

## **REGARDING THE MAIN MESSAGES AND OPERATING MODELS OF THE RED CROSS IN THE REGIONAL GOVERNMENT, HEALTH AND SOCIAL SERVICES REFORM**

Finland is in the midst of a large-scale reform of regions and service structures. According to the legislative proposals related to the reform, new counties will be founded, the structure, services, and funding of social and health care services are reformed, and new assignments will be assigned to the counties.

The 18 counties would be responsible for organising the services from 1 January 2021 onwards, including social and health care services and rescue services. The promotion of health and wellbeing would remain the task of the municipalities. Integration would be promoted as part of the growth and social and health care services of the counties as well as municipal services. As regional multidisciplinary actors, the counties would also take the role of preparation coordinators.

The Ministry of Social Affairs and Health has appointed LL.M. Tuija Brax, executive director of the Suomen Sydänliitto heart health association, to examine the role of organisations after the reform. A report will be completed towards the end of the summer.

The Act and the Decree on the Finnish Red Cross (238/2000 and 827/2017) state that organisations have a significant role and special position in preparation and response operations as well as in the promotion of social wellbeing and health. A memorandum of cooperation on first aid operations and preparedness has been signed with the Ministry of Social Affairs and Health. The latest memorandum is from 2014. A cooperation agreement has also been signed with the Ministry of the Interior in spring 2018. In addition, according to the memorandum of cooperation with the Ministry of Social Affairs and Health, the FRC coordinates the Voluntary Rescue Service and other volunteer groups which support the social and health care authorities in case of emergencies.

The regional government, health and social services reform is an enormous regional and local organisational change. It should be noted that the nationally recognised role of the Red Cross is not self-evident on the local level. Therefore, the local FRC actors should ensure from their cooperation partners what the role means in each situation, through negotiations if necessary.

### **Role and objective of the operations of the Finnish Red Cross**

The Finnish Red Cross is a society under public law, and its role in Finland is based on the internationally acknowledged position of the Red Cross and The Red Crescent (the Geneva Convention), and in Finland, on the Act (238/2000) and the Decree on the Finnish Red Cross (827/2017). The FRC also has cooperation agreements with the Ministry of Social Affairs and Health and the Ministry of the Interior.

In accordance with the Fundamental Principles of the International Movement of



the Red Cross and Red Crescent Societies (the Fundamental Principles of the Red Cross), the Society shall:

- 1) Protect life and health and ensure respect for the human being and human rights in all circumstances;
- 2) Promote co-operation and peace among all peoples;

- 3) Save human lives within the country and abroad;
- 4) Assist the most vulnerable in order to prevent and alleviate human suffering;
- 5) Support and assist national authorities in times of both peace and war and during armed conflicts in order to promote human wellbeing;
- 6) Promote solidarity and positive attitudes towards assistance work in society;
- 7) Promote volunteer activities for helping people;
- 8) Promote the preparedness to help; and
- 9) Increase understanding for the work of the Red Cross and its humanitarian mandate.

The Red Cross acts as a non-profit community based on volunteer operations. The Red Cross supports and assists national authorities but can also launch aid actions independently when it observes the need for help.

The Red Cross coordinates the Voluntary Rescue Service network, which consists of 52 organisations, and other volunteer groups supporting the social and health care authorities in case of emergencies.

## **Operation-specific principal messages**

### **Preparedness & preparation**

1. The FRC maintains preparedness to help and carries out aid operations.
2. The task of the FRC is to support authorities in case of emergency or disturbance. The organisation also has a particular role in aid assignments during emergency conditions.
3. The FRC and the Voluntary Rescue Service which it coordinates act in a coordinated and managed manner in aid situations managed by authorities.
4. As an extensive actor and a politically and religiously unaffiliated organisation, the FRC is able to represent the organisation field as one of the organisation representatives on various regional preparedness forums.
5. Through its own operations and by coordinating the Voluntary Rescue Service, the FRC prepares to coordinate the operations of the fourth sector (spontaneous volunteers) in crisis situations.
6. Through its operations, the FRC improves citizens' independent preparation, everyday safety and ability to deal with crisis situations.

### **Promotion of wellbeing and health**

1. The operations of the Finnish Red Cross within the field of social and health care are in the form of non-profit aid, support, and guidance, based on voluntary operations. The FRC is not a provider of social and health care services.

2. FRC volunteers support people where needed. The volunteer operations of the FRC are always free of charge for the recipients of the aid, and aid is always offered to everyone who needs it, within the limits of the available resources.
3. Red Cross volunteer operations may include low threshold guidance and instruction, but not service coordination, which is carried out by authorities.
4. Red Cross volunteer operations are an essential partner of the municipality in the promotion of wellbeing and health, and in the strengthening of participation and communality.

### **Supporting integration**

1. The Finnish Red Cross supports the integration of those in a particularly vulnerable state through its extensive network of branches and partners.
2. Operations organised with asylum seekers which support early integration can help them assimilate into Finnish society and improve their preparedness for integration significantly.
3. Though the FRC is not a service provider, it can support integration through its volunteer operations.

### **Emergency Youth Shelters**

1. The FRC's Emergency Youth Shelters are separate institutions which receive funding from STEA, the municipalities, and the Finnish Red Cross.
2. Emergency Youth Shelters help young people and families with everyday problems and crises.  
Their operations are based on team work by professionals and volunteers.

### **Justification of the principal messages and the essential actions**

#### **Preparedness & preparation**

##### Principal messages

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3. The FRC and the Voluntary Rescue Service which it coordinates act in a coordinated and managed manner in aid situations managed by authorities.
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5. Through its own operations and by coordinating the Voluntary Rescue Service, the FRC prepares to coordinate the operations of the fourth sector (spontaneous volunteers) in crisis situations.
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#### Justifications for the principal messages

- The special role of the FRC is based on the related Act and Decree.
- The FRC has national agreements related to preparedness and preparation with the Ministry of Social Affairs and Health, the Police, and the Finnish Immigration Service (Migri), and it is an essential partner for various authorities in regional preparedness planning.
- The FRC develops and maintains joint preparedness of organisations to support the authorities by coordinating the Voluntary Rescue Service (a network of 30 preparedness organisations).
- The FRC and the Voluntary Rescue Service are building the comprehensive security based extensively on a security strategy of the society, together with all of the various security operators.
- The FRC's preparedness is based on the organisational coordination of the district organisation, branches and the Voluntary Rescue Service, as well as the resources of the various operating groups in primary care, emotional support and various rescue service assignments on the national, regional, and local levels.
- The FRC and the Voluntary Rescue Service have in place a structure, operating culture, and workers throughout the country even for emergency situations.
- The FRC and the Voluntary Rescue Service have a national on-call and alert system maintained by volunteers, which allows the authorities to reach the appropriate volunteers.
- The FRC is in the best possible position to coordinate the work of the organisations as part of the authority preparation structures.
- In this role, the FRC ensures that a wide range of voluntary civil protection organisations participate in the Regional preparedness secretariat. This way, the roles of the organisations and volunteers as part of regional preparedness and alert systems is noted in the regional preparedness planning, training, and exercise operations.

#### Actions:

- The district is aware of the progress of the regional government, health and social services reform and whether it follows the current model or another form.
- The district is aware of the preparedness forums participated in.
- The district points out that the FRC is an organisational representative on the preparedness forum level.
- The district promotes county-level agreements in rescue services and primary care.

## **Promotion of wellbeing and health**

### Principal messages

1. The operations of the Finnish Red Cross within the field of social and health care are in the form of non-profit aid, support, and guidance, based on voluntary operations. The FRC is not a provider of social and health care services.
2. FRC volunteers support people where needed. The volunteer operations of the FRC are always free of charge for the recipients of the aid, and aid is always offered to everyone who needs it, within the limits of the available resources.
3. Red Cross volunteer operations may include low threshold guidance and instruction, but not service coordination, which is carried out by authorities.
4. Red Cross volunteer operations are an essential partner of the municipality in the promotion of wellbeing and health, and in the strengthening of participation and communality.

### Justifications for the principal messages

- The volunteer operations of the FRC are primarily within the scope of promoting wellbeing and health.

- In accordance with the principles of the Red Cross movement, the operations of the FRC are based on voluntary service, impartiality, and neutrality, among others.  
The versatile friend visitor activities and promotion of health and wellbeing are among the most essential forms of volunteer activities. Both of these can encourage people to ensure their security and that of their environment. An essential objective of all operations is to increase the participation of people.
  - The operations of the FRC strengthen individuals and communities, as well as their resilience and sense of security. The operations are based on voluntary activity, and do not replace the services for which the authorities are responsible.
  - The nature of the volunteer operations organised by the FRC is non-profit and unpaid. Support is needed for maintaining and developing the operations, including the coordination and training of the volunteers and facility expenses. The Red Cross is not a service provider and does not sell the volunteer operations as a service.
  - The coordination and organisation of the FRC's volunteer operations can be funded in many ways, but it can never be subject to a charge for the recipients of the aid.
  - The wellbeing and health-related volunteer operations are significant for the strengthening of communities (improving resilience) and for coping with accidents and disturbances (recovery). Volunteers are also included as part of the preparedness when necessary. Particularly the emotional support preparedness and mental health skills should be linked to the voluntary wellbeing and health operations.
  - The FRC must cooperate with other organisations which organise wellbeing and health operations, or at least be aware of what such organisations exist. Cooperation with organisations which work with those most vulnerable is particularly encouraged.
- *There is an existing set of supporting slides where the national volunteer operations are presented briefly – add the key figures and essential operations of your district.*

#### Actions

- The district defines its operations and explains the related concepts. Anything referring to service may cause confusion in the counties and municipalities, and the operations may be thought of as service production rather than non-profit operations. Operations which do not cause market disturbances should be talked about. Brax's report will propose criteria for defining and separating non-profit operations from service production (late summer 2018).
- The district participates in all development projects of the future counties coordinated by the Finnish Federation for Social Affairs and Health (SOSTE). The project is called Organisation 2.0, and a separate slide shows the regional related projects with the organisations responsible for them.
- The district participates in the county's organisation strategy work, if such work is ongoing.

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- The district has examined who will be responsible for the municipal wellbeing and health operations and the creation of the wellbeing report after the social and health care authorities are employed by the county.
- The district supports its branches in establishing contacts with the people responsible at the municipality.
- The branches establish good cooperation relationships with the new municipal wellbeing and health and organisation coordinators. It must be checked with the municipality who will have a role in the promotion of health and wellbeing after the employees are transferred to the county. The district and/or branches participate in the preparation of the county wellbeing report.
- The district encourages and instructs the branches to participate in local organisation forums or similar networks being created.
- The district ensures the agreements of the support of volunteer operations in the municipality/county. A good example of this would be the Central Ostrobothnia social and health care joint municipal authority Soite and its coordination of friend visitor activities. It should be noted that these are not service production agreements, but agreements on cooperation and support of operations.

### **Supporting integration**

1. The Finnish Red Cross supports the integration of those in a particularly vulnerable state through its extensive network of branches and partners.
2. Operations organised with asylum seekers which support early integration can help them assimilate into Finnish society and improve their preparedness for integration significantly.
3. Though the FRC is not a service provider, it can support integration through its volunteer operations.

### Justifications for the principal messages

- In addition to the social and health care reform, a new Act on immigrant integration will take effect in 2019. It defines services that promote integration as part of the growth and social and health care services, for which the counties are responsible, as well as municipal basic services, the national education system, and other services that promote integration.
- In cooperation with the municipality and other authorities, the county must ensure the coordination of services which enhance integration in a way that forms service chains which meet the needs of immigrants. From the perspective of the third sector, meeting the service provider model will present a challenge.

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- The integration county programmes and municipal integration plans should list the multidisciplinary cooperation requirement for the promotion of integration and consider the special role of the FRC in supporting the authorities even with regard to integration.
- Multidisciplinary cooperation with authorities and non-authorities is essential for the promotion of bilateral integration and good population relationships.
- Operations which support early integration, organised with asylum seekers already at reception centres and their immediate surroundings, can help them assimilate into Finnish society and improve their preparedness for integration significantly. Coordinated multidisciplinary cooperation should be started already at the reception phase.
- The FRC has coordinated the organisation network for reception operations and integration since autumn 2015, with support from the Ministry of Employment and the Economy. The objective of the network is to improve the cooperation of the authorities and organisations in the reception of asylum seekers and quota refugees and in supporting their integration on the local and national levels.  
The FRC has developed an integration platform for organisations to be used as a networking and cooperation tool and for the development of operations by authorities and the third sector in the support of integration.
- The FRC invites national organisational actors and authorities to meet four times per year.
- According to its mandate, the FRC can support and enable inter-sector cooperation even on the county level and after the new Act on immigrant integration takes effect.

> *Support this with a few slides, e.g. the integration platform for organisations describing the essential operations in the support of integration work by authorities.*

#### Actions

- The FRC maintains and develops the organisation network for the support of reception operations and integration on the local and national levels.
- The FRC develops tools and models for the network (including the integration platform). - The FRC's Emergency Youth Shelters support young immigrants.
- Meetings and networks of local organisation and authority cooperation within the Starttivoimaa project and the immigrant programme.
- The regional ethnic relationship advisory boards (ETNO) have FRC representatives in all regions.
- The integration platform is registered as a tool for inter-sector cooperation in the municipal integration programmes; good experiences of this have been gained from Lapland, for example.

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## **Emergency Youth Shelters**

7. The FRC's Emergency Youth Shelters are separate institutions which receive funding from STEA, the municipalities, and the Finnish Red Cross.

8. Emergency Youth Shelters help young people and families with everyday problems and crises.

    Their operations are based on team work by professionals and volunteers.

### Justifications for the principal messages

- The activities are based on close network cooperation with authorities and organisations. The forms of operations vary from crisis accommodation to supporting civil activities.
- In the operations of the Shelters, the promotion of wellbeing and health is carried out in multi-professional cooperation and interaction with social services and the education sector.
- Help is offered quickly and flexibly, and it is always based on voluntary work.
- Where relevant, the Emergency Youth Shelters have a special role in producing complementary services.
- FRC's Emergency Youth Shelters also support young immigrants and their families and loved ones.



## **Regional distribution of responsibilities in the FRC districts:**

### **Counties**

The FRC districts do not correspond to the planned administrative counties. Some districts consist of the geographical area of several counties, and some branches belong to an area of a neighbouring district in their future county. In authority cooperation, the natural cooperation partner is the FRC district whose area covers most of the area of the authority in question.

- Helsinki-Uusimaa: Uusimaa
- Häme: Tavastia Proper, Pirkanmaa, Päijänne Tavastia
- Southeast Finland: South Karelia, Southern Savonia, Kymenlaakso
- Lapland: Lapland
- Western Finland: Central Finland, Southern Ostrobothnia, Central Ostrobothnia, Ostrobothnia (the Swedish-speaking Ostrobothnia, Österbottens svenska distrikt)
  
- Oulu: Northern Ostrobothnia, Kainuu
- Satakunta: Satakunta
- Savonia-Karelia: Northern Karelia, Northern Savonia
- Southwest Finland: Southwest Finland (the Swedish-speaking Turku region, Åbolands distrikt)
- Ålands distrikt (the Åland Islands region): The Åland Islands

## **Essential authority cooperation networks in counties with FRC representation**

The networks as reported by the districts are listed at: Y:\SOTE- ja maakuntauudistus\Esitys johdolle

**PLEASE NOTE!** In the future, the districts must update the Excel file themselves.

**Rescue services** Mostly, the executive director and preparedness leader of the district in charge represent FRC and the Vapepa network in the rescue service cooperation bodies of the county.

**Social and health care** The Organisations 2.0 project network, coordinated by SOSTE. County organisation or participation coordination. Both Tuija Brax and SOSTE propose that the counties would have appointed persons for organisational cooperation. Those responsible for wellbeing and health work and participation must also be aware of the organisation operations within the region. Brax is likely to propose that the counties should compile a database on the grants to organisations. The municipalities are likely to have appointed employees responsible for the wellbeing and health care work.

**Integration support**, good population relationships: Regional ethnic relationship advisory boards (ETNO), where the role of the FRC is its own active cooperation, but also the local facilitation and support of the organisation network participating in integration support.

### **The police**

After the police departments are joined, the regional distribution will only partially correspond to the districts of the FRC. Similarly, other regional divisions will correspond to the police departments only partially.



For the police, the Voluntary Rescue Service cooperation agreement is nationwide. On a practical level, the operations (cooperation exercises, trainings, etc.) are largely agreed on with the local police branches, but in the future, the cooperation will be more discussed with police departments. In cooperation with the police, the natural cooperation partner is the FRC district whose area covers most of the area of the authority in question and/or whose district office is closest to the main police department. Mostly, the executive director and preparedness leader of the district in charge represent FRC and the Vapepa network in the police cooperation bodies.

By police department:

- Western Uusimaa Police Department: Helsinki-Uusimaa
- Eastern Uusimaa: Helsinki-Uusimaa
- Southwest Finland: Southwest Finland responsible (incl. Åboland, the Swedish-speaking Turku region), others include Satakunta
  
- Southeast Finland: Southeast Finland (Kymenlaakso, South Karelia)
- Häme: Häme (Tavastia Proper, Päijänne Tavastia)
- Central Finland: Häme responsible (Pirkanmaa), secondarily West Finland (the Central Finland county)
- Eastern Finland: Savonia-Karelia responsible, secondarily Southeast Finland (the Southern Savonia county)
- Ostrobothnia: Western Finland responsible (Southern Ostrobothnia, Central Ostrobothnia), secondarily Österbotten (Österbotten)
- Oulu: Oulu
- Lapland: Lapland

### **Specific catchment areas**

The specific catchment areas, which are based on the operating areas of university hospitals, are extremely expansive. With regard to the specific catchment areas, the responsible FRC district in situations where a single representative is needed is usually defined based on the location of the central hospital. However, even in this rescue services sector, close cooperation between FRC districts and agreeing on such cooperation are a key factor. The districts can agree on which one holds the main responsibility for each specific catchment area. In addition, real-time reporting of the cooperation and communications between the responsible district and the secondary districts must be agreed on; instructions, regulations, and operating models (e.g. the West Finland district as the secondary actor for four specific catchment areas).

- OYS: Oulu responsible, secondarily Lapland, Western Finland (Central Ostrobothnia county)
- KUH: Savonia-Karelia responsible, secondarily Western Finland (Central Ostrobothnia county), Southeast Finland (Southern Savonia county)
- TAYS: Häme responsible, secondarily Western Finland (Southern Ostrobothnia county)
- TYKS: Southwest Finland responsible (incl. Åboland), secondarily Satakunta, Åland, Österbotten
- HYKS: Helsinki-Uusimaa responsible, secondarily Southeast Finland

### Networks/cooperation bodies

<b>Name of network/cooper</b>	<b>Short description</b>	<b>Participant(s)</b>	<b>Role of participant</b>
Rescue department (regional)	Agreeing on operations which support the rescue services	Preparedness leader • (executive director)	FRC representative for preparedness and organisation
Police department (regional)	Agreeing on operations which support the police	Preparedness leader • (executive director)	FRC representative for preparedness and organisation
Social and health services (municipal/regional)	Agreeing on operations which support the social and health care authorities	Social service operations planner, health care planner, (executive director) •	FRC representative for preparedness and organisation cooperation
Specific catchment area (regional)	Agreeing on cooperation in disaster situations	Executive director	FRC representative for preparedness and organisation
County security committees	County preparedness and preparation body	Executive director	FRC representative for preparedness and organisation

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