation principles.

Activities have also started to create a motivation system, which would value the employees and their contribution, thereby increasing the capability of the organisation. The interests of the organisation and the employees will be intertwined through a career policy supporting horizontal and vertical career development in the organisation. The movement of employees is developed purposefully, fixing positions and the links between them, as well as the main professional routes in the organisation.

One of the objectives is also to create and implement a fair, flexible and transparent salary system, through which the good work performance of employees could be valued.

The development of the salary policy in the conditions of reduced state budget resources involves risks in retaining the existing employees. When the private sector recovers from the economic recession and the labour market becomes more active, the non-monetary benefits offered by the organisation will inevitably be overshadowed by those offered in the labour market.
3. Financial management

In preparing the fusion of the financial areas of the Police and Border Guard Board in 2009, the VAAK 2009-2012 objectives of the financial management of the Ministry of the Interior and the state were kept in mind – the implementation of a joint management information system, the introduction of accrual-based accounting, the application of uniform principles in budget preparation and financial management and the reduction of the number of accounting entities.

The financial software SAP, introduced upon the creation of the Police and Border Guard Board, allowed the centralisation of the accounting and reporting functions of the former police institutions (reducing the number of accounting entities from 14 to 1) and provides the ability to obtain prompt, reliable and uniform financial information. As added value, the introduction of the integrated financial software allows the organisation to become more efficient, namely in respect of the resources spent on support activities (e.g. ceasing duplicated activities).

In parallel with SAP, a number of separate functional applications will be created for the Police and Border Guard Board and interfaced to SAP. These are:

- TEPLA – service planning and working time recording system;
- TELVAR – internal order and asset management system;
- The Police and Border Guard Board’s internal web;
- The Police and Border Guard Board’s external web.

Accrual-basis budgeting was introduced in the organisation, making the accounting and budgeting information more uniform and comparable and creating the preconditions for the implementation of operations-based budgeting (with the organisation’s activities linked to its costs) in the entire organisation. Since 2010, the Police and Border Guard Board has also been participating in the accrual-basis budgeting work group established by the Ministry of Finance with the aim to introduce the accrual-basis budgeting model in the entire state.
4. Technical working environment

VAAK 2009-2012 of the Ministry of the Interior prescribes clear principles in organising the administrative activities and developing the technical working environment of agencies:

- agencies providing internal defence services in a certain area shall be placed in one administrative building;
- in planning the logistics, a transition shall be made to a uniform management information system;
- unnecessary vehicles, service buildings and premises shall be transferred.

The creation of a combined agency has allowed us to review the principles of administrative activities of the three former agencies and to start planning and implementing the joint use of resources.

The implementation of the principle of having one common administrative building started with the mapping of the existing administrative buildings and their purpose and making adjustments to the development tasks of the room programmes that were being prepared.

In planning the logistics in the transition to a uniform management information system, a separate functional application was prepared in order to be interfaced with SAP, namely TELVAR, an internal order and asset management system.

The transfer of the service buildings and premises unnecessary for the operation of the agency continued (sales, transfer to other state asset administrators or local governments, or handing property over to Riigi Kinnisvara AS).

5. Information and communication technology

Information and communication technology plays a very important role in the efficiency of the main processes of the Police and Border Guard Board. The merger of the three agencies created a great challenge in this
respect – in a relatively short time and in the conditions of limited resources, the agency had to ensure the compatibility, functionality and operability of information systems critical from the viewpoint of the merger, as well as develop specific information systems meeting the needs of the Police and Border Guard Board (SAP, TELVAR, TEPLA). The Information Technology and Development Centre of the Ministry of the Interior played an important role in fulfilling those tasks.

Upon the creation of the Police and Border Guard Board, a new management information system was introduced together with its functional applications (TEPLA, TELVAR, internal web, external web), which support the areas of personnel accounting, finance, accounting, procurement and material accounting and service and working hour planning. Work to interface the software supporting the main activity processes was also started.

Current development activities are focussed on creating a document management system, a training environment, and a misdemeanour and criminal offence processing information system, interfacing with the European visa information system and other resource-intensive high priority works, the results of which include more user-friendly and easily managed environments for performing work processes.

6. Communication

One of the objectives in VAAK 2009-2012 of the Ministry of the Interior in the area of communication was the involvement of employees in making the decisions concerning them through smooth internal communication and provide regular information about the planned changes and the management decisions concerning the development of the organisation.

In preparing the creation of the Police and Border Guard Board, the main focus was aimed at:

- the creation of a common external communication channel (external web);
- the creation of a common communication space for the three agencies (internal web);
• intensive external communication and systematic internal communication.

In the area of external communication, an introductory presentation of the Police and Border Guard Board was prepared in Estonia, Russian and English, introducing the agency to be formed to both journalists and regular people. In cooperation with the Ministry of the Interior, an introductory information folder of the Police and Border Guard Board was also prepared in three languages and distributed all over Estonia and abroad. Information about the planned changes was systematically forwarded via the media, with separate information activities at the regional level.

In regards to internal communication, the focus was on two levels – the central level and the regional level. Informing employees of management decisions and the planned changes was of particular importance. At the regional level, information days were held in all the agencies to be united. People were given information about the Police and Border Guard Board, its structure and changes involved. Questions concerning the budget, personnel etc. were answered in the course of discussions and the merger team received feedback about the efficiency of the process implementation.

7. Document management

In preparing the document management area of the Police and Border Guard Board, the objectives described in VAAK 2009-2012 were kept in mind. Document management has to function on the basis of uniform values. Making 75 per cent of document management available electronically by 2011 was a separate objective.

The organisation of the document management area of the joint agency is based on the document management principles of the Ministry: document management regulation and the created environment support digital and employee-based document management. Digital document management facilitates the transparent and efficient work organisation of the agency. Public electronic documents are available via the public document register of the agency.
In stage I of the project “Development of document management system in the area of administration of the Ministry of the Interior” financed from structural funds, the new document management system will be implemented at the Ministry of the Interior and the Information Technology and Development Centre of the Ministry in 2010 and, in stage II of the project, at the Police and Border Guard Board in 2012. The new system will replace the document management system *Postipoiss* implemented in 2010. In 2012, when the police prefectures become regional structural units of the Police and Border Guard Board, the agency and the prefectures will start using a common document management system. The new system allows the organisation of document management as an integral process, i.e. the entire life cycle of documents from creation, processing and archiving to delivery to public archives or destruction is all carried out using the same system. Another aim is to integrate the new system with various information and processing systems to facilitate the cross-use of data, thereby reducing the duplication of data and the need to enter data manually in individual systems.

The document management of the Police and Border Guard Board is electronic: documents that have to be stored for up to 10 years and handled and stored in digital form; public documents in hard copy are scanned and made available via the document management system. The exchange of documents between the police institutions is electronic (via document management systems). With other institutions, documents are exchange via the Document Exchange Centre (DEC) interface.

Persons can view the documents registered at the joint agency via the public document register on the agency’s external web as follows:

- the document register provides access to public electronic documents;
- the meta-data of documents intended for the agency’s internal use are disclosed.
8. Internal audit

In preparing the organisation of internal audit, the objective described in VAAK 2009-2012 of the Ministry of the Interior was kept in mind. The objective of internal audit is to give the management of the organisation adequate assurance that the internal control system of the organisation works in the required manner, is efficient, meets the established requirements of the Republic of Estonia and the European Union, ensures the reasonable management of human and financial resources and the protection of property from misuse.

On 17 February 2009, the Minister of the Interior established the internal audit rules of procedure by his Decree No 37L, which was used as the basis in preparing the internal audit related work at the internal audit office of the Police and Border Guard Board. In addition to the internal audit rules of procedure for agencies in the area of government of the Ministry of the Interior, the internal audit function at the Police and Border Guard Board has also been organised in accordance with the standards of the international Institute of Internal Auditors.

The internal audit office is directly subordinated to the General Director, which ensures the independence of the internal audit function of other functions in the organisation structure. The central positioning of the internal audit office in the structure of the Police and Border Guard Board (no internal auditors at prefectures) has created the conditions to increase the qualification of internal auditors and to develop the area further.

Conclusion

The principles described and the objectives established in VAAK 2009-2012 of the Ministry of the Interior – the document used as the basis in planning the activities of the Police and Border Guard Board – were largely achieved by the end of 2009. In 2010, the Police and Border Guard Board will in the context of developing the organisation focus particularly on the achievement of the objectives described in VAAK 2010-2013 of the Ministry of the Interior as follows:
• ensuring the reliability and developing the functionality of the created management system in order to ensure the smooth operation of the joint internal defence agency;
• making the transition from function-based management to process-based management;
• development of pan-agency planning on the principle that the Police and Border Guard Board is an integral whole in achieving its operational objectives and fulfilling its tasks;
• centralised provision of assistance and support functions, whereas important keywords in that area include the internal provision of high-quality services meeting the agreed standards.
The Ministry of the Interior and its area of administration form the largest ministry of Estonia, with a total of about 9,500 employees working in the area of internal security. In 2008, before the organisation was optimised, that number was 10,500. In its everyday work, the Ministry develops and directs two areas: internal security and regional areas.

In the area of internal security, the task of the Ministry of the Interior and the agencies in its area of government is to ensure the internal security of the state and to protect public order, guard and defend the state border and ensure the border regime remains intact. The Ministry and the agencies in its area of government are also tasked with the organisation of crisis management and rescue works and citizenship and migration issues. The officials of internal security structures are trained at the Estonian Public Service Academy operating in the area of administration of the Ministry of the Interior.

In the area of internal security, the area of government of the Ministry of the Interior includes the following entities since 1 January 2010: the Police and Border Guard Board, the Rescue Board, the Security Police, the Information Technology and Development Centre of the Ministry of the Interior and the Estonian Public Service Academy.

Like all other areas, ensuring internal security also requires funds. The state can offer security exactly to the extent of available financial resources. If fewer taxes are received and cuts are made in the budget, it is logical that the level of ensuring security will not be the same it used to be. Both
the number of people responding to events and the amount of equipment used in responding will be reduced. The technical equipment used in the area of administration of the Ministry of the Interior is largely very specific and expensive, but an independent state cannot make do without such capability. That equipment includes helicopters, planes, boats, rescue equipment and pollution control equipment.

![Figure 12: 2004-2010 budget of the area of government of the Ministry of the Interior across agencies. Source: Ministry of Finance](image)

The 2010 budget of the area of government of the Ministry of the Interior financed from state revenue decreased by 3.7 per cent from 2009, while the 2009 budget decreased by 13.3 per cent compared with 2008. That means that the 2010 budget is 16.5 per cent smaller than the 2008 budget. As an opposite trend, the 2010 costs of the IT and Development Centre of the Ministry of the Interior have grown from 2009, due to the consolidation of the ICT expenses of the agencies in the area of government to the IT and Development Centre.

The 2010 investments in the area of government of the Ministry of the Interior financed from state revenue decreased by 48.5 per cent from 2009, while the 2009 investments decreased by 71 per cent compared to 2008, which means that the volume of investments in 2010 is 85.1 per cent smaller than in 2008. The book value of non-current assets of the area of government of the Ministry of the Interior amounts to 4.8 billion kroons, which would require c. 300-500 million kroons (the amount varies by periods, depending on the service life of different types of assets) of investments from state revenue every year in order to provide sustainable public
services. In 2006-2009, the Ministry of the Interior was able to use two thirds of the revenue received from the transfer of unnecessary assets to make investments in its area of government, which alleviated the situation somewhat. That is no longer allowed starting from 2010. As the volume of investments has been reduced to a mere 15 per cent, there is great pressure to make investments in the near future. Otherwise it will no longer be possible to ensure the capability to respond to events threatening the lives and health of the people and the security of the state.

Since 2009, the budget of the area of government of the Ministry of the Interior has also included special pension payments to police officers and border guards (in 2010: 119.7 million kroons), which until 2008 were included in the budget of the Ministry of Social Affairs. As the amount of these pensions changes starting from 2010 in accordance with the general indexing procedure (similarly to the old-age pension indexing system), the inclusion of these costs in the internal security budget is essentially not justified. It also increases the overall administrative burden of the state.

The budget of the Ministry of the Interior also includes allocations to political parties (in 2010 this stood at 84.7 million kroons), which distorts the Ministry’s budget and is not essentially related to internal security. The Ministry of the Interior cannot influence the policy in its area in the case of both the pensions and the allocations to parties. That in turn puts more pressure on the rest of the areas and impairs the budgetary position of the Ministry of the Interior in the event of funding cuts.

The impact of various political decisions and global economic developments on the internal security budget can be remarkable, making it more difficult to plan. For instance, the area of government of the Ministry of the Interior consumes c. 5.6 million litres of car fuel every year. If we compare January 2009 with February 2010, we can see that the fuel costs have increased by 40 per cent, due to both the overall price rise and the increased excise duty rates. A price increase of 1 kroons per litre of fuel therefore means c. 5.6 million kroons worth of additional costs for the area of government of the Ministry of the Interior, by which the provision of services has to be reduced.
The management costs in the area of government of the Ministry of the Interior are divided as follows

<table>
<thead>
<tr>
<th>Costs</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintenance costs of immovables and buildings</td>
<td>26%</td>
</tr>
<tr>
<td>Maintenance costs of vehicles</td>
<td>21%</td>
</tr>
<tr>
<td>Information and communication technology expenses</td>
<td>18%</td>
</tr>
<tr>
<td>Special and uniform clothing and special equipment costs</td>
<td>10%</td>
</tr>
<tr>
<td>Printing of personal identification documents</td>
<td>6%</td>
</tr>
<tr>
<td>Communication, postal, inventory and registry administration services</td>
<td>4%</td>
</tr>
<tr>
<td>Maintenance costs of fittings and fixtures, machinery and equipment</td>
<td>3%</td>
</tr>
<tr>
<td>Catering and medical care of detainees</td>
<td>2%</td>
</tr>
<tr>
<td>Other management costs</td>
<td>9%</td>
</tr>
</tbody>
</table>

The area of government of the Ministry of the Interior differs from many others, namely due to expensive technical equipment and very specific expert services. It is not a stereotyped office, but comprises very expensive and unique areas not only by the standards of Estonia, but also of the whole world. Examples here include police officers combating cybercrime, experts in combating acts of terrorism, and special explosives removal specialists. Building up their capabilities has been a very costly and long process and if these capabilities are lost, re-building them would be many times more costly than the everyday efficient maintenance thereof would have been. There are certainly a large number of professionals working in every sphere of life in Estonia, the area of responsibility of the Ministry of the Interior is simply the largest and requires specific capabilities.

Figure 13: 2004-2010 budget of the area of government of the Ministry of the Interior across cost items. Source: Ministry of Finance
While in 2008 and 2009 personnel expenses constituted c. 64 per cent of the internal security budget of the area of government of the Ministry of the Interior, by 2010 the proportion of personnel expenses has grown to 72 per cent. Operating expenses (i.e. personnel expenses and management costs) are divided between personnel expenses (84 per cent) and management costs (16 per cent). As it is very difficult to cut management costs, allocations and other expenses, because these are largely covered by contracts, there is great pressure on personnel expenses (72 per cent of the internal security budget), causing the need to cut salaries or lay off employees.

Information technology is a prerequisite to successful operation today. The development of information systems is costly, but all the areas in today’s world are related to it. While in earlier times an amendment to the law meant printing new forms or other such documents, today even a minor amendment automatically entails the development of databases and therefore additional costs. Every database also necessitates fixed costs to maintain it and develop it further. Many databases are in cross-use, which means that every database does not contain all the different data, but upon a specific enquiry databases make enquiries to other databases and receive new data from there. That in turn links the databases in such a manner that the development of one database inevitably leads to the development of other databases, which in turn causes additional costs. In order to organise these issues better, the information and communication technology in the area of administration of the Ministry of the Interior has been consolidated into the IT and Development Centre of the Ministry of the Interior, which has to ensure the improved administration and integral development of the databases.

The unofficial fiscal framework of the Ministry of Finance for planning the years 2011-2014 says the budgets of the said years have to remain within the limits of the 2010 budget. Considering the forecasts issued by the Ministry of Finance concerning the economic growth, i.e. the growth of average wages and the price rises of goods and services, the only possible conclusion is that the real budget of internal security will decrease from year to year. Fewer funds for the area will mean fewer police officers, rescue workers and border guards. The handling of criminal cases and
misdemeanours will be reduced. The number of patrols per day will be smaller, which will automatically increase the length of time of arrival on site by up to half an hour. A decline in people's sense of security will reduce satisfaction and trust in the state, due to which people tend to report fewer offences to the police, causing latent crime to grow. In conclusion the risk of getting caught in committing offences will decrease and the feeling of impunity and the number of new offenders will increase. The number of border patrols will be reduced, which would be a very shortsighted step considering the increased number of illegal immigrants. Border-crossing queues may also become longer, as the speed of border-crossing is reduced even further due to the decreased number of employees. The smaller budget will definitely cause the need to cut the number of rescue crews and that in turn will reduce the availability of aid in sparsely inhabited regions. Fewer fire safety inspections will be conducted and less preventive work done among the people, which will increase the number of fatalities caused by fire. The period of issuing documents, both passports and ID cards, will lengthen and considering the fact that a very large number of documents have to be renewed in 2011-2012, this is likely to increase dissatisfaction among the people.

In conclusion it can be said that by the allocation of considerably smaller amounts to ensuring the availability of public services will impair people's situation on the whole, as the terms of providing services will be extended and quality levels will deteriorate. Risks to people's lives, health and property will grow. Failure to fulfil various international obligations will also entail possible sanctions (e.g. for low guarding efficiency on the external EU border or failure to comply with HELCOM requirements).
ANNEX: Activity report on the main guidelines of security policy until 2015

I INCREASED SENSE OF SECURITY

<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>8. Public fear of falling victim to assault in public places to be reduced.</td>
<td>1. Both the local and national media used for notifying the public.</td>
</tr>
<tr>
<td>8.1. The public will be notified of the places and times where and when people are at a risk of falling victim to assault, as well as the individuals’ opportunities to contribute to public security.</td>
<td>2. Police carrying out notification activities in accordance with a prepared media plan. Relevant messages and notes added to various materials.</td>
</tr>
<tr>
<td></td>
<td>3. A series of police information publications has also been prepared, in which Estonian Police provide instructions on preventing traffic offences, offences against property, violent crimes and drug-related offences (8 publications).</td>
</tr>
<tr>
<td></td>
<td>4. Via public coverage of robberies, thefts or other such cases, recommendations given as to what everyone can do to avoid falling victim to crimes.</td>
</tr>
<tr>
<td>8.2. The visibility of the police as the general law enforcement authority on patrol in public places will be enhanced and quick response to police emergencies guaranteed.</td>
<td>5. People satisfied with the activities of the police:</td>
</tr>
<tr>
<td></td>
<td>5.1. The share of satisfied people in 2009 stood at 80%.</td>
</tr>
<tr>
<td></td>
<td>5.2. 82% were satisfied with the proper appearance of the police.</td>
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<tr>
<td></td>
<td>5.3. 75% were satisfied with the work done by the police.</td>
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<tr>
<td></td>
<td>6. The operating speed of the police needs improvement, as 55% of people were satisfied with it.</td>
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</tr>
<tr>
<td>7.</td>
<td>Increasing the proportion of police teams in public places depends on the capability of dispatching police teams. In 2009, the police managed to keep the average number of teams dispatched at the same level as in 2008. The figure decreased in the second half of the year in connection with budget cuts.</td>
</tr>
<tr>
<td>8.</td>
<td>Joint patrols of the police and border guards have had a positive impact.</td>
</tr>
<tr>
<td>8.3.</td>
<td>The analysis-based patrol work system will be enhanced in the police authorities, so as to put the resources allocated to law enforcement into maximum use in ensuring public security.</td>
</tr>
<tr>
<td>9.</td>
<td>Police patrols stationed within the territory of every police force on the basis of time-place-analysis, which means that every patrol team and route is planned considering the need to monitor the areas of higher criminal activity more frequently.</td>
</tr>
<tr>
<td>10.</td>
<td>48% of the people feared falling victim to offences and 42% feared street crime in 2009.</td>
</tr>
<tr>
<td>11.</td>
<td>The average number of police patrols dispatched in a 24 hour period was 98.1 in 2009 (in 2008: 99.3).</td>
</tr>
<tr>
<td>8.4.</td>
<td>Effective cooperation networks will be established on the local government level for engendering law-abiding behaviour among risk groups.</td>
</tr>
<tr>
<td>12.</td>
<td>Networks have been established by local governments. Police measures are not sufficient if social problems have not been solved and a well-functioning complex of social rehabilitation services has not been implemented.</td>
</tr>
<tr>
<td>13.</td>
<td>Special attention paid to cooperation with juvenile committees for applying means of influence more efficiently.</td>
</tr>
</tbody>
</table>
14. In general, security committees have been discussing the lighting and public maintenance options and the recreational activities for young people in various settlements.

15. For example, in Viljandi police officers brought together young graffiti enthusiasts, the youth centre and the city government and as a result the city government started looking for a place for making graffiti legally permissible. Another example comes from the city of Tapa, where the city government – taking into account proposals made by the police – installed additional lighting outside entertainment facilities.

<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Tegevused 2009. a</th>
</tr>
</thead>
<tbody>
<tr>
<td>9. The number of offences against the person will be reduced, while special attention to be paid to reducing the number of manslaughters and murders as well as offences against minors.</td>
<td>1. In 2009, the Ida Police Prefecture launched a prevention campaign aimed at secondary school graduates in order to increase awareness of violence in personal relationships. Lääne Police Prefecture launched a project to prevent violence on dates.</td>
</tr>
<tr>
<td></td>
<td>2. The children’s help line 11 6111 was opened on 1 January 2009. The role of law enforcement officers was to counsel the 11 6111 helpline staff as necessary and to distribute information about the existence of the helpline to young people who have come into contact with the police.</td>
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<tr>
<td>3.</td>
<td>Various projects and programmes have been launched (e.g. the Peace at School programme to reduce and prevent school violence).</td>
</tr>
<tr>
<td>4.</td>
<td>The police authorities published information folders in the series “Estonian Police gives advice” both in Estonian and Russian. The “Violence in Personal Relationships” folder was updated in 2009.</td>
</tr>
<tr>
<td>5.</td>
<td>Several large-scale projects focused on increasing the awareness of students and preventing violence in schools (e.g. a security-themed stand in the Põhja region).</td>
</tr>
<tr>
<td>6.</td>
<td>There is constant cooperation with social workers and child protection officials both at a national and regional and local level.</td>
</tr>
<tr>
<td>7.</td>
<td>Input was provided in the development of the “Security at School” action plan, which foresees close cooperation network activities.</td>
</tr>
<tr>
<td>8.</td>
<td>Activities also include partnership in a project co-financed by the European Social Fund (final term in 2011), the aim of which is to develop a package of instruction materials for pre-school institutions, comprehensive schools and vocational education institutions for the early identification of, timely response to and intervention in situations posing a threat to children. In 2009, instruction material on how to act in the event of a sudden attack for schools was prepared in the framework of the project.</td>
</tr>
</tbody>
</table>

9.2 The cooperation between officials involved in protecting minors will be enhanced.
<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>10. Support to non-profit associations which offer social programmes will be enhanced.</td>
<td>1. Activities to encourage the naturalisation process were continued in 2009. The parents of children of undefined citizenship are consistently informed upon the registration of their child's birth that they have the option to apply for Estonian citizenship for their child by simplified procedure. At the end of October 2008, the Citizenship and Migration Board compiled a list of children under 15 years of age, who are of undefined citizenship and living in Estonia on the basis of a residence permit or right of residence. The parents of children who met the conditions of receiving Estonian citizenship were in 2009 sent an informative letter in 2009, signed by the Minister of the Interior (in both the Estonian and Russian languages), explaining the possibilities of applying for Estonian citizenship for their children. In February 2009, a similar list was compiled of persons of undefined</td>
</tr>
</tbody>
</table>
citizenship aged 15-20. The persons who met the conditions of receiving Estonian citizenship were also sent an informative letter signed by the Minister of the Interior (again in Estonian and Russian). Based on the statistical data of 2009, the number of persons gaining Estonian citizenship has risen namely among young people, in comparison with 2008.
II ENHANCED TRAFFIC SAFETY

11. The number of fatalities and injuries in traffic accidents as well as the related property damage to be reduced.

<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>11.1. The police authorities will be equipped with an optimum amount of speed measuring equipment and evidential alcohol breathalyzers.</td>
<td>1. The optimum number of speed measuring devices that the police forces need is 200 to 250.</td>
</tr>
<tr>
<td></td>
<td>2. In 2009, a total of 8 speed measuring devices were acquired for the police.</td>
</tr>
<tr>
<td></td>
<td>3. Issues related to interpreting the Meteorology Act and the related issues of using measurement instruments were problematic in 2009. Pursuant to the ruling made by the Supreme Court, 54 speed measuring devices were taken out of use. Thus, the police have 197 speed measuring devices, of which 54 are unusable. The police therefore need at least another 50 devices. Attempts are being made to find possibilities of taking the operational 45 speed measuring devices back into use. That would require an analysis of options of bringing the devices into conformity with requirements.</td>
</tr>
<tr>
<td></td>
<td>4. The total of evidential alcohol breathalyzers acquired was 44, which covers the minimum requirement for numbers of evidential alcohol breathalyzers. The number of evidential breathalyzers definitely needs to be increased in the future, in order to save on transport costs.</td>
</tr>
<tr>
<td>11.2. Automatic traffic surveillance systems (above all, speed cameras) will be implemented.</td>
<td>5. In accordance with the proposed project, 16 camera locations were constructed in 2009. The Road Administration installed 16 speed cameras on the Tallinn–Tartu–Võru–Luhamaa Road. At the same time, a warning procedure information system was developed. Testing between information systems began at the end of 2009. The systems will be implemented in the first half of 2010.</td>
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</tr>
<tr>
<td>11.3. The legislative base for ensuring traffic safety will be updated.</td>
<td>6. Input provided for the development of the new Traffic Act.</td>
</tr>
<tr>
<td>11.4. The legislative base will be established in order for insurers to be able to take the traffic offences committed by road users into account in establishing the personal insurance payment of these offenders.</td>
<td>7. Preliminary negotiations with partners have commenced.</td>
</tr>
</tbody>
</table>

| **12. Traffic culture will be improved** | **Activities in 2009** |
| **Objective in the main guidelines of security policy** | **Activities in 2009** |
| 12.1. The measures for informing the public of the traffic-related risks and the methods for hedging these risks will be enhanced. | 1. In 2009, traffic was in increased focus and constituted one major areas of work. |
| | 2. Awareness-increasing activities were based on the traffic supervision media plan, which had been developed for the whole of 2009 and matched the various campaigns and activities of the Road Administration. |
| | 3. All the campaigns included pre-notification activities, interim reports and final reports. |
4. Extraordinary notification was given about rapidly changing weather conditions and risks prevalent on roads.

5. Warning messages have been broadcast concerning the use of reflectors and light traffic protection equipment (helmets, protective pads), the need to use safety equipment, while also providing extreme examples of contrary behaviour.

<table>
<thead>
<tr>
<th>12.2. The involvement of citizens in the ensuring of traffic safety will be increased.</th>
<th>6. Various channels have been established for road users to provide information about high-risk traffic locations and situations: a traffic hotline in South Estonia, e-mail addresses, whistle-blowing hotlines.</th>
</tr>
</thead>
<tbody>
<tr>
<td>12.3. Traffic safety-related instruction in kindergartens and basic schools will be improved.</td>
<td>7. Activities in this area have included participation in various work groups developing guidelines for children’s safety education. Police officers have given lectures on security in children’s institutions and educational institutions.</td>
</tr>
</tbody>
</table>
**III ENHANCED FIRE SAFETY IN THE LIVING ENVIRONMENT**

<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>13.1. The measures for informing the public of the necessity and the mandatory nature of autonomous smoke detectors in residential space.</td>
<td>1. Smoke detectors became mandatory in residential spaces from 1 July 2009. The public was reminded of the obligation during the first half of 2009 via a media campaign and a direct mailing campaign. Supervision over the compliance with the requirements began in the second half of 2009.</td>
</tr>
<tr>
<td></td>
<td>2. According to a survey commissioned by the Rescue Board, 78% of households had smoke detectors as of October 2009.</td>
</tr>
<tr>
<td></td>
<td>3. Activities will be continued to inspect the existence of smoke detectors in residential premises and to inform the public of the necessity of a smoke detector via the media in the course of everyday communication. No major media campaigns have been planned in this area.</td>
</tr>
<tr>
<td>13.2. Establishment of the legislative base for making the use of non-combustible textiles mandatory in public buildings.</td>
<td>4. A relevant amendment of law has not been initiated. Preparations are being made to perform an impact analysis.</td>
</tr>
<tr>
<td>13.3. The fire safety awareness of social workers and staff of welfare institutions will be increased.</td>
<td>5. The development of the best fire safety solutions for and the training of the staff of welfare institutions is financed in the framework of a project under the Estonian-Swiss cooperation programme.</td>
</tr>
<tr>
<td>6.</td>
<td>The number of social workers trained in fire safety increased considerably in 2009, with the total of 389 social workers trained. There is fire safety trained social worker in every local government.</td>
</tr>
<tr>
<td>---</td>
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</tr>
<tr>
<td>13.4.</td>
<td>Fire extinguishers will be made obligatory in residential space.</td>
</tr>
<tr>
<td>7.</td>
<td>The relevant amendment of legal act has not been initiated. A positive financing decision was made in 2009 to finance a relevant impact assessment survey from the European Social Fund. The survey will be conducted in 2010.</td>
</tr>
</tbody>
</table>

### 14. Public awareness of the right course of action in fire emergencies to be increased

**Objective in the main guidelines of security policy**

14.1. More volunteers will be involved in the organisation of fire safety counselling-related home visits.

14.2. The public will be informed of the safety of furnaces and open flames as well as the use of primary fire fighting equipment, including fire extinguishers.

**Activities in 2009**

1. A training programme has been developed for volunteers for conducting fire safety counselling-related home visits; volunteers are ready to independently perform fire safety counselling and will conduct a total of about 1/3 of all the home visits.

2. The public informed of risks related to furnaces, boilers and other home fires every year before the beginning of the heating period. Of risks relating to open flames, the public is informed every year upon the arrival of the period of higher fire risk (spring) and this activity is further repeated regularly. Supervision is also performed over the compliance with the requirements related to campfire
safety in cooperation with the Environmental Inspectorate. The public is informed regularly, in everyday preventive work and upon communication with the public, of the need of primary fire fighting equipment (fire extinguishers).

<table>
<thead>
<tr>
<th>14.3. The measures for informing parents of child-related fire safety risks will be enhanced.</th>
<th>3. In 2009, target group based information materials were developed and educational films made in previous years “Why Did It Have to Happen to Us” and “Theorem of Fire” were also used in preventive work.</th>
</tr>
</thead>
<tbody>
<tr>
<td>14.4. Fire safety-related activities in social welfare institutions will be improved.</td>
<td>4. Compliance with the fire safety requirements in welfare institutions inspected every year and annual overviews of the fire safety situation in welfare institutions prepared. The development of the best special fire safety solutions for welfare institutions financed in the framework of a project under an Estonian-Swiss cooperation programme, preparations for the implementation of which are underway.</td>
</tr>
</tbody>
</table>
**IV BETTER PROPERTY PROTECTION**

<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>15. Number of criminal offences against property to be reduced, while paying special attention to prevention of criminal offences against property committed by minors.</td>
<td></td>
</tr>
<tr>
<td>15.1. Preventive measures based on the analysis of the criminal offences committed by minors will be redirected to affecting the causes of these offences.</td>
<td>1. Police authorities analyse crime-related situation in regions and use analyses to plan preventive activities on a current basis.</td>
</tr>
<tr>
<td></td>
<td>2. In November 2009, an analysis of minors committing offences was completed and conclusions made used to plan activities for 2010.</td>
</tr>
<tr>
<td></td>
<td>3. Serious attention paid to trade in assets deriving from crime and identification of proceeds received from crime.</td>
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<td></td>
<td>4. Number of cases of acquiring, holding and marketing assets received by committing offences identified in 2009 was 29.5% higher than in 2008 (according to data from the Ministry of Justice, 308 cases were identified in 2008 and 399 in 2009).</td>
</tr>
<tr>
<td></td>
<td>5. Possible locations of buyers and sellers of assets obtained by illegal means taken into account in preparing patrol routes.</td>
</tr>
<tr>
<td>15.2. The ability of police authorities to apprehend traders of stolen goods will be improved, and a system developed in co-operation with the private sector in order to complicate the disposal of assets deriving from crime and receiving the proceeds of crime.</td>
<td>6. The police use the following methods:</td>
</tr>
<tr>
<td></td>
<td>• providing information via the media;</td>
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<td>• information materials;</td>
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<td>• lectures;</td>
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<td></td>
<td>• providing information about risks via the Internet;</td>
</tr>
<tr>
<td></td>
<td>• participation of various cooperation partners in activities aimed at</td>
</tr>
</tbody>
</table>
increasing parents’ awareness with their know-how.

7. 79 projects aimed at reducing the number of offences committed by minors implemented in 2009; areas covered similar to those of 2008. Number of projects was smaller due to a reduction of resources.

<table>
<thead>
<tr>
<th>15.4. The capacity for combating criminal offences committed with the help of information technology and the Internet will be improved.</th>
<th>8. An increasing number of criminal offences are committed in the virtual environment and the capacity to solve such offences needs to be developed. In 2009, we continued the already-implemented Internet monitoring activities, aimed namely at identifying criminal offences committed via the Internet and through which activity on the Internet is monitored, focussing on hints in the public web containing references to criminal offences.</th>
</tr>
</thead>
<tbody>
<tr>
<td>9. Police officers trained in the handling of criminal offences committed in the virtual environment (course on the combating of sexual abuse of children on the Internet; child pornography, cybercrime and other offences against children etc.).</td>
<td>10. The weight of digital evidence in criminal proceedings increasing. In order to support the specialists conducting the proceedings in gathering evidence and solving crimes, officials with the relevant know-how work in the criminal departments of all the prefectures (specialised IT groups).</td>
</tr>
</tbody>
</table>
16. Efficiency of the confiscation of assets deriving from crime to be enhanced.

<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
</tr>
</thead>
</table>
| 16.1. The capacity of police authorities for ascertaining criminal gains will be developed | 1. Persons responsible for efficiency of ascertaining criminal gains were appointed in all the police prefectures in 2009.  
2. During the year, specialists conducting proceedings were trained in the area of problems related to ascertaining criminal gains (e.g. criminal gains related information day for specialists conducting proceedings in November 2009, where ascertaining criminal gains was one of the topics).  
3. A manual concerning criminal gains was completed for police officers in 2009. |
| 16.2. Ascertainment of the criminal gains in the proceedings of all precursor offences to money laundry offences will be guaranteed. | 4. Ascertaining criminal gains continues to be an important indicator in evaluating the efficiency of the activities of criminal police.  
5. Disposal of assets was restricted on 137 occasions in 2009 (in 2008: 103), in the total amount of 500 million EEK.  
6. 102 persons suspected of money laundering were sent to the prosecutor’s office (in 2008: 57).  
7. Assets were seized to a total amount of 63,077,941 EEK in 2009 (in 2008: 77,404,887 EEK). |
| 13.3. Facilities for storing seized assets will be created in a way which guarantees preservation of the assets. | 8. On the basis of a resolution of the Government committee for combating VAT and excise duty fraud, the Tax and Customs Board formed a work group in October |
2008 to develop a national concept for storing evidence and confiscated assets. No particular activities of creating storage conditions for seized assets were carried out in 2009, but no problems in the preservation of assets were encountered in practice.

17. Public awareness of the options for property protection to be increased.

<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>17.1. The public will be notified of the potential risks and trends of criminal activity.</td>
<td>1. Constant assessment of risks performed and press releases issued on an ongoing basis to both the TV and the print media (e.g. warnings to refrain from going fishing on thin ice; taking along a mobile and notifying close ones when going mushroom or berry picking in the forest in autumn; avoiding going alone to less-frequented areas in the dark and always paying attention to surroundings (both outside and in corridors of apartment houses); avoiding leaving items of interest to thieves in the car; refraining from leaving balcony doors and windows open at night in the summer for fresh air etc.)</td>
</tr>
<tr>
<td>17.2. Preventive work within the community will be expanded by involving in the process apartment associations, real estate developers, insurance agencies, security companies, companies which sell security products and citizens’ associations.</td>
<td>2. One of the main objectives in regional police work is to participate in the activities of security committees (or security networks) formed and/or already operating in local government units.</td>
</tr>
</tbody>
</table>
| 17.3. Sustainable development of the Neighbourhood Watch will be endorsed. | 1. Police participate in counselling of Neighbourhood Watch areas and sectors.  
2. By the end of 2009, 88 new sectors formed (a total of 865 sectors). More than 10,000 households have joined Neighbourhood Watch. |
# FEWER ACCIDENTS

## Objective in the main guidelines of security policy

<table>
<thead>
<tr>
<th>Objective</th>
<th>Activities in 2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>18.1. The legislative basis will be established for the activities of fire safety supervisors in case of any threat of fire.</td>
<td>1. The legislative bases for the activities of fire safety supervisors specified in the draft Rescue Act and the draft Fire Safety Act. The draft acts presented to the Riigikogu for processing in May 2009.</td>
</tr>
<tr>
<td>18.2. An early warning system will be implemented, allowing the public to be timely notified of extraordinary events, accidents and emergencies, considering, among other things, the possibility of power and communication failure.</td>
<td>2. The fundamental bases for the implementation of a siren-based early warning system have been approved by the decree of the Minister of the Interior: “Requirements for the installation and operation of early warning system sirens, requirements for the preparation of the public and the meanings of the siren signals”. Rescue Board concluded a cooperation agreement with the Estonian Public Broadcasting for the operative notification of the public in the case of emergencies and other such events. In cooperation with mobile communication operators, the Ministry of the Interior made preparations for the communication of early warning messages via mobile telephone cluster information.</td>
</tr>
<tr>
<td>18.3. The criteria for preparing risk analyses in companies in danger of being exposed to major accidents will be specified, and mandatory legislative conditions worked out for taking the results of risk analyses of companies into account in the preparation of plans.</td>
<td>3. In February 2009, Act Amending the Chemical Act enforced, laying down mandatory legislative conditions for taking the results of risk analyses prepared by companies into account in the preparation of plans. In July 2009, an amendment to the Building Act was enforced,</td>
</tr>
<tr>
<td>Account in the preparation of plans.</td>
<td>laying down mandatory legislative conditions for taking the results of emergency risk analyses into account in the preparation of plans.</td>
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</tr>
<tr>
<td>18.4. The legislation on the transportation of hazardous goods will be prepared.</td>
<td>4. The creation of a relevant legal act has not been initiated. The Ministry of Economic Affairs and Communication has prepared an analysis of legal acts concerning the transportation of hazardous goods.</td>
</tr>
<tr>
<td>18.5. The safety awareness of teachers and students, including fire, water and household safety, will be increased.</td>
<td>5. In order to increase the awareness of students and teachers, projects such as “Nublu will help” (aimed at kindergarten children) and “I know about fire” (aimed at primary school students) developed and regular training events held in educational institutions.</td>
</tr>
<tr>
<td>18.6. The ability to conduct, on the basis of the risk-based selection, work environment-related inspection of the work space will be increased with the aim of reducing the probability of work accidents.</td>
<td>6. Water safety information activities were launched in 2009 and a special web page was created: <a href="http://www.veehutus.ee">www.veehutus.ee</a></td>
</tr>
<tr>
<td>18.7. Academic and recreational facilities of educational establishments will be brought into compliance with health, occupational safety and fire safety requirements</td>
<td>7. Water safety related awareness increasing work and the training of students will start more extensively in 2010.</td>
</tr>
</tbody>
</table>
as well as the building norms (legal acts, standards and instructions for construction).

of schools (in 2008: 30%) have no significant fire safety violations, 36% have minor faults and 26% (in 2008: 37%) have major deficiencies.

10. The efficiency of fire safety supervision will be enhanced in order to bring educational institutions into conformity with fire safety requirements. Overviews of the fire safety situation in educational institutions is presented to the crisis committee of the Government of the Republic once a year.

19. Public awareness of the right course of action in emergencies to be increased.

<table>
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<tr>
<th>Objective in the main guidelines of security policy</th>
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</tr>
</thead>
<tbody>
<tr>
<td>19.1. An Internet environment will be launched, designed to help and instruct people, consisting of information on potential threats and instructions for behaviour in different emergencies, including fire, traffic accidents and other emergencies.</td>
<td>1. Instructions are available on the following pages:</td>
</tr>
<tr>
<td></td>
<td><a href="http://www.kodutuleohutuks.ee">www.kodutuleohutuks.ee</a></td>
</tr>
<tr>
<td></td>
<td><a href="http://www.rescue.ee">www.rescue.ee</a></td>
</tr>
<tr>
<td></td>
<td><a href="http://www.veehutus.ee">www.veehutus.ee</a></td>
</tr>
<tr>
<td></td>
<td><a href="http://www.ohutusope.ee">www.ohutusope.ee</a></td>
</tr>
</tbody>
</table>

| 19.2. The measures for public protection will be improved, among other things by specifying the tasks of state authorities in educating the public in order to raise public awareness of the specific threats in the living environment, and the sustainable course of action in emergencies. | 2. The new Emergencies Act was passed in July 2009, combining the former Emergency Preparedness Act 1996 and the State of Emergency Act 1996. The Emergencies Act 2009 stipulates the preparation of a Government of the Republic Regulation setting forth the bases for notifying the public of emergencies and response to emergencies, including the bases for early warning, psychological protection and crisis communication. |
19.3. The activities of the organisers of social advertisements in the field of safety will be co-ordinated in order to increase their effect on target groups.

3. Social advertising was organised on the basis of the national traffic safety programme established for the period 2003–2015.

4. In order to explain the need to wear seatbelts, the Road Administration in cooperation with the police conducted the campaign “Don’t kill your friend. Fasten your seatbelt on the back seat!”. The March 2009 campaign was focussed mainly on young people aged 18-25, with the aim of reducing the number of passengers not fastening their seatbelts and to make people aware that passengers on the back seat with unfastened seatbelts may kill those in the front due to inertia in the event of a collision.

5. In May, a comprehensive activity programme “Drive sober!” was launched to increase the awareness of refraining from drunk driving. That included radio and outdoor advertisements, training events to promote the use of alcohol breathalysers at public events in the summer and distribution of information materials. “Sober Driver” certificates were also issued.

6. The summer also included the Road Administration’s traffic safety campaign concerning compliance with the allowed maximum speed limit and choosing the correct speed on roads outside settlements. The main emphasis of the information campaign “The lives of your close ones are not for testing. Don’t exceed the allowed speed!” was given to TV and radio advertising, as well as outdoor advertising.
7. In September, the police and the Road Administration together conducted another traffic safety campaign to enhance the safety of crossing the road, compliance with speed limits and choosing the correct driving speed in settlements. The campaign was timed to coincide with the beginning of the school year and developed further the message familiar to road users from the two previous years: “Children are back in town!”. In addition to media advertisements and distribution of information materials in the campaign “Children are back in town. The wiser one slows down!” the police also talked to both drivers and pedestrians, giving advice and recommendation on how to avoid risks.

8. In October, Tequila AD and the Road Administration organised an information campaign “Accident-free night in Europe” for young people at the night clubs of Tallinn, Tartu and Pärnu and with the pending dark and slippery road conditions, the promotion of the use of reflectors was again continued.

9. In October 2009, the police and the Road Administration launched a traffic safety campaign to explain the importance of wearing reflectors “Make those you care about shine in the dark!”.

10. In Lääne County the project “Find time for me” was implemented from April 2008 until November 2009, with the aim to draw the adults’ attention to the problems of minors.
The project included a drawing contest for school children “Love me!”. The best works received were printed on posters and the plastic bags of Haapsalu Consumers’ Society.

11. In Ida-Viru County the campaign “Bicycles in traffic” was held: from March to October 2009 and audio and video clip was played at all the major shopping centres of Ida-Viru County, inviting bicyclists to use protective equipment and helmets and to drive sober. Other road users were invited to show care and consideration towards bicyclists in traffic.

12. In December 2009, a domestic violence related publication “DO NOT LET love hurt you!” was published in cooperation between the Ida Prefecture and the non-profit association Ida-Viru Women’s Support Centre.

13. Fire safety related notification work and social advertising activities were organised by the Rescue Board on the basis of the strategy of prevention in rescue work. In March, the media campaign from 2008 “Fire develops in five minutes” was repeated.

14. In June a media campaign to inform the public of the mandatory nature of smoke detectors was held. According to a survey conducted by EMOR, the people’s awareness of that grew to 98%.
<table>
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<tr>
<th>15.</th>
<th>Starting from spring, TV, radio, outdoor and printed advertising options were used in the awareness increasing campaign “Smoke detectors save lives. Smoke detectors are mandatory from 1 July 2009”. The Rescue Board also emphasised the need for smoke detectors in public communications in the form of interviews, press releases and various information training events.</th>
</tr>
</thead>
<tbody>
<tr>
<td>16.</td>
<td>Water safety-related information work was also started in 2009 and a relevant web page was prepared <a href="http://www.veeohutus.ee">www.veeohutus.ee</a>.</td>
</tr>
<tr>
<td>17.</td>
<td>Preventive work focussed on risks related to bombs was also continued in schools in 2009.</td>
</tr>
</tbody>
</table>

| 19.4. Public awareness of the course of action on bodies of water, handling of explosives found and ascertainment of threats conditioned by negligence, as well as the related preventive measures will be enhanced. |
20. The state has the capability to identify reliably people residing in Estonia.

<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
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</thead>
<tbody>
<tr>
<td>20.1. Digital fingerprint information will be entered in travel documents.</td>
<td>1. From 29 June 2009, travel documents with digital fingerprints have been issued. The prints of the index fingers of the right and left hands of the travel document applicants are used. From 30 November 2009, comparison of fingerprints upon issuing travel documents was implemented at the client service offices of the Police and Border guard Board, which means that the fingerprints of the person picking the document up are compared to with fingerprints in the document. The comparison helps ensure that a document is issued only to the user of the document, i.e. the entitled person, and to ascertain that the image entered into the document is correct.</td>
</tr>
<tr>
<td>20.2. Identification and identification document-related databases will be harmonised with Personal status and identification procedures, with the options for cross-usage of the data being increased.</td>
<td>2. The former Citizenship and Migration Board had already implemented a separate identification procedure at the beginning of 2008. The identification procedure involves the comparison of the biometric data of a person’s face with all the biometric data in the relevant database of the Police and Border Guard Board. The electronic storage of the facial biometry of people had already been started in 2002. Comparison of facial biometric data facilitates the discovery of cases of identity theft and double identity.</td>
</tr>
</tbody>
</table>
3. In connection with the introduction of fingerprint biometry to travel documents, the cooperation agreement between the Police and Border Guard Board was renewed on 25 November 2009. The agreement stipulates the data exchange principles for the personalisation of diplomatic passports at the Police and Border Guard Board and for forwarding the data of travel document applicants received at representative offices abroad to the Police and Border Guard Board.

4. By 2009, the number of entitled persons, who can on a legal basis make enquiries to the databases of the Police and Border Guard Board in order to identify persons and to determine the validity of personal identification documents issued to them as well as to compare data, had grown to 28 (agencies and companies fulfilling public tasks).

20.3. The options for use of personal identification documents will be expanded with the purpose of insuring their wider use.

5. The identification card introduced in 2002 contains both visual and electronic identification functions. As at 1 December 2009, valid ID cards were held by 1,083,238 persons.

6. In order to introduce the digital identification certificate, the Riigikogu passed an amendment to the Identity Documents Act on 7 May 2009 and preparations were made during 2009 to start issuing digital identification certificates in all the client services offices of the Police and Border Guard Board.
The digital identification certificate allows a person to identify him/herself in the electronic environment and to give digital signature, but is not intended for visual identification in the physical environment.

7. The plan is to start issuing digital identification certificates from 1 October 2010 at the latest.


<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
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</thead>
<tbody>
<tr>
<td>21.1. The measures for preventing, combating and discovering illegal immigration will be enhanced.</td>
<td>1. Although the implementation of the central system of the Visa Information System (VIS) is, according to the newest time schedule of the European Commission, planned for December 2010, development work was carried out in 2009 on the visa register and the Citizenship and Migration Board’s information system UUSIS, as a result of which readiness to interface the visa register with the central CS-VIS is ensured.</td>
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<td>2. In the framework of interfacing with the Schengen information system II (SIS II), preparations were made in the area of citizenship and migration for forwarding data concerning entry prohibitions, stolen, illegally obtained or lost document forms,</td>
</tr>
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<td></td>
<td>3. stolen, illegally obtained or lost personal identification documents to SIS II. The developments needed for interfacing with SIS II are postponed to the time when the central SIS II system is completed on the European Union side.</td>
</tr>
</tbody>
</table>
4. Database-based monitoring of the imposition of misdemeanour fines and penalty payments was launched in 2009, making it possible to digitalise the procedures in the database of foreigners who are staying or have stayed in Estonia without a legal basis, such as the imposition of fines and penalty payments and monitoring the receipt thereof.

21.2. The accession of Estonia to the EU standardised Visa Information System (VIS) and the second-generation Schengen Information System (SISII) will be ensured.

5. An application for funds was submitted to the European Commission (CION) for the pilot project of the Visa Information System (SIS). Participants in the project include the Finnish Border Guard Board (project coordinator), with the relevant Estonian, Latvian and Lithuanian structures acting as co-applicants. CION has approved the project application and the contract was signed between the European Commission and the Finnish Border Guard Board in December 2009. Co-applicants gave the Finnish Border Guard Board the necessary authorisation. The project includes the development of a visa sticker enquiry with fingerprints for the Border Check Information System (BCIS) and the introduction of the same functionality for mobile devices. It also includes the development of a WLAN network at four eastern border points (at Narva railway station and at the Narva Road, Luhamaa and Koidula border points), with the aim of ensuring an adequate data transmission environment for mobile devices.
With the support of the External Borders Fund, development work is continuing to interface BCIS with SIS II and, through the Estonian national visa register, also with the European Visa Information System (VIS). Steps are also being taken to implement the hardware necessary for these enquiry interfaces.

<table>
<thead>
<tr>
<th>21.3.</th>
<th>The efficiency of the capacity for visual identification of marine surveillance system marks in heavy shipping traffic areas, and exchange of marine information with the competent agencies will be enhanced.</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.</td>
<td>The efficiency of the capacity for visual identification of marine surveillance system marks in heavy shipping traffic areas, and exchange of marine information with the competent agencies will be enhanced.</td>
</tr>
<tr>
<td>21.4.</td>
<td>The land section of the external border, as well as the lake and river border will be developed.</td>
</tr>
<tr>
<td>7.</td>
<td>Activities have been planned for 2012 and onwards. Largely dependent on the political (border agreement) and the economic (resources) situation.</td>
</tr>
<tr>
<td>21.5.</td>
<td>The guarding of the land section of the external border with the help of technical surveillance systems and the use of modern technology for conducting border control will be increased.</td>
</tr>
<tr>
<td>8.</td>
<td>The land border is covered by electronic and technical surveillance to the extent of 47%. The External Borders Fund supported the renovation of the surveillance system of the dry riverbed of the Narva River and the Mehikoorma cordon, where the Lämmijärve surveillance centre was created and a video surveillance system established by Kulje Bay. As a result of these activities, the section of state border covered by technical surveillance was extended by 4%.</td>
</tr>
</tbody>
</table>

22. Prevention and combating of intelligence and subversive activities targeted against the Republic of Estonia to be enhanced.
<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
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<tbody>
<tr>
<td>22.1. Collection of information will be improved, and international cooperation enhanced for gathering data on the activities of special services hostile to the security of the Estonian state and for taking the appropriate counter-measures.</td>
<td>18. The efficiency of international cooperation between partner states has been enhanced. The proportion of the collection of information has been increased to the optimum level.</td>
</tr>
<tr>
<td>22.2. The awareness on the part of the subjects of scientific and industrial espionage of possible espionage activities will be increased.</td>
<td>2. The awareness on the part of the subjects of scientific and industrial espionage has been increased and will be increased by mutual cooperation and training in various areas. Importance is placed in preventive activities and informing potential victims of possible risks. Legal persons with the permission to handle state secrets are given information and counselling. The Estonian Security Police also counsels the possessors of objects with high attack risk. Constant cooperation with research institutions has been carried out.</td>
</tr>
<tr>
<td>22.3. Legislative basis will be established, making mandatory the electronic registration and preservation of the personal information on passengers who are departing to or arriving from EU member states in airports, passengers who are travelling through ports and railways that conduct customs and border procedures, and customers of accommodation establishments,</td>
<td>3. Regulations obliging airline service providers to forward passenger booking information to law enforcement agencies is currently being developed. The corresponding viewpoint has in principle been agreed by the Government of the Republic and the Constitutional Committee of the Riigikogu. In parallel to developing the regulation, Estonia has continued its active participation in the relevant European Union decision-making</td>
</tr>
</tbody>
</table>
as well as ensure electronic access by law enforcement authorities.

process, in order to ensure that the common EU regulation matches the interests and needs of Estonia.

| 22.4. The country’s cyber security-related capacities will be developed, and the internal security and defence authorities’ co-operation with other interested parties and individuals with the corresponding competence improved. |
| 4. The Cyber Security Council has been formed at the Security Committee of the Government of the Republic, to coordinate the cyber security issues related to national defence. The said Council comprises members from both the public and the private sectors. |

| 23. The effectiveness of prevention and combating of acts of terror, including the prevention of attacks against persons protected by the state, to be enhanced. |

<table>
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<tr>
<th><strong>Objective in the main guidelines of security policy</strong></th>
<th><strong>Activities in 2009</strong></th>
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</thead>
<tbody>
<tr>
<td>23.1. The security of objects with high risk of a physical attack will be raised.</td>
<td>1. On 15 June 2009, the Riigikogu passed the Emergencies Act, which among other things sets forth the obligation to protect objects with a high risk of attack. The development of measures to be implemented for the protection of objects with a high risk of attack and the list of what constitutes objects with a high risk of attack continues.</td>
</tr>
<tr>
<td>23.2. The efficiency of security measures will be analysed on a regular basis.</td>
<td>2. The efficiency of security activities of objects is constantly analysed. As a result of these analyses, problems have been identified and highlighted to improve the situation. As a rule, these problems do not depend on the provider of security services and require investments. Solutions are found in cooperation with the possessors of the relevant objects.</td>
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<td>3. Within competence limits, the constant gathering of information and risk analysis was carried out, resulting in activities aimed at protecting</td>
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<tr>
<td><strong>23.3.</strong> The personal protection of individuals facing high risk of attack and the security of national events and state visits will be improved.</td>
<td><strong>4.</strong> In order to enhance the personal protection of individuals facing a high risk of attack and the security of national events and state visits, the necessary information was gathered (risk assessments performed by the Security Police). The Personal Protection Service lacked the capability for preparing risk assessments. Until 1 October 2009, the existing information and analysis service employed only 1 official. There is an increasing tendency towards information and analysis-based security activities. The said problem is now about to be solved thanks to the establishment of the Police and Border Guard Board. No attacks against protected persons occurred in 2009.</td>
</tr>
<tr>
<td><strong>23.4.</strong> Security activities will be transformed into a set of information based activities which are based on professional cooperation with various associated organisations.</td>
<td><strong>5.</strong> In order to develop the information based activities in the area of protection of persons into an integral whole, the protection of persons was from 1 January 2010 transferred from the Personal Protection Service to the Criminal Police Department. Preparations for that were made in 2009. The criminal information office of the Criminal Police Department was assigned two more officials and an additional task – to gather information in the area of personal protection.</td>
</tr>
<tr>
<td><strong>23.5.</strong> The automatic fugitive and vehicle identification system will be developed.</td>
<td><strong>6.</strong> The guidelines for organising searches for fugitives were updated. In the area of automatic identification</td>
</tr>
</tbody>
</table>
of vehicles, cooperation was carried out with the Tax and Customs Board, who are using the automatic vehicle licence plate identification system ANTS.

23.6. The capacity for discovering radiation sources on the internal borders and in major ports will be developed.

7. In 2008, the Tax and Customs Board signed a cooperation agreement with the US Energy Department, which also entails the installation of speed monitors at Sillamäe and Muuga Ports and the upgrading of handheld devices. In 2010, a number identification system will be launched on the internal border, increasing the volume of risk analysis and customs control of vehicles crossing the internal border. An inter-agency work group will be formed to implement a uniform speed control manual in 2010.

23.7. The inspection of goods in ports and on ships will be made more effective.

8. Supervision over the preparation and approval of ship documents (including the risk criteria of weapons embargoes) is more effective. Officials are trained in the area of strategic goods in cooperation with the US government and research institutions and the Public Service Academy.

24. The functioning of vital services in cases of accidents and emergency situations to be secured

<table>
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<tr>
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<tbody>
<tr>
<td>24. The functioning of vital services in case of accidents and emergency situations will be secured. For this purpose, the required legislative base will be established.</td>
<td>1. The legislative bases for the functioning of vital services has been regulated in the Emergencies Act passed in July 2009.</td>
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### VII FASTER EMERGENCY AID

**25. The time between suspicion of a threat and combating of the threat or elimination of the violation to be reduced.**

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<tr>
<th>Objective in the main guidelines of security policy</th>
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<tbody>
<tr>
<td><strong>25.1.</strong> Self-initiative-based volunteer activities will be developed with the aim of implementing primary measures for alleviating the consequences before the arrival of professionals.</td>
<td>1. The Assistant Policemen Act was developed in 2009. Work on the Act continues in 2010. The main aim is to regulate the professional activities of assistant policemen in remote areas, where the response of the regular police forces takes longer.</td>
</tr>
<tr>
<td><strong>25.2.</strong> Standards will be established for police emergency response and standard emergency response priorities.</td>
<td>2. In 2009, the Minister of the Interior approved the decree. The concept of development volunteer activities to assist in rescue operations, laying out the main bases and objectives in the development of the activities of rescue volunteers. Support for the activities of rescue volunteers was also continued (financial support, training and equipment).</td>
</tr>
<tr>
<td><strong>25.3.</strong> Sea patrol will be improved and the procurement of new multifunctional (patrol, marine rescue, pollution control, etc.) ships continues.</td>
<td>3. The relevant activities were postponed to 2010 and the development vision and more detailed plans of activity will be completed in the first half of the year, taking into account the changes deriving from the establishment of the Police and Border Guard Board.</td>
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<td></td>
<td>4. In order to enhance the capability for discovering and eliminating sea pollution, a public procurement was held in 2009 to acquire a new multifunctional ship with support from the European Regional Development Fund.</td>
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<td>25.4.</td>
<td>Public awareness of the 112 emergency phone number will be increased.</td>
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<td>5.</td>
<td>In order to increase public awareness, various explanatory articles were published in local publications and various public events (trade shows) were taken part in. These activities are continuing. A survey conducted in 2009 showed that the proportion of people who have the awareness to, in the event of an emergency, phone 112 immediately is 82% (in 2008: 84%).</td>
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<td>25.5.</td>
<td>Emergency call response and emergency squad dispatch speed will be increased and the skills of forwarding emergency notices improved.</td>
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<td>6.</td>
<td>As a result of harmonising the work organisation and the implementation of the call spill-over system, calls to the emergency number 112 are answered within 15 seconds. In cooperation with the Ministry of Social Affairs and the Health Care Board, instructions for receiving and handling medical calls were implemented, as a result of which urgent calls are processed within 1 minute.</td>
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<td>25.6.</td>
<td>The capacity of rescue squads to independently conduct smoke-diving and rescue work in case of road accidents, accidents involving hazardous substances, and accidents higher than the 3rd floor will be increased.</td>
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</tbody>
</table>
| 7.  | During 2009, the following equipment was procured with support from the European Regional Development Fund:  
- container truck with a trailer;  
- oil pollution containment equipment, beams and personal protection equipment for persons engaged in the elimination of oil spills;  
- measurement instruments and sampling tools for chemical rescue operations. |
| 8.  | In addition to procurements, regular training courses with practical exercises were held for rescue workers. |
| 25.7. The capacities for fighting the consequences of extensive forest fires, extensive coastal spills and combustible liquid fires will be improved. | 9. During 2009, the following equipment was procured with support from the European Regional Development Fund:  
- 6 cistern trucks;  
- 4 household waste containers;  
- personal protection equipment for persons engaged in operations. |
| 25.8. The 24-hour national capacities for conducting aerial patrol, search and rescue, pollution surveillance, patient transportation and emergency flight operations will be increased, and brought into compliance with international requirements. | 10. There are two AW-139 helicopters available for SAR operations (the flight resource of the MI-8 was exhausted in 2009). The implementation of new helicopters would increase the capacity for the operative and extensive surveillance of the external border. For patrolling and conducting search and rescue operations, the helicopters have been equipped with the newly-procured search tools and FLIR heat camera equipment, which allows the squads to perform search operations round the clock and even in heavy sea conditions. |
| 25.9. Implementation of additional fire detection equipment (in addition to autonomous fire alarm sensors) and the related awareness will be increased. | 11. The primary focus in 2009 was on increasing public awareness of smoke detectors and the mandatory requirement for smoke detectors. The promotion of other alarm systems (more expensive and efficient) will be done in the next phase of preventive work. |
## VIII ENHANCED SECURITY POLICY

### 26. Formation and implementation of the security policy to be enhanced.

<table>
<thead>
<tr>
<th>Objective in the main guidelines of security policy</th>
<th>Activities in 2009</th>
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<tbody>
<tr>
<td>26.1. The causes of public offences, and the efficiency of the measures applied for prevention of public offences will be analysed, with the corresponding developments in the area co-ordinated and strategic planning carried out accordingly.</td>
<td>1. 2009 included the preparation of analysis Physical abuse incidents (§ 121 of the Penal Code), which helped find applicable measures to prevent public offences both through preventive work and active police work (placement of patrols in problem areas).</td>
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<td>2. Activities also included the preparation of an analysis on public offences committed by minors (covering the period of 2002-2008), which helped plan activities to prevent first-time and recurrent offences committed by minors primarily by more active networking.</td>
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<td>26.2. In enhancing internal security capacities, special attention will be paid on the areas material to the state's integrity and national security, such as Ida-Viru County and local governments near the border.</td>
<td>3. At a cabinet meeting of the Government of the Republic, agreement was reached to prepare a separate plan of activity for the development of Ida-Viru County, to be completed in 2010.</td>
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<td>4. Due to the specific features and risks of Ida-Viru County, new rescue equipment (for chemical and forest fires) has been procured for the East-Estonian Rescue Centre.</td>
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<td>26.3. A general legal act will be established in the field of crisis management, organising the entire legislative basis for crisis management.</td>
<td>5. The Emergencies Act passed in July 2009 is the general legal act in the area of crisis management.</td>
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<td>26.4. The analyses of public threats and planning of preventive measures will be enhanced in local government territory.</td>
<td>6. The analysis of threats to public order is a part of planning the dispatch of police squads and area-specific preventive activities. The results of threat analyses are regularly forwarded to local governments.</td>
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<td>26.5.</td>
<td>The Defence League will be involved to a greater extent in guaranteeing internal security.</td>
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<td>7.</td>
<td>The Defence League and the Police Board have concluded a cooperation agreement, under which they annually agree the joint activities for every year. The Defence League participates in ensuring internal security according to its competence levels and cooperation with the police is good.</td>
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<td>8.</td>
<td>In order to increase the efficiency of cooperation, the Rescue Board and the Defence League have concluded a cooperation agreement. On the basis of the said agreement, the Defence League units are engaged in extensive rescue operations, given special training and engaged in preventive work. Among other things, the cooperation agreement stipulates that every Defence League brigade has a 24 hour contact number for contacting the Emergency Response Centre.</td>
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<td>26.7.</td>
<td>All forms of proceedings (criminal, misdemeanour, administrative and civil proceedings) will be integrated with the E-Toimik (E-File) environment and services.</td>
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<tr>
<td>9.</td>
<td>The police information system (MIS) was completed, with processes integrated with the E-Toimik (E-File) environment and services.</td>
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<td>26.8.</td>
<td>Volunteers and the non-profit sector will be involved in law enforcement, both in prevention of threats to the public order and alleviation of the consequences of major accidents.</td>
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<td>10.</td>
<td>Citizens are involved on an ongoing basis, particularly in the form of assistant policemen. The involvement of citizens is supported (e.g. in participation in activities coordinated by the Baltic Criminal Prevention Institute and in communication with Neighbourhood Watch). 2009 saw numerous contacts between natural persons, their associations and the Police Board, in the course of which proposals were made for (joint) activities aimed at the</td>
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<td>11.</td>
<td>In 2009, the Minister of the Interior approved the decree The concept of developing volunteer activities assisting rescue operations, laying down the main bases and goals in developing the activities of volunteer rescuers.</td>
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<td>26.9.</td>
<td>The organisation of the psychological defence of the Estonian people will be developed, involving the measures for providing emotional comfort in case of major accidents and emergency situations and states of emergency, as well as measures required for creating and maintaining a bond of trust between the victims and their families and the state representatives, and for avoiding panic.</td>
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<td>12.</td>
<td>The psychological defence of people is organised by the State Chancellery. Information concerning the organisation of psychological defence is currently subject to access restrictions (for internal use only).</td>
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<td>26.10.</td>
<td>The organisation of internal security will be developed in accordance with the changes and new risks in the operating environment as well as the need to increase cost efficiency.</td>
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<td>13.</td>
<td>The biggest organisational change in the area of internal security, the Police and Border Guard Board started work at the beginning of 2010. The merger of the Police Board, the Border Guard Board and the Citizenship and Migration and the auxiliary services of their sub-agencies has provided increased cost-efficiency. 2009 also included the completion of the concentration of the ICT area of the Ministry of the Interior into the IT and Development Centre of the Ministry; the resulting effect</td>
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</table>
14. The development of the rescue organisation included the following activities:
   a) the review of the rescue management system was initiated – services deriving from legal acts were mapped, activities requiring development determined and objectives and indicators for service volume and quality were established;
   b) in order to harmonise the provision of services related to rescue operations and to establish objectives, the implementation of the rescue work service model has commenced. The rescue work service model describes the volume of rescue services provided in individual regions.

15. The Minister of the Interior approved the decree The concept of developing volunteer activities assisting rescue operations, laying down the main bases and goals in developing the activities of volunteer rescuers.

| 26.11 The best opportunities will be created for training law enforcement, criminal police and other internal security officials at the Estonian Public Service Academy. |
| 16. In the admission of students 94% of the places were filled at higher education level and 97% at vocational education level of the Estonian Public Service Academy (PSA) in 2009 (in 2008, the corresponding figures were 94% and 92%). |
| 17. PSA had 312 graduates from vocational studies and 202 graduates from higher education studies (in 2008, the corresponding figures were 303 and 327). |
| 18. In September 2009, PSA was one of the first in Europe to launch |
master’s studies in the area of internal security (40 students).
19. The average grade given to the final paper or final examination in the higher education level was 3.36, which has risen from the previous year (the average grade given to final papers in academic year 2007/2008 was 3.24).
20. The preparation of detailed plans for the construction of a new study complex at Muraste, Harju County (in the territory of the current Border Guard College of PSA) continued in cooperation with Riigi Kinnisvara AS.
21. PSA’s higher education curricula in the areas of police work and corrective measures received international accreditation.
22. PSA’s Council appointed the first 2 professors emeritus in August 2009.
23. In December, PSA’s Council decided to merge the Police and Border Guard Colleges from February 2010, in order to train officials educated on uniform bases for the Police and Border Guard Board.
24. In 2009, PSA’s virtual simulation centre provided training for 736 people (including two international training sessions).
25. International science conference (Information intensive security was held, and broadcast over the Internet using video conference tools.
26. A research and development council to coordinate internal security related research and development activities was formed of experts from partner agencies and universities.