

Security Policy 2012



SISEMINISTEERIUM
Estonian Ministry of the Interior

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Estonian Ministry of the Interior

Security Policy 2012

Report on the implementation of the
“Main Guidelines of Estonia’s Security Policy Until 2015”
in 2011



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Dear reader,

The events taking place in Estonia and in the world often remind us that security is neither elementary nor permanent. Security must be maintained and ensured from day to day, systemically and purposefully, in order to maintain the vitality of our community and thereby a strong state, based on democratic values.

In ensuring security, sustaining and protecting human life and health are priorities. As a result, we have been increasingly focussing on preventative work in order not only to mitigate consequences, but also to make our best efforts to ensure that crimes and accidents do not occur. The main idea of preventative work is to increase public awareness, so that people are familiar with safety requirements, have an awareness of the risks and are able to behave in a manner that is safe both for themselves and others. Preventative work is also being carried out by volunteer rescue workers and assistant police officers, who can solve a considerable number of risk situations at the local level. The state cannot enforce a volunteer movement by itself, but has already been able to create improved conditions for supporting volunteers.

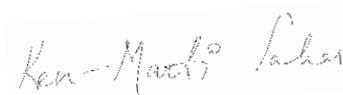
An important aspect of ensuring security is combating serious organised crime and corruption, which undermine the reliability of the state and impair the sense of security of the populace. In order to enhance this fight against hidden crime, we restored the Central Criminal Police unit at the Police and Border Guard Board at the beginning of this year, with separate central units for both anti-corruption activities and criminal assets detection. Income received from criminal activities needs to be identified and seized, primarily to prevent crime from being profitable and the money being used for new crimes. From the viewpoint of the security of society, it is important to strengthen the rescue capability and maintain a conservative immigration and citizenship policy.

The development of the areas mentioned above has and will continue to be the focus of special attention and so has now been allocated additional resources. The more successful we are in these areas, the better conditions we will create for increasing both security and a sense of security. Our priorities are discussed in more detail in the first part of this publication.

The second part of this publication contains an in-depth overview of our objectives and achievements in the implementation of the main security policy guidelines. The stated basic document of security policy approved by the Riigikogu (Estonian Parliament) establishes a common framework for Estonia's security policy and sets a number of objectives to be met by 2015. The Minister of the Interior presents an overview of the fulfilment of the objectives to the Parliament no later than 1st March every year.

Therefore, this publication is not quite run-of-the-mill yearbook. It is intended as a report to the Riigikogu, but also as a substantive and informative read for all the internal security employees and the many good cooperation partners who have assisted us in creating a more secure living environment. This document provides explanations and food for thought for students, journalists and all others who are interested in ensuring public security.

I would hereby like to thank everyone who has helped ensure security in 2011!



Ken-Martti Vaher
Minister of the Interior
February 2012, Tallinn





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Security policy priorities

1. Prevention policy and reduction of deaths caused by accidents
2. Combating hidden crime
3. Controlling corruption
4. Involvement of volunteers in security
5. Strengthening rescue capabilities
6. Conservative immigration policy
7. Consistent citizenship policy

Prevention policy and reduction of deaths caused by accidents

Crime prevention

Crime prevention is a set of multifaceted activities, the aim of which is to improve public security. The “Guidelines for Development of Criminal Policy until 2018”¹ treats prevention as a three-level activity. The first level of prevention covers general social measures, while the second level is more focussed on the prevention of specific offences and the third level on the prevention of further offences. Although there is a vast difference between measures against family-based violence and measures against organised crime, both can still be called preventative measures. In the first case, primary and secondary level measures (social and educational measures) can be focussed on, while in the case of organised crime more emphasis must be placed on second and third level measures (e.g. the notification obligation of banks, security measures at airports). In one case, the focus is on the person and in the other case on a system that will render organised crime difficult and without any future prospects. Prevention is always less costly than dealing with the consequences, e.g. mitigating health damage after a crime (personal medical treatment costs). If crimes were prevented, such costs would not be incurred and the resources could be used for the treatment of regular patients. Every crime committed entails damages. The state invests resources in the proceedings. Expedited proceedings also require the resources of pre-court proceedings, the prosecutor’s office, the bar and the court. That is followed by the execution of the sentence. According to the data of the Ministry of Justice, the maintenance costs of just one prisoner amount to 963.32 EUR a month.²

“ **Every Euro invested in prevention returns ten Euros** ”

If prevention work takes away the future prospects of crime, the number of crimes committed will decrease, just like the number of sentenced and imprisoned people. The released resources can be assigned to preventative activities. Thus, we can truly agree with the estimation that every Euro invested in prevention returns 10 Euros.

The broken windows principle

One of the most common crime prevention principles is the so-called broken windows principle developed by criminologists James Q. Wilson and George Kelling as early as 1982. Their theory holds that things such as broken windows left unrepaired and neighbourhoods falling into disrepair are a signal that people do not care and that law and order are not being enforced in these neighbourhoods. This in turn causes increased disorder in the entire neighbourhood, which in turn creates favourable conditions for committing serious offences. Professor Kees Keizer and his colleagues at the University of Groningen claim that various studies have shown that graffiti and otherwise deteriorated environments have a facilitating effect on crime. In order to prove the broken windows theory, professor Keizer together with Siegwart Lindenberg and Linda Steg organised a real-life experiment consisting of six scenarios. The scientists were most surprised at an experiment in which they left

¹ “Guidelines for Development of Criminal Policy until 2018”, explanatory letter: [http://www.just.ee/orb.aw/class=file/action=preview/id=50604/Seletuskiri+\(kriminaalpoliitika+arengusuunad+aastani+2018\).pdf](http://www.just.ee/orb.aw/class=file/action=preview/id=50604/Seletuskiri+(kriminaalpoliitika+arengusuunad+aastani+2018).pdf)

² Imprisonment costs: <http://www.vangla.ee/41292>

an envelope with a five Euro note visibly poking out of a post box in the street. In a clean neighbourhood, only 13% of passers-by stole the envelope. The theft rate doubled (to 27%) when the post box was placed in the middle of some litter and covered with graffiti. When the litter was removed, but the graffiti remained, the theft rate was still as high as 25%. Professor Keizer said: "I am surprised that merely a littered environment doubles the number of thefts."³ Various studies have shown that minor offenders will potentially commit serious offences, particularly when there is no response to their first crime. Links have been established between minor thefts and more serious crimes against property and the abuse of alcohol and acts of violence. There are also links between physical abuse, severe health damage and, in worst cases, even manslaughter.

In practice, the following associations can be made: simple school bullying, which turns into physical abuse, which in turn ends in severe health damage, or close relationship violence, which becomes more serious on every occasion and ends in manslaughter. We all know of Internet-based manipulation that has ended in the death of the victim (the so-called Spanish Woman case, where initially innocent relationships became increasingly serious and ended in harassment and blackmailing). These are very sad

“ The carrying idea of the broken windows principle is early detection and intervention as well as paying attention to minor offences that tend to lead to more serious crimes ”

and thought-provoking examples, where we can always ask ourselves whether we could have prevented them. The overriding idea of the broken windows principle is early detection and intervention as well as paying attention to minor offences that tend to lead to more serious crimes. Early detection and intervention would certainly help prevent similar cases in the future. In Estonia, the broken windows principle has

PHOTO: SHUTTERSTOCK



Early detection and intervention in close relationship violence or school bullying helps prevent more serious crime.

been thoroughly discussed at a theoretical level. It was considered in police activities as early as 2006, in the process of developing problem-specific criminal analysis study materials. Unfortunately, the principle has not been particularly actively or consciously implemented so far. In conclusion to the above, it must be said that the substantive implementation of the broken windows principle in Estonia is a key to success in reducing crime. Creating and maintaining a clean and orderly living environment must become an everyday attitude and way of thinking. In the future, the police and other parties responsible for law enforcement should increasingly focus on detection and early intervention in order to avert major damage.

Early detection and intervention

A pre-requisite to early detection and intervention is that various involved parties show an interest and a willingness to influence positively the causes of problems. The various parties include natural persons, the third sector, local governments, state institutions, research institutions etc. As a positive example, we can highlight the Neighbourhood Watch NGO, which has been operating in Estonia since 2000 and is a movement that involves communities and partners and engages people. Analyses have shown that in neigh-

³ Andy Coghlan. Graffiti and litter lead to more street crime. New Scientist: <http://www.newscientist.com/article/dn16096-graffiti-and-litter-lead-to-more-street-crime.html>

bourhood watch areas the level of crime is lower and offenders are captured more efficiently. As a negative example, we can look at the city of Tallinn at night, during economic blackouts. Analyses have shown that more crimes are committed in unlit places, where the risk of detection is lower. The economic blackout regime applied in the city during autumn and winter nights creates favourable conditions for committing offences. Furthermore, various local government areas contain many deserted buildings, littered roads etc.

One of the principles of preventing juvenile delinquency set forth in the Guidelines for Development of Criminal Policy says that in order to prevent minors from turning to crime and for early identification of children at risk, local governments should develop a system for the early identification of problems occurring in a growing environment. The implementation of that principle requires the creation of a network involving various parties, in order to identify the possible risk groups and the problems in growing environment. Great importance must be placed on the choice of preventative activities, e.g. situation-specific prevention in interaction with social prevention. In fulfilling their everyday duties, police officers have to consider whether and how a certain event, problem or chain of events may influence the behaviour of minors and the growing environment. The information has to be forwarded to the local government, which should gather and systemise it. The process must move beyond the analysis of problems. By involving various parties, activities have to be found to influence the situation. Unfortunately, there is the question of whether all the local governments have sufficient strength to manage that. Probably, they do not. In order to create that strength, the process has to engage those active members of the community, i.e. volunteers, who wish to maintain security in the society.

First-time offenders

Another important focus in preventative activities is that of first-time offenders. The measures to be taken in cases of first-time offenders depend on the type of the offence. The choice of preventative measures is very important – for instance criminal prevention

in interaction with social prevention. In the case of first-time offenders, it is necessary to determine what drove the offender to commit the offence/crime. Measures have to then be taken on the basis of this. The applicable legislation provides for various options upon imposing a punishment, such as sentencing or terminating the proceedings due to considerations of expediency, if the person can be positively influenced without imposing a punishment. Besides issuing penalties, it is very important to focus on the causes which drove the person to commit the offence in the first place. For instance, in the case of close relationship violence or school bullying and violence, the rea-

 ***In the case of first-time offenders, it is necessary to determine what drove the offender to commit the offence/crime***

sons for the person's behaviour must be determined and solutions must be found to motivate the person to refrain from committing another offence in the future. In recent years, good progress has been made in the area of conciliation proceedings, which are definitely an appropriate measure for first-time offenders. It is naturally also important to implement general prevention, or influence offenders with a fair level of punishment, as this substantiates people's belief in the validity of the norms and confidence in the order of law. The most important thing here is for people to understand the objective of punishment. Unfortunately, there are still parents who tell their children: "Put the safety belt on, otherwise the policeman will come and fine us." Instead of threatening children with the police, parents should explain that safety belts protect people in the event of an accident.

The Ministry of the Interior must be able to forcefully implement the broken windows principle also in preventative activities. In solving specific cases, the police must determine and influence the causes. Analyses have highlighted the offences that may result in crimes with serious consequences. Now we have to start focusing on the causes, involve various parties and create a functional network to influence the environment.

Prevention of rescue events

The concept of preventing rescue events comprises two levels – preventing accidents from happening, but also behaving correctly in the case of an accident, in order to minimise adverse consequences. The main aim of prevention is to save human lives. Therefore, the key questions in planning preventative activities are determining the most efficient prevention policy and finding ways to use it to reduce the number of deaths caused by accidents. An efficient prevention policy is supported by various safety requirements on one side and by educating and increasing the awareness of the public on the other side. These factors must be mutually in accordance and create a synergy in order for us to achieve success in the area of security. For instance, living spaces must be equipped with smoke detectors, but at the same time people have to know why smoke detectors are needed, where and how they have to be installed, how often the operation of smoke detectors has to be checked and how to conduct themselves in a manner compliant with fire safety in the

“An efficient prevention policy is supported by various safety requirements on one side and by educating and increasing the awareness of people on the other side

home. The risk behaviour of people is therefore influenced with safety regulations and through increasing the public’s knowledge and awareness.

“Don’t drink and swim”

The prevention of rescue events mainly covers two areas: fire safety and water safety. More intensive preventative activities in the area of water safety started in 2010, when the Rescue Board assumed the duty of preventing water accidents. Unlike the sphere of fire safety, water safety is not uniformly regulated, nor is there any single responsible and ma-

PHOTO: RESCUE BOARD



In 2011, an extensive water safety campaign “Don’t drink and swim” was carried out, targeted at young men who have been consuming alcohol.

naging authority ensuring water safety. In this area, responsibility is divided between various parties, the most prominent ones being the Rescue Board, the Police and Border Guard Board, the Maritime Administration, the Health Board, county governments and local governments as well as those private enterprises providing coast guard services. Water safety further differs from the area of fire safety in that the impact of safety requirements here is smaller and activities are mainly focussed on increasing people’s awareness and instilling a sense of responsibility all round. Accidents in the water cannot be prevented by a simple tool akin to that of the smoke detector used in fire safety. There is no way in which safety requirements can be used for preventing a drunk person from going for a swim in a lake, river, pond, ditch or other similar on a hot day. But these are the places where alcohol causes tragic water accidents. In 2010, the number of deaths caused by drowning was 91, which was the highest figure in

“ The involvement of alcohol producers is an example of using all the interested parties in carrying out successful preventative work

recent years. As the majority of drownings happen during the summer months and the endangered target group consists of young men who have consumed alcohol, preventative activities can be planned with a clear purpose. In 2011, an extensive water safety campaign was carried out, focussed on the message intended for the said target group – “Don’t drink and swim” – and aimed at increasing people’s awareness of the fact that alcohol and swimming do not mix. The campaign also stressed everyone’s responsibility in preventing water accidents, which was emphasised by messages “Advertisements cannot prevent. You can. Don’t let your drunken friend go into the water.” The summer media campaign in the area of water safety was successful, with a visibility level of 88% according to a survey conducted by a market research and consulting company EMOR. In addition, the Ministry of the Interior involved alcohol producers, sellers and importers in preventative

activities, where they helped distribute the safety messages. The involvement of alcohol producers is an example of using all the parties for carrying out successful preventative work. We are pleased to note that supermarket chains and enterprises producing, importing and selling alcohol in Estonia understand their role in preventative work and are willing to find joint solutions. Thanks to all these preventative activities, the number of deaths by drowning in 2011 dropped considerably from 2010 – with 56 drownings in 2011 compared with 91 in 2010 as noted.

In the sphere of water safety, people’s awareness of using proper safety equipment and particularly life-jackets in water vessels must be increased. People often drown both at sea and on inland water bodies because they neglect to wear a life-jacket meeting the established requirements. In practice, there are about ten cases every year where wearing a life-jacket could have saved the life of a person. In conclusion, we must admit that the most important thing for achieving success in the area of water safety is efficient preventative work, and not the establishment of additional rigid safety requirements.

Fight against fire deaths

More extensive prevention policy in the area of fire safety was launched in 2006, when the budget of the Rescue Board allocated a separate and considerable amount for preventative work, and the positions of prevention specialists were created based on uniform principles covering all Estonia. This meant the start of activities to actively and systemically fight against fire deaths. Activities to reduce fire deaths were planned for the following five years and outlined in the “Strategy of Prevention Work in the Rescue Area until 2011”⁴, which was a strategy document for rescue institutions and primarily addressed the activities of the rescue institutions themselves. At the national level, a strategy document was adopted in 2008, when the Riigikogu approved the “Main Guidelines of Estonia’s Security Policy until 2015”. This latter document described the maintenance of security, including the prevention of accidents in the country as a whole.

In 2006-2010, the number of fire deaths was considerably smaller than before, dropping by more than

⁴Strategy of Prevention Work in the Rescue Area until 2011: <http://www.rescue.ee/636>

a half – from 164 to 69. The decrease in fire deaths in 2006-2010 was related to efficient preventative work, during the course of which smoke detectors were actively promoted and the general fire safety awareness among the public grew. The number of fire deaths increased somewhat in 2011, with 73 people dying in fires. Unfortunately, February 2011 bore witness to a fire at the Haapsalu Orphanage, which was one of the most tragic fires in the history of the independent state of Estonia, with ten children and young people losing their lives. This tragic accident also had a considerable impact on the statistics of fire deaths for the entire year.

Introduction of self-extinguishing cigarettes

Looking at the numbers of fire deaths in the last three years, we can state that the rapid downward trend has halted. At the same time, an important change in safety requirements was enforced at the end of 2011 which we hope will result in another leap in reducing fire deaths. This was the introduction of self-extinguishing cigarettes in Estonia. In recent years, the largest number of fire deaths has been caused by careless smoking⁵. From 17th November 2011 only self-extinguishing cigarettes are permitted to be sold throughout the EU. Harmonised standards have established the burning characteristics of these cigarettes, including the regulation that a cigarette burning independently (without puffing) must self-extinguish before it reaches the filter. While “ordinary” cigarettes slowly burn to the filter almost every time, self-extinguishing cigarettes generally do not. They burn independently for a shorter time (around a couple of minutes compared with 10 minutes for regular cigarettes) thereby reducing the risk that a carelessly dropped cigarette may come into contact with flammable materials and cause a fire. Therefore we estimate that the introduction of self-extinguishing cigarettes will reduce the number of fire deaths by 10-15 people a year and the overall number of fires will decrease by about 500. Unattended burning cigarettes also tend to cause smaller fires, the so-called ‘waste bin fires,’ which self-extinguishing cigarettes will also help prevent.

On the whole, the number of fire deaths caused by careless smoking was also smaller in 2011. While in 2008-2010 the average number of fire deaths caused by

careless smoking was 39 a year, the figure in 2011 was 30, or a 23% drop from the average of the preceding three years. At the same time, the period of evaluation has so far been too short for drawing final conclusions; we will be able to provide a more in-depth evaluation of the impact of self-extinguishing cigarettes only after a few years. An analysis of the circumstances of fire deaths in 2011 also shows that 6 out of the 30 (i.e. 20%) fire deaths caused by careless smoking were related to smoking smuggled cigarettes which means that the majority of fire deaths caused by careless smoking are not related to smoking illicit cigarettes.

 ***The introduction of self-extinguishing cigarettes will reduce the number of fire deaths by 10-15 a year and the overall number of fires by about 500 a year***

In order to prevent deaths caused by fire in the future, we need to analyse the causes of fires and identify the areas where the efficiency of preventative work might be increased. It is important to determine the target groups for preventative work – these include less privileged persons and elderly people living alone (particularly men). It is also known that smoking and the consumption of alcohol also considerably increase the risk of fire accidents. Faulty heating devices are a separate source of risk and the efficiency of preventative measures among the non-Estonian speaking population must be improved. Public awareness has to be increased in order to reduce all these risks. Increased public awareness helps reduce the number of deaths caused by various accidents and ensures people’s independent compliance with safety requirements, which in turn reduces the risk of accidents. In other words, people who are more aware understand that safety regulations are established for the protection their lives and the lives of others. Efficient prevention policy must be implemented at various levels, involving partners from both local communities and the private sector. We have to keep in mind that the public and private sectors share common interests in preventative work – to ensure the preservation of the Estonian people and to reduce the number of deaths through various accidents.

⁵ See Figure 16 on page 45.



Combating serious hidden crime

Serious hidden crime is dangerous primarily due to its level of conspiracy. In combating serious hidden crime, the capability of law enforcement institutions to reach the key persons of criminal structures plays an important role. Corruption and crimes related to the handling of narcotic substances have been traditionally treated as serious hidden crimes. Since the mid-2000s, human trafficking and Internet crime have also been highlighted as forms of serious hidden crime. At the end of 2010 the Justice and Home Affairs Council of the European Union approved a policy cycle which supports combating organised and serious crime in the EU. The input to this policy cycle derives from the Organised Crime Threat Assessment (OCTA) prepared by Europol. The policy cycle will regularly be a 4-year cycle, with the exception of 2011-2013, when its duration is 2 years.

In the Council's Conclusions, the following priorities and findings were approved for 2011-2013:

West Africa is one of the main regions for supply of cocaine and heroin;
 The Western Balkans are the mediator of pirated goods;
 Reduction of illegal immigration on the borders of South-Eastern Europe and North Africa;
 Dealing with synthetic narcotics;
 Dealing with pirated goods and the transport thereof;
 Dealing with human trafficking;
 Dealing with mobile criminal groupings;
 Dealing with cyber crime.

For every priority, the confiscation of criminal assets is emphasised as being an efficient method. The Estonian Government has since 2004 established national priorities in combating serious hidden crime, which are specified at the annual meetings of the Minister of Justice and the Minister of the Interior. One of the overriding principles has been to primarily direct resources into combating serious and hidden crime generating criminal assets.

Above all, resources have to be directed into combating serious and hidden crime generating criminal assets

Groupings receiving criminal assets in an organised manner use the income for developing their criminal activities and expanding their criminal grip. Law enforcement structures aim to obstruct the possibilities of developing criminal assets and using them for developing criminal activities. The national priorities are determined on the basis of international and national risk assessments and situation analyses.

Crimes connected with dealing in narcotics are still a problem in the Republic of Estonia. 123 people died in 2011 as a result of taking narcotics. The number of people killed in traffic accidents was smaller. The number of deaths related to narcotics has been high since 2009 when the "China White"

PHOTO: SHUTTERSTOCK



The identification and confiscation of criminal assets plays an important role in combating serious hidden crime.

or α -methylfentanyl was released on the market. However, drug addiction is not an accident, but a person's conscious self-destructive activity. Above all, the danger of narcotics-related crime stems from the addiction caused by narcotic substances. Dealing in narcotics has therefore been considered as the most profitable type of crime. Momentous steps in the fight against dealing in narcotics were taken in 2004, when the sentences imposed for narcotics related crimes were made stricter. The National Strategy for the Prevention of Drug Addiction for 2005-2012 was also developed, with the aim of coordinating the activities of authorities in controlling drug addiction.

Considering the large number of crimes related to dealing in narcotics and the trends in the handling of narcotic substances, controlling drug addiction and combating narcotics related crime remain a priority area. The police still aim to identify dealers of large



123 people died in 2011 as a result of taking narcotics

quantities of narcotic substances and to take possession of as many narcotics as possible. As combating drug addiction is an area which requires active cooperation between the Ministry of the Interior, the Ministry of Justice, the Ministry of Finance, the Ministry of Education and Research and the Ministry of Social Affairs and the third sector, it was decided at a meeting of the Minister of the Interior and the Minister of Justice held at the beginning of 2012 that an expert committee will be formed under the leadership of the Ministry of the Interior. The task of the expert committee will be to systemically organise the fight against narcotics.

Increasing cyber crime

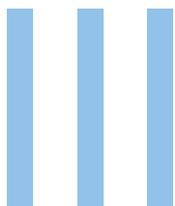
Another considerable threat today is Internet crime. According to the assessment of various experts, the profit margin of crimes committed in the Internet environment is even greater than in the handling of narcotic substances, and it has been steadily growing. The most common types of crime are frauds and thefts, including identity thefts, and blackmailing. The growth of this trend is also evidenced by statistical data. In 2009, number of computer frauds registered in Estonia was 356, but in 2011 the figure grew to 430. So far, Estonia has been a successful international partner in the detection of Internet crimes. Unfortunately, some of the crimes have been committed namely from Estonia. For instance, a few years ago criminals broke into US bank accounts, where they made transfers in the extent of millions of dollars. In 2011, Estonian authorities in cooperation with the FBI and other partners organised arrests and proceedings in crimes, where suspects received money when users viewed or clicked on advertisements or Internet pages. At least 4 million computers in about 100 countries were infected with malware. According to allegations, transactions in the extent of about 21.5 million USD and more than 560,000 EUR were made for the purpose of covering the illegal origin of the money received to bank accounts. Such cases show that the established priorities are correct and the crime related risks high.

The identification and confiscation of criminal assets plays an important role in combating serious hidden crime, because criminal activities must be rendered non-profitable, preventing situations where a person might be punished for serious crimes but is able to retain property and assets which can be used for committing new crimes or enjoying other benefits. The identification and confiscation of criminal assets reduces opportunities for financing criminal activities. In Estonia, the identification of assets income has been a priority since 2005. Extended confiscation provisions were passed in 2007, allowing the confiscation of property subject to reverse burden of proof particularly in the event of serious hidden crimes. The reverse burden of proof means that a person is obligated to prove the legal origin of property. For instance, a person has committed a crime, for which the extended confiscation of property is prescribed by

law. It is determined in the course of the investigation that the person has a speedboat that costs 1 million Euros. At the same time, the person has not declared any income in the past 10 years. Therefore it is possible to establish a hypothesis that the speedboat has been acquired for assets received from criminal activities. The property is not confiscated, if the person is able to prove the legal origin of the speedboat. Approximately 400 crimes in the case of which it is possible to apply extended confiscation (depending on the actual rate of punishment) are committed in Estonia every

The Ministry of the Interior has established increasing the capability to identify criminal assets as a central objective. For that purpose, a criminal assets identification unit was formed at the Central Criminal Police Department in 2011. The unit is tasked with the central identification of criminal assets

year. Unfortunately, the criminal police department specialised in the identification of criminal assets only consists of three officials. This means that every official has the workload of 100 cases. In other cases, criminal assets were identified in the course of criminal proceedings, together with gathering evidence necessary for substantiating accusations of crimes. That kind of work procedure has not proven efficient, as preference is reasonably given to focussing resources on determining the circumstances of the subject of proof. That, in turn, allows people to withhold and hide criminal assets, making its detection difficult or impossible.



Controlling corruption

Corruption is a form of hidden crime. The danger of corruption lies in the loss of confidence in the public sector. The spread of corruption in law enforcement and justice structures is particularly dangerous, as corruption in those sectors may undermine the credibility of the state in international relations, thereby constituting a security threat. The Government of the Republic established corruption as a priority in the fight against crime as early as 2004. In order to increase awareness of corruption and prevent corruption, the Ministry of Justice created the web page www.korruptsioon.ee and developed the first anti-corruption strategy “Honest State”. Unfortunately, the results achieved by the police in the fight against corruption have not been the best. There have been a few successful cases, where misappropriation of property or acceptance of bribes by state officials

“ On 1 September, 2011, a considerably larger central anti-corruption unit was formed at the Central Criminal Police Department

was identified, but in general the fight against corruption has not been systemic or consistent. By essence, corruption is a hidden crime and should be identified by properly trained top specialists, who are capable of identifying corruptive activities and gathering high-quality evidence. A good example of a systemic approach to a problem was the investigation of corruption at six Estonian local governments – a case assigned to the competence of the Security Police

PHOTO: SHUTTERSTOCK



The danger of corruption lies in the loss of confidence in the public sector.

Board in 2008. After the assignment of investigation competence, the detection of corruption cases in those local governments increased considerably. In addition, the activities of the Security Police Board and the Prosecutor’s Office have been successful in uncovering corruption cases in the justice system, which has improved the credibility of the Estonian legal protection system.

When we look at the capability of identifying corruption in other local governments and in the public sector as a whole, the level remains low. One of the reasons for this has definitely been the fact that the Police and Border Guard Board and the prefectures put together only had 20 specialised officials who were tasked with uncovering cases of corruption.

The Ministry of the Interior has established the objective to considerably strengthen the fight against corruption. An additional analysis showed that in essence we have lacked the capability to manage corruption risks that may be related to the activities of members of management boards or supervisory boards of public or partly state-owned or state-founded legal entities, if their activities may involve a risk to national security. In 2011, the Security Police Board was given the relevant competence. On 1 September 2011, a considerably larger central anti-corruption unit was formed at the Central Criminal Police Department. The task of the unit is the exhaustive diversification of analysis-based corruption risk through the identification of corruption cases. The centralised nature of the unit allows the formation of a strong core team of professional officials, who can work dynamically and cover the needs of the entire country. The centralisation does not mean that regional bodies will be deprived of the relevant competence. Rather, regional units are expected to gain additional competence and the possibility to use the unit more flexibly in carrying out various complex proceedings. The activities of the new unit should increase the capability of identifying corruption cases and thereby reduce the risk of corruption.

Transparency International’s Corruption Perceptions Index has remained relatively stable for Estonia in the past four years. In 2011, the Index was 6.4, which means a slight negative change from 2006, when

Rank	Country	Index 2011
1	New Zealand	9.5
2	Denmark	9.4
2	Finland	9.4
4	Sweden	9.3
5	Singapore	9.2
6	Norway	9.0
7	Holland	8.9
8	Australia	8.8
8	Switzerland	8.8
10	Canada	8.7
29	Estonia	6.4

SOURCE: TRANSPARENCY.EE

Transparency International, Corruption Perceptions Index 2011

The Ministry of the Interior has established the objective to considerably strengthen the fight against corruption

Estonia achieved its best score – 6.7. In 2011, Estonia was ranked 29th among 182 countries⁴. Our drop by three places in the Corruption Perceptions Index table is somewhat explained by the addition of five new countries in the 2011 study. Two of those new countries – the Bahamas and Santa Lucia – preceded Estonia in the 2011 table, ranking 21st and 25th, respectively.

In 2011, the European Union Member States with the highest Corruption Perceptions Index value (i.e. countries, which are estimated to have the lowest level of corruption) were Denmark (9.4), Finland (9.4) and Sweden (9.3), ranked 2nd, 3rd and 4th, respectively. Latvia was ranked 61st and Lithuania 50th in the Corruption Perceptions Index table.

Unfortunately, last year included a particularly regrettable case of corruption. On 19 December, Security Police Board officers detained a Security Police Board specialist Indrek Pöder under suspicion of receiving bribes for abusing his position and illegally using data to which he had official access, for the purpo-

⁶ Corruption Perceptions Index 2011: http://transparency.ee/cm/files/cpi_table_december_2011_1.pdf

PHOTO: SHUTTERSTOCK



se of influencing the decisions of the officials of the Police and Border Guard Board in offence and supervision proceedings. Another suspect in the same criminal case is the head of the Internal Audit Office of the Police and Border Guard Board, Meelis Taniel, who is suspected under section 157 of the Penal Code of violating the obligation to maintain confidentiality of secrets which have become known in course of professional activities. Several other persons are suspected of giving bribes. It is a regrettable incident, because any kind of corruption in the police is very serious and unacceptable. However, the uncovering of the case shows that the supervisory system of the Security Police Board is efficient and reliable and our criminal investigation institutions are capable of “self-cleansing”. It is important for our criminal investigation bodies to determine all the circumstances of the incident and complete the proceedings, imposing severe punishment on the perpetrators of those acts and drawing conclusions for strengthening control in order to prevent such incidents in the future. Criminal proceedings initiated against an assistant prosecutor also cast a shadow on the legal protection structures.

“ However, the uncovering of the case of corruption shows that the supervisory system of the Security Police Board is efficient and reliable and our criminal investigation institutions are capable of “self-cleansing”

IV

Involvement of volunteers in security

The role of citizens in rescue activities has traditionally been of great importance in Estonia. Considering Estonia's demographic development perspective (a decreasing number of tax-payers), there are no grounds to forecast a leap in state income in the foreseeable future; at the same time people expect an increase in security. Increasing the role of citizens in ensuring security is therefore a great future possibility and task, also in regards to the rescue related movement of volunteers carried out under the Rescue Act.

Volunteers play an important role in the functioning of today's democratic society. Although volunteer activities are based on people's free will and own initiative without the expectation of remuneration, the more efficient organisation of the activities requires both resources and political support. But even with the state's assistance and political support, the state cannot create a volunteer movement in the area of rescue activities – it is and will be based on citizens' initiative and people's inherent willingness. The state's role is primarily limited to the establishment of legal regulation and the creation of the necessary environment, but the state can also encourage the growth of volunteer activities through various subsidies and active initiatives. However, we have to keep in mind that the emergence and development of new volunteer organisations in the rescue area takes time.

1 200 volunteer rescue workers by 2012

The objective in developing the volunteer rescue area is to create the conditions and the environment for volunteers to be able to contribute even more in increasing the security of the living environment and ensuring the faster arrival of help to those who need

PHOTO: ESTONIAN VOLUNTARY RESCUE UNION



The role of citizens in rescue activities has traditionally been of great importance in Estonia.

it. For that purpose, conditions have to be created for increasing the number of volunteers, so that volunteers meet the requirements established in the Rescue Act and receive relevant training. The Rescue Act enforced on 1 September 2010 created a legal basis, which was used for the first-time development of regulations for volunteers to also act independently (on the orders of a rescue official). By the end of 2011, every rescue centre also employed a coordinator responsible for the development of volunteer activities. The "Concept of development of volunteer assistance in rescue works" approved by the Minister of the Interior in April 2009 established the objective of having 1 200 volunteer rescue workers in Estonia by 2012, who are prepared to perform rescue works, if necessary, and assist rescue authorities in the prevention of rescue events.

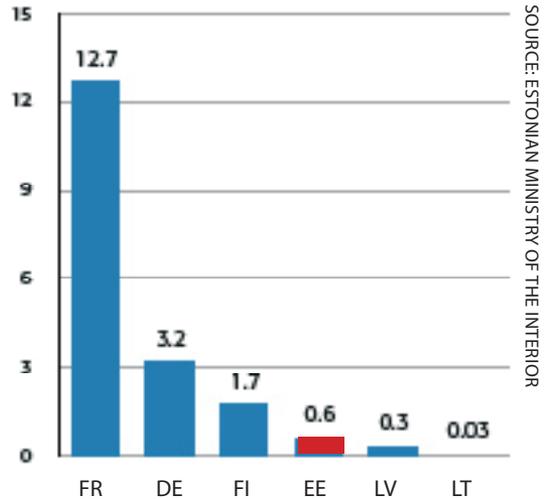
As at December 2011, Estonia had the total of 1 109 volunteer rescue workers, of whom 1 003 have completed

level I or II training for volunteer rescue workers. 2011 also brought about an important change in the network of state and volunteer rescue crews, with the number of volunteer crews exceeding the number of state rescue crews for the first time since Estonia regained its independence. By December 2011, Estonia had 81 state rescue crews and 85 volunteer rescue crews operating on the basis of rescue agreements with the state.

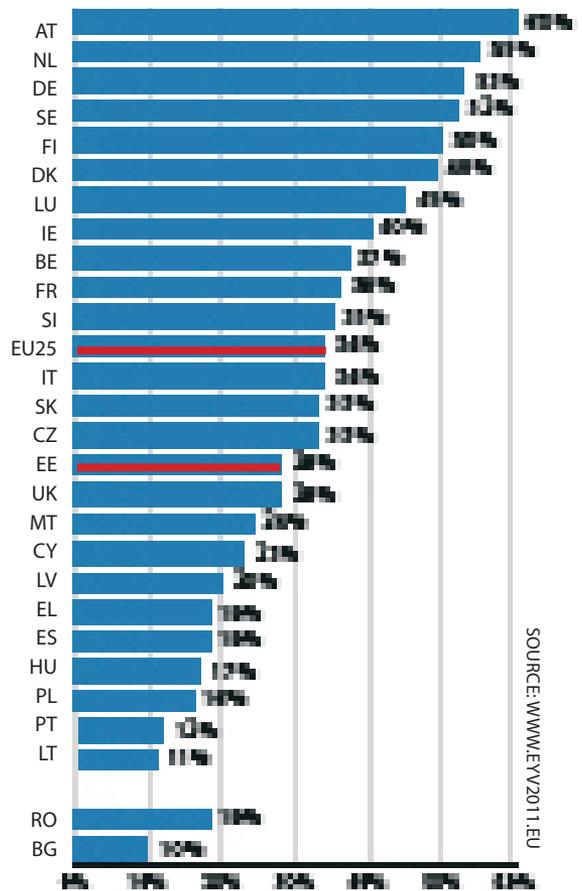
For the purpose of protecting the interests of volunteer rescue activities and representing volunteer rescue workers, the Estonian Voluntary Rescue Union was founded in 2010. The foundation documents were signed by more than 20 volunteer rescue societies and local governments, which represented nearly 200 volunteer rescue workers. By now, the members of the Rescue Union include 56 legal persons and 2 supporting members, encompassing 700 people in total. The Estonian Voluntary Rescue Union is an association of Estonian volunteer rescue organisations; it is a non-profit association established for the common implementation and protection of the public interests of rescue area NGOs. The main objectives of the Rescue Union are to develop the joint activities of the volunteer rescue associations operating in Estonia, to stand for the common interests of its members, to introduce and implement good practices of joint activities and to involve its members and the public in the development of the civil society in Estonia.

Development needs support

Developed in cooperation between the Rescue Union, the Ministry of the Interior and the Rescue Board, but largely on the basis of the enthusiasm of the volunteers themselves, the rescue volunteer movement still has a long way to go. In line with historical traditions, most of the Western European countries have a considerably more broad-based volunteer rescue movement than in Estonia so far. Our volunteer rescue workers form 37% of all the providers of rescue services (1 003 trained volunteer rescue workers and 1,721 professional rescue workers) but in several other countries volunteer rescue workers cover 75-93% of the entire rescue area. For instance, Finland has 5 000 professional rescue workers and 14 300 volunteer rescue workers. The volunteer rescue movement is also developing



The number of volunteer rescue workers per 1,000 people.



The rate of participation in volunteer activities in the EU

PHOTO: ANDRUS KÜTTI/PURTSE VOLUNTARY RESCUE



There are 1 109 volunteer rescue workers in Estonia. Photo of Purtse volunteer rescue workers.

in functional directions, with its activities already extending to rescue related preventative work, sea rescue and search operations and other important areas of ensuring the citizens' security. It is clear that the development of volunteer activities cannot be limited just to the internal security area, but must be supported more widely in the entire society. Many organisations and movements in Estonia are based on volunteer activities, for example the National Defence League, "Let's Do It", movements engaged in environmental protection and the social area, and activities to develop life at the local level. All these movements are necessary for the functioning of communities and therefore it should become a matter of honour for every capable citizen to participate in appropriate volunteer activities.

Volunteers as opinion leaders and motivators

Volunteers also have an important role in law enforcement activities. Practice trends differ from country to country: there are countries where volunteers form a reserve police force and are engaged only

It is clear that the development of volunteer activities cannot be limited just to the internal security area, but must be supported more widely in the entire society

when additional police forces are needed. Volunteer participation in police work in Estonia has traditionally been associated with the response area, or participation in patrolling activities. In reality, participation in law enforcement is much wider than just participating in patrol work. Volunteer participation in law enforcement may and must include participation in preventative activities and development of attitudes. Being an assistant police officer should give active community members a chance to create a secure living environment in the community, leading by example. There are many possibilities for self-realisation, e.g. presenting various lecture series, publishing cautioning

PHOTO: ILMAR KAHRO/POLICE AND BORDER GUARD BOARD



Assistant police officers create a secure living environment in communities, leading by personal example.

opinion articles in local newspapers, participating in the work of local governments in identifying people included in risk groups or helping people in risks groups. Volunteer activities in law enforcement have a lot of room for development in Estonia. Volunteers may be opinion leaders and advocates in matters related to security. And charismatic and motivating volunteers can successfully involve others.

Assistant police officers have independent action competence

In 2010, a new Assistant Police Officers Act was passed, allowing assistant police officers to form non-profit associations for the purpose of improving the level of professional skills of assistant police officers and developing volunteer activities in an organised manner and through joint activities. The Act also grants independent action competence to assistant police officers, with the aim of ensuring law enforcement capability in sparsely populated regions and creating better possibilities for the development of volunteer activities.

Estonia currently has approximately 1 500 assistant police officers. There are many good people among them, who spend some of their free time to participate

“ The more active the involvement of volunteers, the stronger our state of law and order and the smaller the number of offences committed ”

in everyday police work, or patrolling activities. These people work alongside police officers, protecting public order, and definitely deserve our respect. As said already before, volunteer activities extend beyond mere patrolling work and therefore the involvement of volunteers should increase in the coming years. In the second half of 2011, the Police and Border Guard Board and the prefectures created the positions of volunteer coordinators, who are responsible for encouraging and organising the activities of assistant police officers at the regional level.

The preconditions to volunteer activities definitely include inner motivation, idealism and the wish to contribute something positive for the benefit of the community. At the same time, things offered to volunteers besides the possibility of self-realisation are also of great importance. One of the options is definitely the organisation of various training courses for volunteers, e.g. slippery road driving courses and first aid training, and the involvement of volunteers in sports activities. Mutual interaction creates strong ties, facilitates the development of club activities and attracts more members.

The volunteer movement should be formulated into a strong systemic network, which can be used for distributing important security messages and shaping people's attitudes and values. The more active the involvement of volunteers, the stronger our state of law and order and the smaller the number of offences committed. Volunteer activities help create a social sense of security and community-centred self-control. People thereby learn to pay more attention to details that may result in serious offences and crimes.



Strengthening rescue capabilities

The present day network of state rescue crews in Estonia is historical and does not take into account the demographic and economic-geographical changes that have taken place in the society. The overall population of Estonia has decreased and been redistributed, and in connection with the industrial and economic development the risks have also been considerably redistributed compared with 20 years ago. The content of rescue services has also changed over the past 20 years. The original fire-fighting service has evolved into a multi-faceted rescue service. Therefore it is no longer correct to talk about rescue work only in connection with fire-fighting or life saving capabilities – it should be seen in the context of a multitude of aspects: traffic accidents, water accidents, sea and coastal pollution, chemical accidents, rescue from high up places, collapse of buildings and accidents involving animals. This is just a short list of services currently provided by rescue workers. In total, the Rescue Board has listed and standardised 16 rescue services. All these services can be provided only by properly trained and sufficiently equipped crews with adequate membership and experience.

The services mentioned above have to be provided in regions where the relevant risks are concentrated. The ever increasing need for the provision of services in the society (while the number of fires is proportionally decreasing, the number of other accidents is proportionally increasing) makes it necessary for the state rescue crews to inevitably specialise in the provision of services, improve their technical equipment and the skills and professional qualification of their members.

Higher expectations to rescue works

Society's expectations of the provided rescue services and the service range have grown. People wish to receive an ever increasing number of rescue services faster, at a higher quality and in all locations. Society is no longer satisfied with rescue services that only include fire-fighting, and people find the absence or sporadic provision of rescue services in sparsely populated regions and permanently populated small islands unacceptable.

The present day network of state rescue crews in Estonia is archaic and does not take into account the demographic and economic-geographical changes that have taken place in society

The state faces the task of using its existing resources efficiently to ensure the purposeful development of rescue services on the basis of regional risk analyses both in geographical and functional aspects. On the one hand, rescue services have to be made available to all the citizens in all the regions of the country, and on the other hand the provision of rescue services has to be planned in the light of the limited resources, taking into account the distribution of people and risks in the country. In order to form the best possible network for the provision of rescue services, consideration must also be given to the initiative of volunteers in communities.

PHOTO: SOUTH POLICE PHOTO CLUB



The society is no longer satisfied with rescue services that only include fire-fighting. Photo of training exercise EU CREMEX 2011.

In 2011, the Rescue Board carried out a thorough analysis of a model of the provision of rescue services, which corresponds to the expectations and practical needs of society. The model primarily reflects two trends:

- 1) concentrating the activities of state rescue crews in regions with the highest concentration of population and risks, providing the full package of rescue services in those regions;
- 2) supporting and developing the volunteer rescue area, in order to create a uniform security network covering the whole of Estonia.

The final objective of the currently analysed plan of restructuring the network of rescue crews is to create

a network of rescue services that takes into account Estonia's possibilities and risks, satisfies the citizens' expectation and needs and ensures the faster arrival of help to those who need it. The implementation of this model will significantly increase the consideration of risk distribution in the country as a whole and improve the professional quality as well as the geographical and qualitative uniformity of the services provided by state rescue crews. As a result, the proportion of the population covered with life-saving rescue services must grow from the present level of 84% to a level of 93% in the future.



The impairment of rescue services in certain regions can only be justified by a considerable improvement of rescue services in other regions, where the concentration of risks and population is higher.

The quality level of rescue works must improve

Making changes will inevitably impair the response speed, the composition of rescue crews or the services provided in certain regions. But the overall level of rescue services corresponding to the distribution of population and risks has to improve as a result of the changes. The impairment of rescue services in certain regions can only be justified by a considerable improvement of rescue services in other regions, where the concentration of risks and population is higher. Through such changes, rescue services must move in harmony with the processes that are taking place or have already taken place in the society independently of rescue workers. In the light of all this, rescue works cannot be viewed as a separate process – rather, changes have to be planned in the rescue system as a whole. Changes will be made not only in smaller rescue crews, but, if necessary, also in larger ones, as it is not expedient to maintain teams that exceed the size prescribed in service standards.

“ The proportion of the population covered by life-saving rescue services must grow from the current level of 84% to a level of 93% in the future

The management system of the entire rescue area has been reviewed, in order to ensure clear responsibility and overlapping. The changes in the management system were manifested primarily in the new structure of the Rescue Board enforced on 1 January, 2012, under which a single central Rescue Board was formed and the former rescue centres no longer exist as independent institutions. Nonetheless, all the existing rescue areas – fire safety supervision, preventative work, removal of explosives, crisis management and rescue works – remain operating at the regional level. The structural changes in the Rescue Board cut a considerable number of managerial positions in order

to avoid the overlapping of management roles, with the number of mid-level managers being reduced by 21%. All these activities are necessary in order to ensure the functioning of an integrally optimal rescue system with limited resources.

Analysis-based reform

It can always be asked why we need another structural reform. In this case, there is a clear answer to that question. The entire rescue area is being developed and planned on the basis of analyses. Besides the previously mentioned 16 rescue services, the rescue area as a whole includes 58 services, of which 39 are core services and 19 support services. Together with preparing the descriptions of the services in recent years, the Rescue Board has also prepared a description of the management model, using the help of recognised external consultants. By today, the rescue area services are linked to a service-based budget, which means that there is a clear budget for every standardised service. The service-based budget allows us to avoid making estimations in planning,

“ Besides the previously mentioned 16 rescue services, the rescue area as a whole includes 58 services, of which 39 are core services and 19 support services

as it is exactly determined how much any particular service costs. Therefore we can exactly express the volume in which the Rescue Board is able to provide services with its current budget. The description of activities and the management system at such a level of detail is innovative in the Estonian public sector. In conclusion, the reorganisation of the rescue area has been a knowledge- and analysis-based process, which allowed us to prepare all the changes planned to be implemented in 2012. Those changes will help develop the Rescue Board into a cost-effective organisation that operates on standardised bases and provides as good a level of rescue services as possible to as many people as possible.

PHOTO: SOUTH POLICE PHOTO CLUB



As of today, the rescue area services are linked to a service-based budget.

VI

Conservative immigration policy

In recent decades, the European Union has become a destination for migrants from various part of the world and the pressure from immigration has been ever increasing. The European Union (EU) Member States have a common asylum and immigration policy, the essence of which is to limit access to the common territory by increasing the efficiency of visa procedures, strengthening control on external borders, simplifying the asylum procedure and speeding up the extradition of illegal immigrants. At the same time, the EU faces the problem of how to ensure the sustainable development of the economy and the sciences and to remain competitive in attracting scientists and skilled workers to Europe. Therefore, the development of immigration based on the balance of the objectives in mind, and of the opportunities for avoiding unwanted consequences, taking into account the social and legal aspects of immigration, is paramount.

In accordance with generally-accepted international principles, every country has the right to control immigration and decide which foreign nationals, and on what terms and conditions, it lets into its territory, whilst taking into consideration the obligations assumed under international agreements. Immigration can be limited by numbers or by establishing certain conditions. However, as an EU Member State and a party to several human rights related conventions, Estonia has, similarly to other EU countries, considerably limited its sovereign discretion in controlling immigration. At first glance, it may therefore seem that the state is free in shaping its own migration policy, but it must be borne in mind that in those cases of the categories of immigration involving the largest number of people – namely where there is

a need for international protection and facilitating the reunion of families – the receiving country is obligated to allow people into its territory.

A restrictive immigration policy

Since Estonia regained its independence, our immigration policy has, similarly to policies of other European countries, restricted immigration. Since coming into force in 1993, the Aliens Act has stipulated both the grounds for granting foreign nationals a resident permit in Estonia and the immigration quotas restricting the settlement of those foreign nationals in Estonia. Over the years, the Act has become more detailed and specific, but the fundamental principles have remained the same. The fundamental approach in Estonia's immigration policy has always been to welcome foreign nationals whose settlement in Esto-

“ Since Estonia regained its independence, immigration policy has, as with other EU states, involved measures to restrict immigration ”

nia is in conformity with public interests whilst barring the arrival of foreign nationals who may pose a risk to public order or national security.

Estonia shares European values, respects human rights and, since joining the EU in 2004, has applied the common EU immigration policy. Along with that, Estonia



FOTO: CORBIS

In recent decades, the European Union has become a destination for migrants from various part of the world. Photo of immigrants at Calais Port in France.

is a Member State of the Schengen Convention and since 2007 there has been no border control on the state borders between Estonia and other Member States in the Schengen Zone. Due to the absence of internal border controls, the impact of decisions made in one Member States carries over to the other Member States. The implementation of the immigration policy can be effective only if the visa, asylum, border security, migration control and return policies are based on common principles and applied in a coordinated manner.

Mutual solidarity and joint responsibilities

In the implementation of the EU migration policy, mutual solidarity and the joint fulfilment of responsibilities constitute an important aspect. Considering that efficient border controls on external borders is one of the essential measures of an effective migration policy, the EU border agency Frontex has been established to coordinate the uniform and flexible implementation of the policy. One of the tasks assigned to Frontex is to organise joint operations when a Member State needs the assistance of other Member States in an exceptional situation. Frontex has organised marine operations, land operations and air border operations. The biggest example to date was the joint operation RABIT at the end of 2010, aimed at solving an emergency situation

on the border between Greece and Turkey. Estonia also participated in this operation, which involved border guards from 26 countries and comprised approximately 19 000 working days of border guarding duty.

“ The joint operation RABIT involved border guards from 26 countries and comprised approximately 19 000 working days of border guarding duty

The common EU immigration policy is based on the principle that migrants cannot choose residence in a Member State of their liking. Every EU Member State issuing a visa or a residence permit to a person assumes the obligation to always readmit the person from other Member States as well as to review the person's asylum application and grant asylum, if necessary. If a person applies for asylum elsewhere, he or she will be returned to the Member State that is responsible for reviewing his or her asylum application. If a person has previously had a visa or a residence permit and the validity period has expired, the Member State discovering such a person in its territory is to return him or her to the Member State that issued the visa

or the residence permit. Foreign nationals who have illegally entered the territory of the EU are to be returned to the Member State they originally arrived in. Estonia mainly receives visa and residence permit ap-

“ Every EU Member State is obligated to ensure that its immigration policy is responsible and does not burden other Member States

plications from the citizens of the Russian Federation and Ukraine, but in recent years India and China have become increasingly prominent as countries of origin.

100 asylum applications a year

Until now, Estonia has received the smallest number of asylum requests compared with other EU Member States. While in many other Member States the number of asylum seekers amounts to several thousand a year, Estonia receives less than 100, which is the smallest figure for the EU. At the same time, the number of people applying for asylum in Estonia has been growing from year to year and an ever increasing number of applicants have also been granted asylum. In recent years for example, there have been asylum seekers from Afghanistan, Georgia and some North African countries.

Besides making groundless visa and asylum applications, third-country nationals have also attempted to use other opportunities for entering the Schengen area and the EU. It was unexpectedly discovered in 2011 that there has been a considerable increase in the number of applications for a residence permit for employment as a member of the management board or supervisory board of a company. In order to ensure that the immigration limit could also be used for people settling in Estonia on other grounds, the Minister of the Interior established a restriction under which no more residence permits were issued on the aforementioned grounds after July 2011. An investigation into the causes of the situation determined that the relevant cases were attempts to obtain an Estonian residence permit on false grounds. Many of the companies in

question had been established solely for the purpose of creating a legitimate basis for applying for a residence permit – no actual economic activities were conducted and the persons who had obtained residence permits often did not even want to come to Estonia, but used the opportunity to stay in other Member States for up to three months during every six months.

Every Member State is obligated to ensure that its immigration policy is responsible and does not burden other Member States. Estonia therefore needs to amend its laws to provide a comprehensive solution to the problems related to the misuse of residence permits. The objective of residence permits issued for entrepreneurship and employment is to allow people who actually contribute to the development of the Estonian economy and science and technology to settle in Estonia. This is therefore the main consideration to be taken into account upon making the decision of issuing or refusing to issue a residence permit.

Efficient integration policy

An integral part of the conservative immigration policy aimed at managing migration flows is an efficient integration policy, which would ensure that Estonian society shares common constitutional values and is not divided into mutually opposing ethnic groups. Regardless of the extent to which the Estonian state can exercise its discretion in allowing people into the country by migration categories, the ethnic, cultural and religious affiliation of the persons applying for a residence permit in Estonia also have to be taken into account in developing and implementing the immigration and integration policy.

The EU immigration policy restricts immigration. For that purpose, the Member States apply uniform measures – visa requirements prior to entry in the EU, border checks on external borders, migration supervision within the European Union and the prompt return of persons in cooperation with countries of origin. As an EU Member State, Estonia shapes its immigration policy in line with

EU immigration policy. It shares those common objectives whilst at the same time relying on its own constitutional values.

VIII

Consistent citizenship policy

PHOTO: KAJA VENTSEL/POLICE AND BORDER GUARD BOARD



Estonian citizenship is a privilege, which entails a special relationship of trust based on rights and obligations between the state and the individual

The Estonian citizenship policy is based on the Estonian Constitution, Estonia's historical inclusion in the European cultural space and the common European value of the EU. Every state has the sovereign right to develop its own citizenship policy and decide which people and on what conditions it selects its citizens. At the same time, the citizenship policy of every EU Member State has an impact on other Member States, since citizens of one Member State are also citizens of the entire EU – they can choose any Member State as their place of residence and have the right to start employment in another Member State as soon as they find a job. The citizenship policies of the Member States should therefore be based on common values, on the basis of which the citizenship of the EU is responsibly determined.

Pursuant to the Constitution, Estonia is a nation state which has been created on the basis of the irrevocable right of self-determination of the Estonian nation and has to ensure the preservation of the Estonian nationality, language and culture through time. The Estonian citizenship policy must ensure the protection of these values.

Estonian citizenship is a privilege which entails a special relationship of trust based on rights and obligations between the state and the individual. Estonian citizens have the opportunity and responsibility to shape Estonia's future and to participate in deciding on important matters in society. Estonian citizens can elect the Riigikogu (Parliament) and thereby express the will of the people both in making political decisions of long-term impact and organising everyday life. For that purpose, Estonian citizens have certain basic rights not normally granted to foreign nationals, e.g. the right to live in Estonia, the right to vote

“ Every state has the sovereign right to develop its own citizenship policy and decide who and on what conditions it considers to be its citizens ”

at parliamentary elections and referendums and the right to be candidates at parliamentary elections. Estonian citizens have a responsibility to the Republic of Estonia, based on the duty of loyalty and the national defence obligation.

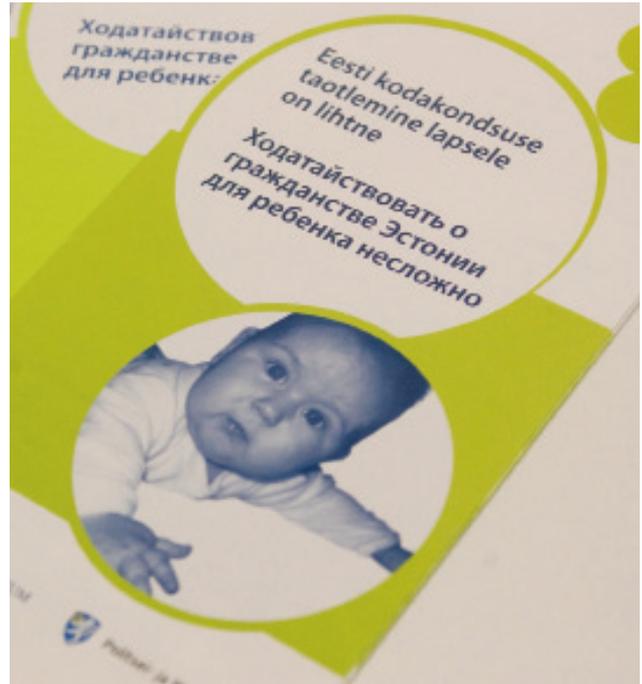
One citizenship at a time

Pursuant to the Constitution, a child who has a parent who is an Estonian citizen at the time of the child's birth is automatically granted Estonian citizenship at birth. That ensures the continuity of the Estonian citizenship through descent. In other cases, Estonian citizenship is granted on the basis of the clear expression of will by a person and the decision of the state. Upon applying for Estonian citizenship, a person takes an oath to be loyal to the constitutional order of Estonia and the Republic of Estonia grants the person Estonian citizenship together with the entailing rights and obligations.

Pursuant to Estonian citizenship policy, Estonian citizens cannot simultaneously hold the citizenship of another country. If a child has in addition to Estonian citizenship acquired the citizenship of another country by birth, he or she must choose one of these citizenships within three years from coming of age. Thus, Estonia expects its citizens to be loyal solely to the Republic of Estonia, excluding simultaneous allegiance to any other country.

No state is obligated to grant its citizenship to foreigners and no foreign national is obligated to apply for Estonian citizenship. Under the Estonian Constitution, all the residents of Estonia are guaranteed basic rights and freedoms and the state treats all of its residents with respect. Everyone has the right of free self-determination, self-realisation and inviolability of private life. Respecting these basic rights, the Republic of Estonia allows persons to determine their citizenship themselves and does not prescribe the automatic granting of Estonian citizenship to foreign nationals. The Estonian citizenship policy is therefore based on the presumption that a person makes a conscious decision to apply for Estonian citizenship and meets the conditions for obtaining it. One precondition to obtaining Estonian citizenship is the integration of foreign nationals into Estonian society. Therefore, the conditions for obtaining Estonian citizenship stipulate that foreigners should have at least basic level proficiency in the Estonian language, are familiar with the basic principles of the Constitution and the Citizenship Act and have lived in Estonia for at least eight years before applying for citizenship.

PHOTO: MARINA PUŠKAR



The Estonian citizenship policy values children born in Estonia and wishes to see them as citizens and members of the Estonian society.

After a person has submitted an application, the Republic of Estonia will consider granting citizenship to him or her. Estonia does not wish to grant citizenship to persons who may not necessarily be loyal to Estonia or if there are doubts as to whether they would exercise the rights and fulfil the obligations of a citizen responsibly. Thus, Estonian citizenship is not granted to persons who have acted in a manner which may have compromised the security of the Republic of Estonia, who have not behaved in a law-abiding manner and have disregarded Estonian laws by committing major offences. Upon granting Estonian citizenship to a person, it must be taken into account that as a citizen the person would have a considerably greater possibility and responsibility to make decisions that have an impact on the Estonian society as a whole.

Granting citizenship to children born in Estonia

The Estonian citizenship policy values children born in Estonia and wishes to see them actively participate as citizens and as members of Estonian society. Those

born in Estonia after 26 February 1992, when the Citizenship Act entered into force, are granted Estonian citizenship on simplified terms. Parents of undetermined citizenship can apply for Estonian citizenship for their child without additional conditions before the child becomes 15 years of age, if the parents have lived in Estonia for at least five years. These children are not granted Estonian citizenship automatically by law, because the state respects the parents' right and obligation to make decisions concerning the future of their child themselves, without the state's intervention.

With regard to granting Estonian citizenship to children born in Estonia, both international organisations and the Chancellor of Justice have proposed the solution that a child would be granted Estonian citizenship by law if the parents do not notify the state within a certain predefined period (e.g. six months) that they do not wish their child to have Estonian citizenship. However, such a system would create a situation where the actual will of many parents to decide the citizenship of their child would remain undetermined, while there would also be no possibility to later revoke the child's Estonian citizenship, since such an act would result in the child being stateless.

“ In April 2011, there were less than 100 000 persons of undetermined citizenship in Estonia and the figure is constantly decreasing ”

Such a significant intervention in the private lives, family lives and the right of self-determination of persons is not justified – in regards to children, the state cannot make the decisions that the parents should make. The objective that children of undetermined citizenship born in Estonia would get the citizenship of Estonia or another country while living in Estonia under a residence permit and would not remain of undetermined citizenship due to their parents' failure to act, can also be achieved through informing and counselling the parents. By the end of 2011, the number of children under the age of 15 who were of undetermined citizenship was about 1 600 and the figure has been

decreasing every year. The systematic counselling and notification of parents since 2008 has given good results. The majority of parents have started the process of applying for Estonian citizenship for their children.

The number of residents of undetermined citizenship is decreasing

After regaining independence, Estonia was first able to determine who its citizens were. At that time it was determined that that approximately 500 000 aliens were living in Estonia, the majority of whom were the citizens of the former USSR and whose citizenship was therefore undetermined. From the very beginning, Estonia considered it important for aliens living in Estonia to respect the constitutional order, to wish to tie their future to Estonia, share common values and actively participate in the development of Estonian society by applying for Estonian citizenship.

In April 2011 there were less than 100 000 persons of undetermined citizenship in Estonia, and the figure is constantly decreasing. The main reasons for the decrease in the number of persons of undetermined citizenship include obtaining the citizenship of another country, obtaining Estonian citizenship, and death. This group is predominantly middle-aged, but it also includes about 21 000 people who are aged 60 and above and will probably not start the process of applying for Estonian citizenship. In addition, the group of people of undetermined citizenship includes about 21 000 aliens who have been punished for a crime and to whom Estonia therefore will not grant citizenship. Estonia encourages its residents to decide whether they wish to become Estonian citizens and participate in decision-making at the political level, or live in Estonia on the basis of a residence permit as citizens of another country.

The Estonian citizenship policy has been based on the same constant principles, with very few changes having taken place since Estonia regained its independence. This has the effect of giving Estonian residents the assurance they need in making decisions about determining their citizenship. Estonian residents who share common European values and respect the Estonian state can apply for Estonian citizenship and contribute to the future of Estonia and the European Union as citizens.



Implementation of the
“Main Guidelines of Estonia’s
Security Policy until 2015”
in 2011

1. Ensuring public sense of security

The factors helping to ensure the public sense of security include the state's capability to respond to criminal events, as well as social control and active public participation in law enforcement activities. The combined effect of these factors should ensure the prevention of crimes and a prompt response to and solving of the crimes that are committed. reageerimise ning kuritegude lahendamise.

1.1. Citizens' fear of falling victim to assault in public places has decreased

Assaults committed in public places are a threat primarily due to their unanticipated nature. After all, we expect social control to be stronger and the activities of persons with criminal intent to be restricted within public places.

In 2011, the number of cases of aggravated breach of public order decreased by 239. When compared with 2009, the decrease is more than two-fold. However on the negative side, the number of cases of physical abuse has grown by 71% (+49 cases) in night clubs and discoteques and by 19% (+157 cases) on the streets when compared with 2010 (Figure 1).

Therefore we need to continue paying more attention to the cases of physical abuse in public places. One common factor related to or causing physical abuse is inebriation and in most case physical abuse is committed on weekend nights.

Unfortunately it has to be said that the response capability of the police has not always been at the level at which society expects. The level of law enforcement patrol teams (excluding border guards) being posted by the police has remained the same as in 2010, i.e. 91.98 patrol teams per day (Figure 2). This has caused the time of the police responding to crimes or emergency calls to lengthen. Rapid response is important, as it provides a greater chance of circumventing a dangerous situation, capturing the offender at the scene and subsequently solving the crime.

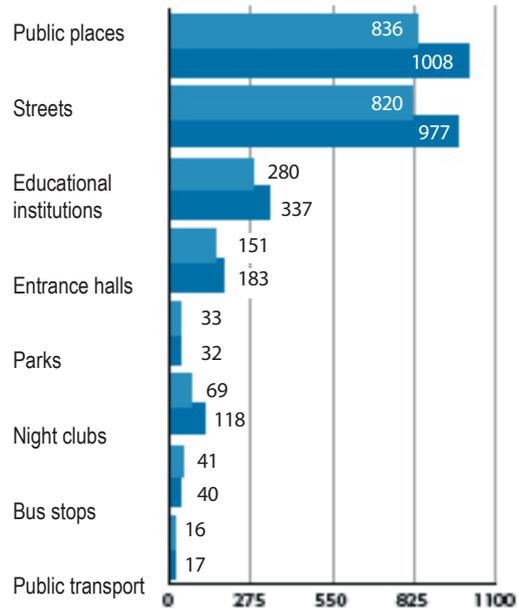


Figure 1. Cases of physical abuse in public places in 2010 and 2011

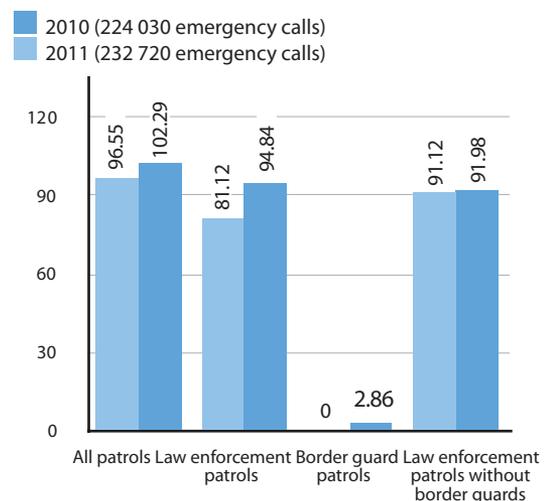


Figure 2. The posting of patrol teams on a daily basis in 2010 and 2011

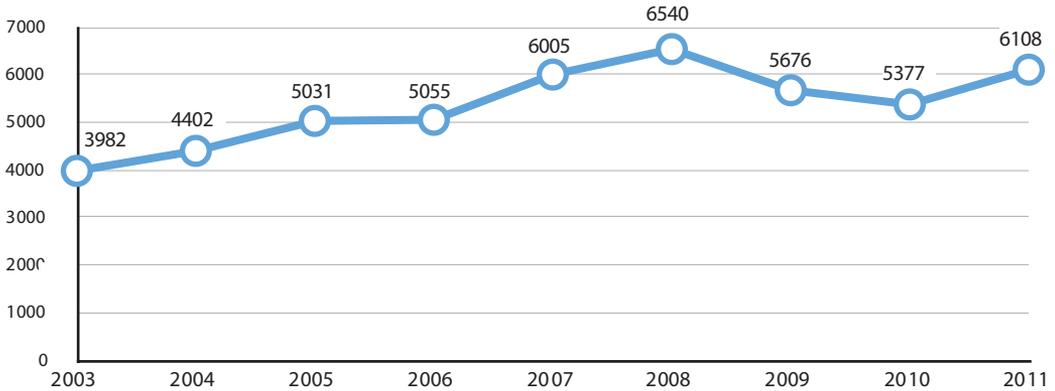


Figure 3. Offences against the person in 2003-2011

1.2. Offences against the person

The number of offences against the person has been decreasing since 2005, but it did, however, increase in 2011 (Figure 3). While 86 people were killed as a result of manslaughter and murder (§§113-114 of the Penal Code) in 2008, 69 in 2009 and 56 in 2010, the figure rose to 65 in 2011. The increase mainly derives from “ordinary” manslaughters (committed under the influence of alcohol, in the context of personal relationships). The number of cases of serious health damage has remained at the same level compared to 2010, i.e. 103 in 2010 and 104 in 2011. Among offences against the person, the cases of physical abuse and threats have increased the most. The cases of physical abuse have become more frequent in public places (mainly in night clubs). The number of cases of domestic violence in close relationships has increased

the most in 2011: 1 661 cases in apartments/private houses, and 1 368 cases on streets/in outdoor places.

Across prefectures, more than a half of the cases corresponding to the characteristics of close relationship violence (offences against the person pursuant to §§113-147 of the Penal Code) have been registered at the North Prefecture, followed by the East, South and West Prefectures. In 2011, close relationship violence included manslaughters or murders in 17 incidents, committed in dwellings in almost all the cases. The cases of close relationship violence are most frequently classified as physical abuse (§121 of the Penal Code) and threatening (§120 of the Penal Code).

In the first nine months of 2011, the South Prefecture registered considerably fewer cases of close relationship violence processed under §121 of the Penal code

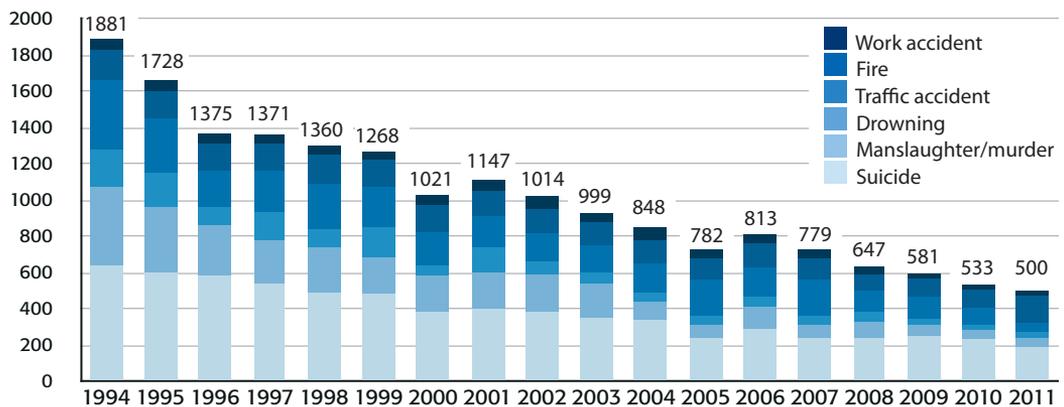


Figure 4. The number of unnatural deaths in 1994-2011

106 in 2011 and 231 in 2010). The Prefecture attributed that to the increased consumption of alcohol due to the poor economic situation. However, the last three months of the year added nearly a half of the total figure to the overall number of cases (§§113-147 of the Penal Code).

According to the North Prefecture, the number of cases of domestic violence and reports submitted to the police has grown on account of less serious violence taking place among family members or acquaintances. The increased frequency of people submitting reports to the police may also be due to the fact that the media has repeatedly encouraged victims to report violence, and actual cases of family violence have been made public, thus giving society a clear signal that the police actually investigate such cases.

Priorities should still include the prevention and identification of crimes which cannot be easily detected and which cause the most extensive damage to society and receive a lot of publicity, as well as the identification of physical abuse cases.

1.3. Narcotics still pose a serious problem

Crime related to narcotics is a very extensive part of organised crime. International criminal organisations earn the majority of their income from trade in narcotics, which forms 20% (17-25%) of all the crimes committed and nearly a half of the total revenue of international organised crime.¹ Narcotics-related crime causes other forms of crime and endangers well-being in the society. In the past ten years, 967

people have died due to the consumption of narcotic substances (104 in 2010 and 123 in 2011) (Figure 5).

Compared to 2010, the number of registered narcotics-related crimes has grown and the handling of large quantities of narcotic substances has increased (from 699 to 745) (Figure 6). The handling of small quantities of narcotic substances has decreased (from 138 to 91) but the number of narcotics-related misdemeanours (consumption of narcotic substances) has grown considerably. In 2011, the number of misdemeanours registered grew by 720 from 2010 (2 910 in 2011 and 2 190 in 2010). The number of arrests made was 333 in 2010 and 518 in 2011.

When compared with 2010, the confiscation of amphetamines has increased notably, as is the case with the confiscation of GHB and fentanyl. The volume of cannabis discovered was smaller than in 2010. The Estonian narcotics market is small in the global context and one single significant confiscation here may serve to alter the overall situation on the market and reduce the availability of narcotic substances.

One of the significant trends in 2011 was that the availability of cocaine had increased from 2010 and that cocaine is replacing its substitute mephedrone. In Tallinn, meta-amphetamine is increasingly available, while in South Estonia the availability of amphetamines supplied from Latvia is also higher than was previously the case. New synthetic substances are in higher demand in South Estonia, while in Tallinn the demand for these substances has decreased.

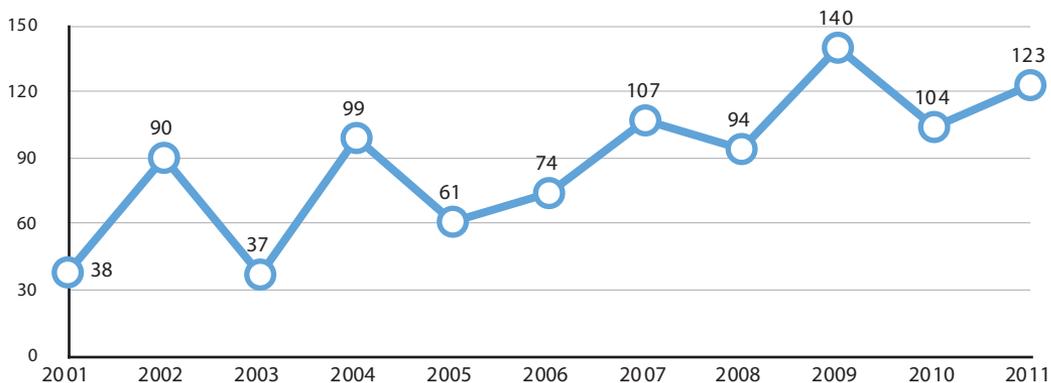


Figure 5. The dynamics of deaths related to narcotics in 2001-2011

¹ UNODC 2011: Estimating illicit financial flows resulting from drug trafficking and other transnational organized crimes. Research Report: http://www.unodc.org/documents/data-and-analysis/Studies/Illicit_financial_flows_2011_web.pdf

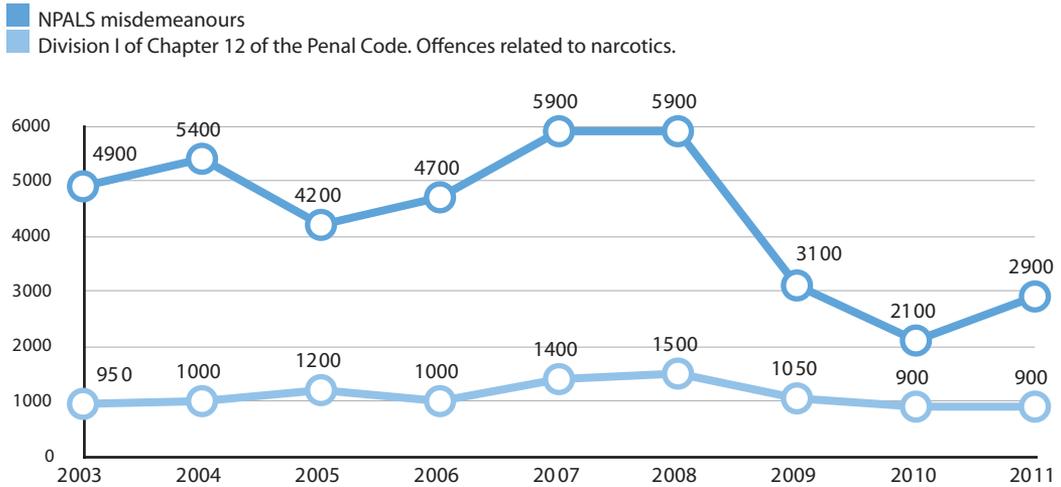


Figure 6. Crimes and misdemeanours related to narcotics

The number of drug couriers of Estonian origin has decreased – both in 2010 and 2011 a total of 29 Estonian drug couriers were detained abroad.²

In 2011, a total of 795 463 Euros was seized in 85 narcotics-related criminal cases (Figure 7). In 2010, the value of assets confiscated in narcotics-related cases amounted to a total of 8 million Estonian Kroons (EEK).

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

It is important to the Estonian state that those foreign nationals living in Estonia will want to link their future to Estonia rather than anywhere else, and so obtain Estonian citizenship. Citizenship, or being a citizen, is a legal relationship between an individual and the state. Through citizenship, an individual obtains the basic rights and obligations from the state. In order to possess the rights and responsibility entailed by citizenship and to feel a part of one’s land of residence, one needs Estonian citizenship. In order to achieve this objective, it has to be ensured that all foreign nationals, and particularly those persons of undetermined citizenship, are aware of the possibilities for obtaining Estonian citizenship and its related rights.

In connection with the above, several measures have been taken to increase interest in applying for Estonian citizenship among persons of undetermined citizenship. These measures have primarily involved the provision of information in order to improve people’s awareness of the conditions and necessity of obtaining Estonian citizenship.

Although the provisions of the Citizenship Act stipulate a simplified procedure for applying for Estonian citizenship for minors (those under 15 years), not all parents are aware of their rights and opportunities. Therefore activities were launched

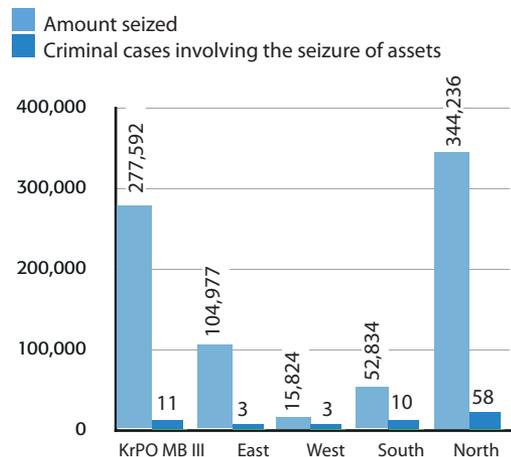


Figure 7. Criminal assets in narcotics-related crimes

² These statistics are not final, as the time within in which information about the detention of Estonian residents/citizens arrives from third countries varies considerably.

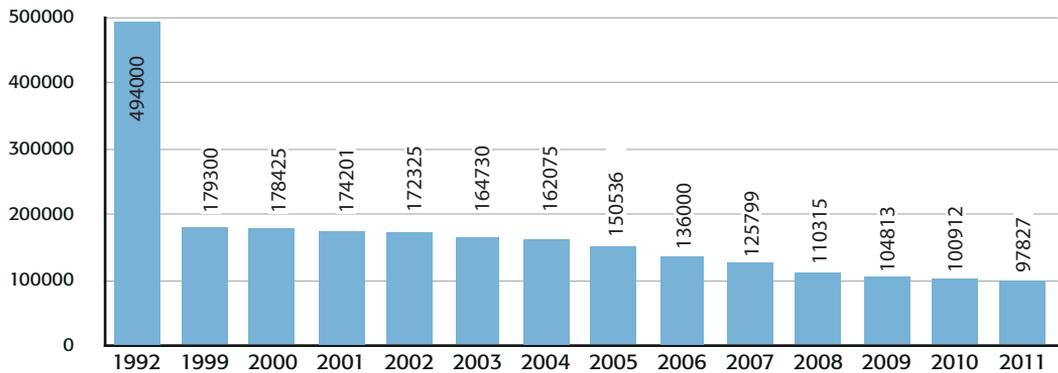


Figure 8. The decrease in the number of persons of undetermined citizenship in 1992-2011

in February 2008 to reduce the number of children of undetermined citizenship. The target group comprises persons of undetermined citizenship from birth to the age of 15.

The parents of children of undetermined citizenship were counselled in systematic cooperation with vital statistics officials upon the registration of their child's birth, informing them that they have the opportunity to apply for Estonian citizenship for their child through a simplified procedure. Upon registering the birth of their child, parents were given an information booklet introducing the process of applying for Estonian citizenship and upon the parents' stated wish the Police and Border Guard Board provided personal counselling after that. In the course of counselling, the possibilities of applying for Estonian citizenship were explained to the parents.

Informing the parents of newborn children in the manner described above is no longer necessary, as a new IT solution was implemented between the Population Register and the Police and Border Guard Board on 13th November, 2011. This solution allows the Police and Border Guard Board to use IT tools to obtain a more efficient overview of those persons who have not gained Estonian citizenship at birth and thus have to perform procedures to ensure the legality of their stay in Estonia.

The various information activities undertaken seem to have fulfilled their objectives – in April 2011 the number of people of undetermined citizenship



PHOTO: NELLI PELLO/POLICE AND BORDER GUARD BOARD

The number of people of undetermined citizenship is consistently decreasing.

living in Estonia under a valid right of residence or a residence permit was less than 100 000 and the figure is consistently decreasing (Figure 8).

In parallel to informing parents upon the registration of their child, the service offices of prefectures perform constant information activities, where appropriately-trained client service personnel inform all the persons of undetermined citizenship who meet the conditions of obtaining citizenship (regardless of the reason for their visit to the office) of their opportunity to apply for Estonian citizenship and of the documents needed to be submitted. Information and counselling is also provided by telephone and e-mail.

2. Ensuring higher traffic safety

Traffic safety remains a priority in ensuring internal security. The objectives of the National Traffic Safety Programme³ have been achieved sooner than expected. In order to further improve traffic safety, a new implementation plan has been agreed until 2015. The plan is ambitious, establishing the objective that by 2015 the number of fatalities in Estonia cannot exceed 70. The plan also supports the European Union objective to achieve a situation where no more than 39 people are killed in traffic in 2020. The current steps being taken give an assurance that the measures and activities chosen so far in ensuring traffic safety have been the right ones. The rapid decrease in the number of traffic accidents seen in recent years has now stopped and been replaced by an increase, but still constitutes a rapid development in the comparison with the past three years. While in 2010, 79 people were killed in traffic accidents, in 2001 the same number of people were killed by 14th November. In total, 101 people were killed in traffic in 2011 (132 in 2008 and 100 in 2009) (Figure 9).

In 2011, the total number of traffic accidents with human casualties was 1 484, of which 655 accidents (44%) involved non-motorised road users (Table 1). Non-motorised road users also made up 39% of the total number of traffic fatalities (101) last year. Two thirds of the killed non-motorised road users were pedestrians.

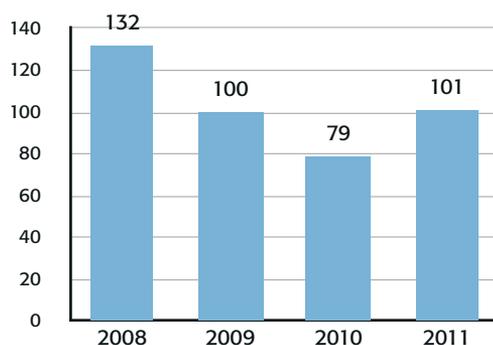


Figure 9. Fatalities in traffic accidents in 2008-2011

In total, 676 non-motorised road users were injured or killed in traffic accidents in 2011 (589 in 2010, a change of 15%), of whom 61% did not use correct safety equipment (the same percentage as in 2010). Sixty five per cent of the victims were not the faulty party in traffic accidents.

In reducing the number of fatalities we are paying increased attention to preventative activities in traffic supervision and the coordinated joint activities of state agencies in ensuring traffic safety. With regard to motor-vehicle drivers, our primary focus is on controlling driving speeds, drink-driving and the disregard of safety equipment requirements. In order to ensure the safety of pedestrians, we are paying increased attention to compliance with

Table 1. Traffic accidents involving non-motorised road users in 2011

Role in traffic	Number of traffic accidents with human loss	Killed	Injured	Injured or killed	Including deficient safety equipment	Through own fault	%
Pedestrian	404	26	396	422	65%	110	26
Cyclist	175	13	164	177	66%	82	46
Moped driver	76	0	77	77	22%	44	57
Moped driver	655	39	637	676	61%	236	35

³ The Estonian National Traffic Safety Programme 2003-2015: https://valitsus.ee/UserFiles/valitsus/et/valitsus/arengukavad/majandus-ja-kommunikatsiooniministeerium/liiklusohutusprogramm_2003_2015.pdf

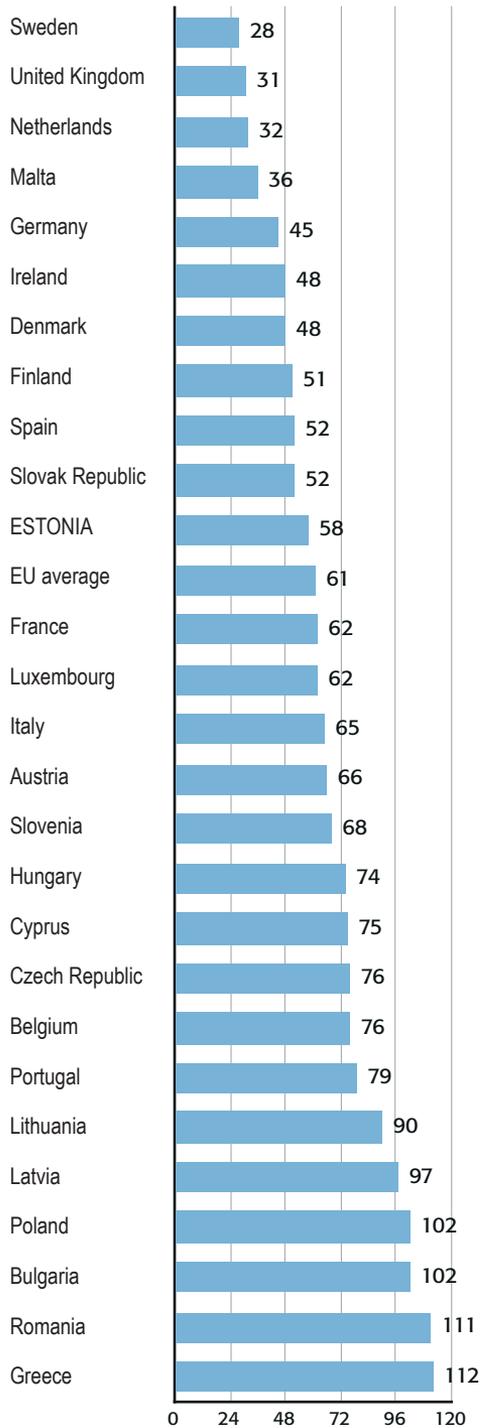


Figure 10. The number of traffic accident fatalities per million people in European Union Member States in 2010⁴

road-crossing requirements and the use of safety equipment. In not complying with requirements, road users may cause accidents with the most serious consequences.

While in 2007 Estonia was in third from last place compared with other EU Member States in the area of traffic accidents, by 2010 the number of traffic accident fatalities per one million people was smaller in Estonia (58) than the European Union average. According to preliminary data for 2010, the EU average was 61 fatalities per one million people. In neighbouring countries the figures were as follows: 90 traffic accident fatalities per one million people in Lithuania, 97 in Latvia and 51 in Finland (Figure 10). This means that the level of ensuring traffic safety has improved and that we need to continue finding measures to help maintain and improve the level of traffic culture. We must also continue analysing traffic supervision and its efficiency, in order to improve supervision where necessary.

Traffic damages have been decreasing steadily since 2007 (Figure 11). While in 2007 traffic damages amounted to the total of 62.4 million Euros, the same indicator was 45 million Euros in 2010 (31.3 million Euros in the first nine months) and 30.2 million Euros in the first nine months of 2011. This is a positive change. It means that personal injuries have decreased, which also in turn influences accident and emergency medicine. This, in turn, reduces unforeseen expenses.

From the traffic safety point of view, it is essential to use and extend the scope of electronic and automated traffic supervision tools. This reduces the need for manned supervision, which in turn creates the possibility of posting police patrols on basic and secondary roads, thereby increasing the territorial coverage of traffic supervision. This will help improve the detection of traffic violations and discipline road users. More law abiding behaviour in traffic will naturally help reduce the number of people killed and maimed.

The main objectives of automatic speed supervision are to improve the overall traffic safety and reduce the number of traffic accidents involving human

⁴ http://ec.europa.eu/transport/road_safety/pdf/observatory/historical_evolution_popul.pdf

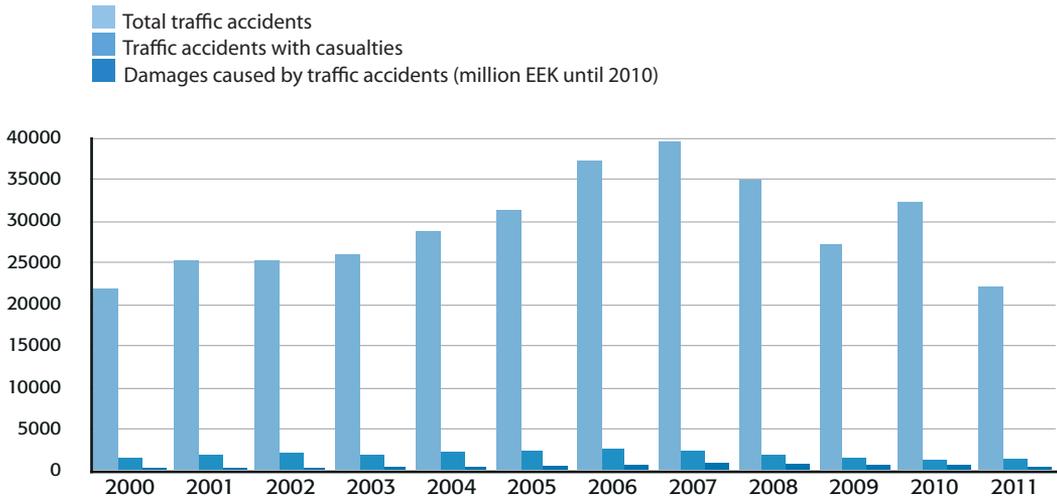


Figure 11. Traffic accidents and the resulting traffic damages in 2000-2011

casualties. Automatic traffic supervision is primarily used on dangerous road sections determined on the basis of analysis. The use of automatic speed cameras is considered to be one of the most efficient tools in ensuring compliance with speed restrictions. It lowers the limit speeds on main roads and reduces the probability of vehicles being involved in accidents. Furthermore, the consequences of traffic accidents

at lower speeds are less tragic. In 2011, the scope of speed cameras was extended on the Tallinn-Pärnu Road and in 2012 the more dangerous sections of the Tallinn-Narva Road are to see 10 speed cameras installed.

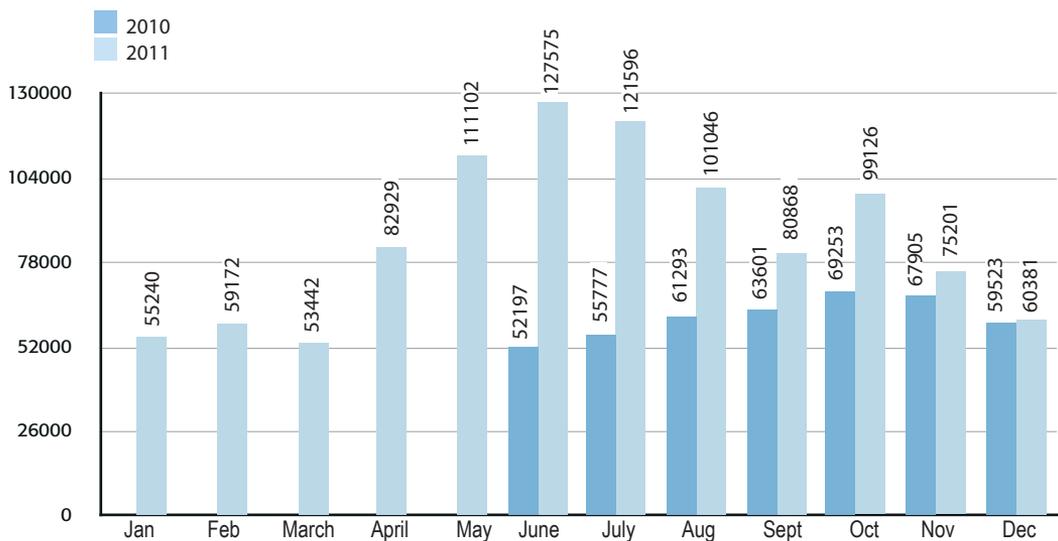


Figure 12. Fine amounts imposed by speed cameras, in Euros

3. Improved fire safety in living environment means fewer accidents

Fire safety related preventative and awareness raising activities continued in 2011. The prevention budget is divided between fire safety and water safety areas and therefore the volume of fire safety preventative work was smaller than before. The budget of the Rescue Board did not include any resources for the development of prevention films and other such materials.

From 1st July, 2009, the use of smoke detectors in dwellings became mandatory and according to the latest surveys 94% of dwellings were equipped with a smoke detector. The figure was 80% in 2010, 78% in 2009, 38% in 2008 and only 25% in 2007 (Figure 13).

The tragic fire at the Haapsalu Orphanage in 2011 again raised the need to continue the organisation of efficient preventative work and fire safety supervision in social welfare institutions, as the consequences of fires in such facilities may due to the nature of the tar-

get group be particularly tragic. In 2011, the Ministry of the Interior completed the “Overview of the risk analyses of emergencies in 2011”⁵ which also includes an assessment of the risks of the occurrence of fires with extensive consequences. According to the risk analysis, violations of essential fire safety requirements were detected in 42.2% of the inspected healthcare and social welfare institutions in 2010. 58.4% of educational institutions violated essential fire safety requirements. The further development of fire safety supervision will be on risk-based supervision, in cases where the focus is on facilities that are in a dangerous condition, in order to ensure compliance with fire safety requirements, namely in high-risk facilities.

3.1. Decreasing number of fire deaths

The number of fatalities caused by fires was 63 in 2009, 69 in 2010 and 73 in 2011 (Figure 14). In 2011, the number of fire fatalities per year was considerably affected by one single event – the fire at the Haapsalu

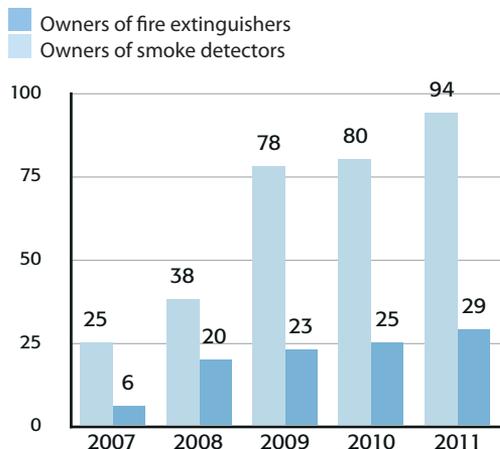


Figure 13. Owners of smoke detectors and fire extinguishers (percentage of population) in 2007-2011

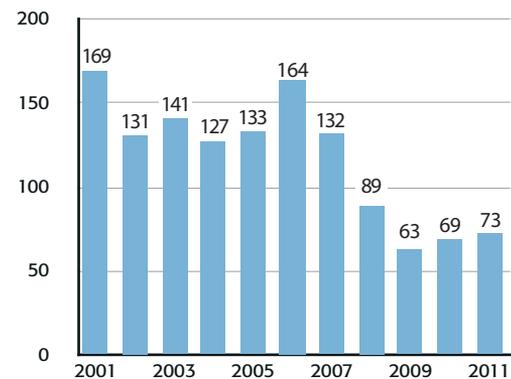


Figure 14. The number of fire fatalities in 2001-2011

⁵“Overview of the risk analyses of emergencies in 2011”: http://www.siseministeerium.ee/public/HO_RA_2011nov.pdf

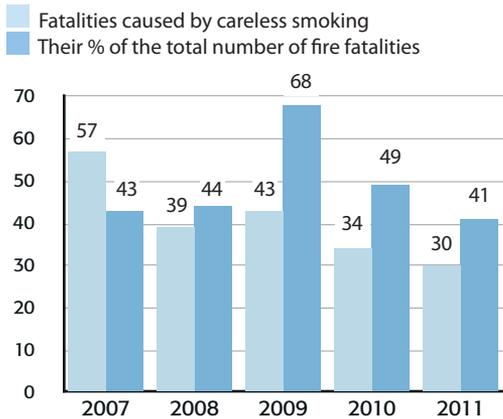


Figure 15. Fire fatalities caused by careless smoking in 2007-2011

Orphanage on 20th February, in which 10 children and young people were killed. That constituted the most tragic accident of recent years, sharply highlighting the importance of fire preventative activities in social welfare institutions.

The fire safety requirements for cigarettes enforced on 17th November, 2011 should also help prevent fire deaths. Starting from the stated date only self-extinguishing cigarettes can be sold throughout the entire European Union. In Estonia, fires resulting from careless smoking have caused the largest number of fire fatalities (Figure 15). Therefore we estimate that the introduction of self-extinguishing cigarettes will reduce the number of people killed in fires in Estonia by 10-15 per year (Figure 16).



PHOTO: SHUTTERSTOCK

The introduction of self-extinguishing cigarettes will reduce the number of people killed in fires in Estonia by 10-15 per year.

3.2. Decreasing number of fires

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The number of fires has decreased considerably in recent years: there were 14 900 fires in 2006, 10 400 in 2007, 10 052 in 2008, 8 421 in 2009, 6 439 in 2010 and 6 321 in 2011 (Figure 17). Such an extensive drop in the total number of fires is a very good result. The

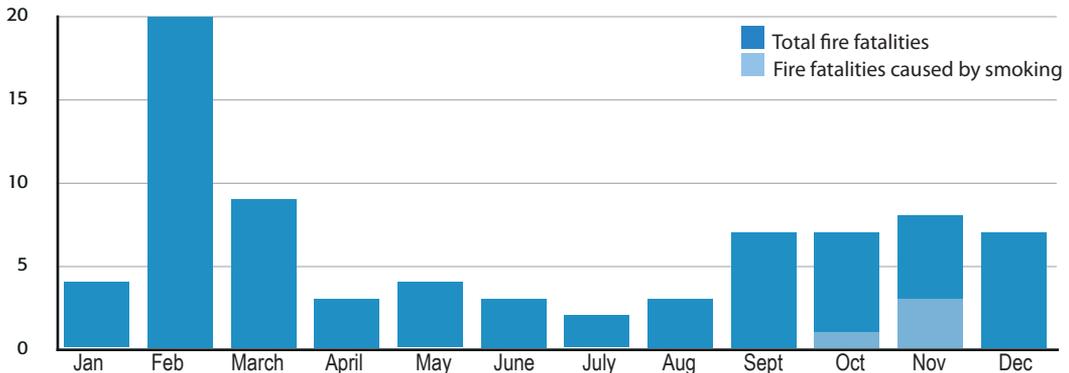


Figure 16. Preliminary assessment of the impact of fire safety requirements for cigarettes in 2011

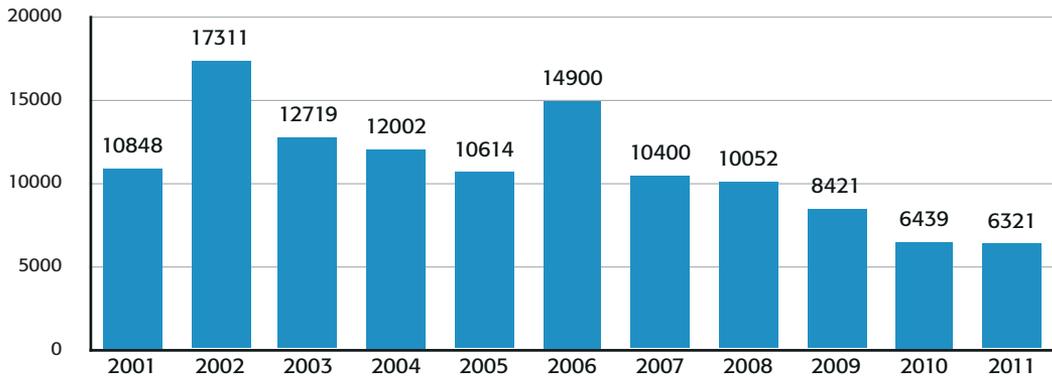


Figure 17. The decrease in the number of fires

number of forest fires and wildfires has decreased (1 737 in 2010, 1 396 in 2011, i.e. 24%). The number of fires in buildings has remained practically the same (1 168 and 1 156). The reduction of the number of fires has a positive effect, as it reduces the property damage caused to buildings and the expenses incurred in the performance of rescue works.

The fall in the number of fires has been facilitated by fire safety-related preventative work, increased public fire safety awareness and the resulting improvement of accident-preventative behaviour, as well as the improved efficiency of supervision. For instance, the Rescue Board and the Environmental Inspectorate launched joint supervision activities in 2007 to control the violations of the brush-burning prohibition. The public was informed of the dangers of brush-burning. Supervisory officials have inspected the fire safety of derelict buildings; all the dangerous buildings have been mapped and designated and their owners have been given orders to block the entrances of those buildings.

Although the summer weather conditions were favourable for forest fires to occur, there were no large-scale fires in 2011. The decrease in the number of forest fires is linked to the improved awareness and behaviour of the public. People have been informed during periods of high fire risk and supervisory authorities have efficiently worked together. In the event of actual forest fires the response has been efficient and successful, with the fires promptly contained and extinguished.

Since 2008, property damage caused by fires in buildings has been systematically assessed and recorded in Estonia.

The amount of property damage resulting from fires in buildings was 356 million EEK in 2008, 276 million EEK in 2009 and 211 million EEK in 2010, 211 million EEK in 2010 and 15.1 million EUR in 2011. When compared with 2010, the damages have grown by 12% (Figure 18).

The legal bases of the activities of fire safety supervision officials were specified in more detail in the Rescue Act and the Fire Safety Act, which entered into force on 1st , 2010. These acts updated the entire legal environment of the rescue area. The implementation acts of the Fire Safety Act were also issued in updated versions, mainly regulating organisational fire safety requirements. As an important update, the Fire Safety Act includes fire safety self-inspection regulation, which entered into force on 1st January, 2012. The introduction of self-inspection will allow the fire safety supervisory authorities to focus more on high risk sites and on the

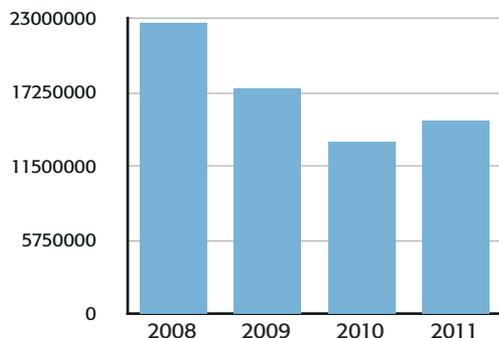


Figure 18. Property damage caused by fires in buildings in 2008-2011 (million Euros)

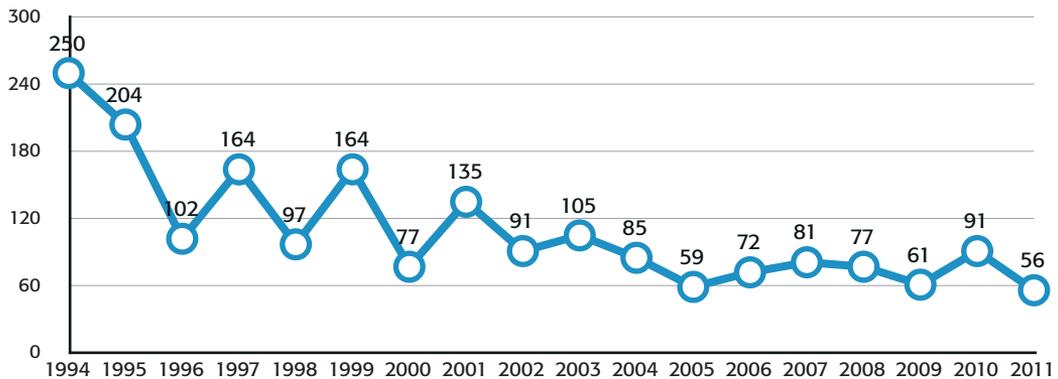


Figure 19. Deaths by drowning in 1994-2011

elimination of real fire risks. Indeed, one of the most important tasks in 2011 was the preparation for the transition to the self-inspection system in the area of fire safety. The implementation of the self-inspection system requires further explanatory work and training and the publication of information materials.

3.3. Increasing efficiency of preventative work in the rescue area

The efficiency of rescue related preventative work is measured against the level of public awareness. The level of public awareness is assessed by an annual survey. The survey results showed that fire safety awareness has improved – the master index was 53 for 2010 and 58 for 2011.

In recent years, the Rescue Board has also launched active preventative work to prevent deaths by drowning. The number of people killed by drowning was 77 in 2008, 61 in 2009 and 91 in 2010. In 2011, increased focus was placed on the prevention of drownings, and a media campaign was organised to emphasise the responsibility that should be borne by all in preventing deaths by drowning. The preventative work involved various cooperation partners, as the tasks in the area of water safety are divided between many authorities (e.g. the Rescue Board, the Police and Border Guard Board and the Maritime Administration). The role of private enterprises (e.g. the alcohol sector, travel organisers etc) is also important in the area of water safety and therefore the cooperation with enterprises must be continued, since it has commenced successfully. As a result of all these activities, the number of drownings decreased in 2011, with 56

deaths by drowning, which was the smallest number in the past five years (Figure 19). The prevention of deaths by drowning is an area where an extension of current activities and cooperation is anticipated.

When we examine the profile of people who have died in drowning accidents, it is evident that young people and alcohol do not combine well with swimming. This particularly applies to the summer months. The general profile of people who have died by drowning is as follows: male, under the influence of alcohol, 20-40 years of age, drowning in non-supervised swimming areas. Alcohol eliminates a sense of danger, with people tending to overestimate their abilities and placing themselves in life-threatening situations that can end in death.

More awareness-raising activities are needed in order to improve and ensure safety. One problem here is that not all the local authorities in Estonia are able to ensure the presence of life-guards on public beaches. For the purpose of ensuring order on public beaches and preventing accidents in the water, the intention is to use the budgetary resources of the Rescue Board to install primary rescue equipment and information boards on beaches for the 2012 beach season.

In 2011, TNS EMOR carried out a test survey in the area of water safety, "Water safety awareness in 2011". The survey showed that the water safety awareness indicator with regard to the association between alcohol consumption and deaths by drowning can be considered to be good. However, the survey also showed that the dangers of ice and of boating risks has been relegated to the background and should be focussed on

through the relevant awareness raising activities. “There are no problems in people’s attitudes towards the necessity of life-jackets, but people do tend to be rather tolerant towards letting children under the age of 10 go swimming alone. The majority of respondents also find that being a passenger in a boat and driving a boat under the influence of alcohol should be prohibited. At the same time, very few men aged 15-35 are in favour of that prohibition. The idea of prohibiting alcohol consumption on and near water bodies is particularly unpopular with men aged 15-35, whereas 19% (more than twice the average level) have gone swimming or boating when drunk within the past year. The members of this target group rate their swimming skills higher than the average and pay less attention to safety when choosing a place for swimming; life-jackets on boating trips are regarded as being “if necessary”. Awareness of risk factors is even higher than the average, which means that the high-risk behaviour derives from incorrect attitudes and the lack of behaviour (rescue) skills, which should be the continued focus of preventative work.” (TNS EMOR, “Water safety awareness in 2011”).

3.4. Crisis management activities

The Emergency Act which was enforced in 2009 stipulates the obligation to ensure the continuous operation of vital services. The providers of vital services are obligated to analyse the continuous operation of

the provision of their services (perform a continuous operation risk analysis) and ensure the preparedness to respond in the event of a partial or full interruption of continuous operation (prepared a continuous operation plan) and also to present the result to the state authority or local government organising the relevant service. Taking into consideration the ever-changing security environment, the analyses must be regularly updated. The major objectives in the organisation of vital services are as follows:

- 1) To ensure that enterprises and institutions providing vital services are aware of the possible risks to the provision of services and have established the necessary recovery plans;
- 2) To ensure that the state has an overview of the organisation of the continuous operation of vital services, aware of the possible problems and confident in the capability of enterprises and institutions to provide vital services;
- 3) To create the conditions and the possibility to make appropriate proposals for improving the system, e.g. the amendment of laws, the assignment of resources, the provision of counselling to institutions and enterprises.

For the first time, the providers of vital services prepared risk analyses and continuous operation plans in 2011. As this is a new area, there is a need to considerably improve the competence of various parties in ensuring the continuous operation of vital services and in the assessment of the related risks.



PHOTO: SHUTTERSTOCK

According to a survey performed by TNS EMOR, high-risk behaviours stems from incorrect attitudes and the lack of behaviour (rescue) skills, which should be the continued focus of preventative work.

4. Improved protection of property

4.1. Decreasing number of crimes against property

The type of crime to decrease the most was theft: the number of thefts registered in 2011 was 5 846 less than in 2010 (Figure 20). In total, 20 175 thefts were committed in 2011. The number of thefts decreased in all the counties, with the largest percentage drop in Lääne County (37%), followed by Tartu City (32%) and Tartu County (28%).

In comparison with 2010, the number of thefts from cars decreased the most – by 1 024 incidents (27.5%). The number of thefts from retail establishments fell by 16%, thefts from vehicles by 13% and thefts from dwellings by 12%.

The number of frauds registered in 2011 was 1 155, which is 43% less than the year before. The number of frauds has increased in four counties (Jõgeva, Lääne, Lääne-Viru and Rapla counties) and decreased in nine counties (Harju, Ida-Viru, Järva, Põlva, Pärnu, Tartu, Valga, Viljandi and Võru counties).⁶

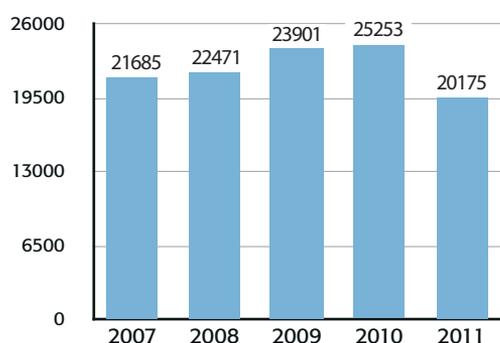


Figure 20. Thefts in 2007-2011

The fall in the number of crimes against property may indicate a relocation of criminal activities. The underlying reasons certainly require additional analysis. An increase in the discovery of acquisition and sales of stolen items was a positive aspect in regards to crimes against property (in 2010, the perpetrator was identified in 189 criminal cases and in 2011 in 323 cases, i.e. an increase of 80%). This gives grounds to conclude that criminal policing is focussing more on the buyers and sellers of criminal assets.

4.2. Decreased number of robberies

Robberies are a dangerous type of crime, as they are committed either with the threatened or actual use of violence or weapons. That indicates that the offender acts in a coldly calculated and purposeful manner to obtain material gains. In 2009 we saw a certain decrease in the number of robberies, but those that were committed were of increased brutality. However, in 2010 the number of robberies dropped by nearly 17.5% and in 2011 by another 12.4% (Figure 21). The number of aggravated robberies (gunpoint and masked robberies) has also decreased.

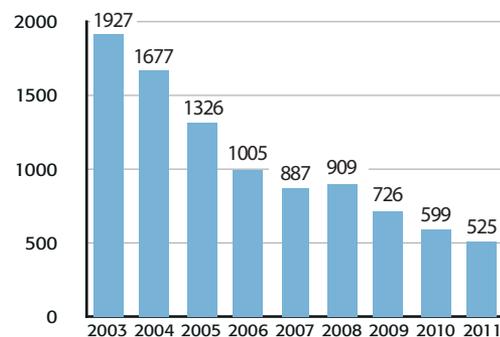


Figure 21. Robberies committed in 2003-2011

⁶ Crime barometer: <http://www.just.ee/baromeeter>.



PHOTO: SHUTTERSTOCK

The Police and Border Guard Board and the Security Police are very clearly moving towards improving the efficiency of confiscating proceeds received through criminal activities from criminals.

4.3. Cybercrime – a growing trend

As with all other countries, Estonia has also seen a rise in cybercrime. According to the statistics gathered by the Ministry of Justice, the figures for the rate of computer fraud are the highest risers (19 cases in 2003, 36 in 2004, 46 in 2005, 72 in 2006, 128 in 2007, 367 in 2008, 470 in 2009, 381 in 2010 and 512 in 2011). The illicit use of computer systems has also increased (10 cases in 2003, 16 in 2004, 16 in 2005, 17 in 2006, 12 in 2007, 22 in 2008, 20 in 2009, 36 in 2010 and 40 in 2011). One of the reasons for the growth of cybercrime is its independence from international borders and the uncoordinated nature of international cooperation, which means that the growth of cybercrime can only be curbed through improved international cooperation and smoother mutual procedures (national laws, transnational agreements and international conventions etc.).

From the viewpoint of ensuring the success of international cooperation, the Council of Europe Convention on Cybercrime, which is also known internationally as the Budapest Convention and which was opened for signing on 23rd November, 2001, is of great im-

portance. Estonia ratified the Convention on 1st July, 2004⁷ and the national legal acts have been brought into conformity with the Convention. However, there are many countries that have not yet joined the Convention. The Convention is currently the best standard for successful cooperation in the area and it is very important that as many countries as possible join it.

In order to handle the new emerging risks work is also being done to take measures at the EU level. For that purpose, the European Commission made a proposal on 30th September, 2010 for a Directive of the European Parliament and of the Council on attacks against information systems and repealing Council Framework Decision 2005/222/JHA⁸. The objective of the Directive is to define the offences in the area of attacks against information systems and to establish baseline rules concerning the penalties to be imposed for such offences and to facilitate cooperation in the area of criminal law. The Directive has not yet been adopted and the document still in force is the Council Framework Decision 2005/222/JHA⁹ of 24th February, 2005 on attacks against information systems, which supports the cooperation of law enforcement institutions. Estonia has transposed the Framework Decision into its national law.

⁷ Convention on Cyber Crime Ratification Act. 12 February 2003. RT II 2003, 9, 32.

⁸ European Commission Proposal COM (2010) 517: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:0517:FIN:ET:PDF>

⁹ OJ L 69, 16.3.2005, p 67-71.

The importance of international cooperation is confirmed by a case that was brought to a successful conclusion at the end of 2011, where persons suspected of extensive computer fraud and money laundering were detained on 8th November as a result of years of cooperation between the Criminal Police Department of the Police and Border Guard Board, the State Prosecutor's Office, the Estonian Forensic Science Institute, the FBI, NASA and the US Prosecutor's Office. This criminal case has been referred to as the largest discovery of cybercrime in history to date. As suspected, the perpetrators organised the development and distribution of malware and hiding the criminal proceeds received from the use of such malware from 2007 until their arrest. The malware allowed them to control the settings of infected computers and to direct the users of such computers to Internet pages provided by the malware administrator. The advertisements meant to be displayed on the web pages viewed by the users were thereby replaced by the advertisements of other advertisers. The malware also replaced links contained in the users' Internet searches, in order to direct the users of such computers to web pages specified by the malware administrator. The suspects received money when the users viewed and clicked on the advertisements of Internet pages. In total, at least four million computers in about 100 countries were infected with malware.

4.4. Confiscation of criminal assets

The possibility to confiscate criminal assets and to apply the extended confiscation option was established in Estonia on 1st February, 2007, with the enforcement of amendments to the Penal Code, by which the use of fines to the extent of assets was waived and the Act was in addition to the confiscation of objects used to commit an offence and direct objects of offence supplemented by the possibility of extended confiscation of assets (§§831 and 832 of the Penal Code).

According to an analyses performed at the Ministry of Justice in 2010, the value of assets confiscated amounted to 14.3 million EEK (0.9 million Euros) in 2008 and 10.5 million EEK (0.67 million Euros) in 2009.¹⁰ According to the data of the Ministry of Justice, 1.024 million Euros worth of criminal assets were confiscated in 111 criminal cases in 2010. In

2011, the Police and Border Guard Board seized such assets in the extent of 4.4 million Euros. The majority of confiscations are performed in proceedings involving narcotics-related crimes, which form more than two thirds to all the proceedings in which confiscations are performed. At the same time, those cases constitute about one third of all the confiscated criminal assets. In 2009, the average amount was 2 003 Euros per case and in 2010 about 2 877 per case. The largest amount of criminal assets is identified in economic criminal offences, where the assets confiscated in 2010 formed nearly a half of all the confiscated criminal assets. Major confiscations have also been performed in individual criminal cases related to criminal organisations. Although the number and volume of seizures organised by the police and confiscations ordered by court have increased over the years, there is still plenty of room for development for all investigative authorities. Today, confiscations generally tend to be small-scale and the statistical average is brought higher by some large-scale successful cases. Authorities all over the world are focussing more closely and systematically on confiscating criminal assets from criminals. For that purpose, authorities cooperate internationally to ensure that the cross-border nature of activities does not obstruct the successful solution of criminal cases and the confiscation of criminal assets.

The Police and Border Guard Board together with the Security Police Board are very clearly moving towards improving the efficiency of confiscating proceeds received through criminal activities from criminals. In 2009, all the prefectures appointed persons to be responsible for the efficiency of identifying criminal assets, and who are tasked with assisting investigators in identifying assets in specific proceedings as necessary. Naturally, the identification of criminal assets is also one of the ongoing tasks of every officer performing proceedings. On 1st September, 2011, the Asset Recovery Bureau was established within the Criminal Police Department of the Police and Border Guard Board. The objective of this office is to provide the service of identifying criminal assets to all the investigative authorities (various units of the Police and Border Guard Board, the Tax and Customs Board, the Competition Authority and the Security Police Board), thereby supporting investigators in performing their basic proceedings.

¹⁰ Overview of the implementation of the confiscation regulation: http://www.just.ee/orb.aw/class=file/action=preview/id=53547/Konfiskeerimise+regulatsioon+rakendumise+FCleevaade_veebi.pdf

5. Improved national security

5.1. The state can confidently identify persons residing in Estonia

Since 19th of June 2011, the Police and Border Guard Board has been issuing the European Union Blue Card, a residence permit for living and working in Estonia in an occupation or other position requiring a very high level of professional qualification. The nominal study period for obtaining the professional qualification required for applying for the EU Blue Card is at least three years and has to be proved by a document certifying the completion of higher education or at least five years of professional experience in the chosen field of specialisation. The change derives from the obligation to implement the European Union Council Directive 2009/50/EC (the so-called “EU Blue Card Directive”). The Police and Border Guard Board issued one Blue Card in 2011.

Since January 2011, a new identity document – residence permit card – has been issued on the basis of a valid residence permit or a right of residence to aliens who permanently reside in Estonia, but are not citizens of the European Union. In total, 25 780 residence permit cards were issued in 2011.

Although the Estonian citizen identity card has been in use since 2002, in 2011 a so called new identity card was introduced. One of the main changes involves an upgrade of security elements, as a result of which the identity card issued after the beginning of 2011 is even better protected against possible misuse. In addition, the visual design of the identity card was altered and the chip platform changed.

In the Republic of Estonia, the issuing of identity document has occurred in “waves”. The next “wave” is expected in the years 2012-2016, when the identity documents with a 10-year period of validity issued in

2002-2004 and the identity documents with a 5-year period of validity issued in 2006-2008 both expire. Therefore, in 2011 preparations were carried out to cope with the surge in the number of applications for identity documents (forecast in Figure 22).

5.2. Mobile ID

As of 1st of February 2011, state guaranteed mobile-ID certificates, as additional types of digital identity documents, have been issued in Estonia. A mobile-ID is a digital identity document used on a mobile phone basis, with its SIM card carrying the data.

A mobile-ID allows a person to perform the same procedures that Estonian citizens use via an identity card and aliens via a residence permit card, i.e. using e-services and giving a digital signature. Unlike an identity card and a residence permit card, mobile-ID is intended for identification only in the electronic environment.

A mobile-ID can be applied quickly and conveniently in the electronic environment, via a self-service portal

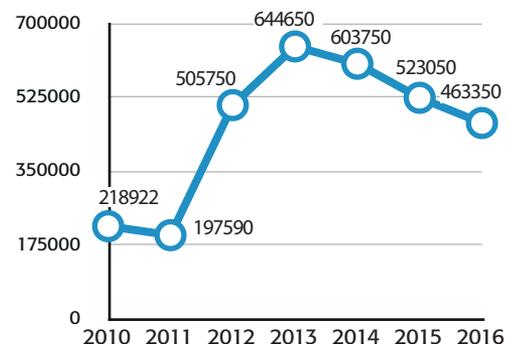


Figure 23. Trends in the issuing of mobile-ID in 2011

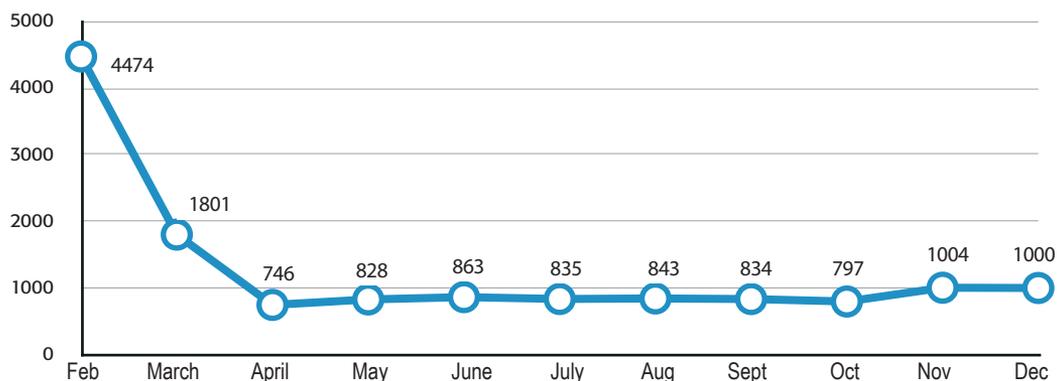


Figure 23. Trends in issuing mobile IDs in 2011.

administered by the state. The use of mobile-ID makes the identification of a person in the electronic environment easier, improves access to e-services and provides increased convenience. With a mobile-ID, people can use e-services and make a digital signature anywhere in the world, without needing a card reader or needing to install special software on their computer.

On the basis of the aforementioned, it is fair to say that on the one hand, an additional possibility has been created for electronic identification, which in turn offers more convenient possibilities for performing everyday electronic procedures for the end users. On the other hand, this novel solution supports the development of the Estonian information society as a whole, contributing to it also in the long-term perspective.

As at 1st of January 2012, the number of valid identity documents in Estonia amounted to 2 221 746, of which 16 998 are digital identity documents (including mobile-ID). By the beginning of 2012, the number of valid mobile-ID certificates issued in Estonia was 14 025 (Figure 23). An overview of the 2011 monthly trends in issuing mobile-IDs shows that from the beginning of the year the level of applications for mobile-IDs was rather steady remaining between 828 and 863 applications in a month.

5.3. Preventing and combating the arrival and staying of unwanted aliens in Estonia

5.3.1. Visas

Estonian foreign representative offices and the Police and Border Guard Board received a total of 149 612 visa applications in 2011. The number of visa applications rejected by the Citizenship and Migration Office decreased from 25 to 11 in 2011, i.e. by 57 % (Figure 24). The main reasons for refusal to approve visa applications included a prohibition on entry established for particular aliens, their threat to public order or national security and reasonable suspicion that an alien's alleged travel objective was not the actual objective.

On 5th April, 2011, several amendments to the Aliens Act which are important from the viewpoint of visa proceedings entered into force. These were the extension of the validity term of long-term visas to 12 months, the supplementation of the grounds for refusal to grant long-term visas, the aliens' right to contest a decision of refusal to grant, revoke or declare invalid a visa, and refusal to extend the length of stay or premature termination of the length of stay.

The Citizenship and Migration Department at the Police and Border Guard Board did not receive any contestations of decisions of refusal to grant a visa in 2011. In the first half of 2011 the Criminal Police Department received 52 contestations, seven of which were satisfied. The Border Guard Department recei-

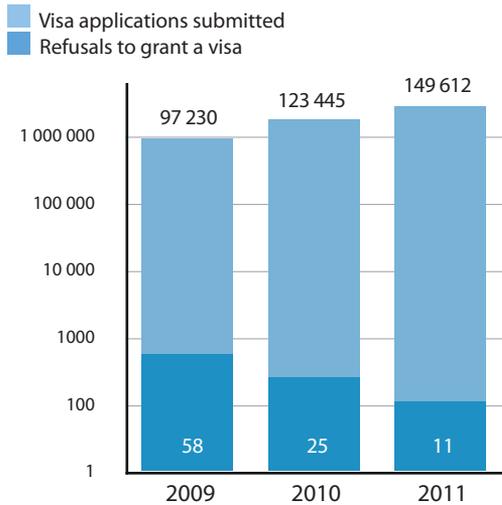


Figure 24. Submission of visa applications and refusals to grant a visa in 2009-2011

ved six contestations and all the decisions of refusal to grant a visa remained in force. The Security Police Board received seven contestations, in the case of two of which the initial refusal was replaced by a positive decision. The Ministry of the Interior received nine second instance appeals via the Ministry of Foreign Affairs in 2011, and all of the decisions similarly remained unchanged. The Ministry of the Interior also upheld all the decisions of refusal made upon the review of visa applications. The small number of contestations of decisions of refusal to grant a visa clearly demonstrates the high quality of the work of those institutions reviewing visa applications.

Estonia has been constantly expanding its cooperation network in foreign countries. As at the end of 2011, Estonia had concluded representation agreements for the issue of visas with Austria, Spain, Lithuania, Latvia, Poland, France, Sweden, Germany, Slovenia, Finland, Hungary, the Netherlands, Denmark and Switzerland, which together are countries that represent Estonia in a total of 84 third party nations. Furthermore, Hungary also represents Estonia at joint visa centres in Moldova and Turkey.

For the purpose of simplifying the visa application process, Estonia has been closely cooperating with the provider of foreign services in Russia in order to make available the opportunity for applying for

visas not only in Russian regional centres, but also in Moscow and St Petersburg and in North-western Russia (under the agreement, visa applications may be submitted at 80 service centres in Russia).

On 11th October, 2011, Estonia joined the central database of the Schengen Visa Information System (VIS). VIS facilitates the exchange of data concerning visa applications and the related decisions between the Member States, in order to simplify the visa application procedure and prevent the trade in visas. In addition, VIS also makes it easier to fight fraud and perform control procedures at the border points on the external border and in the territory of the Member States. Upon receiving a visa application, the applicant's biometric data (finger prints) are recorded and entered into the VIS. In accordance with the requirements of the common information system, visa applicants are fingerprinted at border checkpoints, upon applying for an extension of the length of stay at the Estonian Police and Border Guard Board and at the Estonian Embassy in the Arab Republic of Egypt. The rest of the Estonian foreign representative offices forward the alphanumeric personal data and photos of visa applicants to the VIS. It is worth noting that Estonia and the Kingdom of Belgium are the only Member States to have introduced VIS at all their foreign representative offices issuing visas.

5.3.2. Asylum applications

The number of asylum applications submitted to Estonia has grown considerably since Estonia joined the Schengen area. While in 2001-2008 Estonia received seven to fourteen asylum applications a year, the figure was 36 in 2009 and 30 in 2010. In 2011, Estonia received a total of 67 first-time asylum applications. One person submitted a double asylum application (Figure 25). Thus, the number of asylum applications has doubled from the previous year and similar growth can be forecast also for the future.

The number of countries of origin of the asylum seekers who have arrived in Estonia also grew in 2011, mainly due to an increase in those from some African countries. The largest number of asylum seekers to arrive in Estonia in 2011 originated from the Democratic Republic of Congo (11), followed by Afghanistan (eight) and Armenia (seven). Asylum

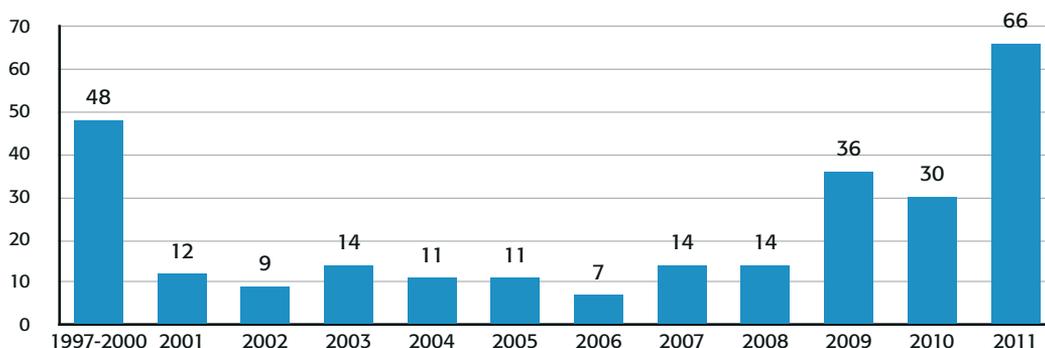


Figure 25. The number of asylum seekers in 1997-2011

seekers have also come from Georgia and Russia (six and four, respectively), Cameroon, Libya, Uzbekistan, Somalia and Belarus (three from each country), Iraq and Ukraine (two from each country) and Bangladesh, the Ivory Coast, Guinea, India, Kyrgyzstan and Turkey (one from each country). Asylum applications were also received from three stateless persons and two persons from the so-called Occupied Palestinian Territories.

The majority of asylum seekers arriving in Estonia are adult single males. A new development in 2011 was that the number of asylum applications submitted at the border grew considerably in 2011. While in previous years only a few aliens applied for asylum at the border, in 2011 the number of asylum applications submitted at the border was almost the same as the number of applications submitted within the country (34 applications were made at the border and 33

in the country). The majority of people applying for asylum at the border arrived in Estonia via Russia and held a Russian Federation visa.

Whilst in 2010 Estonia granted international protection to a total of 17 persons, in 2011 the number of receivers of international protection decreased somewhat (Figure 26). Eight persons were recognised as refugees and three persons were granted subsidiary protection. In addition, six residence permits were issued to the family members of aliens who had been granted international protection. Pursuant to the previously applicable Act on Granting International Protection to Aliens, the family members of aliens enjoying international protection were also granted the residence permit of an alien enjoying international protection, but on 1st October, 2010 an amendment to the Act entered into force, pursuant to which Estonia generally only issues the residence permit of a

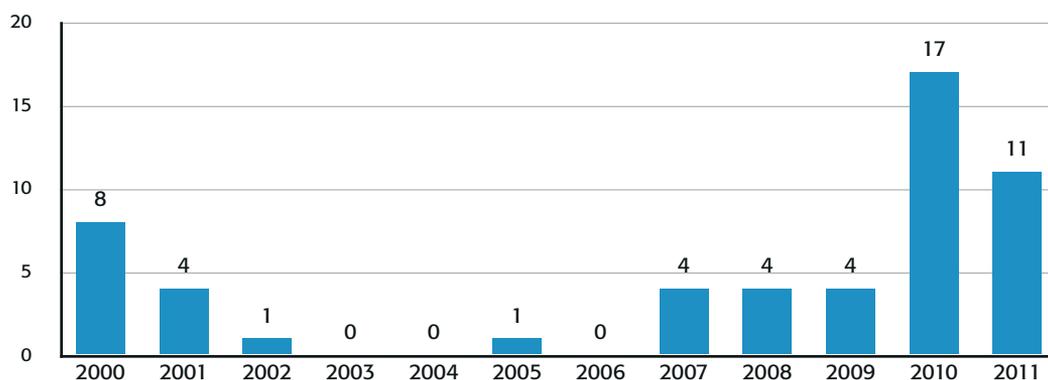


Figure 26. Aliens enjoying international protection in 2000- 2011

family member to the family members of aliens enjoying international protection, and grants international protection to such family members only if they need it.

In 2011, Estonia used resources received from the European Refugee Fund to implement six projects, which helped improve the quality of the asylum procedure, the conditions of receiving asylum seekers, the preparedness for the mass immigration of asylum seekers, and public awareness of the asylum issues.

5.3.3. Illegal immigration

By estimation, there are two to four million irregular immigrants in the European Union and only 10 per cent have illegally crossed the EU external border. The majority of irregular immigrants have entered the EU legally, but overstayed the length of the visa period or duration of residence permit.

The Arab Spring has considerably increased the pressure of migration flows entering the European Union and caused a shift in their concentration from the western part of the Mediterranean to the central and eastern parts (principally at the land border of Greece and Turkey). The EU visa-liberation process in the Western Balkan countries have considerably increased both the number of asylum seekers from those countries and the number of cases of misuse of asylum in the EU.

Although the events in North Africa have not posed an immediate threat at the external borders between the Baltic States and the Russian Federation, the number of persons from Africa has still grown among irregular immigrants also in Estonia. While in 2007-2009 the majority of irregular immigrants were either of Asian or Middle Eastern origin (namely from Afghanistan and Palestine) or were citizens of the CIS, in 2011 34 % of illegal immigrants were of CIS origin, 31 % of African origin, 16 % were citizens of the Russian Federation and 19 % were of Asian origin.

Eighty two cases of illegal entry and 132 irregular immigrants were discovered in 2011 (61 and 109 in 2011, respectively). By countries of origin, the largest number of persons detained for illegal border-crossing included the citizens of Russia (21), Georgia (18) and the Democratic Republic of Congo (16).

The main methods of illegal immigration were the misuse of visas (23 cases) and the use of forged travel documents (17 cases). The misuse of visas has demonstrated a constant growth trend since Estonia joined the Schengen area. In connection with this, the importance of preliminary and follow-up visa checks has increased, in order to ensure the prompt and timely assessment of internal security risks through the constant monitoring of migration. Forged travel documents are used primarily by aliens of African origin. In general cases, such people attempt to enter by using a falsified EU residence permit and when the forgery is detected they immediately submit an asylum application to border guard officials.

In 2011, Estonia issued the total of 3 327 prohibitions on entry at the external border, which is 820 more than in 2010, when 2 503 prohibitions on entry were issued (Figure 27). The Russian Federation ended its membership in the International Labour Organisation (ILO) Convention C108 “Seafarer’s Identity Document Convention and ratified the ILO Convention C185. Therefore Russian seafarers are no longer subject to the specifications deriving from the ILO Convention C108 upon entry into the territory of the Republic of Estonia and Russian citizens need a visa for transit through Estonia. The absence of a visa in a travel document constitutes grounds for return from the border. Another important reason is a considerable growth in the number of people crossing the external border at the land border (9 %), the air border (38 %) and the sea border (14 %).

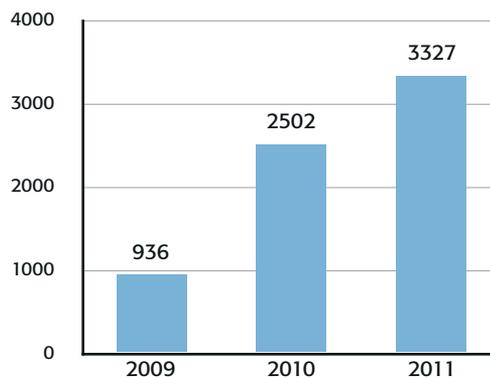


Figure 27. The number of prohibitions on entry in 2009-2011

On 24th December, 2010, the Act amending the Obligation to Leave and Prohibition on Entry Act entered into force, transposing Directive 2008/115/EC of the European Parliament and of the Council (the so-called “Returns Directive”). A difference from previous regulation is that the Police and Border Guard Board and the Security Police Board are now obligated to issue a precept to leave to every alien illegally staying in the country and, as a rule, impose a prohibition on entry to them. The transposition of the Return Directive has considerably increased the number of precepts to leave. While in 2010 the number of precepts to leave was five, in 2011 the figure rose to 502, of which 408 were subject to immediate coercive execution.

The number of people expelled from Estonia has been stable over the years and there have been no significant changes in the citizenship of the expelled persons. This shows that the growing pressure of illegal immigration has not affected general removal proceedings, as in general cases aliens who do not have a legitimate basis for entry are expelled immediately from the border or environs by way of expedited procedure. 111 aliens were expelled in 2011. Both in 2010 and 2011 the citizens of the Russian Federation and Latvia and persons of undetermined citizenship were among those removed most often.

The most efficient measure in controlling illegal immigration is cooperation with the countries of origin of illegal immigration. Thus, removal measures based on the efficient implementation of readmission agreements form an integral part of combating illegal immigration. In 2011, bilateral protocols on the implementation of readmission agreement were signed with the Russian Federation and Serbia. A proposal to conclude an implementing protocol was also made to Georgia, with whom the EU concluded a readmission agreement on 1st March, 2011.

In 2011, the European Return Fund supported the return of 50 third-country nationals – of these, eight third-country nationals left under the assisted voluntary return programme and 42 were removed coercively.

5.3.4. Integrated border management

In integrated border management, the focus in 2011 was primarily on the development of the EU external border (External Borders Fund resources), international cooperation and the elimination of border-crossing queues.

In 2011, Defendec OÜ installed a new type of security equipment at the EU external border between Estonia and Russia. The new equipment, which uses a unique detection algorithm to detect border violations and the related crimes, blends easily into the environment, is cost-effective and does not need frequent maintenance. The new equipment has repeatedly helped discover persons illegally crossing the border as well as smugglers whose main activities involve bringing contraband cigarettes over the external border.

Active work continued in 2011 to develop the EU external border with financial assistance from the External Borders Fund,¹¹ with the main focus on preparing and launching multiannual projects (renovation of the integrated monitoring system of Lake Peipsi, stage II of the marine monitoring information system, the replacement of the border control information system software and database platform, the implementation of SISII). Upon the actual implementation of the initiated projects, the EU external border monitoring systems, which are obsolete and no longer meet requirements, will be modernised and information systems will be upgraded. Additionally, activities have included the procurement of mobile tools, which allow police officers to operatively use databases and perform the necessary procedures at the border. This improves the efficiency of border guarding activities.

One of the most modern border stations in Europe was opened in Põlva County, namely the Koidula railway border station, which improves efficiency from the viewpoint of internal security by moving control from inland stations to the border. Before the Koidula border station was opened, international railway traffic border checks were performed at Orava railway station, which is more than ten kilometres from the temporary border line, and customs checks were performed in Tartu. The station is installed with a video surveillance system supported by other security equipment along the perimeter of the station

¹¹ The External Borders Fund has been established under Decision No 574/2007/EC of the European Parliament and of the Council of 23 May, 2007 establishing the External Borders Fund for the period 2007 to 2013 as part of the General programme “Solidarity and Management of Migration Flows”.

as well as an X-ray system through which all the cargo loads pass at the station.

The infrastructure of the Narva road border checkpoint no longer meets the needs of the border-crossing flows, which are growing at the pace of about 10 % a year. In order to avoid a situation where the infrastructure of the Narva road border point no longer allows the provision of high-quality services to the flows of passengers, the Ministry of the Interior, in cooperation with the Federal Agency for the Organisation of the State Border of the Russian Federation (Rosgrantsa) initiated a project for the reconstruction of the Narva and Ivangorod border checkpoints. Financing for the project has been applied for from the Estonia-Latvia-Russia Cross-Border Cooperation Programme within the European Neighbourhood and Partnership Instrument. The design process will take about one year (2012) and the construction works will be performed in 2013-2014.

In the area of integrated border management Estonia is actively contributing to international cooperation, the volume of which has grown from year to year. Estonia contributes to the Member States' joint operations in guarding the external border that are coordinated by Frontex and participates in training events organised for the implementation of rapid response units in the area of border guarding. Estonian experts have also been active at the international level, participating in the Schengen missions for the assessment of the external borders of the Member States (e.g. the sea

borders of Denmark, Norway and Iceland). Six experts participated in three European Union civil missions and 93 border guards took part in the Frontex joint operations (81 border guards in 2009 and 61 border guards in 2010). In total, the various missions lasted for 3 116 days (2 381 days in 2010 and 1 092 days in 2009).

The efficient guarding of borders is linked to permanent international connections and close cooperation with the main countries of origin of the illegal migrants in question. The participation of border guarding experts in civil missions, various cooperation programmes, projects and training events ensures the transfer of good practices and Estonia's experience to third countries. In order to increase efficiency in that area, bilateral border guarding cooperation agreements with the border guard authorities of the Russian Federation and Georgia were renewed in 2011. The agreements form the basis for exchanging information and improving the efficiency of activities in controlling illegal migration.

There have been long queuing times at Estonia's eastern border with the Russian Federation for more than a decade. In order to alleviate the situation, the Ministry of the Interior initiated the amendment of the State Borders Act in 2010. After the adoption of the amendment public procurement tenders were prepared and organised in order to find the developer and administrator of the information system and the managers of the waiting areas. On 1st August, 2011, a uniform border crossing queue information system was introduced, in order to organise the queuing and reduce the excessive waiting time for people waiting to cross the border in a live queue at the road border points on Estonia's eastern border. The border crossing queue information system allows people to plan their time for border crossing – people (and vehicles) wishing to cross the border arrive at the border at their appointed time and do not have to wait in a physical queue. If there is a need to wait, people can do so in special waiting areas, which were launched between July and November 2011.

After a certain decrease in 2010, the number of persons crossing the border has again started to grow (Figure 29). The increase in the number of vehicles also continues at a steady pace (Figure 29).

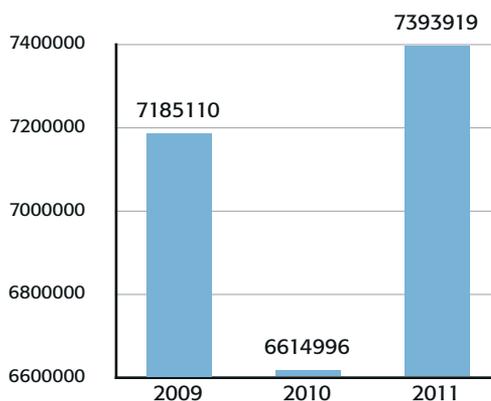


Figure 28. Border-crossings by persons

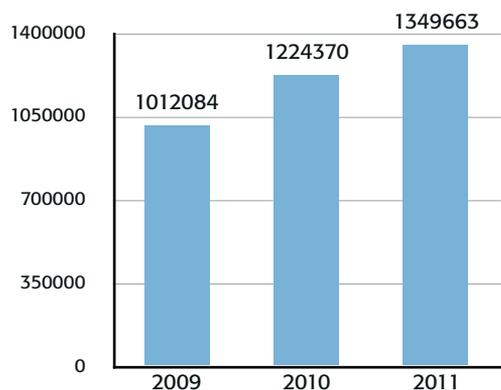


Figure 29. External border crossings by vehicles

Besides capturing persons illegally crossing the border, the cordons on the eastern border have also reduced the increasingly intensive smuggling activities. In 2011, the number of contraband cigarettes discovered in the area between border checkpoints stood at 2 630 592, which is more than twice as many as in 2010.

5.4. Preventing and combating terrorism

The year 2011 will be remembered by the incidents involving Anders Behring Breivik in Norway and the attack on the Ministry of Defence in Tallinn. These attacks, which at times seem to happen at a faraway global level, showed that terrorism may also hit an Estonian society that we have thus far regarded as being relatively safe. Preventing terrorism is very important for ensuring the public's sense of security in the globalising society. From Estonia's viewpoint this means thoroughly contemplated cooperation between various institutions and enterprises both in the direct fight against terrorism and in the prevention of the related risks, where the main directions of activity include combating illegal immigration and serious crime, also in the area of financing terrorism.

The European Commission has adopted a Communication outlining the objectives and the possible structure of a terrorist finance tracking system (TFTS) and is currently performing an impact analysis in order to start planning further steps. The objective of the system is to facilitate screening the internal EU financial messages in justified cases for

the information needed for combating terrorism. Estonia supports the introduction of such a pan-European system. As a measure to increase security, the efficiency of protecting facilities important from the viewpoint of the functioning of the state is also being improved, taking into account the events that took place in Oslo and Tallinn in 2011.

5.5. Preventing intelligence and influence activities

Estonia's security authorities, the Security Police Board and the Information Board, are constantly working to fulfil the tasks assigned to them under the Security Authorities Act and striving to detect intelligence attacks endangering both Estonia and our allies. We have to remember that influence and intelligence activities are by their nature very clandestine. Counter-measures are also not publicly visible and such incidents becoming public knowledge constitute major exceptions in the entire world. The fact that incidents and counter-measures cannot be publicly monitored does not mean that no work is being done to investigate such cases. Estonia is constantly increasing the extent and scope of its collection of information, and improving the efficiency of international cooperation to obtain information about special services hostile towards Estonia. It is also working to improve information gathering about intentions aimed against the national security of Estonia, and to implement the necessary counter-measures. The level of public awareness needs to be improved in order to recognise hostile influence activities. Unfortunately, there are also people and organisations in Estonia who do not understand the risks entailed in establishing and maintaining such contacts.

5.6. Secure transport of the Euro to Estonia

In 2011, the internal security system had the historic task of bringing the Euro safely to Estonia and transporting it securely to all the necessary places in Estonia. By duration, it was the longest security operation ever organised in Estonia. The entire exercise was carried out to the highest standards and without any incidents. The total cost of the operation amounted to 1.4 million Euros.

The Government of the Republic established the objective of joining the Eurozone by 1st January, 2011 at the latest. Joining the Eurozone became realizable in spring 2010, in the light of the positive assessments given by the European Commission and other experts. The first signals of the possibility of joining the Eurozone came in 2009 and in September of the same year the Ministry of the Interior launched preliminary planning activities.

The entire operation involved a total of almost 1 300 police officers, alongside whom the security of the Euro transport was also ensured by the Bank of Estonia, other institutions in the area of administration of the Ministry of the Interior, assistant police officers, the Defence Forces, the security company G4S, banks and other institutions. The long planning phase and dozens of police involved in the operation meant a tense period with increased workloads for those involved. We are very pleased to say that no attacks were made against any of the deliveries, and that all the deliveries arrived at their destination safely. Cooperation between individual institutions allowed us to identify bottlenecks that we can jointly improve in the future.

The organisation of the Euro operation was complicated due to the sensitivity of the information and the need to keep the information in a closed circle. Consideration had to be given to the risk assessments of various agencies and the practices of other countries in joining the Eurozone. Extensive police measures had to be implemented in order to efficiently ensure the security of cash-in-transit, currency exchange and public order as well as overall internal security. The measures included activities in ordinary and special circumstances in places related to the transport of cash, ensuring the security of ATMs etc. The impact of weather conditions on the entire process also has to be mentioned. The entire volume of cash to be distributed into circulation had to be safely transported to Estonia and delivered to nearly 200 bank offices and 900 ATMs all over the country. At the same time the former currency – the Estonian Kroon – had to be removed from circulation. The secure distribution was complicated due to time limits, since both the Estonian Kroon and the Euro were in simultaneous usage for a short period of time.

The Estonian Kroon was more of an internal matter and not so attractive for international criminal organisations, but the introduction of the Euro is expected to increase the interest of international criminal groups in Estonia. The number of criminal attacks aimed at cash-in-transit in the Eurozone Member States has recently grown. Many persons dealing with cash fall victim to blackmail. Bank offices and ATMs have been robbed. A currency that is more widely used in the world is more attractive, and criminal attacks in Estonia cause not only material damage, but also extensive damage to the country's reputation. Law enforcement forces therefore have to make strong everyday efforts to ensure internal security.

In conclusion, it can be said that the secure transport of Euro cash supplies to Estonia was a positive experience. It allowed us to assess the resources of the state and the capabilities of the employees in managing complicated situations that required a high degree of responsibility. It is very important to have received the assurance that Estonian law enforcement structures are as prepared and able as they have been to ensure the transport of large-scale valuable deliveries to a high standard and in high-risk situations both at the international and national level.

5.7. Establishment of the IT Agency

In 2011, the first steps were taken in establishing a European Agency for the operational management of large-scale IT systems in the area of freedom, security and justice, and in opening the headquarters of the Agency in Tallinn. The legal basis for the IT Agency entered into force on 21st November, 2011 and the European Commission has started recruiting personnel for the Agency. The aim is to start work in July 2012. The first meeting of the Agency's Management Board, which includes the representatives of the Member States, will be convened at the end of March 2012. Estonia is currently preparing temporary facilities necessary for the functioning of the Agency, and Estonia and the European Commission are negotiating the terms and conditions of the headquarters agreement. As the agreement covers several areas, the Minister of the Interior formed an inter-agency committee on the basis of a Government of the Republic decision for the purpose of coordinating the activities related to starting the work of the IT Agency headquarters in Tallinn.

6. Faster response

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

On the average, 2 000 ships a day traverse the waterways of the Baltic Sea. Approximately 10 000 km² of Estonian territorial waters are host to active marine traffic. During summer navigation periods, thousands of yachts, speedboats and pleasure crafts add to the regular traffic load and in winter there are ice breaking problems, which considerably impair seafaring safety. Every year, situations arise where fishermen go ice-fishing without paying heed to the prohibitions against so doing, and also the adverse weather conditions which can be present (primarily

on Lakes Peipsi, Pskov and Lämmijärv and also in Pärnu Bay). Amateur fishermen and amateur seafarers are the main at-risk groups.

During the last year, 242 sea rescue incidents were registered. The incidents involved the total of 469 people, of whom 166 were able to get ashore by themselves and 289 were rescued. Eleven people were killed and five people have been declared missing.

In 2011, sea rescue volunteers were for the first time engaged in responses to rescue incidents (on eight occasions in total). Volunteers also participated in three training events and numerous exercises.

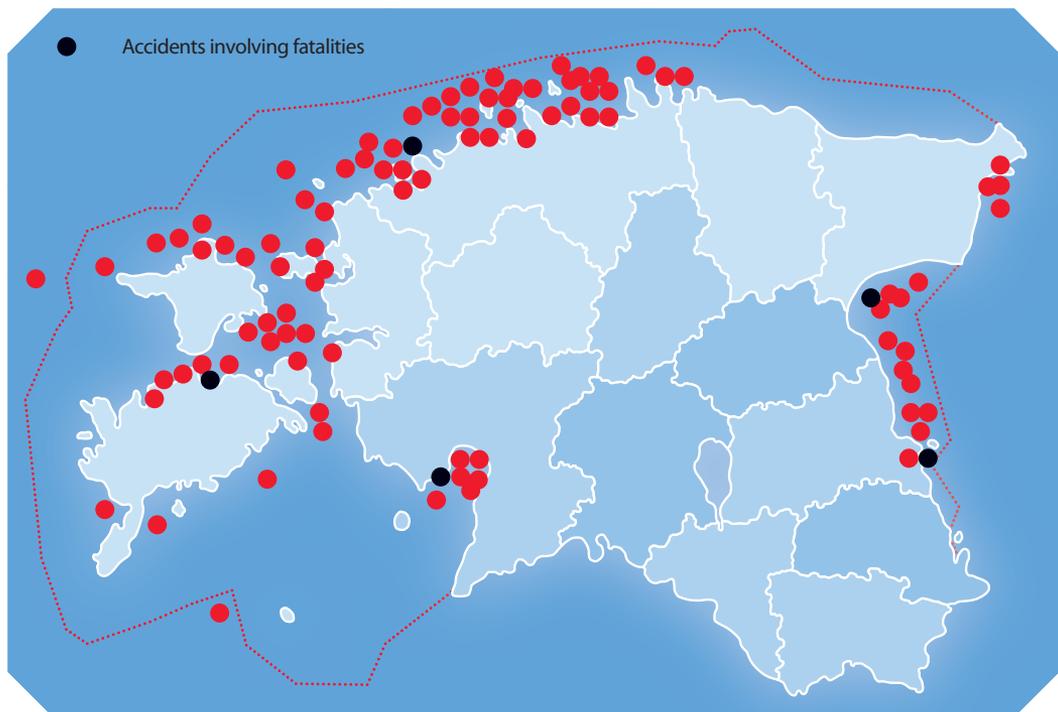


Figure 30. Locations of sea rescue operations in 2011

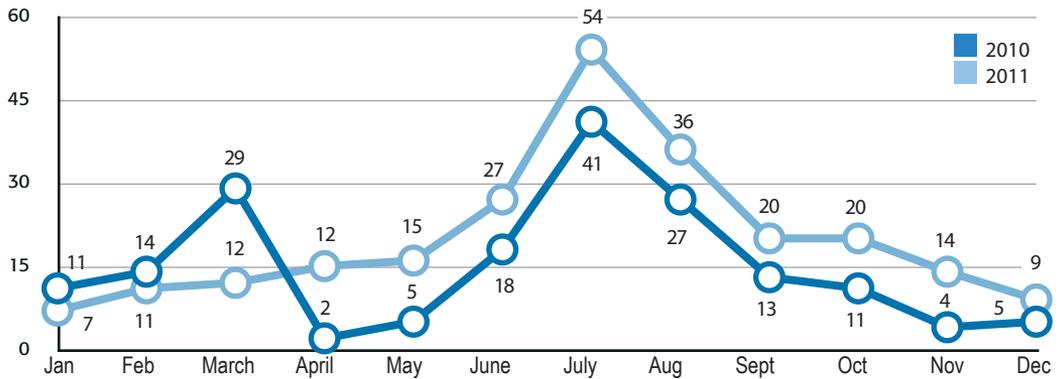


Figure 31. Search and rescue operations in 2010-2011

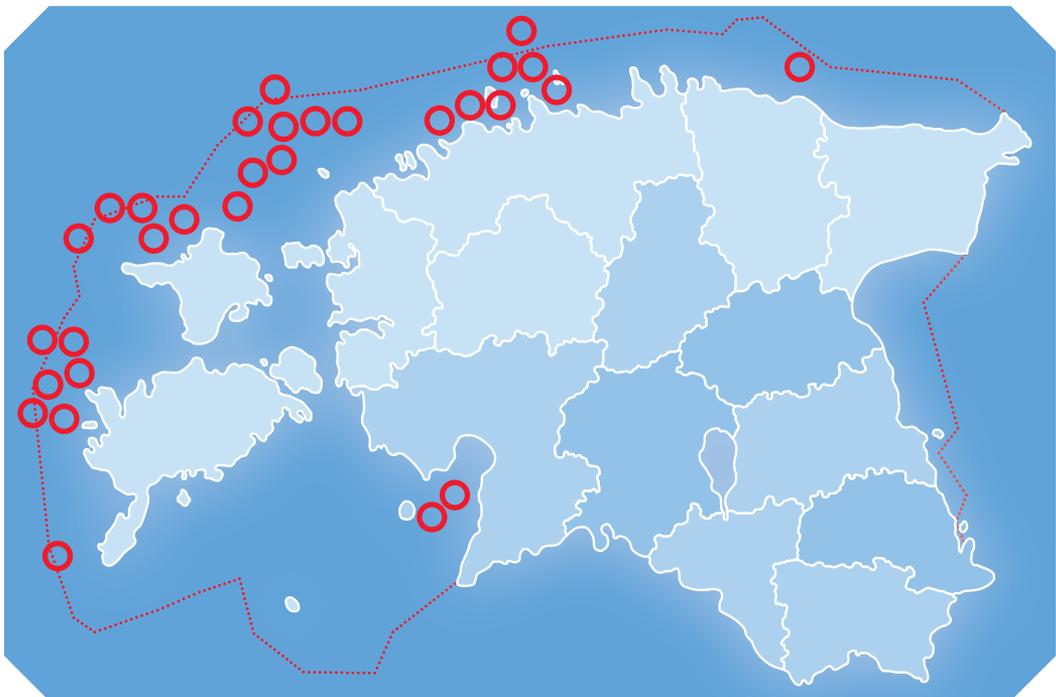


Figure 32. Pollution incidents in 2011

6.2. Reducing the risk of sea pollution

Environmental monitoring is performed by way of patrol flights and by using the satellite images of the European Maritime Safety Agency (EMSA). In 2011, information was received via various channels about 31 possible pollution incidents of which actual pollution was ascertained in 16 cases. In 2010, the number

of pollution incidents was 27. Most of the cases involved the intentional release of easily dispersed oil products and oil waste from vessels, which did indeed disperse quickly in the local environmental and weather conditions.

Estonia has three special pollution control vessels for eliminating pollution and the Police and Border Guard Board has adjusted on vessel for the localisa-

tion of pollution. Estonia has concluded a pollution control cooperation agreement with the Republic of Finland and is about to conclude a similar agreement with the Republic of Latvia.

In order to develop international cooperation, the Police and Border Guard Board organised the international pollution control exercise “Clean Sea 2011” and participated in the international exercise “Balex Delta 2011”. For the purposes of establishing closer cooperation and exchanging best practices, the Police and Border Guard Board participates in the cooperation work group for sub-regional risk of spill of oil and hazardous substances in the Baltic Sea (BRISK).

On 7th April, 2011, the hull of the Police and Border Guard Board’s new multifunctional pollution control ship financed from the European Fund for Regional Development was launched on its own amid a festive ceremony in Riga. According to plan, the ship will be fully-commissioned in autumn 2012. The ship is to be 63.9 metres in length and 10.2 metres in width, with a draft of 4.2 metres. Principally the new ship will be tasked with the localisation and elimination of oil pollution, moving in the area of chemical accidents, extinguishing fires in ports and on sea, moving independently in the ice conditions of the Baltic Sea and the Gulf of Finland, and working to prevent intentional pollution incidents in the assigned area of responsibility.

In addition to the national resources, Estonia can in the event of extensive pollution incidents use the five EMSA tankers that have been adjusted for the elimination of pollution and are in a constant state of preparedness on the Baltic Sea.

6.3. Improving the quality and increasing the speed of processing emergency calls

Emergency calls are processed faster and faster every year, starting from the call being received at the Emergency Response Centre until the issuing of the dispatch order. In 2010, this ensured responding to calls within a maximum of 15 seconds in ordinary circumstances, with 90 % of the calls being responded to within 10 seconds. The Emergency Response

Centre receives about a million calls a year, of which only 25 % require the dispatch of a rescue team or an ambulance crew.

In 2011, the level of people’s satisfaction with the Emergency Response Centre was assessed. The survey sample only covered those who have called 112 in the past year. The results of the survey revealed that 91 % of the respondents gave a positive rating to the work of the Emergency Response Centre and the processing of emergency calls.¹² Taking into account that people phone the Emergency Response Centre only in the case of accidents or other important problems and many callers are in a state of panic or at least intense agitation, 91 % of the callers rating the experience as positive must be considered a very good result.

The most significant development in the working area of the Emergency Response Centre is the interconnection of the control centres of police prefectures and the transition to the common emergency number 112 in 2012. The introduction of the common emergency number will increase the speed of the arrival of assistance. The scheduled date of completion of the establishment of the Joint Emergency Response Centre is 1st November, 2014.

The speed of processing emergency calls and carrying out threat assessments has been improved by the implementation of guidelines for receiving and processing emergency medical calls. Instructions for processing emergency rescue calls have also been drawn up, which will contribute to the faster arrival of assistance. The implementation of the guidelines for processing rescue-related calls facilitates threat assessment within one minute of receiving the call.

The immediate processing of emergency calls must be ensured for all groups of society. In order to enable this, the ICT based solution “SMS-112” is to be developed. This solution will allow people with hearing and speech disabilities to clearly make emergency “calls” as text messages.

Under the Estonian-Swiss cooperation programme, work was continued with project “GIS-112”, the aim of which is to provide faster rescue and ambulance

¹² Survey by Faktum & Ariko “Satisfaction with Emergency Response Centre services”, November 2011.

PHOTO: ANDRES PUTTING/DELFI/RESCUE BOARD



In 2010, much attention was focused on the standardisation of activities in the area of rescue works.

services to those in need of assistance. As a result of the first stage of the programme, a detailed analysis of the geo-information system has been completed. The final term of the programme takes up the second half of 2012, when the geo-information system will be installed in all the rescue and ambulance vehicles. The introduction of the system will make the identification of the provider of assistance closest to the person in need of assistance more mobile and considerably faster for the Emergency Response Centre. As a result of the programme, one hundred and thirty rescue vehicles all over Estonia will be installed with monitors for displaying the necessary navigation instructions for the dispatched crews, the important operative data for rescue service units (e.g. water hydrants etc). The system will also allow the monitoring of the location of other vehicles heading towards the scene of the event.

6.4. Improving the capability of rescue crews

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

One part of the organisation of services involves the planning of the necessary rescue technology and equipment. The main problem with regards to rescue equipment is the irregularity of procurement of protective clothing and equipment, which in 2011 caused several simultaneous problems with protective clothing, breathing devices, equipment repairs etc. In addition to all this, the special equipment of the Rescue Board – particularly cistern trucks and ladder trucks – also requires upgrading. We have to ensure the regular and sustainable procurement of rescue technology and equipment in the future.

The efficiency of the activities of rescue volunteers (in fire-fighting services) needs to be improved. Further pre-conditions to that were created by the Rescue Act and its implementation acts enforced on 1st September, 2010. The creation of an extensive network of volunteer rescue crews is an important direction of activity, in parallel with which the state rescue crews are placed, equipped and trained on the basis of identified risks. One of the examples here is increasing the number of rescue crews with life saving capabilities. While in 2008 there were 41 such rescue crews, the plan is to increase this figure to 66 in 2012. The number of volunteer rescue crews is also planned to be increased in 2012; for this purpose, the state can offer financial support to volunteers as well as comprehensive assistance in counselling, training and procurement of equipment.

6.5. International crisis management exercise EU CREMEX 2011

On 16th-20th May 2011, the Ministry of the Interior organised the biggest cooperation exercise of civic structure in Estonia's history – EU CREMEX 2011, which included chemical and radiological emergencies, a large-scale evacuation event and a hostage crisis. EU CREMEX 2011 (EU Chemical and Radiological Emergency Management Exercise 2011) was carried out with support from the European Union Civil Protection Mechanism (EU CPM) and the objective was to check the understanding and implementation of the principles of the EU CPM. The exercise included the coordination of international assistance in a real-life situation and the activities of crisis management committees in accordance with the Emergency Act developed in 2009. The project provided valuable experience to international and Estonian crisis management teams and all the participating countries as well as other EU CPM partner states received thematic training materials, including video materials.

As the aim of the project was to check the capabilities of the Estonian crisis management system, a very complicated scenario was created. The activities were located in the city of Tartu and at Tallinn Airport and involved nearly all Estonian authorities and cooperation partners related to the elimination of chemical and radiological accidents.

According to the scenario, several nuclear energy related summits were taking place in Tallinn and Tartu on 16th-20th May. Tallinn was hosting a summit of EU government heads, preceded by a science conference in Tartu, which also included several government delegations led by ministers. According to the scenario, these summits had caused a wave of protests all over the world, with protesters threatening to use a 'dirty bomb' against both the events and the government organising the events. In order to prevent or limit the consequences of such attacks, several international organisations recommended that the Estonian government ask for external assistance. For the purpose of ensuring security at the summits, the Estonian Rescue Board and the Security Police Board engaged the assistance

of Finnish, Swedish, Lithuanian, Dutch and UK rescue and police forces.

The events started in Tartu with several chemical accidents – one at a high-risk chemical enterprise and the other in the transport of hazardous substances, with an added radioactive element. The accidents required extensive evacuation and the elimination of pollution in a densely populated area. The scenario continued at Tallinn Airport, where a hostage crisis was enacted as well as a 'dirty bomb' incident. The same scenario was followed both in the in-house exercise and the field exercise.

The main objectives of EU CREMEX 2011

- To check the tactical and strategic activity plans related to radiological and chemical emergencies and hostage crises;
- To practice the implementation of the EU CPM principles and the coordination of international assistance via the EU Monitoring and Information Centre (MIC);
- To practice receiving assistance from EU Member States and coordinating it in the crisis region;
- To offer training possibility to all the parties involved in civil protection and to create training materials in the area of tactical response and inter-agency cooperation.

The main conclusions of EU CREMEX 2011

- To improve the uniformity of the principles of managing emergency situations;
- To improve the organisation of both intra-agency and inter-agency cooperation, preparedness to respond to radiological and chemical events and large-scale evacuation skills through the preparation of regulations and consistent training and exercises;
- To improve the technical preparedness of the primary response units to solve chemical and radiological emergencies.



2011 Activity Report on the
“Main Guidelines of Estonia’s
Security Policy Until 2015”



Increased sense of security

8. Public fear of falling victim to assault in public places has decreased	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
<p>8.1. The public will be notified of the places and times where and when people are at risk of falling victim to assault, as well as the individuals' opportunities to contribute to public security.</p>	<p>The aim of public communication is to increase general public awareness of people's own key role in personal security.</p> <p>The uniform Annual Plan for the Prevention of Offences in 2011 (31st March, 2011) was developed and public awareness raising campaigns were carried out on the basis of the Plan in the following areas:</p> <ol style="list-style-type: none"> 1) offences committed by and against minors (including bullying behaviour in educational institutions); 2) close relationship violence; 3) saving human lives; 4) offences disrupting the public peace; 5) offences related to the consumption of addictive substances; 6) prevention of offences against property; 7) traffic violations under the Traffic Supervision Plan. <p>The awareness-raising activities of the police were aimed at the following target groups:</p> <ol style="list-style-type: none"> 1) minors; 2) the elderly; 3) tourists; 4) other more vulnerable people; 5) all residents in particular regions. <p>In the course of its awareness-raising activities the police regularly updated notices published on its homepage and explained the correct behaviour in dangerous situations by providing examples of specific offences in opinion stories and interviews published in the media.</p>

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.	<p>The average number of law enforcement patrols on duty was 94.84 in 2011 (91.12 in 2010).</p> <p>The results of the opinion survey conducted among the population from 26th May to 5th July, 2011 show that satisfaction with the activities of the police has decreased, to a greater or lesser extent, in all the regions (from 67 % to 64 %) in regards to work, communication skills, performance efficiency and professional skills.</p>
8.3. 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.	<p>In 2011, a model of stationing patrols was developed on the basis of a place-time analysis of offences. The model helps plan the work of patrol teams and has been implemented since the beginning of 2012.</p> <p>In 2011, patrol team and emergency call reporting was improved in the police information system ALIS, which simplifies the analysis-based planning and organisation of the work of patrol teams.</p>
8.4. Effective cooperation networks will be established at the local government level for engendering law-abiding behaviour among risk groups.	<p>Local governments have committees focussed on security. In smaller rural municipalities, which have not formed committees, social preventative work is performed through various cooperation networks that also involve regional police officers. The committees and cooperation networks solve both local individual cases and general issues (e.g. possibilities for the youth to spend free time).</p> <p>170 local governments had formed such committees in 2011 (161 in 2010).</p>
9. The number of offences against the person will be reduced, while special attention will be paid to reducing the number of manslaughters and murders as well as offences against minors	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
9.1. Media campaigns will be conducted aimed at drawing public attention to the problem of school violence and violence in personal relationships, and the measures for preventing such problems.	<p>In 2011, the police carried out 15 preventative projects in the areas of school violence and violence in personal relationships (13 % of the volume of all projects to prevent offences). Without taking into account regional or inter-prefecture unilateral awareness raising campaigns, the projects have managed to directly reach 2 376 minors and 3 721 adults.</p> <p>The number of projects to raise public awareness of Internet risks has grown (5 projects in 2011), the largest ones of which were project "Click" (2 000 basic school level students and their parents at Saaremaa Comprehensive Upper-Secondary School) and "Safe on the Internet" (800 4th and 5th grade students in Pärnu County) carried out by the West Prefecture.</p>

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<p>9.2. The cooperation between officials involved in protecting minors will be enhanced.</p>	<p>The police have been constantly cooperating with social and child protection workers at the national, regional and local levels, including notifying them of close relations violence incidents involving minors (with 100 % of the information forwarded in 2011).</p>

	<p>The police participated in the project “Security at School” through regional training events aimed at the implementation of emergency response plans.</p> <p>The police are a partner in the project “Community-based offence prevention in Nordic Countries” financed from the national structural funds of the European Social Fund (final deadline 2012) the objectives of which are to increase the awareness of Estonian specialists of community-based offence prevention methods and the rehabilitation of people released from prison, as well as to develop the skills of carrying out community-based preventative work in Estonia.</p> <p>On 15th June, 2010, “Instructions for treating children who have committed an offence or need assistance” was approved by Directive No. 265 of the Director General of the Police and Border Guard Board. In 2011, work was started to update certain sections of the instructions (final deadline December 2012).</p>
9.3. Support to non-profit associations which offer social programmes will be enhanced.	<p>Non-profit associations have been involved mainly in project-based activities, through substantive contribution in the implementation of the projects of the Police and Border Guard Board (voluntary work).</p> <p>The number of sectors of neighbourhood watch, school watch and kindergarten watch grew by 11 (1 025 at the end of 2011 up from 1 014 in 2010).</p>
10. More efficient integration activities improve the unity of Estonian society	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
10. More efficient integration activities improve the unity of Estonian society.	<p>In 2011, work was continued to speed up and improve the organisation of the naturalisation process. The activities launched in February 2008 were continued in informing the parents of children of undetermined citizenship upon registering the birth of their child that they have the possibility of applying for Estonian citizenship for their child by simplified procedure.</p> <p>The parents of newborn children no longer have to be informed in the manner described above, as on 13th November, 2011 the IT solution between the Population Register and the Police and Border Guard Board was implemented, allowing the Police and Border Guard Board to use IT tools to gain a more efficient overview of persons who have not obtained Estonian citizenship at birth and should perform certain procedures to ensure their lawful stay in Estonia.</p> <p>The various awareness raising activities have fulfilled their purpose – the number of persons of undetermined citizenship living in Estonia on the basis of a valid right of residence or a residence permit dropped below 100 000 in April 2011 and is steadily decreasing.</p> <p>It can be said on the basis of the 2011 statistical data that the number of persons who have obtained Estonian citizenship has grown somewhat.</p>



Increased traffic safety

11. The number of fatalities and injuries in traffic accidents as well as the related property damage is to be reduced	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
11.1. The police authorities will be equipped with an optimum number of speed measuring equipment and evidential alcohol breathalyzers.	By the end of 2011, the police had procured another 53 speed measuring devices (13 laser and 40 radar speed measuring devices). For the purposes of evidencing traffic supervision procedures, 43 recording devices integrated in the rear-view mirror, 36 video cameras with vehicle installation adapters and 12 "extreme" video cameras were procured. 15 alcohol breathalyzers were procured. In 2012, the police plans to procure 6 evidential alcohol breathalyzers and 6 on-the-move speed measuring devices.
11.2. Automatic traffic surveillance systems (above all, speed cameras) will be implemented.	22 speed cameras mounted in weather-proof enclosures were installed on the Tallinn-Tartu-Võru-Luhamaa Road and 8 on the Tallinn-Pärnu-Ikla Road. 16 automatic stationary speed cameras are currently in use. In 2012, the plan is to procure and install more cameras and enclosures, e.g. 10 speed cameras and enclosures on the Tallinn-Narva Road. A project has been initiated, under which Tallinn City Government will procure and install 2 traffic light, speed and public transport lane cameras in Tallinn in 2012. From 1st January, to 31st December, 2011, the traffic procedures service sent out 60 985 fine notices.
11.3. The legislative base for ensuring traffic safety will be updated.	The new Traffic Act entered into force on 1st July, 2011.
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.	No activities were carried out in 2011. The activities are covered in the Estonian National Traffic Safety Programme Activity Plan until 2015.
12. Traffic culture will be improved	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
12.1. The measures for informing the public of the traffic-related risks and the methods for hedging these risks will be enhanced.	Traffic supervision and traffic safety were in increased focus last year, constituting one of the main directions of work. The work was based on the special traffic supervision media plan, which was developed for 2011 and was in accordance with the various campaigns and activities of the Road Administration and Operation Lifesaver Estonia (railroad safety).

	<p>Every campaign included preliminary messages, interim summaries and final summaries. Extraordinary urgent messages were published about the changing weather conditions and dangerous road circumstances.</p> <p>Warning messages were published concerning the necessity to use reflectors, light traffic protective equipment (helmets and protective gear) and security equipment. The messages were published together with extreme examples of the dangers of disregarding safety.</p>
<p>12.2. The involvement of citizens in the ensuring of traffic safety will be increased.</p>	<p>The existing possibilities were used (primarily media channels, announcements of spokespersons, the traffic information website of the Police and Border Guard Board and the Road Administration, the email addresses of police authorities, general information hotlines, the Police and Border Guard Board account on Facebook, and the South-Estonian traffic hotline).</p> <p>In recent years it has been a custom to increase the efficiency of supervision on traffic junctions and zebra crossings near educational institutions during the first week of September, in order to remind drivers that children are back in town/school. These activities also involve private persons and their associations (e.g. The Association of Grandparents).</p>
<p>12.3. Traffic safety-related instruction in kindergartens and basic schools will be improved.</p>	<p>The Police and Border Guard Board carried out 41 prevention projects in the area of traffic (31 % of all the offence prevention projects in 2011). Without taking into account regional or inter-prefecture unilateral awareness raising campaigns, the projects have managed to directly reach 13 401 minors and 4 595 adults.</p> <p>In the West Prefecture, the main prevention projects in the area of traffic included the traffic awareness raising project "Safe traffic" (2 600 minors and 100 adults) and the "Little survivor" (2 300 minors).</p> <p>Similar major projects in the North Prefecture included the "Haabersti traffic ace" (2 500 minors) and the project intended for young army drivers "You can" (1 615 adults).</p> <p>The major projects carried out in the South Prefecture included the project of reflector workshops "Be visible" (397 persons) and the railroad safety project "Train always has right of way" (463 minors).</p> <p>In the East Prefecture, the major projects included the traffic culture promotion project aimed at the youth "Look out!" (700 persons) and the safe cycling project "Safe bicycle ride" (66 persons).</p> <p>In addition, police officers gave lectures about safety to children at kindergartens and educational institutions and distributed traffic ABCs to 1st grade pupils.</p>



Enhanced fire safety in the living environment

13. The number of fatalities and injuries caused by fire, as well as the related proprietary damage will be reduced	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
13.1. The measures for informing the public of the necessity and the mandatory nature of autonomous smoke detectors in residential space.	<p>Autonomous fire alarm detectors became mandatory in residential spaces on 1st July, 2009. Media campaigns to inform the public about the necessity and mandatory nature of smoke detectors were held already before smoke detectors became mandatory.</p> <p>In 2011, the public was reminded of the mandatory nature of smoke detectors, but the primary aim of the campaign was to encourage people to check the working order of the smoke detectors their parents and elderly relatives used, and to change the batteries where necessary.</p> <p>The advertisements from private companies selling smoke detectors also helped remind people of the obligation to install smoke detectors. According to a survey commissioned by the Rescue Board 94 % of families had a smoke detector as of November 2011.</p>
13.2. Establishment of the legislative base for making the use of non-combustible textiles mandatory in public buildings.	<p>The relevant amendment of law has not been initiated; only a preliminary impact analysis has been performed. The analysis shows that the expenses resulting of the amendment would be very high and the subsequent positive effects would probably not outweigh the benefits to be gained.</p>
13.3. The fire safety awareness of social workers and staff of welfare institutions will be increased.	<p>An external aid project has been initiated for developing optimum special fire safety solutions and training the staff of welfare institutions (namely the Swiss-Estonian cooperation programme). In 2010, the basic project application was prepared, and approved by the Swiss side, i.e. the project received the final financing approval. Among other activities, the project includes the development of a special training programme for the employees of social welfare and medical care institutions. In 2011, actual work was started towards the implementation of the project and procurement tenders have been held for various parts of the project (e.g. the specific nature of hospitals and care homes and the development of risk assessment methods; the development of a training system etc.).</p>

13.4. Fire extinguishers will be made obligatory in residential space.	The relevant amendment of law has not been initiated. In 2010, the Applied Research Centre at the University of Tartu completed the study "The assessment of the impact of the mandatory use of primary fire extinguishing tools in residential spaces". It was concluded in the study that it is not rational to establish an obligation to have a fire extinguisher in every living space, because it is not cost-effective. According to the study, the establishment of the obligation may be rational for high-risk facilities (multi-storey apartment houses etc.). According to a study commissioned by the Rescue Board, the importance of having a fire extinguisher in residential spaces increased considerably (from 37 % to 40 %).
14. Public awareness of the right course of action in fire emergencies will be increased	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
14.1. More volunteers will be involved in the organisation of fire safety counselling related home visits.	A training programme has been developed for volunteers for conducting fire safety counselling home visits and volunteers are ready to independently organise fire safety counselling. In the conditions of the reduced budget it was not possible to involve and train more volunteers in 2011 and cooperation was continued with previously trained volunteers.
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.	<p>The public has been informed of risks related to furnaces, boilers and other home fireplaces every year, before the heating period commences. The public is also informed of risks relating to open flames every year upon the arrival of the higher fire risk period (i.e. spring) and this activity is repeated regularly. In cooperation with the Environmental Inspectorate, supervision is also performed with regard to compliance with the requirements related to campfire safety in forests and other plant-life areas.</p> <p>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).</p>
14.3. The measures for informing parents of child-related fire safety risks will be enhanced.	Target group-specific information materials have been developed and the educational films made in previous years – "Why did it have to happen to us" and "Theorem of fire" – have also been used in preventative work. The safety-related animations "Bunny Ben testing the smoke detector" were also used. Work has started to adapt the information materials for the Russian-speaking target group. The information materials also have a sign language option.
14.4. Fire safety-related activities in social welfare institutions will be improved.	<p>Every year, compliance with fire safety requirements in welfare institutions is inspected and annual overviews of the fire safety situation in welfare institutions are prepared.</p> <p>An external aid project has been initiated for the purpose of developing the best special fire safety solutions for welfare institutions (namely the Swiss-Estonian cooperation programme). The project was approved by the Swiss side in 2010 and the implementation of various activities began in 2011.</p>

IV

Improved property protection

15. The number of criminal offences against property will be reduced, while paying special attention to prevention of criminal offences against property committed by minors.	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
15.1. Preventative measures based on the analysis of the criminal offences committed by minors will be redirected to influencing the causes of these offences.	The 2011 overall annual plan of offence prevention activities was developed by the Police and Border Guard Board and approved on 31st March, 2011. The high-priority preventative activities aimed at minors, who were reflected in the plan, were developed on the basis of an analysis of the offences committed by minors. According to the plan, various preventative activities were carried out in order to prevent offences committed by minors. 45 % of the budget for prevention projects was used for implementing prevention projects aimed at minors.
15.2. The ability of police authorities to apprehend traders of stolen goods will be improved, and a system will be 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.	The ability of police authorities to apprehend traders of stolen goods has improved. In 2011, the number of identified cases of acquisition, storage and marketing of assets gained as a result of committing an offence (§202 of the Penal Code) grew by 186 compared with 2010. The total number of such offences registered was 409 in 2011 (an increase of 83 %). The North Prefecture registered 53 % of those crimes. The value of the criminal assets identified in 2011 amounted to 2.78 million Euros.
15.3. The parents' awareness of the risks related to minors and the options for hedging such risks will be enhanced.	The police authorities raise the parents' awareness via the following means: <ol style="list-style-type: none"> 1) media communication; 2) information materials; 3) lectures; 4) providing information about risks via the Internet; 5) delivering the police authorities' message via activities aimed at various cooperation partners.

15.4. The capacity for combating criminal offences committed with the help of information technology and the Internet is to be improved.	<p>The number of offences committed via the Internet has been constantly growing. Maintaining the existing procedural capacity was of particular importance in 2011. In the future, we need to invest in increasing the capacity for solving offences committed on computers or via computer networks (by equipping the existing workplaces with modern hardware, creating at least 10 positions all over Estonia and training employees who are able to organise the pre-court proceeding of cybercrimes and perform computer observations).</p> <p>Monitoring services play an increasing role in the fight against cybercrime, ensuring efficient information exchange, which is of particular importance in urgent cases. On 1st July, 2011, the first criminal police web officer started work. The web officer replied to the total of 3 341 enquiries (an average of 557 enquiries a month).</p>
16. Efficiency of confiscation of criminal assets will be enhanced	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
16.1. The capacity of police authorities for identifying criminal assets will be developed.	<p>In order to improve the capacity for identifying criminal assets, a new structural unit of the central criminal police was established at the Police and Border Guard Board on 1st September, 2011 – the Criminal Assets Identification Office. The Office is responsible for all the activities in the area of identifying criminal assets at the Police and Border Guard Board. Criminal assets are also being identified by officials at prefectures. In the future, the identification service will also be extended to other institutions organising criminal proceedings.</p>
16.2. Identification of criminal assets in the proceedings of all precursor offences to money laundry offences will be guaranteed.	<p>76 money laundry offences were identified in 2011 (58 in 2010). The Financial Intelligence Unit restricted the disposal of assets in 913 cases in the total amount of approximately 39.8 million Euros.</p> <p>The value of the criminal assets identified in 2011 amounted to 2.78 million Euros.</p>
16.3. Facilities for storing seized assets will be created in a way which guarantees the preservation of the assets.	<p>The Police and Border Guard Board developed and implemented a procedure for handling evidence, removed items, confiscated property, seized assets and found items. Seized assets are stored in the same conditions as evidence, found and removed items and confiscated property.</p> <p>In 2011, the Police and Border Guard Board Logistics Office took over the organisation of storing and handling seized, found and other such assets from prefectures. The Logistics Office has performed an inventory and implemented uniform principles for maintaining seized, found and similar assets, and has also optimised storage and handling, which has allowed the number of employees involved in these activities to be reduced. Central storage facilities have been established in all the prefecture regions. The technical conditions of the storage facilities was recorded and the data will be used for preparing a plan of activity for improving storage conditions at the storage facilities.</p>

17. Public awareness of the options for property protection will be increased	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
17.1. The public will be notified of the potential risks and trends of criminal activity.	<p>Risks were assessed and press releases were published on an ongoing basis on TV and in regional newspapers, delivering messages such as: do not go ice-fishing on thin ice; when going mushroom or berry picking in the forest, take your mobile phone with you and inform your close ones; do not go to deserted areas alone in the dark and always pay attention to your surroundings (both outdoors and in corridors of apartment buildings); do not leave items of interest to thieves in the car; do not leave balcony doors and windows open for the night during summer etc.</p> <p>In 2011, the Police and Border Guard Board carried out 4 projects in the area of prevention of offences against property (3 % of all the offence prevention projects in 2011). Three of these were public awareness raising projects implemented in Harju County (pick-pocketing warning clips on public transport vehicles, a shop-lifting prevention film for minors etc.). The South Prefecture carried out a bicycle theft prevention campaign "Smarter than the thief", which focussed on the main possibilities of preventing thefts and included the distribution of bicycle locks to people (1 300 persons).</p>
17.2. Preventative work within the community will be expanded by involving in the process apartment associations, real estate developers, insurance agencies, security companies, companies selling security products, and citizens' associations.	<p>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 within local government units.</p> <p>2011 included the mapping of the security related committees in counties and police participation in those committees. The number of security committees established by local governments grew in 2011 (170 security committees) compared with the previous period (161 in 2010).</p> <p>The level of citizen activity has also grown, which is manifested in increased Neighbourhood Watch activities and other forms of involvement in local security issues.</p>
17.3. Sustainable development of the Neighbourhood Watch scheme will be endorsed.	<p>The participation of the police is always ensured in the establishment of new Neighbourhood Watch sectors. The police have taken part in counselling Neighbourhood Watch regions and sectors.</p> <p>In 2011, the activities of the non-profit association Neighbourhood Watch were supported with 63 912 EUR (ad hoc allocation). As at the end of 2011, the Estonian Neighbourhood Watch had 550 sectors.</p>



Fewer accidents

18. The number of fatalities and injuries in traffic accidents will be reduced	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
18.1. The legislative basis will be established for the activities of fire safety supervisors in case of any threat of fire.	The legal bases of the activities of fire safety supervision officials are set forth in the Rescue Act and the Fire Safety Act enforced on 1st September, 2010. In cases requiring prompt intervention, rescue officials have the right to issue precepts for the elimination of risks in the event of any violations of fire safety requirements established by law. In 2011, the preparation of a draft act to amend the Fire Safety Act was initiated with the aim to specify the legal basis of the activities of fire safety supervision officials.
18.2. An early warning system will be implemented, allowing the public to be given timely notification of extraordinary events, accidents and emergencies, considering, among other things, the possibility of power and communication failure.	The Rescue Board has concluded a cooperation agreement with the Estonian National Broadcasting in order to provide operative information to the public in the case of emergencies and other events. In cooperation with the Ministry of Economic Affairs and Communications and mobile communication operators, the Ministry of the Interior has continued preparations to establish a system for forwarding early warning messages via the cluster information of mobile phones.
18.3. The criteria for preparing risk analyses in enterprises exposed to the risk of major accidents will be specified, and mandatory legislative conditions will be developed for taking the results of risk analyses of enterprises into account in the preparation of plans.	The relevant legislative amendments to the Chemicals Act and the Planning Act were enforced in 2009, and the Government of the Republic Regulation specifying the criteria for risk analyses was enforced in 2011 ("Requirements for the mandatory documentation of dangerous enterprises and enterprises exposed to the risk of major accidents and requirements for the information to be communicated to the public and the notification of emergencies").
18.4. The legislation on the transportation of hazardous goods will be prepared.	The preparation of this legal act has not been initiated. According to the assessment of the Ministry of Economic Affairs and Communications, a separate act on the transport of hazardous goods is not needed, as the relevant regulations are contained in other area-specific legal acts.
18.5. Safety awareness of teachers and students, including in the areas of fire, water and household safety, will be increased.	The organisation of water safety training events at schools continued in 2011. In total, 6 800 upper-secondary school students participated in these training events.

	<p>Fire safety related training continued through previously developed projects like “Nublu helps” (for kindergarten children), “I know about fire” (for primary school pupils), “Protect yourself and help others” (for basic school students) and “Explosives” (for basic school students). A water safety related webpage has been developed – www.veehutus.ee.</p>
18.6. The ability to conduct, on the basis of risk-based selection, work environment-related inspections of workplaces will be increased with the aim of reducing the probability of work accidents.	19 fatal work accidents were registered in 2011 (24 in 2005; 27 in 2006; 21 in 2007; 21 in 2008; 19 in 2009; 17 in 2010).
18.7. Academic and recreational facilities of educational establishments will be brought into compliance with health, occupational safety and fire safety requirements as well as the building norms (legal acts, standards and instructions for construction).	The efficiency of fire safety supervision has been increased in order to bring educational institutions into compliance with fire safety requirements, and up to 2010 annual overviews of the fire safety situation in educational institutions were presented to the crisis committee of the Government of the Republic. In 2011, state fire safety supervision inspections were carried out in 1 370 educational institutions.
19. Public awareness of the right course of action in emergencies will be increased	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
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.	The instructions for conduct in emergencies are available on the following web pages: www.kodutuleohutuks.ee , www.rescue.ee , www.veehutus.ee and www.ohutusope.ee . Safety related information can also be obtained from the rescue area information hotline 1524.
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.	The new Emergency Act was passed in July 2009, combining the former Emergency Preparedness Act and the State of Emergency Act. On the basis of the Emergency Act, the Government of the Republic Regulation “Procedure for notification of the public of an immediate risk of emergencies, of emergencies and of response to emergencies and requirements for the information to be communicated” was enforced in 2010. The said Regulation establishes the bases for notifying the public of emergencies and responses to emergencies as well as the bases for early warning 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.	The Rescue Board, the Police and Border Guard Board and the Road Administration have coordinated the dates of organising public safety campaigns every year, in order to avoid the overlapping of campaigns aimed at the same target groups.
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.	In the summer of 2011 a water safety related media campaign “Don’t drink and swim” was carried out, in order to reduce water accidents among the largest target group – people under the influence of alcohol. Work was also started to study the water safety awareness index (i.e. a trial study was conducted). Explosives risk-related preventative work at schools was continued in 2011 in the framework of the US Defence Department programme “Mine Risk Education”.

VI

Improved national security

20. The state has the capability to reliably identify the people residing in Estonia	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
20.1. Digital fingerprint information will be entered in travel documents.	Besides travel documents, the Police and Border Guard Board started entering fingerprint biometry also on the residence permit cards issued to third-country nationals as of 1st January, 2011. A new travel document production procurement system is being prepared, under which the entry of fingerprint biometry in travel documents will be continued. The production of travel documents under the new travel document production contract will begin on 1st January, 2014. Unfortunately, it is still not possible to use the fingerprint data collected in personal identification in general (currently, the fingerprints contained in the chip of a travel document are only compared upon issuing the document).
20.2. Identification and personal ID document-related databases will be harmonised with personal status and identification procedures, with the options for cross-usage of the data being increased.	This activity would be facilitated by the creation of a new information system in the citizenship and migration area; if funding is allocated, the plan is to start the analysis thereof in 2012.
20.3. The options for the use of personal identification documents will be expanded with the purpose of insuring their wider use.	<p>Since 1st January, 2011, new personal ID documents – residence permit cards – have been issued on the basis of a valid residence permit or a right of residence to aliens who permanently reside in Estonia, but are not citizens of the EU. A residence permit card contains the personal data, residence and employment data, photo and fingerprint images of the user of the document. Similarly to personal ID cards, residence permit cards enable the identification of persons both in the physical and the electronic environment and the provision of digital signatures.</p> <p>New personal ID cards were introduced in 2011. One of the main changes involves an upgrade to the security elements of the ID cards, as a result of which the personal ID cards issued after the beginning of 2011 are better protected against possible misuse. In addition, the visual design and the chip platform were changed.</p>

	<p>Since 1st February, 2011, Estonia has issued another type of digital personal certificate, namely mobile ID certificates with a national guarantee. A mobile ID is a digital personal identification document which is used on a mobile phone and recorded on the SIM card of a mobile phone. A mobile ID allows a person to perform the same procedures that citizens can perform with a personal ID card and aliens with a residence permit card, i.e. use e-services and give digital signatures. Unlike personal ID cards and residence permit cards, mobile IDs are intended for the identification of persons only in the electronic environment.</p> <p>The offices of the Police and Border Guard Board continue to issue digital personal identification certificates as a prompt service.</p>
21. Possibilities for illegal immigration and illegal stay in Estonia will be reduced	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
21.1. The measures for preventing, combating and discovering illegal immigration will be enhanced.	<p>An analysis of illegal immigration was prepared for 2011.</p> <p>Implementation protocols of readmission agreements were concluded with the Russian Federation and Serbia.</p> <p>A cooperation agreement was concluded between the Ministry of the Interior and the Estonian Red Cross for the development of a readmission monitoring system.</p> <p>Close cooperation was continued between the law enforcement police, the border guards and the criminal police, the Security Police Board and the Tax and Customs Board for the detection of illegally staying persons in targeted police activities, joint operations and migration supervision raids.</p> <p>Border guards participated in five land border joint operations, four air border joint operations and three sea border Frontex joint operations. Border control operations involved 93 officials, a plane and an observation bus. The operations were carried out in the main areas of illegal immigration. Estonia contributed most in operations on the Greek-Turkish border, where the immigration pressure remains strong. 75 % of Estonia's contribution was focussed on operations in Greece. In total, the various missions lasted for 3 116 days (2 381 in 2010 and 1 092 in 2009).</p>
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.	<p>On 11th October, 2011, the Estonian national visa register was interfaced to VIS, the visa information system of the Schengen Member States. In accordance with the requirements of the common information system, visa applicants are fingerprinted at border checkpoints, upon applying for an extension of the length of stay at the Estonian Police and Border Guard Board and at the Estonian Embassy in the Arab Republic of Egypt. The rest of the Estonian foreign representative offices forward the alphanumeric personal data and photos of visa applicants to VIS.</p>

	<p>The VIS objectives were achieved and the use of VIS in border control together with the fingerprint checking capacity was implemented on 27th October, 2011. In addition, training in the use of technical equipment and the border control information system was organised for border guards stationed on the external border in the framework of the 2011 External Borders Fund programme.</p> <p>Development work was started to ensure readiness for interfacing the information systems of the Police and Border Guard Board to SISII (both entry and enquiry information systems). The development work is planned to be completed by the beginning of 2014.</p>
21.3. 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.	The transmission procurement has been held for upgrading the transmission network (this includes the creation of a data communication network, which enables the transmission of observation camera signals from monitoring positions to centres). The main activities include the installation of additional radio links and upgrading of existing ones and the installation of fibre-optic communication cables.
21.4. The land section of the external border, as well as the lake and river border will be developed.	This activity was not started in 2011.
21.5. 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.	In 2011, the guarding coverage on the eastern border was increased by mobile monitoring tools and surveillance cameras. All the border guard cordons on the eastern border are equipped with surveillance tools.
22. Prevention and combating of intelligence and subversive activities targeted against the Republic of Estonia will be enhanced.	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
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.	Work was continued to increase the efficiency of international cooperation with partner countries. The proportion of intelligence gathering has been increased to its optimum level.
22.2. The awareness of possible espionage activities will be increased among the subjects of scientific and industrial espionage.	<p>Activities were continued to increase the awareness of subjects of scientific and industrial espionage.</p> <p>The Security Police Board continued the regular counselling of persons processing state secrets.</p> <p>Cooperation with scientific and research institutions was continued.</p>
22.3. The legislative basis will be established, making the electronic registration and preservation of the personal information of passengers who are departing to or arriving from EU member states in airports mandatory. The same will apply for passengers who are travelling through ports and railways that conduct customs and border procedures, and customers of accommodation establishments, as well as ensuring electronic access by law enforcement authorities.	Work was continued in developing regulations obliging airline service providers to forward passenger booking information to law enforcement agencies. In parallel to developing these regulations, Estonia has continued its active participation in the relevant EU decision-making process, in order to ensure the correspondence of the common EU regulation with Estonia's needs and interests. Estonia has carried out a test project for testing data communication options.

	<p>Under the leadership of the Ministry of Economic Affairs and Communications, the procedure for forwarding and receiving security-related information at ports and port facilities was established.</p> <p>An amendment to the Ports Act was sent to the Riigikogu. The aim of the amendment is to increase the efficiency of supervision over passenger lists.</p>
22.4. The country's cyber security-related capacities will be developed, and the internal security and defence authorities' cooperation with other interested parties and individuals with the corresponding competence improved.	<p>Cyber security issues are coordinated by the Cyber Security Council operating under the Security Committee of the Government of the Republic. The Council consists of the representatives of both the public and private sectors.</p> <p>The Riigikogu has established the regulation for ensuring uninterrupted communications. The preparation of implementing legal acts has thus begun.</p>
23. The effectiveness of prevention and combating of acts of terror, including the prevention of attacks against persons protected by the state, will be enhanced	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
23.1. The security of objects with high risk of a physical attack will be raised.	<p>The Emergency Act 2009 stipulates the obligation to protect objects with a high risk of attack. Draft measures to be taken for the protection of objects with a high risk of attack were developed and a draft list of such objects was prepared.</p>
23.2. The efficiency of security measures will be analysed on a regular basis.	<p>The efficiency of security measures is being analysed on a constant basis. As a result of the analysis activities, problems have been pointed out and solutions proposed for improving the situation.</p> <p>In 2011, proposals to increase the level of security of their objects were made to all the ministries.</p>
23.3. The personal protection of individuals facing a high risk of attack and the security of national events and state visits will be improved.	<p>Activities included the collection of information necessary for improving the personal protection of individuals facing a high risk of attack and the security of national events and state visits (risk assessments were prepared by the Security Police Board and the Police and Border Guard Board). No attacks against the protected persons took place in 2011.</p> <p>The security of persons and national events is ensured.</p>
23.4. Security activities will be transformed into a set of information-based activities which are based on professional cooperation with various associated organisations.	<p>The Central Criminal Police determined the circumstances endangering the protected persons and prepared risk assessments, which were used in the protection of persons.</p> <p>The protection of the protected persons was organised in cooperation with the President's Office, the Prime Minister's Office, the Government Office, the Ministry of Foreign Affairs, the Rescue Board, the Security Police Board and other competent authorities, as well as with the relevant services and authorities and other organisations of foreign countries within the limits of their competence.</p>

23.5. An automatic fugitive and vehicle identification system will be developed.	In 2011, the automatic number ID system (ANTS) was extended to Mõisaküla. The Tax and Customs Board continued work to extend the number identification system to the internal border and ports and the next number identification systems to be completed will be located in Valga (2 locations), Murati and Lilli. The relevant contract was signed in 2011.
23.6. The capacity for discovering radiation sources on the internal borders and in major ports will be developed.	<p>In 2011, radiation monitors were installed at Muuga Port and Sillamäe Port. All the officials at Muuga and Sillamäe received radiation control training and all the ports were equipped with modern handheld radiation control measuring devices.</p> <p>According to the plan, monitors will be installed at Tallinn Airport and the Estonian Academy of Security Sciences in 2012.</p> <p>In May 2011, the Tax and Customs Board organised a joint exercise for the Rescue Board, the radiology department of the Environmental Board, the Police and Border Guard Board and the Security Police Board to train radiation control capabilities and operative information exchange at the Narva border point.</p>
23.7. The inspection of goods in ports and on ships will be made more effective.	<p>In 2011, the customs work organisation was changed at ports – a ship traffic centre was created to provide services to all the ports.</p> <p>The period of transition to the Import Control System and the Export Control System, which include automatic risk analysis, ended. The efficiency of cargo control was increased, as it is now managed from one place, where all the Estonian ship traffic is handled.</p>
24. The functioning of vital services in case of accidents and emergency situations will be secured	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
24. For this purpose, the required legislative base will be established.	<p>The legal bases for the functioning of vital services have been established in the Emergency Act passed in July 2009. In 2010, two specifying regulations of the Minister of the Interior were enforced: "Instructions for the preparation of continued operation plans" and "Instructions for the preparation of continued operation risk analyses". These regulations give the providers of vital services the methodological basis for determining the risks to continuous operation and proposing measures to hedge the risks.</p> <p>As at December 2011, 170 institutions and enterprises providing 43 vital services had prepared continuous operation risk analyses and plans. On the basis of these, the institutions and persons organising the continuous operation of vital services have prepared an overview of the organisation of the continuous operation of every vital service.</p>

VIII

Faster emergency aid

25. The time between suspicion of a threat and combating of the threat or elimination of the violation will be reduced	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
25.1. Self-initiative-based volunteer activities will be developed with the aim of implementing primary measures for alleviating the consequences before the arrival of professionals.	<p>In December 2011, the Ministry of the Interior forwarded to the Government the draft Act Amending the Police and Border Guard Act and the Maritime Safety Act. The aim of this Act is to regulate the legal bases of the activities of sea rescue volunteers, in order to engage them in the activities of the police in carrying out search and rescue work in internal and territorial waters, on Lake Peipsi, Lake Lämmijärv and Lake Pskov and other border water bodies in the search and rescue of people, ships, airplanes and other vessels in distress or missing.</p> <p>In June 2011, the joint exercise/training of border guards and sea rescue volunteers was held for the fourth time at Käsmu.</p> <p>May 2011 saw the end of project VOMARE 2008-2011, in the course of which people were trained and equipment was procured for four pilot associations of sea rescue volunteers (Toila, Käsmu, Lohusuu, Mustvee).</p> <p>The Police and Border Guard Board are one of the cooperation partners and co-financing parties of the new project VOSABASE 2011-2013, the aim of which is to build a volunteer sea rescue system in cooperation with the state. One of the objectives of the project is to train instructors and study the volunteer sea rescue systems of neighbouring countries.</p> <p>By the end of 2011, the number of volunteer rescue crews that had concluded a rescue work agreement with the Rescue Board had risen to 82, in addition to which there are two reserve rescue crews – in Harju County and in Lääne County.</p> <p>At the end of 2011, the Ministry of the Interior started preparations for the development of the new volunteer rescue concept for 2013-2020.</p>

	<p>The number of rescue volunteers has grown to 1 109. According to the Decree of the Minister of the Interior “Concept of development of volunteer activities assisting rescue work”, the target number of volunteer rescue workers is 1 200 by the end of 2012 and that will be achieved. The number of volunteers who have completed at least the first level of training has risen to 1 003, and 731 of them have also completed the second level of training.</p> <p>In 2011, the Ministry of the Interior financed the representative organisation of volunteer rescue workers – the Estonian Voluntary Rescue Union – with 35 151 Euros, including 15 978 Euros for the preparation of the vision document of the Union.</p> <p>With support from the Ministry of the Interior, the Voluntary Rescue Union is expanding the activities of its coastal members also to sea rescue activities. The sea rescue section of the Union currently comprises 17 members.</p>
25.2. Standards will be established for police emergency response and standard emergency response priorities.	Depending on the specific regional conditions, the prefectures have established response priorities and standards. The procedure for patrol activities is applied in all the police authorities. Work was started to implement the plan of activity for the development of control centres prepared in 2010 and to make preparations for the transition to the uniform emergency number 112.
25.3. Sea patrol will be improved and the procurement of new multifunctional (patrol, marine rescue, pollution control, etc.) ships continues.	The construction of the new multifunctional pollution control ship financed from the European Fund for Regional Development continued and preparations were made for taking it into service. According to the plan, the ship will be delivered to the Police and Border Guard Board in autumn 2012. The ship will be 63.9 metres long and 10.2 metres wide, with a draft of 4.2 metres. The ship will be used in carrying out consistent pollution monitoring and prevention work, allowing the performance of rescue and pollution control activities also in very severe weather conditions and the complicated ice conditions of the Gulf of Finland. Above all, the new ship will be tasked with the localisation and elimination of oil pollution, operations involving chemical accidents, extinguishing fires both in ports and at sea, moving independently in the ice conditions of the Baltic Sea and the Gulf of Finland, and working to prevent intentional pollution incidents within the assigned area of responsibility.
25.4. Public awareness of the 112 emergency phone number will be increased.	In order to increase public awareness, the activities in 2011 included the publication of explanatory articles in local newspapers, participation in various public events (trade shows, security days, events of the European 112 Day) and the organisation of training for various target groups; these activities are ongoing. According to a survey conducted in 2011, the proportion of correctly behaving (informed) people, who in the case of a fire first call 112, was 84 % (83 % in 2010).

<p>25.5. Emergency call response and emergency crew dispatch speed will be increased and the skills of forwarding emergency notices improved.</p>	<p>In 2011, the average time of responding to 112 calls was 6 seconds in normal circumstances. In the case of incidents requiring urgent intervention, the average time of processing emergency calls was 75 seconds from the receipt of the call. In order to speed up the processing of rescue calls, lists of questions for processing different rescue incidents were introduced in 2011. The geo-information system GIS-112 will be introduced in 2012, which will ensure the processing of urgent calls within 1 minute at the maximum in sparsely populated areas. In 2011, it took an average of 50 seconds to issue a dispatch order to the necessary number of rescue crews, explosives removal teams and ambulance crews in the case of incidents requiring urgent intervention.</p>
<p>25.6. 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.</p>	<p>In 2011, the European Union Civil Protection Mechanism (EU CPM) exercise EU CREMEX 2011 was held in Estonia. The exercise included rescue crews from Estonia, Sweden, Finland, Holland and Lithuania and special police teams from the United Kingdom and Lithuania.</p> <p>The following acquisitions were made in 2011 with support from the European Regional Development Fund:</p> <ol style="list-style-type: none"> 1) 2 control containers; 2) 1 pollution removal container; 3) 1 collapse container. <p>In addition to the acquisition of equipment, the activities included regular training of rescue workers (cooperation training) and exercises (exercise in extinguishing combustible liquids, regional surface rescue exercises, and classroom training events).</p>
<p>25.7. The capacities for fighting the consequences of extensive forest fires, extensive coastal spills and combustible liquid fires will be improved.</p>	<p>In 2011, regional pollution control exercises, forest fire exercises and cooperation training events were held for authorities. The activities also included regional classroom training events etc.</p>
<p>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.</p>	<p>In cooperation with the Ministry of Defence, an analysis of combining the national aircraft fleet was launched, in order to ensure higher efficiency in the use of the existing aircraft and infrastructure and the higher quality of the services provided. The work group will present proposals to the Government in June 2012.</p> <p>The creation of infrastructure for improving the guarding and rescue capabilities of Western Estonia (Kuresaare) will continue in 2012. The level of preparedness is, above all, developed in guarding the sea border, but also in performing search and rescue operations and medical aid flights.</p>

	<p>A new technical solution has been implemented, which allows the transmission of real-time images from video cameras installed on helicopters to control centres that are tens of kilometres away. Two of the three helicopters have been installed with cameras. The camera feed may be of help in search and sea rescue operations as well as in various large-scale operations in order to manage traffic flows and obtain a better overview of the situation.</p>
<p>25.9. Implementation of additional fire detection equipment (in addition to autonomous fire alarm sensors) and the related awareness will be increased.</p>	<p>In 2011, the focus was mainly on increasing public awareness of the mandatory requirement for smoke detectors and the need to regularly check existing smoke detectors. The promotion of other alarm systems (more expensive and efficient solutions) will be included in the next stage of preventative work.</p>

VIII

Enhanced security policy

26. Formation and implementation of the security policy will be enhanced	
OBJECTIVE IN THE MAIN GUIDELINES OF SECURITY POLICY	ACTIVITIES IN 2011
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.	Different offences were first analysed at the regional level, i.e. at prefectures, where immediate measures were planned for preventing particular offences. The objective of the centrally-gathered statistical data and overviews was to support strategic decision-making.
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.	The Ida-Viru activity plan is being implemented and follow-up activities are being planned for 2012. As one measure, the National Academy of Security Sciences offers study grants to cadets from Ida-Viru County.
26.3. A general legal act will be established in the field of crisis management, organising the entire legislative basis for crisis management.	The general legal act in the area of crisis management is the Emergency Act passed in July 2009. Pursuant to a sub-act of the Emergency Act, the ministry level is responsible for the preparation of emergency response plans and emergency response plans do not include annexes addressing the activities of individual authorities. The emergency response plans in the meaning of the Emergency Act are established on the basis of the Government of the Republic Orders. The tasks of institutions and individuals and various emergency response activities can be regulated in more detail by every type of emergency in intra-institutional procedures and inter-institutional guidelines (methodology for the elimination of the consequences of major accidents).
26.4. The analyses of public threats and planning of preventative measures will be enhanced in local government territories.	The police regularly participated in informing local governments of various risks.
26.5. The Defence League will be involved to a greater extent in guaranteeing internal security.	In order to involve the Defence League more efficiently a cooperation agreement has been concluded between the Defence League and the Rescue Board. A framework agreement between the Ministry of the Interior and the Ministry of Defence is being developed with the aim to increase the efficiency of cooperation between the areas of administration of the two ministries. According to plan, the agreement will be concluded in the first half of 2012.

	At the beginning of 2011, the police concluded a 3-year cooperation agreement with the Defence League (2011-2013).
26.7. All forms of proceedings (criminal, misdemeanour, administrative and civil proceedings) will be integrated with the E-Toimik (E-File) environment and services.	In 2011, a development project of the procedure information system (MIS) was completed, as a result of which: <ol style="list-style-type: none"> 1) All the procedural documents used in pre-court and extra-court misdemeanour proceedings can be prepared in MIS; 2) Conditions have been created for carrying out administrative proceedings in MIS (preparation of relevant documents and file-based management); 3) Interoperability of MIS with other police information systems and related systems is ensured; 4) Data exchange between MIS and E-File is ensured (forwarding of all procedural data, including related data, exchange of proposals and work tasks with the prosecutor's office).
26.8. Volunteers and the non-profit sector will be involved in law enforcement, both in the prevention of threats to public order and alleviation of the consequences of major accidents.	As at the fourth quarter of 2011, the Police and Border Guard Board had 1 468 assistant police officers, of whom 753 were active. In total, assistant police officers contributed 59 586 working hours, the majority of which was spent in protecting public order. The hours contributed to preventative activities amounted to 3 351.
26.9. The organisation of the psychological defence of the Estonian people will be developed, involving 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.	The psychological defence of the people is organised by the Government Office. Information concerning the organisation of psychological defence is for internal use only.
26.10. The organisation of the 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.	The structure of the Rescue Board and the Police and Border Guard Board was changed in order to improve cost-effectiveness. Starting from 1st January, 2012, regional rescue centres and police prefectures are no longer independent institutions, but are included in the structure of the Rescue Board and the Police and Border Guard Board, respectively.
26.11. The best opportunities will be created for training law enforcement, criminal police and other internal security officials in the Estonian Public Service Academy.	The first internal security master's degree students graduated from the Estonian Academy of Security Sciences in 2011. By today, their final theses have been developed into several applications implemented in internal security institutions. Work was started to develop a criminal police study module, so that in future the students of the Police and Border Guard College of the Academy of Security Sciences would be able to specialise in law enforcement, border guarding or criminal police work already during their studies. The Academy also launched the Open Academy initiative to give all the internal security officials the possibility to attend the lectures of the Academy of Security Sciences and pass tests without registering as a cadet.

“Security Policy 2012” is a publication, which provides an overview of the main security policy guidelines. The book consists of three parts. The first part discusses the security policy priorities of the Ministry of the Interior and the second and the third part give an in-depth overview of the objectives and achievements in the implementation of the main security policy guidelines. The stated basic document of security policy approved by the Riigikogu establishes a common framework for Estonia’s security policy and sets a number of objectives to be met by 2015. The Minister of the Interior presents an overview of the fulfilment of the objectives to the Parliament no later than 1st March every year.

Therefore, this publication is not quite run-of-the-mill yearbook. It is intended as a report to the Riigikogu, but also as a substantive and informative read for all the internal security employees and the many good cooperation partners who have assisted us in creating a more secure living environment. This document provides explanations and food for thought for students, journalists and all others who are interested in ensuring public security.