

National Awareness Raising Campaign: Grey Economy-Black Future

Title of the policy or measure (in English)	<i>National Awareness Raising Campaign: Grey Economy-Black Future</i> (Harmaa talous - musta tulevaisuus -viestintäkampanja)
• Country	Finland
• Sectors	All
• What groups are targeted by the measure	- The general public (directly targeted) - Young people and young adults starting their careers (directly targeted)
• Purpose of measure	Changing attitudes: awareness raising
• Short sentence summarising the measure	The <i>National Awareness Raising Campaign: Grey Economy-Black Future</i> was part of the 'National Programme Against the Grey Economy'. The goal of the campaign was to increase public awareness of the social and economic impact of the grey economy and financial crime and its consequences. The Campaign emphasised how everyone can, through their own everyday choices, combat the grey economy.
Background	
• Background context driving the implementation of the measure	Since 1996 anti-fraud programmes have been set up in Finland to combat the grey economy. In January 2012, the government approved the sixth consecutive programme against the grey economy and financial crime ⁱ . There was a total of 22 measures introduced as part of this programme of which the <i>National Awareness Raising Campaign: Grey Economy-Black Future</i> was one. ⁱⁱ The grey economy was estimated to cause annual losses of EUR 4-6 billion in terms of taxes, social security insurance fees, and criminal proceeds. ⁱⁱⁱ According to the tax inspection reports, the share of companies in Finland involved in the grey economy was about 30 % of the construction sector. This were also high in the accommodation and catering sectors. ^{iv} During 2012–15 the Grey Economy-Black Future awareness raising campaign was implemented as part of the aim of achieving an increase in public revenue returns of between EUR 300-400 million.
• When was the measure implemented? (including start date and end date/ongoing)	April 2012 until the end of 2015. An Education Tour for students took place from spring 2012 until autumn 2015.
• Names(s) of authorities/bodies/organisations involved	The main authority responsible for the <i>National Awareness Raising Campaign: Grey Economy-Black Future</i> was the Ministry of the Interior, and the overall programme was coordinated by the National Police Board of Finland. The Campaign was a joint effort of several Ministries, Tax Administration, Customs, the industry sector, social partners, and different industry sector organisations.
• Scope of the measure (a pilot project, nationwide, regional wide)	<i>National Awareness Raising Campaign: Grey Economy-Black Future</i> was piloted in Autumn 2011. It was implemented at national level and covered all regions and targeted sectors from 2012-15.
• Type of (policy) measure	National Awareness Raising Campaign
• Key objectives of the measure	General objectives: - to take preventative measures against the grey economy; Specific objectives: - to reach as many people as possible with an information campaign;

- to increase the understanding among citizens on how to resist the grey economy in everyday purchasing and acquisition decisions;
- to influence a change in attitudes around the grey economy;
- to promote responsible entrepreneurship and healthy competition;
- to increase awareness of online scams and counterfeit products and medicine.^v

Specific measure

- Description of how the measure operates in practice

The National Awareness Raising Campaign: Grey Economy-Black Future consisted of three components: a media campaign, a website (www.mustatulevaisuus.net), and a tour of educational establishments. The aim was to change attitudes towards the grey economy practices in everyday life. Activities included the following:

- The campaign started in the autumn of 2012 with a survey of attitudes towards undeclared work. About 30 % of the young people surveyed stated that they were prepared to engage in undeclared work.
- In total, 22 partners took part in setting up the Campaign. It featured on dozens of radio channels and across national TV channels. Social media was widely used in the campaign for the first time in 2015.
- The campaign content was organised around themes to cover mundane aspects of the grey economy. These included grey economy practices in certain industry sectors, product counterfeiting, goods safety, and internet scam schemes. More specifically, the themes covered by the campaign included the following:
 - In spring 2012, it focused on the importance of written employment agreements, the tax card, and salary calculation. Entrepreneurs were reminded of taxes and insurance fees.
 - In autumn 2013, the theme was product counterfeiting and the risks associated with counterfeit medicine.
 - In spring 2014, employees' rights and risks involved in undeclared work became the focus, targeting seasonal workers specifically.
 - In autumn 2014, the campaign focused on responsible entrepreneurship, product and medicine counterfeit, and internet scams. The slogan was "*The middleman cheats on the internet*".
- There was also a campaign tour of educational establishments. During spring 2012 the tour took place in 28 high schools and vocational education institutes. The material for the lectures in the education tour was provided by the Tax Administration, Police, and Customs. During 2013 there were over 60 events, lectures and presentations and 5 500 participants (primarily young people entering the world of work).^{vi}
- In 2015 a social media campaign was launched by presenting financial crime investigators ("Anne" and "Jutta") who replied to any queries relating to the grey economy on Facebook.
- The *National Awareness Raising Campaign: Grey Economy-Black Future* also targeted migrant workers from Estonia who had informed authorities that they were working in jobs which were not being declared. The aim was to give information to Estonian employees of the benefits of ensuring that employment is formalised. This part of the campaign was coordinated by the Finnish Embassy in Estonia.

<ul style="list-style-type: none"> • What resources and other relevant organisational aspects are involved? 	<p>A total of EUR 20 million annually was allocated to all 22 measures of the 2012-15 programme.^{vii} A total of 22 partners was involved in the campaign and were supported by each Ministry. The different authorities, industries, and third sector organisations shared a common interest in combating the grey economy.</p> <p>The campaign itself was funded mainly by the National Police Board of Finland (EUR 200 000). Also other stakeholders contributed to the funding of the measure. The campaign experimented with traditional and new forms of media which were utilised in cooperation with private media producers. Cooperation with the education sector was a new innovation in the field of crime prevention.</p> <p>The Tax Administration, Police, and Customs provided information content and training for the officials that went on tour.</p>
<ul style="list-style-type: none"> • What are the source(s) of funding? 	<p>Funding came from various government ministries, and in particular from the Ministry of Interior.</p>
<p>Evaluation and outcome</p>	
<ul style="list-style-type: none"> • Has the measure achieved its objectives? 	<p>While some public opinion considered the campaign to be slightly controversial (specifically in relation to whistle-blowing), overall it was considered a successful measure in helping to combat the grey economy. It helped to diversify the discourse on the grey economy in the Finnish context by improving awareness of the issues.</p>
<ul style="list-style-type: none"> • Assessment method (including indicators used to measure its impact), and the outputs and outcomes achieved 	<p>The campaign was evaluated in 2012 after the pilot phase, and on the basis of the results it was decided to implement it at national level. The Parliament Audition Committee assessed the Campaign, finding that it worked well in the context of the overall measures of the Enhanced action programme for prevention of the grey economy and economic crime for 2012–15..^{viii}</p> <p>In marketing and communication terms, the <i>National Awareness Raising Campaign: Grey Economy-Black Future</i> was successful, in particular its successful targeting of young people.^{ix} The campaign won the ‘marketing communications award’ in the Best Finnish Creative Design competition in 2012^x, and was awarded first prize in the real estate sector competition for projects promoting responsible entrepreneurship.^{xi}</p> <p>The media campaign in the autumn of 2012 was regarded as having been successful by different stakeholders. The campaign visibility was regarded as higher than average.^{xii} It reached 64 % of the population aged 15-64, which was in line with the main objectives.^{xiii} In the spring 2014 the campaign reached 61 % the population, mostly those aged between 25-34 and 45-54 (ca. 65 %). The Facebook campaign which took place in autumn 2015 was visited by nearly 700 000 citizens during the three weeks that it lasted.^{xiv xv}</p> <p>The effectiveness of the Education Tour that took place as part of the <i>National Awareness Raising Campaign: Grey Economy-Black Future</i> was assessed in a thesis commissioned by the Tax Administration. According to the results, the Tour resulted in increased negativity towards the grey economy. The method used to assess the education tour consisted of a pre-lecture survey and a post-lecture survey of participants .^{xvi}</p>
<ul style="list-style-type: none"> • What are lessons learnt and the key conditions for success? 	<p>The lessons learnt and success factors include the following:</p> <ul style="list-style-type: none"> • Government support is essential, both financially and in terms of political will, in creating multi-sectoral joint activities like awareness campaigns.

	<ul style="list-style-type: none"> • The engagement with and cooperation of different stakeholders with an interest in combatting the grey economy is crucial for the success of the campaign. • The examples presented on how the grey economy works as part of the Education Tour included individual stories, as well as actual examples of counterfeit products, to make it relatable to people’s lives. The responsibility of the customer and the individual to refrain from participating in the grey economy was emphasised.
<ul style="list-style-type: none"> • Level of transferability (e.g. other countries/groups/sectors) 	<p>For transferability of the practices, a shared understanding among all stakeholders of the scope and nature of the grey economy, and the political will to combat it, is important. All relevant authorities need to be involved in the planning and targeting of similar campaigns.</p> <p>Also, it was important in the context of the <i>National Awareness Raising Campaign: Grey Economy-Black Future</i> that the police played a strong, coordinating role which was visible in the Education Tour. The police are a relatively well-respected and trusted authority in Finland. Careful consideration should be given to this kind of coordinating / visible role in other countries.</p> <p>The central innovation in the campaign was to approach students in their education environments. The grey economy phenomenon was ‘humanised’ and links were made to everyday life in a meaningful way. This required close exchange of ideas between police and different authorities as well as the media producers.</p>
Additional information	
<ul style="list-style-type: none"> • Contacts 	<p>Sami Hurmalainen, Senior Planning Officer National Bureau of Investigation, Criminal Intelligence Division Email: sami.hurmalainen@poliisi.fi</p>
<ul style="list-style-type: none"> • Useful sources and resources 	<p>The website for the National Awareness Raising Campaign: Grey Economy-Black Future website <u>will</u> be closed soon and the information will be integrated into a new platform in the future, not available yet</p>
<ul style="list-style-type: none"> • Metadata and key words for online search 	<p>Finland; the grey economy; awareness raising campaign; education tour; social media</p>

ⁱ Government decision 19.1.2012. Enhanced action programme for prevention of grey economy and economic crime for years 2012–2015.

ⁱⁱ Ibid

ⁱⁱⁱ Hirvonen M., Lith P., Walden R. 2010. Internationalisation of black economy in Finland. Publications of the Parliamentary Audit Committee 1/2010. Helsinki. MEE 2013. Enterprise review. Perspectives on business policies, enterprises, and entrepreneurship. Reports of Ministry of Employment and Economy. Competitiveness 25/2013. Helsinki.

^{iv} Ibid. ii. Government Decision.

^v Immonen, M. 2014. Cooperation with the education sector in the Grey Economy prevention campaign. Presentation.

^{vi} Ibid. v. Immonen..

^{vii} Government decision 19.1.2012, op cit.

^{viii} PAC 2014. Prevention of Grey Economy. Publication of the Parliamentary Audit Committee 1/2014. Helsinki.

^{ix} Ibid. iii.

^x Internet: <https://www.vuodenhuiput.fi/en/vuoden-huiput-2017/>

^{xi} Internet: <https://www.rakennuslehti.fi/2012/06/voitto-jaettiin-kiinteistoalan-arvokaskilpailussa/>

^{xii} Ibid. iii.

^{xiii} MEE 2012. Grey economy in the hairdressing and beauty industries – Working group final report. Reports of Ministry of Employment and Economy. 3.7.2012.

^{xiv} NPBF 2015. Social media boosting communication campaign preventing black economy. Everyday choices make the difference. National Police Board of Finland. 13.11.2015. Internet: [https://www.poliisi.fi/poliisihallitus/tiedotteet/1/0/somesta_vauhtia_harmaan_talouden_vastaiseen_tiedotuskampaniaan - arjen valinnoilla jokainen voi torjua harmaata taloutta 41364](https://www.poliisi.fi/poliisihallitus/tiedotteet/1/0/somesta_vauhtia_harmaan_talouden_vastaiseen_tiedotuskampaniaan_-_arjen_valinnoilla_jokainen_voi_torjua_harmaata_taloutta_41364). Accessed 10.11.2018.

^{xv} Internet: <https://yle.fi/uutiset/3-8376998>.

^{xvi} Luiro, S.-K., Majala, E. 2015. Prevention of the Black economy from the viewpoint of taxation. Oulu University of Applied Sciences. Spring 2015. The number of participants who participated in the survey as part of the assessment was 116.