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Abstract
The Government Security and Defence Policy Report 2009 provides a comprehensive evaluation of Finnish security and defence policy and lays down guidelines for the future extending into the latter half of the 2010s.

The Report is based on the comprehensive concept of security. In an interdependent world many security challenges and threats have far-reaching transnational impacts. Traditional security policy instruments and military defence alone will not suffice to respond to them but fresh approaches are also needed.

In the Report, an overview of the international situation is followed by an appraisal of how its changes affect Finland. Based on this overview, the Report provides guidelines for security and defence policy together with development needs and proposals for practical measures. The Report lays a foundation for all reports, strategies and programmes that the Government prepares on security and international relations.

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INTRODUCTION

The Government´s Security and Defence Policy Report 2009 is the latest in the series of Government Reports issued on the subject. The Report provides a comprehensive evaluation of Finnish security and defence policy and guidelines for the future extending into the latter half of the 2010s.

The Report begins with an overview of the international situation, followed by an appraisal of how its changes affect Finland. These are followed by guidelines for security and defence policy. The final chapter shows how these guidelines will be implemented to improve Finland's security.

Traditionally, security policy provides the means through which states respond to military or political threats. Security generally refers to the general preconditions for survival, whether it is a question of the sovereignty of the state and its decision-making authority, the life of the individual or the cultural distinctness of a population group. In addition to state-centred security inseparable from sovereignty, security often refers to common or human security.

The comprehensive concept of security comprises security issues which, if exacerbated, may turn into threats that can jeopardise or seriously harm Finland, Finns or the functions vital to Finnish society. Wide-ranging threats include premeditated action such as armed aggression, terrorism or network interference. They can also occur spontaneously, such as widespread failures of the electric grid or extreme forces of nature.

The threat scenarios for the functions vital to society have been devised with the comprehensive concept of security in mind and provide the basis for our emergency planning.

In an interdependent world many security challenges and threats have far-reaching transnational impacts. Traditional security policy instruments and military defence alone will not suffice; fresh approaches are also needed in order to respond to them. Security threats are typically difficult to foresee and provide little early warning. Therefore, in addition to preparedness and response capabilities, attention must be paid to prevention and security-building measures.

The Report also deals with global questions such as climate change, scarcity of energy and water resources and population movements. By definition, these do not constitute security threats *per se* to Finland but, if left unchecked, could

cause widespread destruction or destabilise societies and escalate into violent conflicts, thereby adversely impacting security.

At the same time it is important to keep in mind that the use of military force for the attainment of political goals is still a possibility. This too is reflected in the assessment of Finland's security environment.

This Report lays a foundation for all reports, strategies and programmes that the Government prepares on security and international relations. These include, *inter alia*, the Strategy for Securing the Functions Vital to Society and the Internal Security Programme, Government Report to Parliament on the Human Rights Policy of Finland, EU-related reports, the Development Policy Programme and the National Strategy for Civilian Crisis Management, the Strategic Plan of the Ministry of Defence as well as the UN Strategy.

Finland's most important foreign, security and defence policy goals are safeguarding the country's independence and territorial sovereignty, guaranteeing the basic values, security and well-being of the population and maintaining a functioning society.

Finland's security is closely linked with international developments. Finland shoulders its share of responsibility for finding solutions to global problems and endeavours to improve the capability of the international community to respond to threats.

Membership of the European Union is an integral element of Finland's security policy. It is in Finland's interest to strengthen the EU's international role and the security of the Union. The European Security Strategy defines the Union's security policy challenges and objectives.

EU membership has opened up new opportunities for Finland to influence the security environment in its immediate surroundings. On the other hand, membership also obligates Finland to participate in the handling of questions which, according to traditional security policy thinking, did not necessarily belong to Finland's priorities.

The European Union responds to security policy challenges comprehensively, by using the instruments at its disposal as effectively as possible.

* * *

Related to this Report the Ministry for Foreign Affairs prepared a Report on the Effects of Finland's possible NATO membership (12/2007) as well as a report on the mutual assistance obligation in the Treaty on European Union (4/2008).

The Parliamentary Monitoring Group, appointed by the Prime Minister's Office, made its Report (8/2008) available to the Government as this Report was being finalised.

1 INTERNATIONAL SECURITY DEVELOPMENTS

The global economy

The global environment is characterised by deepening financial integration and rapid movement of capital. Rising living standards have often contributed to political stability. The emerging economies of Asia are more explicitly than before becoming the key engines of global economic growth.

Global economic growth has not only boosted economic activity, it has also fostered interdependence. The economy is now more vulnerable to various disturbances and financial crises.

The impact of globalisation has been uneven and the gap between industrial nations and developing countries remains significant. Economic underdevelopment increases the risk of political instability. Global phenomena such as the worldwide fluctuations in the price of food, cause the gravest consequences to poor countries in which food crises bring about human suffering and may also lead to instability and conflicts.

The turbulence which began in the US financial markets in the summer of 2007 is a recent example of this. In the autumn of 2008 the turmoil grew, triggering a global financial crisis which has threatened to paralyse the normal functioning of the international financing system and is leading into the worst financial crisis since the Second World War.

The crisis is rapidly spreading to the real economy. In particular, the United States and Europe are on the brink of a recession, the depth and length of which is difficult to predict. Even the possibility of a deep depression cannot be ruled out.

All of the security impacts of the crisis have not yet emerged. The crisis has given rise to debate and, to some extent, even measures that point to the strengthening of national interests and the compromising of arrangements already agreed between states. Protectionist tones will probably gain momentum. The crisis will also result in a major international redistribution of wealth, causing serious problems for many countries.

This development will inevitably generate new international tension, weakening the position of small states in relation to major powers. On the other hand,

the international developments will generate the need to expand and reform cooperation and the rules of international cooperation. Furthermore, there is now widespread interest in reforming the very foundations of the international monetary management system, the so-called Bretton Woods system. Some countries seem to be again interested in the membership of the European Union and the Economic and Monetary Union.

Technology and vital functions

Globally operating corporations and networks improve the security of society's information and communications systems, but at the same time also increase interdependence. They facilitate alternative modes of operation and enable flexible solutions to various disturbances and crises. Moreover, decentralised cross-border systems can act as backups for each other in certain conditions. This, however, calls for far-reaching cooperation in multinational preparedness.

Technological development spawns new security solutions. Among other things, technology enables the use of efficient early-warning and information exchange systems on a global scale. Nearly all vital functions and services of society rely on technical systems, which in turn depend on the availability of electricity and telecommunications.

As wireless data transfer in information and communications technology systems becomes more common, accessibility improves. On the other hand, this may degrade reliability. Most private and public services depend on fast and reliable electronic systems.

Networking may also increase the risk of a domino effect: if one system crashes it could impinge upon other technical systems. Such disturbances can significantly impact society's functions. The outsourcing of maintenance and service experts intensifies the consequences of malfunctions. Moreover, increased foreign ownership of businesses affects the way preparedness is organised.

The rising cost of technology is particularly evident in the procurement of defence materiel, with prices estimated at doubling every seven years.

Scientific and technological development also creates new security challenges, especially those associated with possible abuses of technology, expertise and skills in the manufacture of chemical, biological, radiological or nuclear weapons.

Crises and conflicts

Crises and armed conflicts after the turn of the century have for the most part been contained within national boundaries. From time to time long-term tensions between states have escalated into cross-border conflicts, mainly in the Middle East and Africa.

Conflicts have become increasingly asymmetrical in nature, involving progressively more non-state groupings. Violence and terror against the civilian population is widely used as an instrument of war.

The majority of the security threats to Western nations originate in the region spanning North Africa, the Middle East, Central Asia and Southeast Asia. The situation in the Middle East remains volatile. Afghanistan and Iraq remain the key challenges for the international community. As regards Afghanistan, various actors, including the European Union and NATO, are trying to find better solutions for stabilising the nation. The possibility of a crisis involving Iran or Pakistan is on the rise. Iran's possible nuclear weapon ambitions are of particular concern.

Personality cults, concentration of power in the centre and corruption continue to characterise Central Asian states. The possibility of clan warfare, tribal and local conflicts, religious extremism and organised crime as well as trafficking in humans, narcotics and arms all threaten the stability of the countries in the region.

Armed conflicts between states are also possible in Europe. For example, in the Balkans and the Caucasus political tensions, often involving ethnic minorities, surfaced in the wake of the demise of Yugoslavia and the Soviet Union, respectively. In the Caucasus, disputes concerning the status of Nagorno-Karabakh, South Ossetia and Abkhazia have resulted in armed conflict in recent years. The most serious risk of escalation arose from the conflict between Georgia and Russia in August 2008.

In addition to political and economic grievances, historical reasons as well as ethnic and religious tensions often lie behind conflicts. Conflicts are frequently fanned by the illicit arms trade, easy access to weapons and disputes involving control over natural resources. Time and again security challenges are linked with a lack of development, manifested in poverty and inequality, as well as other shortcomings in the respect for human rights, democracy and the rule of law. Cross-border crime, such as the narcotics trade and human trafficking, is on the increase both regionally and globally.

Corruption, poor governance, discrimination and abuse of power destroy people's trust in the authorities. They are also often the root causes of increasing lawlessness and the strengthening of extremism. Turmoil in society especially exposes fragile states to politico-economic tensions which may result in acts of violence.

Correspondingly, the infusion of religion into politics has often expanded the divide between states and communities. There is a clear need to strengthen the dialogue between religions and cultures.

Large numbers of unemployed young people and authoritarian political systems have turned several developing countries into powder kegs. Fragile states are either incapable or unwilling to carry out their fundamental tasks: ensuring security, establishing and maintaining legitimate political institutions, furthering economic development and providing basic services to their citizens. This may destabilise a region and escalate into conflicts between states through, for example, uncontrolled migratory flows and increased human displacement.

The most vulnerable groups bear the heaviest burden in conflicts. It is important to acknowledge the status of women and guarantee their participation in conflict prevention and peacebuilding. Attacks on the civilian population, including sexual and other forms of violence against women and children, are increasingly becoming an element of terror campaigns against civilians and warfare. Children are abducted and forcibly recruited to serve as combatants. No-one has been able to stem the rising tide of child combatants.

The conflict in Gaza

After the withdrawal of Israel from the Gaza Strip in 2005, and despite short-lived ceasefires, Hamas and other extremist organisations continued to launch rockets into Israel.

Hamas won the Palestinian Legislative Council election in January 2006 and formed a government on its own. In the spring of 2007 Hamas and Fatah managed to form the Palestinian National Unity Government. However, in June 2007 Hamas staged a violent takeover of the Gaza Strip, resulting in a significant increase of rocket strikes against Israel. Israel closed all border crossing points to the Gaza Strip, permitting only humanitarian aid as well as electricity, fuel and water supplies to reach Gaza. The Rafah border crossing point between the Gaza Strip and Egypt remained closed.

When Hamas announced that they did not intend to renew the six month ceasefire signed with Israel in June 2008, the Israel-Hamas conflict in Gaza reached a flashpoint in December 2008. Following the announcement, rocket fire into Israel intensified. The Israeli Air Force began the strikes against Gaza on 27 December 2008. The Operation Cast Lead became the largest military operation in the Gaza Strip since the war of 1967. On Saturday, 2 December 2009, the operation escalated into an invasion on the ground as well.

Israel stated that its objective was to strike the military infrastructure of Hamas, the smuggling tunnels on the Gaza-Egypt border as well as Hamas' ministries. Israel held overwhelming military superiority over Hamas and the other Palestinian extremist organisations. This was also reflected in the number of casualties. By the time ceasefire was declared on 18 January 2009, over one thousand Palestinians had lost their lives and approximately 5,000 were injured. Thirteen Israelites were killed and about 100 were injured.

Displacement of people and population movements are the most tangible consequences of conflicts and crises. While they can be felt on the global level, the heaviest burden falls on neighbouring countries and regions that receive the so-called internally displaced persons. Refugees are rarely afforded their basic rights, and it is a difficult challenge to return them to their homes. Conflicts also precipitate the breakout and spread of infectious diseases and epidemics.

Because of the new forms of armed crises and conflicts as well as new wide-ranging security challenges, high expectations are placed on the international system and actors, such as the UN and other international organisations.

Intervening in armed conflicts and responding to new security threats require new modes of operation and better cooperation. The UN relies on regional organisations in its expanding peacekeeping activities. The European Union and NATO are becoming more important in executing crisis management operations, thus improving the crisis intervention capability of the international community. African organisations, too, are developing their crisis management capabilities. The African Union, right after the UN, is the second largest implementer of military crisis management operations in Africa.

In addition to humanitarian aid and development assistance, both military and civilian crisis management are required in conflicts such as Bosnia and Herzegovina, Afghanistan, Kosovo and crisis areas in Africa. While military and civilian crisis management employ different but complementary instruments, they share the objective of creating a safe and functioning society. The focus is on a comprehensive approach. One can also respond to changing needs by improving the rapid reaction capability in crisis situations

The crisis in Georgia

During the summer of 2008 the frozen conflicts in South Ossetia and Abkhazia reached a flashpoint. Both conflict areas witnessed a number of provocations resulting in localised fighting and deaths.

On 7 August 2008 Georgian troops launched large-scale military action with the objective of restoring 'constitutional order' in the region. Georgia used light infantry, special forces and artillery in its campaign.

On 8 August 2008 Russian troops launched an attack which extended deep into Georgia, beyond the crisis area proper. In addition to the troops of the North Caucasus Military District, units from other military districts were also concentrated in the area. Airborne troops as well as motorised-infantry and naval infantry units were used in the operation. In addition to these, special forces, strategic airlift and Black Sea Fleet assets were in use.

The Russian land forces which were concentrated in the area pushed through South-Ossetia and Abkhazia deeper into Georgia. The air force and the naval air force bombed targets in Gori and Tbilisi, among other places. The Russian navy prevented Georgia from using its navy in the Black Sea. Georgia's defences soon collapsed.

Russia carried out the invasion as an all services' joint operation in which the air force played a major role. The land forces in the area rapidly occupied both South Ossetia and Abkhazia while the air force provided support by engaging Georgia's army as well as its key defences. Russia's navy blocked sea transports to Georgia from the Black Sea and destroyed several Georgian navy vessels.

The conflict entailed hostile rhetoric and propaganda from both sides. Russia's military action during the Georgian crisis demonstrated that its army, navy and air force are operationally ready and capable of rapidly launching a military operation. Russian troops were well trained for local conditions; they had good situational awareness and they were capable of information and network-centric warfare. The events also revealed operational shortcomings, such as the ones in Russia's command and control system and the lacking night vision capabilities of the army and the air force.

The use of military force

Military force is still used as an instrument in conflicts between states and in internal crises. However, the aim of the use of force may well be, in addition to the traditional objective of occupation of territory, the defence of the values of the international community or even humanitarian purposes. When it comes to the tasks and development of the armed forces of the West, especially those of EU Member States, military crisis management and support of the civilian authorities are highlighted in countering wide-ranging security threats.

The state between war and peace is increasingly nebulous. Characteristic of the so-called grey zone is intimidation by threatening to use armed aggression or applying the limited use of military force as a means of pressure. This phase also includes political and economic pressure as well as various means of information warfare and asymmetric warfare, such as cyber attacks, with the intention of disturbing the normal functions of society. Technological advances provide new instruments and means to asymmetric warfare, such as miniature nuclear weapons.

New technologies and tactics are transforming warfare. Speed, tempo, mobility, situational awareness, dimension of effects and the exploitation of space are increasingly gaining importance. Information warfare and cooperation between various actors increase. Network-centricity increases in step with the growing volume of information and its relevance.

Accuracy and the rate of fire are improving, which makes it easier to eliminate heavy and slow-moving or fixed formations than before.

Weapons of mass destruction and arms control

Multilateral arms control and disarmament efforts are challenging at present, which reflects the overall status of international relations. Tensions between country groupings hamper progress with regard to multilateral arms control questions. Arms control is increasingly linked with other conflict prevention and crisis management methods as well as development issues in a larger sense. In addition to national security considerations, the significance of human security is emphasised.

In addition to new treaties and forms of collaboration, the effective implementation of existing treaty regimes and other multilateral arrangements is gaining importance. The United States and Russia are about to start negotiations on the continuance of the START Treaty. There is a need to compensate for the absence of formal verification regimes by implementing confidence-building measures.

The threat of proliferation and use of weapons of mass destruction (WMD) remains a key security problem at the global level. There are particular risks associated with WMDs controlled by unstable regimes as well as WMDs and related material ending up in the hands of non-state actors.

International export control cooperation is being intensified. The European Union is harmonising defence materiel export practices and instituting rules for internal transfers of defence materiel. In addition to traditional export control, the intensifying areas of international export cooperation include the control of brokering activities as well as arms transport inspections.

The use of nuclear energy is on the increase. This highlights the role of the International Atomic Energy Agency in monitoring nuclear safety and fissionable material safeguards as well as in anti-proliferation efforts.

The Treaty on the Non-Proliferation of Nuclear Weapons (NPT), long regarded as the cornerstone of the international arms control regime, is being put to the test. India, Pakistan and Israel still choose to remain outside the treaty and North Korea's and Iran's violations of the treaty weaken the control regime. Even though the Comprehensive Test Ban Treaty (CTBT) is not expected to enter into force in the foreseeable future, monitoring and information exchange arrangements are already being implemented. Increasing terrorism-related threats may bring forth new dynamism and political will to nuclear arms control and disarmament.

Rapid scientific and technological advances pose new challenges for the prevention of proliferation of biological and chemical weapons. There is a growing need to respond to the threats through national and international action. The increasing biological threats are not only countered by traditional arms control measures; they are also tackled by other means, such as those included in the International Health Regulation of the World Health Organization and the European Commission's Green Paper on bio-preparedness. The destruction of chemical weapon stockpiles, pursuant to the Chemical Weapons Convention, is lagging behind the agreed schedule.

Progress has been made in arms control, especially, in questions related to conventional weapons. Smuggling and the illicit small arms trade contribute to the escalation of regional conflicts. The idea of an International Arms Trade Treaty has been proposed to mitigate the destabilising effects of the legal arms trade.

Cluster munitions remain in the spotlight of international attention. As a result of the Oslo Convention, most Western nations will institute a ban on cluster munitions. It is estimated that approximately ten per cent of the world's cluster munitions will be affected by the Convention. In order to protect civilians from their harmful effects, special attention must be paid to such limitations which the most important user states of cluster munitions are willing to accept.

The Ottawa Convention banning anti-personnel mines has been widely implemented. Mine clearance, humanitarian mine action, disposal of explosive remnants of war as well as destruction of stockpiles, as laid down in the Convention, remain topical challenges.

Russia has instituted a moratorium on the Treaty on Conventional Armed Forces in Europe (CFE). This has diminished the predictability of military activities. Efforts are also being made to use the confidence and security-building measures developed by the OSCE as models for outside of Europe. The objective is to promote transparency of military activity and confidence between states.

It is indispensable for the future of multilateral treaty regimes that the Geneva Conference on Disarmament restart negotiations after a hiatus of several years. One possible theme could be a ban on the production of fissile material. If the traditional UN-led negotiation system cannot meet its expectations, it is possible that single-issue talks, such as the Ottawa and Oslo processes, become more common.

The European Union shall retain a strong role in the entire arms control sector. The Union develops its active arms control efforts on the basis of the EU Strategy against the Proliferation of Weapons of Mass Destruction and the SALW Strategy (EU Strategy to combat illicit accumulation and trafficking of small arms and light weapons and their ammunition).

Terrorism

International terrorism is a long-term threat, the hub of which is extremist terrorism. The Internet is also a tool for promoting radicalisation and terrorist recruitment. Suicide terrorism is a commonplace *modus operandi*. Terrorist organisations resort increasingly to fundraising methods typical of volume crime.

Most terrorist attacks are still carried out by improvised explosive devices. However, the use of chemical, biological, radiological or other hazardous substances in terrorist attacks is a serious threat. In the security strategies of the United States, Russia, the European Union and NATO, the combination of terrorism and WMDs is considered to be the most serious security threat.

In addition to being a staging area of terrorism, Europe has also become a target of terrorism. The most dangerous groups, individual cells and persons in Europe are the ones that are ideologically associated with the Al Qaeda. It is extremely difficult to anticipate their action. Reports of planned terrorist attacks or those prevented in the nick of time have come, for example, from the United Kingdom, Germany, Denmark and Belgium.

International counter-terrorism cooperation is expanding and becoming more versatile. The network of anti-terrorist treaties, sanctions regimes and technical assistance programmes are being further developed. The increasingly destructive nature of international terrorism underscores the vital importance of preventive action. The United Nations General Assembly adopted a Global Counter-Terrorism Strategy in the autumn of 2006. The key points of the strategy include, among other things, respect for human rights and addressing the root causes of terrorism. The root causes include, *inter alia*, prolonged unresolved conflicts, violations of basic human rights, poverty and social exclusion.

The prevention of radicalisation and terrorism recruitment is a huge challenge. In 2005 the European Union adopted the Strategy for Combating Radicalisation and Recruitment to Terrorism and the accompanying Action Plan. As laid out in the strategy, the Union aims to respond to terrorist networks and recruitment and promote moderate views against the messages of extremist elements.

The strategy's core message is that security, justice, democracy and equal opportunities must be guaranteed.

Human rights, democracy and the rule of law

Widespread violations of human rights, the absence of democracy and the rule of law as well as social inequality increase instability and cause conflicts.

The changing nature of conflicts, internal conflicts and asymmetrical warfare highlight the threats to the civilian population. It is vital to assist and defend the rights of those in distress and vulnerable.

Moreover, internal large-scale atrocities against the civilian population are seen as a threat to international peace and security. In 2005 the UN General Assembly adopted the responsibility to protect (R2P) principle, under which the international community should consider intervention if the national authorities are incapable or unwilling to protect their populations, or if the authorities themselves are the cause of the humanitarian disaster. Nevertheless, international law does not recognise the legitimacy of humanitarian intervention without a Security Council mandate.

In order to protect civilian populations and combat the most serious international crimes, state actors must improve the monitoring of compliance with international obligations. As far as individuals are concerned, mechanisms are needed to ensure that personal criminal liability is enforced. The International Criminal Court plays a central role in this.

Infectious diseases

According to the World Health Organization (WHO) the probability of an influenza pandemic, such as the avian influenza, is now greater than ever since 1969. While the WHO recommended that its Member States prepare for a pandemic, it is impossible to anticipate when one might break out or how severe its consequences might be. Thus far avian influenza has not been found to be easily transmissible among humans.

The mobility of humans, animals and foodstuffs increases the risk of epidemics. Climate change may spread diseases to areas in which they were hitherto unknown. It can also be expected that new infectious diseases like SARS as well as known mutating pathogens such as the influenza A virus may cause rapidly spreading pandemics. These can jeopardise the vital functions of society, causing significant long-term damage to national economies.

Intentionally spread and possibly genetically engineered pathogens may constitute a more wide-ranging threat in the future.

Long-term global trends

Climate change and the environment

The rate and intensity of climate change has proved difficult to forecast. Whereas some changes are immediate, others occur in the medium or even extremely long term. While the problem is global, its local effects vary a great deal.

Without determined action global warming is inevitable. The Intergovernmental Panel on Climate Change has estimated that the climate should not warm more than two degrees centigrade compared to the pre-industrial era levels so as not to put the earth and mankind at risk. To prevent this from happening the growth of global greenhouse gas emissions should be halted within the next 10–15 years and emissions cut by well over half by 2050.

The Bali climate conference in 2007 launched negotiations on a new international agreement for the post-2012 period. All states participate in the talks. The aim is to bring the negotiations to a conclusion at the 2009 climate conference in Copenhagen.

The environmental effects of climate change are closely associated with poverty and may seriously harm states that are already fragile. Climate change may also significantly compound the consequences of natural disasters and conflicts as well as the global redistribution of resources. It also impacts food production and access to freshwater resources.

Due to drought and desertification, climate change may cause mass migrations and extensive immigration in the long term. This would result in increased instability in already volatile border regions and large changes in the ethnic makeup, more unequal population distributions among states as well as humanitarian crises. This could immediately impact Europe in the form of increased migration flows from North Africa.

Environmental and natural resource issues may also spawn conflicts that could contain military dimensions. If one nation were to contaminate the area of

its neighbour, cross-border pollution could create tensions between states. Water rights in border areas could also become a point of contention. Conflicts damage the environment as well.

On the one hand, climate change improves access to oil and gas reserves as the receding sea ice opens up transport corridors in Arctic regions. On the other hand, it also increases the likelihood of disputes over rights to these resources.

Energy and competition for natural resources

The growing need for energy and the impact of fluctuating commodity prices on the world economy are important factors that steer global politics. Consumption is growing extremely rapidly in developing countries such as China and India. International competition for energy is intensifying. Energy issues are ever higher on the foreign and security policy agenda. Energy - its availability, transit routes and reserves – is being used as an instrument of political persuasion and pressure.

Oil, coal and natural gas will remain the most important sources of energy in the coming decades. It takes years to bring new oil and gas fields online. Moreover, investments in infrastructure and logistics are necessary in order to bring these commodities onto the market. For example, the increasing demand for oil by emerging economies, such as China and India, as well as its limited availability may generate considerable economic and political repercussions.

Sixty per cent of the world's known oil reserves are in the Persian Gulf region, which increases the strategic importance of the area. Asian countries and, especially, Japan are the most dependent on Persian Gulf oil.

The importance of energy resources in the Arctic is growing. It is estimated that the Arctic regions contain 13% of previously untapped oil reserves and 30% of undiscovered natural gas reserves. The race for the area's energy resources is only intensifying. There are also still many unresolved international law questions which relate to the utilisation of natural resources in the sea bed.

In the long run the consumption and price of oil and natural gas will be influenced by improving energy efficiency, emission fees and alternatives to fossil fuels.

The growing price and diminishing availability of oil have increased the attractiveness of nuclear power and coal. Of the major players the United

States, China, India and Russia are intensely stepping up their nuclear power production. Nuclear power is emerging as a viable option for developing countries.

The use of coal, which is harmful to both the climate and the environment, is growing rapidly, particularly, in Asia. Coal reserves are abundant with no sign of being depleted within the next hundred years. Carbon capture and storage technologies are feverishly being developed to mitigate climate change.

For the time being, renewable energy sources play but a small role in global energy policy, but already by the end of the next decade the situation might be different. The EU has committed itself to increasing the share of renewables in energy production. In some countries, biofuels have been competing with food production and will continue to do so, in particular, until the so-called second generation biofuels enter into production.

Democraphic trends

Whereas falling birth rates and demographic ageing are the key population trends in developed countries, the rapid growth of population, urbanisation and migratory flows are the trends in developing countries. The ageing of the population may slow down economic growth in developed countries and increase competition for skilled workers and expertise. The key challenge is to succeed in the integration of labour migrants in order to prevent social exclusion and its possible knock-on effects.

The mobility of people, both within the European Union and elsewhere, has increased. The effects have been mostly positive. Employment and the prospect of higher wages are often the driving forces behind immigration.

However, regional instability, widespread violations of human rights, development problems, conflicts and environmental disasters set off real population movements. The underlying causes often include human suffering, inequality and gaps in living standards. Population movements may, in turn, increase instability, financial strain and the risk of epidemics.

It is more difficult to forecast migratory trends than natural population growth. Migratory trends may also have stronger near term impact. Crises and instability produce unregulated immigration of varying kind. Millions of illegal immigrants reside in the European Union and its neighbouring countries. The facilitation of illegal entry is lucrative business for international organised crime. The

European Union harmonises measures related to immigration, asylum and border surveillance.

Organised crime and the grey economy feed on increased freedom of travel. The growth of human trafficking is a serious human rights challenge. Poverty, human rights violations, wars and conflicts are fundamental causes of human trafficking in many countries in which it is bred by the demand for cheap labour and illicit economy associated with prostitution.

The European Union

European integration has brought stability and prosperity to the entire continent. Responding to changing security challenges has been one of the drivers of integration, and will continue to be one in the future as well. Engaging in extensive external action has made the European Union a more visible and capable global actor. The Union promotes security and well-being throughout the world.

Widening and deepening integration remain significant agents of change in European politics. The Union retains its role as a political and economic community for its Member States and citizens.

Deeper integration, including the common foreign and security policy, stabilisation and strengthening of the Euro area as well as the functioning of the single market and Schengen cooperation, advance the common security of Member States.

The financial crisis and slower economic growth may negatively impact solidarity among the Member States and emerge as heightened national interests and increasing protectionism. On the other hand, the crisis has already demonstrated that joint action brings the best results.

The Union responds to internal security challenges by promoting the area of freedom, security and justice. In this area the Union's priorities include the consolidation of its citizens' basic rights, counter-terrorism, issues related to immigration, a more uniform external border management system, introduction of new asylum procedures and a strategic approach to combating organised crime.

Besides strengthening its international role and economic competitiveness, the European Union sees combating climate change as a key policy objective. The

goal is to achieve a new global climate treaty in 2009. The Union addresses the security policy implications of climate change as part of its internal and external action.

In order to advance its climate policy objectives the Union has created an energy policy which among other things also aims to guarantee energy supplies to its Member States and reduce dependency on imports.

The European Union champions human rights and democracy in its external action. The Union's human rights policy calls for, *inter alia*, the universal abolition of the death penalty and torture and draws attention to the rights of women, children and minorities.

The EU's development policy is of central importance as regards global development and stability. A wide range of instruments is available to the Union with which it supports long-term development and reduction of poverty as well as conflict prevention and peacebuilding. Ninety per cent of the Union's external action funding qualifies as official development aid.

The difficulty of reforming the European Union's Treaties has impeded more efficient action. Ever since 2002 the Union has been in the process of reforming its Treaties, with one of the objectives being increased efficiency in external capability and decision-making.

The Treaty of Lisbon was signed in December 2007. Ireland rejected the Treaty in a referendum in June 2008 and, hence, the question of the Treaty's entry into force remains open.

The entry into force of the Treaty would strengthen the Union's international role. The EU would, among other things, become a juridical person. A High Representative would be responsible for conducting the Union´s external action with the assistance of a European External Action Service. The High Representative and the External Action Service would foster continuity in the conduct of the common foreign and security policy.

Enlargement and relations with neighbouring countries

The enlargement policy is a key security policy instrument of the European Union. Previous enlargement rounds have strengthened stability and prosperity in Europe. In the coming years the main focus of the enlargement policy will be on the Western Balkans. Negotiations on Turkey's accession to the European Union have been ongoing since 2005.

The European Union plays a key role in the stabilisation of the Western Balkans. The essence of its actions is the stabilisation and association process, which aims for full EU membership once the countries fulfil the accession criteria. Croatia is one of the Balkan nations with which the EU is presently conducting accession talks. Moreover, Macedonia gained candidate country status in 2005. The EU has also signed stabilisation and association agreements with Bosnia and Herzegovina, Albania, Montenegro and Serbia. The most pressing challenges include consolidating the status of Kosovo as well as developing relations with Serbia on the basis of the stabilisation and association agreement.

Turkey's EU-membership is believed to increase security and economic growth in Europe. Turkey's own ability to implement the reforms required by membership is one of the challenges in the negotiations. The EU Member States have reacted to the prospect of Turkey's membership with varying degrees of enthusiasm.

By means of the European Neighbourhood Policy (ENP), created in 2004, the European Union develops its relations with neighbouring countries for which accession is not a prospect. The policy comprises altogether 15 states, including Ukraine, Georgia and Moldova as well as the Mediterranean countries that participate in the Barcelona process.

In the summer of 2008 an agreement was made to intensify cooperation with the Barcelona process countries through the so-called Union for the Mediterranean. Its purpose is to encourage all parties in cross-border cooperation projects in areas such as transport, environmental policy or the economy.

Through the ENP policy the Union intensifies its cooperation with its eastern partners and, thus seeks to expand the area of peace and stability built on common values. The eastern partner countries are Ukraine, Moldova, Belarus, Georgia, Armenia and Azerbaijan.

The relationship between the European Union and Russia significantly impacts security development in Europe. The Union has long pursued a new and comprehensive EU-Russia agreement which strengthens the mutual partnership. Negotiations on the agreement have started. Economic interdependence between the parties is strong and contains a distinct energy policy dimension.

The Northern Dimension is common policy involving the European Union, Russia, Norway and Iceland. It aims to promote economic well-being and security in Northern Europe. Tangible examples of the Northern Dimension include investments in an environmental partnership. Cooperation also exists

in a social and health partnership as well as transport, logistics and cultural partnerships.

Common Foreign and Security Policy

The range of instruments the European Union uses for external action has grown and now encompasses political, humanitarian, development, trade and economic measures as well as military and civilian crisis management. Political dialogue, declarations, concerted action by the Member States, common positions and in some cases even sanctions represent key means of influence.

The European Security and Defence Policy (ESDP) is an integral part of the Common Foreign and Security policy (CFSP). Its key features are EU crisis management operations, along with development of the required capabilities for these, as well as mutual assistance with regard to terrorism and natural or man-made disasters.

The European Security Strategy (2003) provides guidelines for the Union's security policy-related activities. The Strategy identifies the following key security challenges: terrorism, proliferation of weapons of mass destruction, regional conflicts, state failure and organised crime. The Strategy was updated in December 2008. The update highlighted a more coherent and consistent use of the wide range of instruments available to the Union, strengthening of the ESDP structures as well as the development of the European Neighbourhood Policy and multilateral cooperation. Renewed interest is focused on cyber security and energy security as well as climate-related issues.

The Lisbon Treaty would improve the Union's capabilities in crisis management and further amalgamate the concert of military and civilian crisis management. The permanent structured cooperation mechanism is open to all Member States and it opens up new possibilities to deepen military capabilities cooperation.

The mutual assistance obligation aims to reinforce solidarity among Member States and bolster their commitment to the development of the ESDP.

> *If a Member State is the victim of armed aggression on its territory, the other Member States shall have towards it an obligation of aid and assistance by all the means in their power, in accordance with Article 51 of the United Nations Charter. This shall not prejudice*

the specific character of the security and defence policy of certain Member States.

Commitments and cooperation in this area shall be consistent with commitments under the North Atlantic Treaty Organisation, which, for those States which are members of it, remains the foundation of their collective defence and the forum for its implementation.
(TEU Article 42(7))

The mutual assistance obligation in the Treaty of Lisbon was analysed in detail in a report published by the Ministry for Foreign Affairs on 10 April 2008.

The solidarity clause states that the Union and its Member States shall act jointly in a spirit of solidarity if a Member State is the object of a terrorist attack or the victim of a natural or man-made disaster and asks for assistance. On 26 March 2004 the European Council adopted a declaration on solidarity in the face of terrorism stating that Member States will act, in accordance with the solidarity clause incorporated in the draft constitutional treaty of Europe, jointly and in a spirit of solidarity if one of them is the object of a terrorist attack.

1. The Union and its Member States shall act jointly in a spirit of solidarity if a Member State is the object of a terrorist attack or the victim of a natural or man-made disaster. The Union shall mobilise all the instruments at its disposal, including the military resources made available by the Member States, to:

(a)
- prevent the terrorist threat in the territory of the Member States;
- protect democratic institutions and the civilian population from any terrorist attack;
- assist a Member State in its territory, at the request of its political authorities, in the event of a terrorist attack;

(b)
- assist a Member State in its territory, at the request of its political authorities, in the event of a natural or man-made disaster.

2. Should a Member State be the object of a terrorist attack or the victim of a natural or man-made disaster, the other Member States shall assist it at the request of its political authorities. To that end, the Member States shall coordinate between themselves in the Council.

3. The arrangements for the implementation by the Union of this solidarity clause shall be defined by a decision adopted by the Council acting on a joint proposal by the Commission and the High Representative of the Union for Foreign Affairs and Security Policy. The Council shall act in accordance with Article 15b (1) of the Treaty on European Union where this decision has defence implications. The European Parliament shall be informed.

For the purposes of this paragraph and without prejudice to Article 207, the Council shall be assisted by the Political and Security Committee with the support of the structures developed in the context of the common security and defence policy and by the Committee referred to in Article 61d; the two committees shall, if necessary, submit joint opinions.

4. The European Council shall regularly assess the threats facing the Union in order to enable the Union and its Member States to take effective action. (TFEU Article 222)

Many of the provisions in the Treaty of Lisbon are already common practice. The European Defence Agency has been founded, crisis management tasks have been reviewed, rapid response elements have been created and the solidarity clause is being applied as regards terrorism.

The European Defence Agency (EDA) is tasked to contribute to the development of military capabilities, to promote armaments cooperation between EU Member States and support defence research and technology cooperation. The EDA also contributes to the creation of a competitive European defence equipment market and strengthens the industrial and technological base of the European defence sector.

EU crisis management

The volume and scope of the EU's crisis management tasks have dramatically increased in recent years and the Union has improved its military and civilian crisis management instruments. Crisis management activities are implemented in parallel with the EU's other external action, including political and diplomatic efforts, European Commission action such as Stability Instrument-based assistance, development cooperation and humanitarian assistance as well as Member States' bilateral action. Challenges include the coherence of the Union's external action as well as a comprehensive approach.

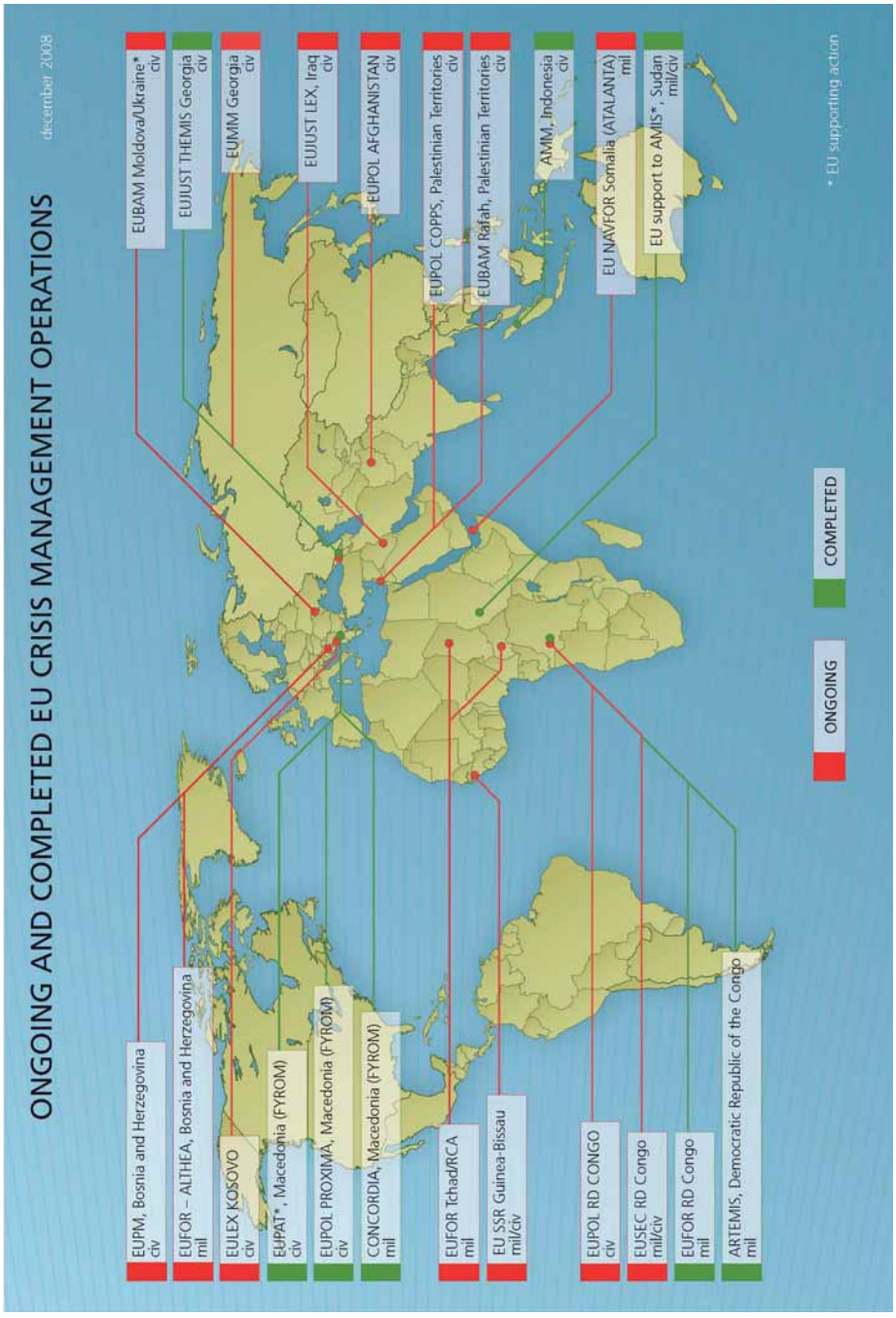
The basic premise of EU crisis management is mutual commitment, with Member States providing the necessary capabilities.

The Amsterdam Treaty provided the Union with the competence to execute military crisis management tasks, the so-called Petersberg tasks which were updated by the Treaty of Lisbon. The updated Petersberg tasks include joint disarmament operations, humanitarian and rescue tasks, military advice and assistance, conflict prevention and peacekeeping, tasks of combat forces in crisis management including peacemaking as well as post-conflict stabilisation. All of these tasks can be pursued in the fight against terrorism, including support to third parties on their respective territories.

The Union is improving its capability to plan and execute crisis management operations and is upgrading its crisis management mechanisms. The Council Secretariat heads the Policy Planning and Early Warning Unit, Situation Centre, EU Military Staff and the Civilian/Military cell which coordinates with the EUMS. The planning capability of the European Union military staff is gradually being reinforced. A planning and staff structure for civilian crisis management has been established within the Council Secretariat to assist in the planning, deployment and management of civilian crisis management operations.

The European Union implements a wide variety of crisis management operations. For the most part they have been independent EU operations. However, the Union has also conducted two military crisis management operations by relying on NATO capabilities.

The focus of EU operations has been on civilian crisis management. In December 2008 there were 3 ongoing military and 11 ongoing civilian EU crisis management operations. The combined personnel strength in the military operations was approximately 6,700. With its operations the Union seeks to support the UN and promote international peace and stability.



Ongoing and completed EU crisis management operations

The European Union has implemented several operations in the Western Balkans, the Middle East and Africa. In addition, civilian crisis management operations have been conducted in Georgia on the Ukraine-Moldova border area, in Aceh, Indonesia as well as in Iraq and Afghanistan.

In the Western Balkans the Union has participated in the stabilisation of the region through military and civilian crisis management. In Bosnia and Herzegovina there is an ongoing military operation as well as a civilian operation with the objective of supporting the restructuring of the police service and fighting organised crime. The civilian crisis management mission in Kosovo is the largest civilian mission the Union has ever launched, consisting of some 2,000 international experts. The operation focuses on the rule of law and the police.

Africa is becoming increasingly important in the EU's crisis management activities. The newest operation is the anti-piracy campaign off the coast of Somalia. In addition to its own crisis management operations the European Union supports the crisis management operations of the African Union by being its largest donor and a provider of expert assistance.

The European Union is expected to concurrently implement several military crisis management operations. The EU's capabilities development process aims at fine-tuning existing capacities for crisis management operations. This is an integral element in the evolution of the ESDP.

The EU Member States have sizeable military capacities, albeit not perfectly suited to crisis management operations. According to European Defence Agency statistics, troops deployed from EU Member States to international operations (EU, UN, NATO) totalled nearly 78,000 in 2007.

The European Union has improved its rapid response capability as an answer to continuously evolving crisis management requirements. One EU battle group is a unit comprising 1,600–2,700 combat troops and must be able to deploy to the area of operations within 10 days of the Council decision to launch an operation. The battle groups reached full operational capability in the beginning of 2007. The Union is developing rapid response capabilities for the navy and air force as well.

Potential battle group tasks include peace-enforcement operations, conflict prevention measures and evacuations in demanding environments as well as support for humanitarian operations. Most battle groups are multinational. This cooperation improves the Member States' interoperability.

National capacity building for civilian crisis management aims to identify more and better qualified experts that the Member States are willing to second to EU civilian crisis management operations. The objective is to ensure that the Union is always able to deploy a sufficient number of highly qualified civilian crisis management experts to an area of operations on short notice.

The EU's civilian crisis management rapid response capability is based on Civilian Response Teams (CRT). A CRT consists of approximately five members who are intended for deployment to a conflict area within 5-10 days from a Council decision to launch a mission. The teams' tasks encompass, for example, fact-finding and assessment of the area of operations, mission build-up or providing support for existing EU crisis management activities by introducing additional expertise.

Cooperation between the European Union and other crisis management actors

Typically several international organisations operate in the same crisis area. These include the United Nations, the European Union, NATO, OSCE, the African Union and non-governmental organisations. Coordination and harmonisation of their respective activities is necessary.

In 2003 the European Union and NATO agreed on cooperation under which the EU may use NATO's assets and capabilities for EU-led military crisis management operations, if required. The so-called Berlin+ arrangement has been successfully employed in Macedonia as well as in Bosnia and Herzegovina.

Parallel activities in Kosovo, Afghanistan and Darfur have introduced a new element into EU-NATO crisis management cooperation. Since the previously agreed collaboration arrangements do not cover the scope of these activities, practical cooperation on the ground has been implemented by *ad hoc* arrangements. Furthermore, the strengthening of the EU's security and defence dimension only highlights the need for new solutions for cooperation. This, however, is politically difficult to achieve because of the dispute between Turkey and Cyprus.

The European Union and NATO seek to reinforce their concerted planning of capabilities development. They share the same shortcomings and challenges: for the most part both organisations tap into the same military resources. The EU and NATO also organise command post and staff exercises together.

Collaboration with the United Nations is fostered on the basis of joint declarations on UN-EU cooperation, adopted in 2003 and 2007. For example, the EU and the UN closely cooperated in the Democratic Republic of the Congo. Also the multi-sectoral international presence in Chad and the Central African Republic calls for close cooperation between the organisations.

The Joint Africa-EU Strategy, adopted in December 2007, and the related Action Plan provide a solid foundation for the strengthening of the partnership in the area of peace and security. The European Union supports the development of African crisis management capabilities, for example, by supporting the creation of an African rapid response force.

World order in flux

The functioning of the multilateral system has proved to be wanting. Many multilateral organisations, such as the UN, OSCE, WTO, IMF and the World Bank have failed to adequately reform themselves in the post-Cold War era. This has only increased the importance of unofficial groupings. Such unofficial structures, such as the G8 or G20 meetings, may identify solutions to individual problems but they cannot provide any long-term solutions to global governance.

Climate change and the financial crisis that shakes the very foundations of the global economy show how vulnerable nation-states are on their own. Globalisation increases interdependence between states and cross-border problems cannot be solved without cooperation. The common global security challenges include the reduction of poverty, climate policy, food crises, crisis management and prevention of the proliferation of WMDs as well as counter-terrorism.

Even if international trends point towards increasing multipolarity, the United States continues to be the primary political, financial and military operator in international affairs. Russia's position depends on whether it manages to institute economic and social reforms. The rising roles of China and India, in addition to Japan's strong status, are fortifying Asia's role vis-à-vis the United States and Europe. The strengthening role of the European Union also highlights the importance of interregional dialogue.

Great-power relations are still extremely important when it comes to international affairs. Even though armed conflicts between the great powers are extremely unlikely, power projection capabilities matter a great deal as

regards their relative importance. The great powers have demonstrated that they are willing and able to use military force in defence of their interest as well as in strengthening their great-power status.

The United States

The United States remains the key political, financial and military superpower. Its decisions and actions fundamentally shape international security.

Being the largest economy in the world, the United States is also of central importance to global economic growth. This is visible, for example, through the immediate effects of the US-originated financial crisis on the world economy.

The United States is the only great power with global interests and the capability for global power projection. It operates actively in global foreign and security policy making and its military presence is felt almost everywhere in the world.

The main pillars of the National Security Strategy of the United States of America include the promotion of freedom, democracy, justice and human dignity as well as action to combat cross-border challenges such as terrorism, the proliferation of weapons of mass destruction and trafficking in human beings. The United States has also been willing to use military force outside its own territory in advancing its financial and security policy interests.

After the 2001 terrorist attacks in the United States national security became the *leitmotif* of American security policy. National preparedness and intersectoral cooperation were improved in the wake of the terrorist attacks and Hurricane Katrina.

The foreign and security policy of the new administration is still in the making. High hopes are placed on President Obama. Policy styles and the tone by which foreign and security policy objectives are stated may change much more than the essence itself. Nevertheless, the significance of multilateralism in foreign and security policy may grow.

Terrorism is seen as a long-term global security problem, cultivated by Islamic extremism and originating in North Africa, the Middle East, the Persian Gulf and some parts of Asia.

Peace in the Middle East is still a key American foreign policy objective. The Middle Eastern peace process, as well as responding to the Iranian security

threat, is seen as a prerequisite for stability in the entire region. The stabilisation of Iraq is also directly associated with stability in the Middle East, the onward march of democracy, the war against terrorism and energy security.

Afghanistan continues to be a major challenge to the United States and the US is prepared to support Afghanistan for a long time. In addition to Afghanistan, the stabilisation of Pakistan is also a key American policy objective in southern Asia.

In Eastern Asia the United States has provided security guarantees to Taiwan. However, in line with the One China policy, the USA urges Taiwan to avoid confrontation with mainland China. In order to prevent the proliferation of nuclear weapons and stabilise Eastern Asia the United States tries to persuade North Korea to abolish its nuclear programme. The United States cultivates security cooperation with several Asian countries. Most recently it has improved its relations with India, for example.

Africa is increasingly important to the United States. The continent is plagued by abject poverty and instability which, combined, create a fertile environment for terrorism and extremism. Americans, too, are interested in Africa's oil reserves and other natural resources. Proof of this is AFRICOM, the recently created United States Africa Command.

The United States continues to play a predominant role in the stability of Europe and the Baltic Sea region. NATO is the key forum as regards US security cooperation with European countries.

The European Union and its Member States are the most important political, financial and military partners of the United States. The Union and the United States also engage in a dialogue on vital international security policy issues. In addition to multilateral questions these include, particularly, the Middle East, Afghanistan/Pakistan and Russia. The fight against terrorism has expanded the transatlantic dialogue to justice and home affairs, sanction regimes and the international law framework of counter-terrorist activities. Climate and energy questions are also higher on the transatlantic agenda.

In recent years the United States has been critical of the United Nations. The US approach to multilateral action, international treaties and the justification for the use of force differs from European practices. The United States has occasionally been unwilling to commit to such international arrangements that could limit its future options, such as the Kyoto Treaty or the International Criminal Court. The United States continues to permit the death penalty.

The United States primarily aims to cooperate with its allies and aims to seek international justification for its use of force. Nevertheless, if national interests so require, it is prepared to act without an international mandate in certain cases, alone or within coalitions of willing countries. The pre-emptive use of force is never ruled out. Still, lessons from the war in Iraq have strengthened multilateralist trends as well as a comprehensive and preventative approach in crisis management, which focuses on nation-building.

The personnel strength of the US armed forces is approximately 1.3 million and the defence budget is approximately USD 560 billion. Central defence policy guidelines focus on the transformation of the armed forces, the long 'war on terrorism' as well as stabilisation and reconstruction operations in crisis areas. The purpose of the transformation of the armed forces is to better respond to homeland defence, the threat posed by WMDs and terrorism. Troops are developed to be more streamlined and easily deployable. The significance of intelligence and special forces continues to grow. The United States has built its own missile defence system.

The importance of allies and partners in defence policy has grown and cooperation among public authorities is seen as increasingly important. The United States urges Europe to modernise its armed forces and asks for more active European participation in crisis management operations.

The areas of responsibility of the US military command structure cover the entire Earth. There is growing American military interest in the Middle East and the Pacific Ocean and, to some extent, Africa as well.

The Iraq War has put tremendous strain on the personnel and equipment of the armed forces. On the other hand, the war also improves US military capabilities and readiness. Since the National Guard and reservists comprise an increasingly larger share of troop rotations, the consequences of the war touch deep into society. US troops are expected to remain in Iraq for a long period to come.

The United States is the world's largest developer and manufacturer of defence technology. It invests over five times more in military R&D than the Member States of the European Union combined.

The United States continues to reduce its military presence in Europe. US bases will be closed and downsized on other continents as well. Most of the

troops remaining in Europe will focus on Eastern and Southeastern Europe. In the long term there will be 50,000 US troops in Europe, at most. Small staging and training bases will be set up for the US Army in Poland, Romania and Bulgaria. The United States plans to deploy parts of its missile defence systems in the Czech Republic and Poland.

Russia

Russia is seeking to restore its great-power status and considers it very important to alter the decisions of the 1990s, which it deems as unfavourable to Russia.

The State Duma election in March 2007 as well as the presidential election in the spring of 2008 sustained continuity in Russia. The restoration of political and financial stability can be considered President Putin's biggest accomplishments.

In recent years, power has been greatly concentrated in the hands of the state leadership. The Prime Minister's domestic and foreign policy roles are on the increase. On the one hand, political stability and the continuity of governance culminate in the relationship between the State Duma, the Government and the President and, on the other hand, in securing the status of the fairly large group of those that are affluent. A sizable portion of the population desires to have a strong leader, who would also point the way forward.

Russia is a party to almost every key international human rights convention and treaty. Nonetheless, human rights and civil liberties in Russia leave much to be desired.

Russia still has a long way to go in eradicating corruption and guaranteeing the judiciary's independence. These problems weaken the citizens' and business community's confidence in the authorities.

Russian self-esteem has risen along with the country's strengthening economy and re-emerging international status. Nationalist rhetoric is commonplace and the state leadership use the media extensively for the purpose of advancing their own objectives.

Russia criticises the fact that the OSCE's activities concentrate on human rights and democracy. It also strongly objects to the enlargement of NATO to CIS countries. Russia has recently made a proposal on a new European security structure.

The relationship between the key bodies of Russia and the EU is still in the making. Russia maintains close bilateral contacts with the largest EU nations and tries to have a say on which issues are placed on the bilateral agenda versus the EU-Russia agenda.

Russia and the European Union could cooperate in security affairs like the peaceful resolution of frozen conflicts, Middle Eastern affairs and counter-terrorism. In practice however, cooperation has been virtually nonexistent.

The European Union is Russia's most important trading partner. More than half of Russia's trade takes place with EU countries. Russia and the EU depend very much on each other, above all, regarding energy.

The Commonwealth of Independent States is the centre of gravity of Russia's foreign policy and geography. Collaboration within the CIS is built on bilateral relations as well as geographical and historical interdependence. There are still frozen conflicts in Nagorno-Karabakh, Transdniestr, Abkhazia and South Ossetia. At the same time, Russia has tried to establish regional power groupings, such as the Shanghai Cooperation Organisation.

Russia is also prepared to advance its interests by projecting military power outside its national borders, as demonstrated by the crisis in Georgia in August 2008. During the crisis Russia did not follow the key principles of the international community. The crisis may also have knock-on effects on other frozen conflicts and create new tension in the Russia-Ukraine relationship.

Russia's discontent with European security affairs largely stems from the international decisions and events of the 1990s. These include the evolving role of the OSCE, problems related to the CFE Treaty, NATO enlargement and the events which ultimately led to the independence of Kosovo. Russia feels that the positioning of parts of the US missile defence system in the Czech Republic and Poland is, in reality, aimed at Russia.

Ever since the Chechen Wars, counter-terrorism has been high on the Russian security policy agenda. After 9/11 Russia defined the Chechen War as a war against terror. The special feature of terrorism in Russia is the fact that it is homegrown. Most terrorist attacks are associated with the flammable situation in North Caucasus.

Russia's stability relies on favourable economic growth. The main objectives of the economic policy are a healthy state economy and robust economic growth. Lately the state has clearly increased its role in the economy, for example the

energy sector. However, the international financial crisis and the plummeting energy prices paint dark clouds on Russia's economic outlook as well.

Energy is the keystone of Russia's economy. Over 60% of export revenue comes from energy exports and 50% of tax revenue comes from energy and export taxes. Russia is obviously highly dependent on world market prices. Still, the energy sector only employs approximately two per cent of the population. Huge energy resources and an extensive energy transport network increase Russia's foreign policy clout as well as its eminence in global energy policy.

The European Union is its most important energy export market. The fact that Europe is so dependent on Russia might develop into a security risk. It is not certain that Russia can always deliver enough energy to meet European demands.

From the standpoint of diversifying the production structure and long-term economic prospects, it is worrying that the financial reforms which were implemented in the beginning of this decade have been so sluggish. Energy production and other infrastructure are in poor condition. Furthermore, due to the wasteful use of energy, power and natural gas shortages are also included in Russia's economic near-term threat scenarios. Energy production costs are much higher in Russia than, for example, Saudi Arabia. The required large investments further increase this gap.

In recent years, poverty and the pronounced regional disparity have been eclipsed by the robust economic growth.

Russia's military capacity trends

The threat scenarios of Russia's political and military leadership include, among other things, the hegemonic trends of the United States, increasing Western economic, political and military presence in Russia´s traditional spheres of influence as well as NATO enlargement. Russia aims to respond to these threats by maintaining armed forces capable of providing sufficient deterrence. Defence development focuses on sufficient nuclear potential as well as on qualitative improvements in certain areas.

Russia's favourable economic growth also facilitates the transformation of its armed forces. In the coming years Russia plans to invest heavily in the development and procurement of new defence materiel. Qualitative improvement is its primary objective. On the whole, Russia's military capabilities will improve.

Russia's defence budget has grown throughout this decade. The public defence budget in 2008 is approximately EUR 28 billion, amounting to 2.6–2.8 per cent of the GDP. Defence-related items are also included in other administrative sectors' budgets, adding a considerable amount to the sum total. Prime Minister Putin has announced an increase of 27% in the defence budget for this year.

Russia aims to achieve a status in which its capability to exert influence in its security environment parallels its national strength. The main tasks of Russia's armed forces include the containment of military and military-political threats to Russia's interests and its security, the furthering of financial and political interests, peacetime military operations (counter-terrorism and peacekeeping tasks) as well as the use of military force, including a surprise strike, to ensure security. Russia's leadership have often stated that Russia, if need be, will use military force in protecting Russian citizens residing outside of Russia's national borders.

The Baltic Sea plays a central role in Russia's foreign trade. This also has military and political dimensions. The Kola Peninsula retains, or is even increasing, its strategic importance to Russia.

Russia's armed forces are being transformed from a traditional mass army into a leaner and a more capable military. Once the organisational changes have been completed the capacity of the armed forces will be developed by improving the human resources system, weaponry and equipment. Russia is already organising many more military exercises compared to the lull of the 1990s.

The Russian defence procurement programme for 2007–2015 amounts to approximately EUR 145 billion. The objective of the programme is to maintain Russia's nuclear deterrence and simultaneously improve its conventional armed forces. The programme aims to replace 45% of the present equipment and modernise the remaining equipment by 2020. If the programme is fully funded and serial production begins, Russia's rearmament programme will be in full swing in the coming decade.

The push towards fully professional armed forces will continue. However, personnel problems in the Russian military are considerable. The problems could also turn into security risks because of, for instance, the illicit arms trade or illegal smuggling of substances and materials.

When the Soviet Union collapsed, the personnel strength of Russia's armed forces was 2.8 million troops. The plan is to reduce its strength to approximately

one million troops. New equipment and contractual personnel will be primarily assigned to high readiness formations in all services. The total number of army, airborne and naval infantry high readiness divisions and brigades will be approximately twenty. They include professional personnel as well as modern equipment and weaponry.

China

China's present international role is strengthened by the fact that it is the fourth largest, rapidly expanding economy in the world with 1.3 billion inhabitants. China is a nuclear power and a permanent member of the UN Security Council.

China's foreign policy has been fairly moderate, emphasising national sovereignty and non-interference in other countries' internal affairs. The key exceptions to the rule have been questions related to the One China policy and China's territorial integrity.

China strongly objects to Taiwan's pursuit of independence, even to the point of hinting at the possibility of using military force to counter this. China's military potential expansion is thought to be linked, to a large extent, to the situation in the Taiwan Strait. On the one hand, Western countries have told China that the use of force as a solution to the situation with Taiwan is completely out of the question. At the same time, by following the One China policy they have persuaded Taiwan to refrain from provocative, independence-minded action.

A hallmark of China's international role is the high demand for energy and raw materials caused by its strong economic growth. China operates actively on several continents in order to secure access to the raw materials and energy necessary for its economic growth and stability. By doing so, it has also been criticised for having supported questionable regimes in countries which are unstable, yet rich in natural resources. China has also been criticised for ignoring development policy principles in its activities in Africa.

In response to this criticism, China has begun to participate somewhat more in the international community's efforts to resolve difficult situations and crises in countries like North Korea, Sudan and Myanmar. Simultaneously, it has tried to meet this challenge by being a partner with the West, seeking peaceful resolutions for international problems. This development will probably continue, albeit in a more restricted manner than what the EU or the United States would like to see.

China's march towards a free-market economy has thus far not transformed it into a democracy. Progress in civil society lags far behind financial reforms. Even though advances in certain areas of civil society have even been encouraged, activism critical of the party or powers that be is still not tolerated. The most worrisome developments involve China's human rights situation, control of the media and continued censorship, despite the country's rapid modernisation. China regards human rights as being a national issue. The European Union is engaging China in an ongoing dialogue over human rights issues.

As it is increasingly interlinked with international financial structures, China, like developed economies, has become more dependent on economic realities and, accordingly, on Western markets. The EU area and the United States are its most important trading partners as well as being major investors in China. The flip side is that China plays a key role in international finances with its large foreign currency reserves and investments. This, in turn, generates more dependency on the part of the other side. It remains to be seen what role China shall adopt in the fight against climate change. Nevertheless, it will be one of global importance.

China is deliberately increasing its investments in the transformation and improvement of its armed forces. This has resulted in the intensification of security cooperation and contacts with certain key Asian and Pacific countries, including the United States.

At present, China is not challenging the military position of the United States nor the stability in the area of the Pacific Ocean. However, the possibility of escalation in the Taiwan Strait must be kept in mind. China's power projection capacity, in spite of its naval and space technology investments, is still limited to regional operations.

The United Nations

The three pillars of United Nations activities are peace and security, development and poverty reduction and human rights and democracy.

The United Nations has maintained its position in the international community as the key norm setter, negotiating forum, actor, and guardian of international law for the international community. The UN plays a significant role in the management of globalisation and in developing a comprehensive humanity policy. The UN and especially its Economic and Social Council and its subsidiary bodies as well as specialised UN agencies continue to play a major role in promoting higher living standards, full employment and economic and social

questions, as sustainable development is the most effective means of conflict prevention. The UN Millennium Declaration and its Millennium Development Goals are crucial to realising these objectives.

In a globalising world, the UN agenda is crowded with new cross-border threats such as climate change, international terrorism, organised crime, infectious diseases, energy and food security as well as uncontrolled migratory flows.

Human rights are part and parcel of the comprehensive concept of security and the realisation of human security. In addition, strengthening the rule of law in international relations in general and in post-conflict societies in particular is a considerable challenge to the UN. An especially difficult challenge has to do with building consensus among Member States on how to respond to global challenges. At the same time, the UN must reform its own structures to meet the requirements of a changing environment.

Comprehensive UN reform, vital for its capacity to act and its credibility, is hampered by the conflicting interests of Member States. Industrials states, which also carry the biggest burden of funding the organisation, are ready to enact far-reaching and deep reforms. Developing countries, on the other hand, are slowing down the reforms because they fear these could weaken the UN as a development organisation.

This North-South confrontation manifests itself on many political issues, and is often linked to state sovereignty and the responsibility of states to protect their own citizens. The responsibility to protect was indirectly addressed by the Security Council in its discussions about the situations in Kosovo, Darfur and Myanmar.

United Nations activities reflect the broad balance of international power at any one time. China's growing economic and political influence has also had an impact on the UN. The role of the European Union in the UN has also become more influential in recent years.

The UN is an environment where individual Member States of the European Union often actively pursue their national interests in addition to the agreed common line. The European External Action Service, which the Lisbon Treaty would create, could be expected to streamline common action in the UN as well. Enhanced cooperation particularly in the Security Council would serve to strengthen the Union's common foreign and security policy vis-à-vis third parties.

The UN Security Council

The United Nations Security Council has primary responsibility for international peace and security and its resolutions are legally binding. Even though the Council deals primarily with individual crises, in recent years it has also included broader themes of peace and security on its agenda.

The Security Council will probably retain its international significance in the future. The present permanent members will see to this because they share a common interest in maintaining their special status. The Council's effectiveness and capability to act, however, vary depending on the issue at hand and the state of great-power relations.

As far as the permanent members are concerned, the composition of the Security Council has not changed since the end of the Second World War. There have been attempts to reform its membership and working methods. The goal of the reform is to create a more efficient and globally representative Security Council.

The principle of rotation followed among the Nordic countries ensures that one of the five is more or less constantly campaigning for a seat on the Security Council. Finland is a candidate for a non-permanent seat for the 2013-14 term.

UN crisis management

Various crises in Africa have increased the volume of UN crisis management activities significantly. At present the UN runs 16 peacekeeping operations and two political operations. They comprise 112,000 military and civilian personnel, approximately 90,000 of whom are uniformed peacekeepers, military observers and police. The total number of personnel is on the rise. In addition, the European Union, the OSCE and NATO as well as the African Union can implement UN-mandated crisis management operations.

The nature of UN crisis management has changed in many ways. Developing countries are the largest troop contributors. The comprehensive UN approach spans the spectrum of crisis management from conflict prevention to post-conflict reconstruction. UN missions engage in both traditional peacekeeping and civilian crisis management.

The UN seeks to improve its early-warning capabilities particularly by enhancing both preventive diplomacy and its regional presence. It has been difficult

Ongoing United Nations military and civilian operations

nonetheless to obtain political support for strengthening the structures needed for preventive action because some UN Member States fear that new structures and practices will lead to violations of their sovereignty. The UN, together with regional actors, plays an important role in the international mediation of conflicts.

The Peacebuilding Commission established as part of the larger UN reform in 2006 has the mandate of contributing to post-conflict stabilisation and the prevention of renewed conflict.

NATO

Along with changes in the security environment, NATO has increasingly transformed itself into a broadly oriented, multilateral security policy and crisis management organisation. At the same time, its memberships and partnerships have expanded, now encompassing a network of over 60 countries, Russia included. The Alliance seeks cooperation and aims to establish global partnerships.

NATO and the development of the security environment were assessed in detail in the Report on the Effects of Finland's possible NATO membership, published by the Ministry for Foreign Affairs on 21 December 2007.

NATO's impact on security and stability is positive. While crisis management tasks have become increasingly important for NATO, collective defence remains at the core of the Alliance. Pursuant to Article 5 of the North Atlantic Treaty an armed attack against one or more of the Parties shall be considered an attack against them all and consequently they agree that, if such an armed attack occurs, each of them, in exercise of the right of self-defence recognised by Article 51 of the Charter of the United Nations, will assist the Party or Parties so attacked by taking such action as it deems necessary.

NATO has a special role as a transatlantic defence and security organisation. Twenty-one of the 26 NATO nations are EU Member States. The status of the United States as the single most important financial, technological and military actor in NATO also highlights the importance of NATO cooperation, even as the security and defence dimension of the European Union becomes stronger over time.

In connection with its Strategic Concept review, NATO assesses its security environment, the tasks of the Alliance as well as its relationship with its

partners. Preparations for the review will be discussed at the Alliance's 60th Anniversary Summit in the spring of 2009.

NATO crisis management

Owing to its operation in Afghanistan (ISAF), the shipping monitoring operation in the Mediterranean, the training mission in Iraq and the mission to provide logistic support to the African Union in Darfur, the geographical focus of NATO operations has gradually moved outside of Europe. NATO's naval assets have also been used in protecting UN food shipments against pirates off the coast of Somalia. NATO will most likely focus its attention increasingly on the Middle East, Asia and Africa in the future. NATO has also undertaken relief aid missions in the aftermath of natural disasters such as hurricane Katrina and earthquakes in Pakistan. Operation KFOR in Kosovo is the only ongoing NATO crisis management mission in Europe.

Operation ISAF in Afghanistan is a UN-mandated mission, comprised of over 40 participating countries. It is the Alliance's most demanding crisis management operation, having significantly impacted NATO's military capabilities as well as the enlargement of the partnership and cooperation network. Operation ISAF has also shown that several NATO member countries find it difficult to identify and sustain sufficient troops for demanding military operations. NATO engages in a continuous debate over mutual solidarity and burden-sharing.

Mainly as a result of the operation in Afghanistan, NATO has adopted a comprehensive approach in crisis management. This approach emphasises the importance of civil-military cooperation as well as the interdependence between stability and development. When crucial civilian crisis management capacities are required, NATO relies on the resources of other actors. The relationship between NATO and other international actors, especially the UN and the EU, has become increasingly important. NATO has called for a stronger UN role in coordinating activities in Afghanistan.

Crisis management will continue to be the most important task for NATO and Afghanistan will remain the most central challenge for the Alliance. In the near term, NATO will likely seek solutions for funding problems and capability shortfalls through increased common funding of operations.

Partnership for Peace and other cooperation programmes

The volume of crisis management operations is on the increase and, therefore, the resources of NATO's partner countries and other possible cooperation

partners are needed in addition to the resources of the Alliance. NATO cooperation programmes have also been opened to countries outside the Euro-Atlantic Partnership Council. At the same time operational intelligence sharing and the possibility of participating in operational decision-shaping have been improved.

In addition to placing emphasis on crisis management, NATO finds it important to promote stability in partner countries. Developed partners are expected to participate in this activity by supporting, for example, security and defence sector reform.

The relative importance of the Euro-Atlantic Partnership Council has diminished. Partner countries differ with regard to their interest in NATO cooperation as well as to their available resources. The possibility of a partner country developing and focusing its cooperation in line with its own interests and needs is an important trend. Good examples of this include the opening of the NATO Response Force to willing and capable partners as well as the Strategic Airlift Capability. While no structural changes are expected in NATO PfP and cooperation programmes, their content may be further developed.

The purpose of NATO's Planning and Review Process (PARP) is to promote interoperability between the Alliance and its partners in crisis management operations. New and flexible forms of cooperation are being developed to facilitate the increased participation of willing and capable partner countries.

NATO's civil emergency preparedness activities are almost totally open to partners. Participation in NATO Civil Emergency Planning supports national preparedness and harmonises capabilities. NATO also runs a Euro-Atlantic Disaster Response Coordination Center which provides relief aid in crises and disasters, and organises exercises.

NATO enlargement

As was the case with EU enlargement, NATO enlargement, too, has significantly increased stability and eliminated political divides in post-Cold War Europe. NATO has declared that it continues to observe an open door policy towards potential member countries that want to become members and meet the membership criteria.

Albania and Croatia have signed accession protocols and they are expected to become NATO nations by the 2009 Summit. Of the countries in the Western Balkans, also the Former Yugoslav Republic of Macedonia, Bosnia

and Herzegovina as well as Montenegro are pursuing NATO membership. At the Bucharest Summit in April 2008, Allied leaders agreed that Georgia and Ukraine, too, will become NATO members sometime in the future.

Owing to enlargement and changes in the security environment, the inner cohesion of the Alliance is weaker in comparison to the Cold War era. At that time a clear threat scenario unified the member countries, then much fewer in numbers. European NATO nations have closely integrated their defence capabilities into NATO. The possible rejoining of France to the NATO military command structure will widely impact NATO and the European security architecture.

NATO defence planning

In the post-Cold War environment NATO mostly adopted a capability-based defence planning concept. NATO no longer prepares country-specific defence plans for all of its members against the threat of a large-scale attack. Nonetheless, common defence planning as well as command and force structures are flexibly tailored to meet the requirements of the strategic assessment. NATO estimates that it has enough time to launch and complete the required defence planning to counter any large-scale attack, should such a threat appear.

Nevertheless, due to changes in the security environment the essence of collective defence has expanded. It is no longer understood to only guarantee the territorial integrity of NATO nations. Operation Active Endeavour, patrolling the Mediterranean, is an example of present-day collective defence tasks launched under Article 5 of the North Atlantic Treaty. Several partner countries, including Russia and Ukraine, have offered to support the operation.

NATO defence planning emphasises the comprehensive concept of security. Furthermore, capabilities are being tailored to meet the requirements of various security threats. If required, NATO will defend its members and their vital interests beyond the Alliance's traditional areas of responsibility as well as through non-military means.

The most immediate threats to NATO are terrorism, the proliferation of WMDs, fragile states, regional crises, and abuse of new technologies as well as the discontinuation of vital energy supplies. Counter-terrorism tasks include the protection of critical infrastructure as well as supporting the civilian authorities in a post-terrorist attack situation. The crisis management operation in Afghanistan has highlighted the need for force protection against terrorism.

Protection against new technologies includes NATO's Theatre Missile Defence (TMD) Programme and the possibility of 'bolting' the TMD onto the US national missile defence system.

The generation of capabilities for demanding and challenging crisis management tasks also bolsters NATO's ability to defend its territory, if need be. Special attention is paid to the capabilities and interoperability of European NATO nations. Moreover, work on NATO's joint command and force structure transformation is still going on. The objective is to create a leaner and more flexible structure.

The NATO Response Force (NRF) is of central importance in the development of national and Allied capabilities. The varied tasks of the NRF range from evacuation and crisis management to counter-terrorism and Article 5 operations. In practice the need for improving rapid response capabilities arises specifically from crisis management.

The objective of defence materiel cooperation is to improve the Alliance's military capabilities and to guarantee interoperability in NATO operations. Defence materiel cooperation especially focuses on interoperable C3I (Command, Control, Communications and Intelligence) systems as well as better equipment for meeting the requirements of a mission. Priorities also include chemical, biological and radiological defence, strategic airlift and improved logistic support. NATO standards form the foundation for international interoperability. International repair services and maintenance cooperation will be expanded and the significance of the NATO Maintenance and Supply Agency (NAMSA), and corresponding arrangements, will increase.

NATO-Russia relations

The members of the NATO-Russia Council (NRC), the cooperation forum for NATO-Russia relations, include the 26 NATO nations and Russia. The NRC puts Russia in a privileged position in comparison to the other partner countries. It also allows Russia to engage in a regular political dialogue with NATO countries on topical security policy and regional issues. Both Ukraine and Georgia have corresponding arrangements with NATO.

Topics in the NRC include military-to-military cooperation, the fight against terrorism, civil emergency planning, exchange of air situation pictures and defence reform. The most visible example of practical cooperation in the NRC is the project aimed at preventing drug trafficking from Afghanistan.

Furthermore, Russia has decided to support the ISAF operation by allowing land transit across its territory.

Changes in East-West relations also have an impact on NATO-Russia relations. The conflict in Georgia seriously impacted cooperation in the NRC.

Russia has been extremely critical of NATO enlargement into the area of the CIS.

The OSCE

The Organization for Security and Cooperation in Europe (OSCE) is the sole European organisation whose 56 participating states span the entire Euro-Atlantic and Euro-Asian region. In addition to its large membership, the OSCE's special strengths include a broad range of instruments, versatility, cooperative structure and flexibility.

The OSCE was founded on a network of political commitments included in the Helsinki Final Act, covering both traditional military security issues as well as wider human security questions. The objective is to improve security and promote democracy, human rights and the rule of law in the entire area of the OSCE. The OSCE is the principal European actor when it comes to election monitoring, minority rights and building military openness, trust and democratic control of armed forces.

The organisation focuses on the ability to respond to new security challenges. New areas of cooperation include border security and control, counter-terrorism, control of small arms and the illicit arms trade as well as the fight against the narcotics trade and trafficking in human beings. The focus of the OSCE's activities is gradually moving from Southeastern Europe to the South Caucasus and Central Asia.

The OSCE has developed versatile tools for conflict prevention, early-warning, crisis management and political reconciliation. Field operations are at the core of its activities. The OSCE can flexibly tailor its wide range of field operations and rapidly respond to changing crises. The OSCE's capability to act was strengthened in the autumn of 2008 when it was able to increase the number of military observers in Georgia within a week or so.

The OSCE, which operates by consensus, is vulnerable to the ebb and flow of international relations. In recent years, the organisation has squabbled over the geographical focus of activities and, especially, the significance of promoting

democracy and human rights vis-à-vis traditional military security issues. The crux of the argument involves election monitoring.

The Council of Europe

The mission of the Council of Europe is to promote democracy, human rights and the rule of law in Europe in order to advance peace and stability in Europe. The Council of Europe plays an important role in creating a treaty regime. International monitoring arrangements have been established for the most important treaties. The Council of Europe pays special attention to the promotion of tolerance and minority rights. The Council of Europe Convention on the Prevention of Terrorism, adopted in 2005, is recognised as an instrument which combines effective counter-terrorist action and a comprehensive human rights approach.

The enlargement of the Council of Europe has been a vehicle for influencing the stabilisation of democracy and legal reform in countries in transition. It takes years before human-rights thinking and democracy take root in a society even after legislative changes and social reforms, required by membership, have been instituted. This requires constant monitoring through well-established parliamentary and other procedures as well as independent institutions such as the European Court of Human Rights, the European Human Rights Commissioner and the European Commission against Racism and Intolerance.

The prevention of discrimination, social inequality and conflicts as well as the fight against organised crime and corruption remain pertinent tasks. The detection of non-compliance with standards is an early-warning system. Well-timed intervention on the part of the European Human Rights Commissioner and the Venice Commission, which specialises in constitutional matters, the Committee against Torture and the rapporteurs to the Parliamentary Assembly have often prevented crises from escalating and made the world more aware of the root causes of conflicts. The organisation offers its expertise to host nations and other international organisations through liaison offices.

Security developments in Finland's neighbouring areas

The enlargement of the European Union and NATO as well as political and economic changes in Russia have stabilised Finland's neighbourhood. Nevertheless, particularly tensions between the Baltic States and Russia and between Poland and Russia are still palpable.

Russia's use of military force against Georgia will also have knock-on effects on security thinking in Finland's neighbouring areas. This might result in a review of defence arrangements, especially, in the Baltic States.

In addition to military threats, new threats have emerged. The lessons from Estonia and Georgia demonstrate that cyber attacks constitute a concrete security threat. Deliberate disruptions of raw material or energy deliveries can be used as instruments of political pressure. Security threats involving, among other things, the environment, nuclear safety and security, organised crime, narcotics trade, human trafficking or infectious diseases constitute cross-border threats. With the expansion of the Schengen Area, the Baltic States and Poland have joined the area of free movement within the European Union.

The condition of the Baltic Sea impacts all coastal states of the Baltic Sea. Because of increased shipping, the Baltic Sea is under constant environmental threat and the possibility of a massive environmental disaster continues to grow. Climate change may spur a race for energy rights and other natural resources in the Arctic region. This may also have security policy and military implications.

The enlargement of the European Union has accentuated the importance of Baltic Sea cooperation. The European Union aims to promote the state of the environment as well as trade, transportation and social contacts and stability through the EU Strategy for the Baltic Sea Region and other corresponding policies.

In addition to EU and NATO cooperation, several other cooperation mechanisms foster closer contacts and stability in Finland's neighbouring areas. The most important of these are Nordic cooperation as well as the collaboration between the Nordic countries and Baltic States, the Northern Dimension of the European Union and the Council of Baltic Sea States.

Russia's strategic interests in areas adjacent to Finland include the defence of its northern sea areas, military bases in the Kola Peninsula, the area of St. Petersburg, the 'other capital of Russia', as well as the Baltic Sea transport corridor. The strategic nuclear submarine bases of Russia's Northern Fleet are in the Kola Peninsula and the strategic importance of Kola remains high, or may even increase. Large oil and natural gas deposits in Kola are further grounds why this region remains so important to Russia's defence.

There are over 100,000 defence ministry and other troops in the Leningrad Military District. The district is capable of using tactical nuclear weapons. Army

Wartime military strength in Finland's neighbouring areas

units include service branch troops as well as two high-readiness motorised-rifle brigades, an artillery brigade as well as several brigades and divisions at a lower strength which can be mobilised to full strength if required. In addition, there is also an airborne division reporting to the General Staff of the Armed Forces in the district.

The Russian air force has 14 bases in the vicinity of Finland, comprising over 200 combat and reconnaissance aircraft. Command and control aircraft, electronic warfare aircraft and helicopters also use the bases.

Russia has announced that it will strengthen its Baltic Fleet.

It is important to Russia to protect its foreign trade transport corridors and the growth potential in the Baltic Sea region. Approximately 40% of the oil Russia exports is shipped through the Baltic Sea. The planned new natural gas pipeline will give the bottom of the Gulf of Finland increased strategic importance.

The Nordic countries are intensifying their mutual foreign, security and defence policy cooperation. They are also studying ways on how to better adapt regional cooperation agreements in the Barents Sea and Baltic Sea regions.

Nordic societies are very similar. Therefore, they share many goals in key security areas, such as the fight against climate change and the ambition to cooperate in the globalising world. Far-reaching harmonisation processes are ongoing between the Nordic countries.

The Nordic countries can also promote and advance their common objectives on other fora, such as the UN, EU, OSCE and NATO. Crisis management is an example of Nordic cooperation success stories. Nordic countries participating in varying formations cooperate closely in improving training and civil-military cooperation on the ground as well as in advancing indigenous crisis management capabilities in the Western Balkans, Afghanistan and Africa.

Sufficient defence appropriations are a key challenge shared by all Nordic defence forces. The Nordic countries are developing new areas and forms of cooperation which are wider in scope compared to the present ones. Should they materialise, they will result in synergies and better operational preconditions. The intention is to extend the common efforts beyond crisis management cooperation so as to include the respective defence forces' activities, such as

naval and air surveillance, logistics, training, research & analysis as well as defence materiel cooperation.

Sweden continues to improve its interoperability with the other EU Member States and NATO. Operational units form the backbone of the present Swedish armed forces at present. There are approximately 800 Swedish personnel deployed to international crisis management operations. The objective is to increase their number to approximately 2,000 persons.

The Home Guard, supported by mobile operational units, are responsible for local defence. Sweden will probably change over to fully professional armed forces during the coming decade. Recently the armed forces have been developed with international crisis management in mind because the current threat scenarios do not include the possibility of armed aggression against Sweden. However, recent events may result in a reassessment of the situation.

Norway's armed forces are tasked to maintain a defence capability which, supported by NATO, is sufficient to repel armed aggression. This capability shall also be capable of securing Norway's interests in the north, where Norway has boosted its military presence. While national tasks remain the main tasks of the armed forces, the nation also participates in international crisis management operations, together with its allies and partners. Norway has deployed approximately 600 persons to international operations. In addition, Norway has earmarked a reinforced battalion as well as naval and air force elements for Allied operations.

The Norwegian Home Guard are the mainstay of wartime troops. There are some 15,000 regular personnel in the armed forces. Norway has general conscription. NATO remains the cornerstone of Norway's defence and the importance of the Alliance in maintaining stability in the northern regions is emphasised. Norway's defence appropriations are approximately 2% of GDP, above the average of European NATO member countries.

The Baltic States' armed forces are tasked to conduct territorial surveillance, repel violations of territorial integrity and defend their territorial integrity. International military crisis management also plays a significant role. Estonia, for example, has deployed more than 200 troops to operations in Kosovo, Iraq and Afghanistan. Moreover, Estonia participates in the NRF. Nonetheless, without Allied assistance the Baltic States' capability to defend their territorial integrity is still marginal.

The personnel strengths of the Baltic States' armed forces will remain small in the 2010s. Latvia has abolished general conscription, Lithuania is about to follow suit and even Estonia implements general conscription only to a degree. Voluntary arrangements are highlighted in target protection, territorial defence, mobilisation, reception of Allied assistance as well as international crisis management tasks. Mutual defence cooperation plays a key role in developing the Baltic States' capabilities.

2 THE EFFECTS OF DEVELOPMENTS IN THE SECURITY ENVIRONMENT OF FINLAND

Globalisation has primarily positive effects on Finland. Thanks to their readiness for change, effective employment of security networks in society, a high level of education and new technology, Finland and Finns have been able to turn globalisation into an advantage. Then again, global networking has also increased Finland's vulnerability.

The challenges of globalisation require goal-oriented good governance, an international presence and the capability to rapidly react to changes in the operating environment. Finland must prepare for wide-ranging threats as a member of European and global cooperative arrangements and organisations. Political, economic, military, scientific and technological cooperation within these structures can enhance our national capabilities. The functioning of the multilateral system and great powers' commitments to commonly agreed rules are important to Finland.

Interdependence between states is increasing. Changes in global security, global economic dislocations and climate change have knock-on effects on Finland as well. For instance, disturbances in energy or raw material production, even far from our borders, may slow down Finland's economic growth. It behoves Finland to try to ease the long-term consequences of such changes, even if they do not immediately impact Finland.

As a result of global warming, the growing season in Finland might become longer in the long term. On the other hand, storm damage as well as flooding and prolonged droughts or forest fires will increase. In the long term, among other things, the rising sea level and rapidly changing weather conditions may cause serious problems and increase the need for cooperation among public authorities.

Finland's public **finances** are sound at the moment. The Finnish economy is integrally linked to the global economy and to its development. The global financial crisis manifests itself as slower economic growth in Finland, among other things.

The dwindling labour supply caused by the ageing of the population dims economic prospects in the medium term. Paramount in strengthening nationwide employment and public finances in the long term is to sustain

sufficient economic growth and expertise that are invaluable for Finland's competitiveness.

The strong integration development in recent years has greatly changed Finland's operating environment. Altered business structures and ownership arrangements in the Finnish market also impact Finland's crisis preparedness.

Electronic information and communications technology (ICT) systems expedite both civilian and military activities. Simultaneously, however, the architecture of the ICT systems facilitates the use of these systems for criminal purposes and also in manipulating society's vital functions from abroad. Decision-makers, citizens, the media, energy sources, information networks or vital national defence components, such as the air defence, can become the targets of information warfare such as cyber attacks.

The European Union is gradually moving towards more efficient and transparent defence markets. Protectionism may impede this positive development.

In international comparison Finland's security of supply is well organised. Nonetheless, challenges include the dependence on imported energy as well as increasing foreign ownership of critical infrastructure, production and services. The worst-case scenario in preparedness arrangements is a crisis in which the capability to produce critical articles or obtain them from abroad is either disturbed or temporarily suspended. This applies particularly to ICT systems.

Increasing foreign ownership and control over sea, air and land transport equipment weakens the reliability of transports.

The Defence Forces rely on society's security of supply and, consequently, on the production which supports military defence and system maintenance.

While the current assessment is that the likelihood of **terrorism** against Finland is low, it does exist, and hence requires preparedness arrangements. In recent years the threat of terror has increased and concretised in the Nordic countries. Also Finns abroad such as those deployed to crisis management or other international tasks or on travel, may become victim of terrorist acts. Terrorists might also use Finnish territory as a sanctuary for terrorist financing or for other purposes.

The ageing of the population is a problem for competitiveness and the economic dependency ratio. Finland has a growing need for labour migrants.

It is a challenge to the state to retain its attractiveness as an employer as the workforce continues to age. The Defence Forces, too, will have to compete more and more in order to recruit skilled personnel. Diminishing annual conscript intakes will result in smaller wartime troop strengths as early as the 2010s.

Organised crime and the grey economy benefit from the increased freedom of movement. Increased human trafficking is a serious human rights challenge, both internationally as well as in our neighbouring areas. Finland is a transit country and, to some extent, a destination of human trafficking.

Dangerous **infectious diseases**, such as SARS, HIV/AIDS and serious animal and plant epidemics, such as the avian influenza in various parts of the world, also constitute a major threat to Finland. Food crises within the European Union are often associated with slow-developing dangerous zoonoses or to the spread of highly infectious animal diseases among domestic animals. Should foreign substances manage to enter the food supply chain it could result in extensive recalls of feed or food. Increasing travel heightens the risk of epidemics.

Multidrug-resistant tuberculosis occurs in Finland's neighbouring areas and, thus far, the number of HIV infections keeps on growing.

Crises, conflicts and the use of military force

The increasingly multi-dimensional crises and conflicts require that Finland adopt an active and comprehensive approach in which civilian and military activities are coordinated.

Future crisis management operations will probably be implemented in more demanding environments, where host nation support may be completely nonexistent and in which the equipment rapidly wears out. Better coordination and cooperation between the various organisations and international actors operating on the ground is highlighted. An additional challenge is that the local population may at times be openly hostile towards the crisis management contingent. Operations may also incur the risk of terrorist attacks in Finland.

Finland must develop its rapid reaction capabilities as well as the needed niche capabilities and special materials for military crisis management. Operations are launched farther and farther away from Finland, multiplying operational expenses. Therefore, Finland must continually reassess its crisis management capacity and consider additional funding.

Realised crisis management expenses/peacekeeper/per year			
Afganistan	Bosnia and Herzegovina	Kosovo	Chad (estimate)
EUR 150,000	EUR 124,000	EUR 89,000	EUR 221,000

There are growing expectations on Finnish civilian crisis management participation. Our civilian crisis management capacities must be improved and made more versatile in order to meet the growing requirements.

Throughout our peacekeeping history there has always been a risk of casualties in crisis management operations. More demanding environments also increase the threats to civilian crisis management experts. Special attention must be paid to arrangements for protecting crisis management personnel. The threat of chemical, biological and radiological substances requires proactive preparedness and better NBC defence capabilities from the national authorities and crisis management contingents alike.

The defence of Finland continues to be the main task of the Defence Forces. In addition to crisis management, Finland still needs to prepare for the prevention or repelling of military threats to its territorial integrity or to the vital functions of society.

Global arms control processes strengthen international security and stability. Crises and conflicts may spawn rapidly advancing arms control processes on certain conventional weapons. These, in turn, pose challenges to Finnish defence policy and defence development, accentuating the need to cooperate with like-minded states and exert influence in international processes.

Even if Finland is not a party to the Oslo Convention banning cluster munitions, the convention significantly impacts Finland's defence and its resource requirements.

The key actors

The United Nations, being the most inclusive international organisation in the world, is important to Finland. The UN hopes that Finland will strengthen its participation in UN action promoting development, peace and security as well as UN peacekeeping activities and training.

The European Union acts in line with UN principles and supports the UN. The Union is Finland's most important frame of reference and channel of influence in efforts to respond to most security threats.

While implementing the EU's climate and energy policy decisions, Finland can secure its energy supplies in a sustainable manner. The EU's multi-dimensional policy on combating international crime and terrorism also bolsters Finland's security.

The European Security and Defence Policy focuses on crisis management, counter-terrorism and defence materiel cooperation. These policy areas also meet Finland's requirements.

The European Union is in the process of assuming responsibility for increasingly demanding military and civilian crisis management operations. Finland must take this into account when national capacities are being built.

Battle groups have introduced rapid deployment as a new qualitative element in the EU's military crisis management. The Union has created Civilian Response Teams for situations which require rapid action. Finland is expected to actively participate in rapid response capability development as well as in actual deployments.

The clauses which relate to solidarity and mutual assistance in the case of armed aggression strengthen the Union's internal security and solidarity among the Member States. Both obligations advance Finland's security as well.

Finland has already reviewed its legislation in order to enable the provision of assistance to another EU Member State under the solidarity clause. Finland must reassess its capacity to implement the mutual assistance obligation. Nevertheless, the European Union is not creating a common territorial defence capability, as most EU-countries carry out their defence arrangements through NATO.

The strengthening of the ESDP only accentuates the importance of cooperation with **NATO**. The EU and NATO are organisations with almost the same memberships. The possible return of France to NATO's military command structure will further increase the linkage between the organisations, possibly creating challenges over influence for the non-NATO EU Member States.

Finland develops its military capabilities in accordance with NATO standards.

Finland follows NATO's transformation which will continue with the revision of its Strategic Concept, defining the tasks of the Alliance. In this context the debate will also reflect on EU cooperation.

NATO is aiming for a more comprehensive approach in crisis management. This calls for closer Finland-NATO cooperation.

Active participation in cooperation and crisis management open to NATO partners advances the development of Finland's military capabilities and interoperability and thus increases Finland's security. With regard to military capabilities and interoperability, the PfP Planning and Review Process (PARP) and the Operational Capabilities Concept (OCC) are of central importance to Finland. Participation in activities supplementing the NATO Response Force would require enhancing Finland's own rapid response capabilities.

Civil Emergency Planning is a continuously growing area almost completely open to NATO partners. Finland has found participation beneficial in many sectors of CEP and Finland is expected to participate extensively in these activities.

The OSCE continues to concentrate on new security threats. Its regional focus will also move towards the South Caucasus and Central Asia. This provides Finland and the European Union with new opportunities for supporting stability and promoting European values in these regions.

The United States continues to be the primary international security operator. It is important for Finland to foster relations with the United States in EU and NATO contexts, and to maintain close bilateral relations with the United States.

When it comes to Finland's security environment, the most important questions relate to **Russia's** political and economic stability and to the evolution of its international relations.

Russia has political, economic and military interests in our neighbouring areas.

Russia's most stable neighbouring areas border on Finland and other countries in Northern Europe. Still, the possibility of change in the security situation of our neighbouring areas cannot be excluded, nor can the possibility of armed aggression or the threat thereof.

During the Georgia crisis Russia demonstrated that it is willing and able to use military force in defending its interests. The crisis may have created long-term tensions in Europe, further complicating security cooperation. The crisis in

Georgia also demonstrated that events even far from us can impinge on the EU-Russia relationship and thereby also affect Finland.

Russia is modernising its armed forces and equipment, which will also have an impact in Finland's neighbourhood. While the number of its troops will probably not increase, the quality of defence materiel and capabilities will improve. Russia continues to deploy nuclear weapons in Finland's neighbouring areas.

Security in our **neighbouring areas** also depends on developments in the interrelationships of the European Union, Russia and NATO. Increased shipping, the question of natural resource rights in the Barents Sea as well as declining wartime troop strengths in our vicinity pose new kinds of security and defence policy challenges.

The armed forces' personnel strengths in Nordic and Baltic countries are diminishing through modernisation processes. The other Nordic countries emphasise international military crisis management as a military task.

Many of the risks to the Baltic Sea coastal states such as shipping, nuclear safety-related disasters and environmental threats fall under the rubric of comprehensive security. Furthermore, international organised crime, narcotics trade and human trafficking as well as infectious diseases require vigilance from Finland. National and international inter-authority cooperation across administrative sectors becomes increasingly important.

Finland considers that Russia's increasing oil transports and other shipping in the Baltic Sea constitute a significant environmental concern. Other major challenges from the Finnish standpoint include Russia's inadequate infrastructure, obsolescent nuclear plants and non-eco friendly industry.

The Member States of the European Union are extremely dependent on Russian energy. This may also have security policy repercussions in Northern Europe if Russia uses its energy resources as an instrument of political influence and pressure. The increasing interdependence between Russia and the EU intertwines them closer together, creating a positive effect on regional stability.

Finland continues to import most of its fossil fuels from Russia. Russia's electricity generation is already insufficient at times because of its rapid economic growth. This results in rolling blackouts which may also impact Finland if the reliability of electricity imports suffers. The National Climate

and Energy Strategy, extending into 2020, aims to achieve a calculated self-sufficiency of electricity generation.

Russia is in the process of comprehensively reforming its border control structure. Personnel have been reduced and many border guard stations on the Finnish border have been closed. Hence, the Russian border control system is now more easily permeable. The requirements for Finnish border control and management of border situations are increasing.

China affects Finland primarily through the global economy, bilateral trade and investments and through social and environmental questions regarding China. Compared to the other European countries, Finland is slightly more dependent on economic cooperation with China.

The challenges of the security environment to defence development

Finland must be able to prevent the use of military force against it or the threat thereof. However, should military force be used against Finland, the Defence Forces must be capable of independently repelling the attack while utilising any possible assistance from abroad. A correctly scaled defence capability strengthens and promotes stability in the security environment.

In addition to the Defence Forces' main task, other important tasks include the provision of executive assistance to the other authorities as well as participation in international military crisis management.

In Finland the core functions of society as well as the population are concentrated in cities. This sets new requirements for defence, civil protection and the functioning of the civil society. It is increasingly important that the Defence Forces flexibly employ military capabilities as required by place, time or function.

The use of military capabilities in controlling wide-ranging security challenges calls for national and international cooperation. It may be impossible to respond to asymmetrical threats by employing conventional military means alone.

The Defence Forces must concentrate on their core functions, increasingly integrate with society and tap into the resources of the business sector and society.

The rapidly growing price of defence materiel and dependence on international security of supply require national and international cooperation as well as sufficient resources for defence development.

Finland, a militarily non-allied country, cannot build its defence planning on military assistance from abroad. Nonetheless, Finland must be prepared to provide and receive international assistance.

The result of the changing nature of war is that various threats are best countered by flexible, situationally aware and mobile units. Finnish defence development must be capability-based. Progress leads to units that are more capable, albeit smaller in terms of personnel.

Firepower remains a key deterrent. The importance and means of employing standoff precision-guided weapons, electronic warfare and satellite technology as well as information warfare are on the increase.

Nordic defence cooperation may identify security-enhancing means of collaboration and projects which, in the long term, create savings and synergies. However, Nordic cooperation is no surrogate for closer EU or NATO cooperation.

The defence and security sector can tap into an increasingly larger pool of civilian research and innovation. However, the challenge is whether research projects and innovations can be identified and exploited early enough in the process of defence development.

3 FINLAND'S SECURITY AND DEFENCE POLICY GUIDELINES

General

The most important functions of Finland's foreign, security and defence policy are safeguarding Finland's independence, territorial integrity and society's basic values, advancing the security and well-being of its citizens and sustaining the functioning of society.

The security and defence policy guidelines take into account changes in the global operating environment in accordance with the comprehensive concept of security. Globalisation requires goal-oriented, consistent and proactive action as well as the capability to swiftly react to changes in the environment. National interests are best advanced through international cooperation.

Finland promotes and strengthens bilateral relations globally and, especially, with its neighbours.

Finland fosters the strengthening of the Common Foreign and Security Policy of the European Union and its operational capability, and for its part, bears global responsibility.

Finland actively contributes to security and cooperation by means of security and defence policy. Finland maintains and develops a credible defence which is appropriately scaled to its security environment. In addition to national defence, the Defence Forces provide executive assistance to the other authorities and participate in international military crisis management. Participation in international activities strengthens the national defence.

The Province of Åland Islands has a recognized status under international law. The special status of the province does not prevent Finland from intensifying defence cooperation within the European Union and in international organisations.

The European Union

Membership of the European Union strengthens Finland's security. An internationally strong Union, capable of action, serves Finland's interests.

Membership of the Union is a fundamental security policy choice for Finland. As a Member State of the Union Finland belongs to a close-knit political grouping, the members of which share a strong sense of unity and the will to act in unison. Finland is strongly committed to this union.

The European Union affects Finland's security policy on many levels. On the one hand, the Union steadfastly develops its security-related activities (CFSP, crisis management, materiel cooperation, internal security). Yet, the Union is also a key actor in several other fields which directly affect security, such as energy, transport and infectious diseases.

The action of the European Union *per se* deepens solidarity among the Member States, which in turn has a direct positive effect on the security of the Member States. Concurrently, the Union's external action brings stability to its vicinity. The enlargement policy serves a specific purpose in all of this and, among other things, helps to stabilise the Western Balkans.

Finland aims to develop the European Union into an increasingly efficient and coherent actor. This would directly contribute to Finland's security and international position. A more efficient and internationally viable Union serves Finland's interests.

A credible Common Foreign and Security Policy advances Finland's security policy goals. Finland is firmly committed to the common goals of the Union and seeks to ensure that its security policy interests are observed in EU decision-making.

Finland considers it important that the European Union has a European Security Strategy defining common security policy threat scenarios and policy guidelines.

The security of Finland and the common security of the European Union are strengthened through deepening integration, enlargement and properly managed neighbourhood policies as well as a solid EU-Russia partnership.

Finland supports a comprehensive approach which recognises the interrelationship between internal and external security.

Finland believes that it is essential to develop the Union's area of freedom, security and justice.

The solidarity clause included in the Treaty of Lisbon reinforces the employment of the instruments and capabilities of the Union and its Member States, and strengthens their mutual solidarity. Finland acts in accordance with the solidarity clause.

The strength of the Union is its ability to promote security with a wide range of instruments, such as political dialogue and crisis management as well as human rights, development and trade policies. Actions taken by the European Union foster security within the Union as well as in its neighbouring areas and globally.

Deepening of the European Security and Defence Policy bolsters Finland's security. Finland actively participates in developing the ESDP as well as in its full implementation.

It is in Finland's interests to actively contribute to EU crisis management operations, civilian and military crisis management capability cooperation as well as the activities of the European Defence Agency. The permanent structured cooperation provides an effective mechanism for improving military capabilities. Finland supports the permanent structured cooperation and will participate in it.

Finland supports closer EU-NATO cooperation. It is important to develop capabilities between the European Union and NATO in a mutually coherent manner. Rather than being competitors in crisis management, the organisations complement each other.

Finland maintains that the obligation of mutual assistance strengthens solidarity among the Member States, binding equally all member states. Pursuant to the obligation of assistance, Finland will provide assistance to the other Member States and expects the others to act likewise. Finland believes that a mutual assistance obligation covering military means is but a natural commitment in a close-knit entity such as the Union. It goes without saying that the strong solidarity within the Union also reflects on military activities and the readiness to defend the other Member States by all available means.

The mutual assistance obligation is directly binding on the Member States and its application does not require unanimous decision by the Member States. It is up to each Member State to decide on the provision and forms of assistance.

Finland takes into consideration the fact that the Union has no common defence planning capability or structures for common defence. Crisis management

participation brings about interoperability which contributes to the reception and provision of military assistance. The prospect of receiving assistance from the other EU Member States raises the threshold of armed aggression and improves Finland's capability to deter any possible attack.

Multilateral cooperation

Finland fosters the strengthening of multilateral cooperation and international law. Finland emphasises the role of the UN as the most comprehensive multilateral cooperation mechanism. The Security Council has a primary role in the maintenance of international peace and security. Finland supports the UN reform aimed towards better response to the changing global challenges.

Finland plays an active role in the UN both nationally as well as through EU and Nordic cooperation. Furthermore, Finland advocates a more visible and coherent European Union in the United Nations. The Union can wield considerable influence in the UN, especially when it acts in a unified manner.

Finland is a candidate for a non-permanent seat in the Security Council for 2013–14.

Finland supports the OSCE and Council of Europe in advancing stability, security, rule of law and human rights. The OSCE's field missions have a key role in the activities of the organisation.

Neighbouring areas

Promotion of security and stability in Northern Europe is a key goal of Finland's security and defence policy.

Sweden and Norway are Finland's close security policy partners. Finland highlights the importance of Nordic cooperation as well as collaboration between the Nordic and Baltic countries.

Finland deepens security and defence policy cooperation with the Nordic countries as well as with the countries in the Baltic Sea region in areas such as multilateral training and exercises.

Finland promotes the EU's Northern Dimension and the elaboration of associated partnerships concerning the environment, social well-being and public health as well as transport and culture.

Regional cooperation arrangements in the Baltic Sea region need to be further clarified. Finland's objective is that all countries in the region be firmly committed to the shared objectives.

It is in Finland's interests to advance stability in the northern regions. Finland also has commercial and economic interests as regards utilising the natural resources in the Arctic region. Finland implements its Arctic policy both domestically and in the European Union as well as through bilateral and multilateral cooperation. Participation in the work of the Barents Euro-Arctic Council and the Arctic Council is particularly important.

Finland wants to exert its influence via the upcoming EU Baltic Sea Strategy, among other things, so as to more efficiently focus the Union's actions and capabilities on improving the environment, trade and transport arrangements, as well as social contacts in the Baltic Sea region.

Russia

Finland considers it essential that Russia commit to international cooperation and institutions as an actor that bears its share of global responsibility and respects the principles of international law. Russia's development towards a functioning democracy, a state respecting human rights and the rule of law, and a market economy is in Finland's interest.

Finland fosters its relations with Russia both bilaterally and as a Member State of the European Union. Political, official, economic and civil society interaction is being intensified.

A well-functioning EU-Russia dialogue is needed, thus reflecting the parties' interdependence.

Finland supports Russia's WTO membership and works for the conclusion of a new EU-Russia agreement and a modern free trade agreement.

Finland follows developments in Russia, which is the most important factor in Finland's security environment. Further improvements in Russia-NATO relations would promote stability in the region. Finland considers that the development of relations between Russia and the Baltic States is important and exerts influence to bolster multilateral cooperation in the Baltic Sea region.

The United States

Finland intensifies political, economic and security cooperation with the United States both bilaterally and as a Member State of the European Union. Bilateral relations are being intensified through active dialogue and cooperation in order to solve major international problems. Defence materiel cooperation with the United States is of particular importance.

Finland promotes an intensified partnership between the European Union and the United States in combating climate change, eradicating poverty and solving global economic problems, among other things.

Partnership cooperation with NATO furthers transatlantic security cooperation.

Prevention of crises and conflicts

Finland contributes to crisis and conflict prevention, especially, by means of development, human rights and arms control policies, and by participating in international crisis management.

Through a coherent development policy Finland helps societies respond to the needs of their citizens, eliminate the root causes of threats and advance stability, security and sustainable development. Finland has pledged to raise its development cooperation appropriations to 0.51% of GNI by 2010, followed by a further increase to 0.7% of the GNI by 2015. Finland supports preventative action, mediation and peace processes, post-conflict reconstruction as well as post-crisis transition from crises and natural disasters by means of development cooperation.

Finland actively advocates human rights, democracy and respect for the rule of law all over the world. Respect for human rights and the creation of preconditions for social and individual dignity constitute a key element of comprehensive security. Finland pays particular attention to the status of women and children in conflicts. Finland supports the International Criminal Court as well as the other international war crime tribunals.

Arms control

Finland participates in the efforts to intensify multilateral arms control including the Nuclear Non-Proliferation Treaty, NPT. In its actions Finland pays particular attention to the linkage between arms control and international security as well

as to promoting development in a comprehensive manner. Finland underscores the importance of the UN as the cornerstone of multilateral arms control and disarmament machinery as well as the principal forum for multilateral treaty regimes.

Finland participates actively in major international arms control processes and intensifies its cooperation with like-minded states. Because of certain special features in its national defence, Finland needs to influence international arms control processes.

In 2008 Finland did not sign the Oslo Convention banning cluster munitions. Nevertheless, Finland regards the Convention as important from the humanitarian standpoint. Finland also supports the goals of the Convention as well as the efforts towards its universalisation.

Once a study relating to the Defence Forces' capabilities has been completed and the international development work on cluster munitions, procurement options and costs have been analysed, the Oslo Convention will be reassessed. The Cabinet Committee on Foreign and Security Policy will review the developments yearly.

Finland will participate in the implementation of the Oslo Convention through humanitarian mine action.

Finland maintains and develops non-proliferation-based export controls in accordance with internationally established standards as well as national policy. Finland abides by the EU regime of export controls, contributes to its development and strives for a strengthened status of the regime.

Securing the functions vital to society

Finland prepares for security threats both nationally and as a member of the key European and global cooperation structures and organisations.

In order to prepare for and respond to security threats, Finland must engage in close international and national cooperation as well as develop collaborative mechanisms between different public authorities, the business sector and NGOs. Furthermore, Finland must efficiently implement its Strategy for Securing the Functions Vital to Society as well as the Internal Security Programme. During the period of the present Government in office, an all-inclusive study on preparedness, including the so-called comprehensive defence approach, will be completed.

The European Union is currently preparing a European Programme for Critical Infrastructure Protection to prevent and minimise the damage caused by disturbances or failures in the infrastructure. Finland actively participates in the implementation of the programme.

Security of supply safeguards the continued functioning of society. Finland maintains a national security of supply and supports the improvement of the Union's security of supply. A smoothly functioning single European market and uninterrupted foreign trade create the preconditions for security of supply. Finland also utilises public-private sector partnership arrangements as well as bilateral and multilateral international agreements. Critical infrastructure is sustained to ensure functioning of the society, national defence and citizens' livelihood.

Society's vital functions are secured by safeguarding the fuel supply, electricity and heat generation capacity as well as the transmission and distribution of energy in view of any possible disruptions in imports. Domestic energy production is expanded in order to guarantee access to energy and to reduce dependence on imports. Finland contributes to the functioning of the Nordic electricity market.

When it comes to securing the electronic information and telecommunications systems, the main emphasis is placed on nationally guaranteeing the functioning of communication networks and ancillary arrangements. However, international cooperation is also sought. Particular attention is paid to safeguarding communications for the state leadership and the security authorities.

Finland combats global warming and actively participates in solving climate change and energy-related issues both within the European Union as well as in global fora. Finland regards it as important that security questions related to the environment and climate change be addressed in the UN as well as in other relevant security fora. Finland supports the adaptation of the poorest and most vulnerable countries to the consequences of climate change.

Finland prepares for counter-terrorism and the prevention of violent radicalisation. Finland shall prepare a national counter-terrorism strategy, defining and clarifying the roles and responsibilities of the authorities in counter-terrorist action. Furthermore, Finland participates in cooperation in the EU, the UN and other international organisations, aimed at reducing the terrorist threat and addressing its root causes.

Finland intensifies and expands national and international cooperation among public authorities in combating terrorism and international organised crime.

Finland actively contributes to the development of border security in the European Union and underlines the primary responsibility of the national authorities. The smooth flow and security of cross-border traffic is improved by upgrading the functioning of international border crossing points and increasing their staffing.

Finland takes the consequences of possible epidemics into account as regards securing the vital functions of society. Pursuant to the national preparedness plan, every administrative sector must see to it that they have coordinated contingency plans in case of pandemics and infectious diseases.

The national authorities' preparedness and cooperation is intensified in order to improve the capability to respond to chemical, biological and radiological threats.

Crisis management

Finland strengthens its participation in international crisis management in order to promote peace and security as well as development and respect for human rights. Participation in crisis management is part of Finland's security and international burden sharing. It also bolsters the national defence capability.

Means for military and civilian crisis management instruments will be further strengthened. Sufficient financial, material and personnel resources will be earmarked for crisis management. Finland is developing interoperable, versatile and high-quality civilian and military crisis management capabilities so as to be able to meet the requirements of different conflict situations.

Finland makes a significant contribution to EU, NATO, UN and OSCE-led crisis management operations. Finland maintains and develops its military rapid reaction capabilities and readiness by participating in the EU's rapid response force. Finland intends to participate in the training, exercises and evaluations of the NATO Response Force (NRF). As regards civilian crisis management, Finland participates in the development of the EU's rapid reaction capabilities. Finland strengthens its participation in UN-led crisis management. The number of women assigned to crisis management tasks will be increased.

Finland increases its participation in international civilian crisis management through various organisations and cooperation mechanisms. The number of

Finnish personnel and Finnish resources in civilian crisis management will be increased.

Finland strengthens a comprehensive approach in crisis management and post-conflict reconstruction. Consequently, Finland considers it important that military and civilian crisis management as well as development cooperation and humanitarian aid be coordinated so as to achieve optimal synergies and lasting effects.

Cooperation between the administrative sectors on allocation of development cooperation resources to conflict prevention, peace process support and post-conflict management will be intensified.

In its activities, Finland places emphasis on the development of local security structures and crisis management capabilities in the conflict areas, and on the training of local security authorities as a part of strengthening the basic structures of society. Finland supports the inclusion of questions related to natural resources, climate and the environment in crisis prevention and resolution as well as in post-conflict management.

NATO

Finland's strategic thinking aims at broad European cooperation and integration, which would help eliminate antagonism and prevent security threats.

Finland does not expect to face military pressure or armed aggression outside the context of a wider international conflict.

NATO is a politico-military alliance; Article 5 of the North Atlantic Treaty is its *raison d'être*. In its practical activities NATO is above all a crisis management organisation. It is a central intergovernmental cooperation organisation for members and partners alike.

Finland takes an active part in the cooperation open to partners as well as in the development of partnership and cooperation programmes. Finland engages in regular political dialogue with NATO and participates in NATO-led crisis management operations.

In order to develop international crisis management capabilities and strengthen its national defence capabilities Finland aims to participate in supplementary activities of the NATO Response Force. This also improves Finland's participation in the EU battle groups and in the Union's capability development.

Finland supports NATO's efforts contributing to the stability and defence reform in its partner countries. In addition, Finland continues to participate in NATO's Civil Emergency Planning.

Finland's possible NATO membership would have repercussions in the security situation of Northern Europe and in Finland's neighbouring areas.

According to the report published by the Ministry for Foreign Affairs on the effects of Finland's possible NATO membership, membership in the Alliance would have a deterrent effect, thereby strengthening Finland's security. NATO membership would provide Finland with Article 5 security guarantees. Conversely, the possible membership would obligate Finland to provide assistance to other NATO nations, should they become victim of an armed attack.

The possible membership should be considered from the perspective of Finland's foreign policy position, defence as well as the evolving crisis management cooperation. The European Union provides equal opportunities to its Member States for participating in crisis management cooperation. As a member of NATO, Finland would fully participate in the Alliance's decision-making. Finland would also participate in the NATO-Russia Council.

However, as a NATO nation Finland would face increasing political expectations to participate in the Alliance's crisis management tasks on the grounds of general burden sharing and solidarity. Nevertheless, Finland would independently decide on participation in operations, as is currently the case. Finland has been able to participate in a crisis management manner it considers appropriate, even while being outside of NATO.

Finland considers NATO's objectives in promoting international stability and security to be compatible with the foreign and security policy goals of Finland and the EU.

As a member of NATO, Finland would participate in NATO defence planning and defence materiel cooperation. This would improve Finland's defence capability and also enhance interoperability in national defence, cooperation among public authorities and international crisis management. As a member Finland would participate in the Alliance's military security of supply arrangements. Moreover, NATO membership would foster Finland's international civil protection cooperation, improve its ability to receive assistance from abroad and benefit the Finnish defence industry. NATO recommends that its members spend two per cent of the GDP on defence. In 2007 five of the 26 NATO nations reached

this target. Should the membership be considered, an assessment must be made on how the fact that NATO nations develop professional armed forces, rather than general conscription, would affect Finland's defence system.

Even as a NATO nation Finland would independently decide on the key principles of its national defence.

The Parliamentary Security Policy Monitoring Group published a report, stating that *Finland's basic security policy guidelines are sound and that they do not require any fundamental review. Even in the future Finland must see to its credible defence and participate in the developing European security and defence cooperation. The basic premise is that the entire territory of the nation will be defended and that the defence system will continue to be based on general conscription. Finland is not a member in any military alliance but it closely cooperates with NATO and maintains the option of seeking membership in the organisation*.

Also from now on, strong grounds exist for considering Finland's membership of NATO. As regards a decision on possible membership, broad political consensus is essential, and it is important to take public opinion into consideration.

The defence of Finland

Finland's defence is based on a successful foreign and security policy. However, the foundation of defence is based on the fact that the possibility of armed aggression against Finland or the threat thereof cannot be categorically excluded.

Finland maintains a credible national defence which takes the international treaty regime into consideration as best as possible. Finland prepares to repel any use of military force against it as well as counter the threat thereof. The primary objective is to maintain such defence capabilities and readiness which make it unbeneficial for an aggressor to use military force against Finland. Well-trained troops equipped with state-of-the-art materiel as well as an unwavering will to defend the country constitute elements of credibility.

Finland's defence is based on territorial defence, general conscription and a large reserve. It is also built on a steadfast will to defend the country as well as on international defence cooperation. Relying on regional troops and nationally deployable mobile troops, the defence system covers the entire territory of the nation.

Finland's defence capability is scaled to guarantee the country's independence, the citizens' living conditions and to secure freedom of action for the state leadership. Finland's territorial integrity shall be guaranteed in all situations.

Defence readiness will be regulated to correspond to the prevailing security environment. This calls for a good early-warning capability, a real-time situation picture, constant readiness as well as capable troops. The troops must be appropriately equipped and trained.

Finland will be defended by focusing the resources of the entire society on national defence efforts, in line with the principles of the comprehensive defence approach and the Strategy for Securing the Functions Vital to Society.

Finland is also prepared to employ its defence capabilities to support other public authorities in order to secure society's vital functions, both at home and abroad.

The citizens' will and commitment to defend the nation will be supported by improving different voluntary defence activities.

International defence cooperation bolsters the capacity and credibility of Finland's defence. Participation in international crisis management improves Finland's security and fosters international interoperability. The capacity to receive and provide international assistance must be created in normal conditions.

4 FINLAND'S SECURITY

Securing the functioning of society

This Report discusses the securing of functions vital to society insofar as it is related to Finland's security and defence policy. Society's vital functions, the management of comprehensive security threats, countermeasures and the recovery of the society after crises are discussed in more detail in the Strategy for Securing the Functions Vital to Society (SSFV/2006) and the Internal Security Programme (2008). While the SSFV focuses on the management of threats in all conditions, the Internal Security Programme mainly concentrates on threats in normal conditions. The Strategy for Securing the Functions Vital to Society is to be reviewed before the end of the present Government's term of office, coordinated by the Security and Defence Committee.

The Government's crisis management model will be further developed as part of the SSFV strategy and all administrative levels shall ensure that they are able to implement it. The model builds on the Constitution and other legislation as well as on the Government Resolution 2006 on the Strategy for Securing the Functions Vital to Society. Key areas in developing crisis management capabilities include situational awareness, management support systems, structures and premises as well as planning and communications. Improved management systems, reliable in all conditions, are included in the planning of the government's secure network architecture.

External and internal security are more closely interlinked than before. Many comprehensive security threats are intertwined, difficult to foresee, complex and offer little in terms of early warning. Open intersectoral collaboration and partnership arrangements with NGOs, companies and other non-state actors are more and more being emphasised in national and international cooperation.

Public authorities, the business sector and NGOs coordinate their contingency plans in view of different crises, thus making it possible to promptly tap into every actor's resources in any security situation. International cooperation is highlighted. The Government is responsible for the functioning of this operational model in all situations.

Present comprehensive defence approach

Finland has a long-established preparedness system and for decades the so-called comprehensive defence approach has laid the foundation for collaborative arrangements between different actors in society. This approach has created the basis for coordinating the preparedness measures of the public and private sectors as well as citizens' voluntary activities. This entity constitutes the crisis readiness network relying on our collaborative preparedness measures.

'Comprehensive defence approach' means all of the military and civilian functions by which Finland's sovereignty and the living conditions and security of its citizens are safeguarded against any external threats, threats from other nations or any other threats. Coordinating the comprehensive defence approach involves synchronising measures of the public sector — that is, the Government, State authorities and the municipalities — and the private sector and voluntary activities by citizens in order to maintain the functions vital to society under all circumstances.

The Government is responsible for ensuring that society can function in all situations. The Cabinet Committee on Foreign and Security Policy also deals with the most important matters related to the comprehensive defence approach. Each ministry as well as government agencies and public bodies are responsible for the preparation and implementation of the area of the comprehensive defence approach that falls within their purview, pursuant to Section 40 of the Emergency Powers Act. The Ministry of Defence is responsible for overall coordination between the branches of government. The Security and Defence Committee assists both the Ministry of Defence and the Cabinet Committee on Foreign and Security Policy in matters related to the comprehensive defence approach.

Nevertheless, changes in the operating environment, administrative reforms as well as possible changes in legislation require a comprehensive analysis of preparedness in society. This is to be completed during the term of the present Government. The report shall evaluate the present comprehensive defence approach, the SSFV strategy and the Internal Security Programme as well as their content, arrangements, lines of authority, responsibilities and implementation. In conjunction with this, consideration should be given to

whether a national security council should be established. The Government shall decide on this review at a later date.

The Government has appointed a committee to prepare the necessary reforms to the Finnish Constitution. In conjunction with the review, the following questions will also be assessed: the role of Parliament and the need to improve parliamentarism, the foreign policy decision-making mechanism as well as the development of the structures of the European Union.

The Emergency Powers Act, presently under review, lays down the central principles of the actions of the state leadership and central government in emergency conditions.

The nation's crisis resilience is expressed in the collective determination to defend the independence of the state as well as in sustaining the livelihood and security of the population in all situations. Psychological crisis resilience and general preparedness in the society are taken into account in controlling special situations, protecting critical infrastructure, preventing marginalisation and educating the public. Voluntary organisations play an important role in this.

Crisis communications are coordinated between many authorities. Government information shall be disseminated in a systematic and professional manner, taking the international dimension into account. Particular attention is paid to crisis communications intended for the general public.

Linked with the strategic development of the state sectoral research, a comprehensive security research programme is being prepared, supported by the upcoming national security research strategy.

Functioning of the economy and infrastructure

Economic dislocations are prepared for by sustaining sufficiently robust public finances. The importance of low government debt is particularly evident in extraordinary circumstances. Disturbances in financial markets may make it much more difficult to obtain foreign financing; investors might also demand better return on their investments. Government debt management and cash management must also prepare for sudden dislocations. This enables the use of recovery measures during various disturbances and crises that utilise, for example, financial policy actions.

Serious turmoil in the financial market could also impact Finnish banking and financing systems. A serious downturn in the economy could result in solvency problems among banks. Furthermore, confidence in the banking and financing system could be shaken due to technical disturbances in payment transactions and in the stock exchange.

The nature of the financial market demands international cooperation between the authorities. International financial crises are mostly controlled through bilateral or multilateral agreements and verification protocols. In 2008 the finance ministries, central banks and financial supervisory authorities of the European Union signed a Memorandum of Understanding on cooperation in cross-border financial stability. Under the auspices of the European Union, Finland participates in the G20 group in developing common rules for the international financial market. The goal is to increase transparency, trust and predictability in global financial markets.

Crisis legislation permits the regulation of the financial market in abnormal conditions. However, the restrictions and policies included in the Treaty establishing the European Community and those set by the European Central Bank must then be taken into consideration.

As a rule, appropriations earmarked for preparedness must be scaled to the spending limits approved by the Government. Any needed additional resources are primarily obtained by reallocating appropriations within the administrative branch in question.

The Government's overall objectives for the security of supply define the minimum levels of preparedness for different functions of society. Critical infrastructure, production capacity and services must be safeguarded in order to sustain the security of supply. This makes it possible to secure the functioning of society, the livelihood of citizens and national defence even during serious disturbances of normal conditions or in emergency conditions. Well-functioning private-public partnership arrangements are fostered and international contractual arrangements are developed in order to guarantee the security of supply.

The International Energy Agency, the European Defence Agency and NATO's Partnership for Peace programme, among others, address security of supply. Arrangements on medical supplies, defence materiel and securing electricity transmission systems have been made under the auspices of Nordic cooperation.

Because of critical infrastructure and production capacity or national defence requirements, it may be necessary for the state to retain control or ownership in strategically important companies.

The national climate and energy strategy promotes diverse energy production that relies on several types of fuel and a multitude of sources. Domestic energy production and domestic fuels are promoted in order to guarantee energy availability. It is important to improve energy efficiency to, among other things, reduce dependence on imports. The EU's energy market increases energy supply security. Correspondingly, it is important to improve the EU countries' energy cooperation and advocate energy efficiency as well as the use of renewables.

Transport operations that are vital to Finland shall be safeguarded in all conditions. Sufficient transport capacity must be under Finnish control or available to Finland so as to manage the necessary foreign trade and vital transport services. Moreover, the usability of infrastructure and availability of services must be secured. Improving and maintaining transport and other infrastructure as well as the functioning of the reinsurance system are taken into consideration in preparedness arrangements.

Water supply shall be guaranteed in all conditions. The distribution of potable water and wastewater treatment are necessary in order to safeguard the basic functions of society as well as public health and food production. The capacity of water supply plants as well as the sufficiency of alternative sources of water is to be safeguarded.

Food supply is based on sufficient primary production of basic foodstuffs. International agreements with the Nordic countries as well as with other EU Member States are further elaborated in order to guarantee access to critical production inputs.

Information security is the cornerstone of social functions, services, applications and IT infrastructure. Open information networks are its most vulnerable points. Electronic ICT systems are secured in order to control serious disturbances in official and business sector functions and those threatening the security of citizens.

Finland upgrades the information security of electronic services and of the IT infrastructure. Real-time public-private collaboration is required to combat cyber crime. The most important issues relate to preventative measures,

clarification of the different actors' roles and responsibilities as well as better information sharing.

The public authorities must have access to modern early-warning and alerting systems. These can be used to prevent or mitigate the effects of sudden occurrences which impact the safety of the population and the functioning of society. The future of the authorities' terrestrial trunked radio network, VIRVE, is guaranteed via sufficient resources. Moreover, the joint use of the security authorities' information networks is encouraged.

Key legislation of the communications branch is reviewed in view of preparedness requirements regarding emergency conditions and disturbances in normal conditions. The preparedness requirements ensure the functioning and availability of electronic services in all conditions.

Issues related to the population

Finland prepares for a labour shortage caused by the ageing of the population by taking advantage of the free movement of labour in the European Union as well as by encouraging labour migration in the long term. A labour shortage must be prepared for because, despite the recession, the population trend in Finland will result in a significant increase of pensioners.

Nonetheless, immigration is but one instrument in the prevention of a labour shortage. The labour reserve is also more efficiently utilised, which integrally includes supporting the preconditions of providing employment to immigrants already in Finland.

Finland actively participates in the development of the common EU immigration and asylum policy. Immigration-related decision-making is further streamlined in order to provide reasonable processing times and first-rate permit consideration for all applicants.

The efforts against trafficking in human beings are increased in accordance with the National Plan of Action against Trafficking in Human Beings and by utilising the activities of the national rapporteur versus human trafficking.

Good ethnic relations require active measures in all sectors and levels of society. It is important to promote employment and swift integration among immigrants as well as their participation in Finnish society. Social exclusion, particularly among adolescents, must be prevented. The significance of conscription shall be taken into account in the integration of immigrants.

The expertise of immigrant organisations is utilised. Simultaneously, the aim is to prevent the emergence of possible extremist movements.

Successful immigration policy also presupposes good and extensive collaboration networks, both within the public administration as well as in relation to the third sector. By doing so it is possible to create an accurate situation picture on immigration and population trends with regard to any necessary actions.

Infectious diseases

Notification systems for infectious diseases, animal and plant diseases and pests as well as suspected foodborne and waterborne epidemics are maintained in order to detect and prevent infectious diseases and environmental health risks. Furthermore, the authorities collaborate in risk assessment and epidemiological research. Efficient and continuous cooperation between the health care, food safety and veterinary authorities is maintained in monitoring infectious diseases and epidemics.

Finland has a national influenza pandemic plan. Preparedness requires the clarification of the social and health care services' capacities and powers as well as sufficient material resources. The functioning of society during a pandemic is secured by procuring protective gear and medicines.

The EU's health care activities must be developed so as to advance the security of supply and common preparedness for infectious diseases. Nordic cooperation as well as other intergovernmental collaboration is intensified. Finland highlights the importance of international cooperation, an open and transparent information exchange, the World Health Organization and other international health organisations in the development of prevention, early-warning and monitoring systems.

Environmental challenges and climate change

Climate change exacerbates extreme meteorological and oceanic phenomena. The threats as well as adjustment to the changes of climate change shall be taken into account in land use planning and other activities related to zoning as well as in training, and rescue service procurements.

When it comes to international climate policy, Finland mainly operates through the European Union. It is important that the Union maintain a leading position as regards combating climate change on an international scale. The European

Security Strategy must also better consider the security-related effects of climate change.

Finland promotes multilateral cooperation in combating threats related to the environment and climate change. The most important topics include the United Nations Framework Convention on Climate Change as well as the ongoing negotiations on a comprehensive climate change convention for the post-2012 climate regime. Finland actively strives for the climate pact.

Finland supports a comprehensive approach in studying environmental and climate-related security factors under the auspices of the UN system. This requires reforming and strengthening the United Nations Environment Programme.

Major accidents and natural disasters

Finland continues to especially improve its preparedness for extensive storm damage, environmental threats and accidents involving hazardous substances. Contingency plans must not discount the intentional use of chemical, biological and radiological substances. Intersectoral cooperation is improved. The Internal Security Programme and the Rescue Services Strategy 2015 steer the rescue services' development. The EU's solidarity clause includes the possibility of receiving assistance from other Member States in managing major accidents and natural disasters.

Finland improves its present preparedness for the increasing risk of floods. This calls for risk assessment and risk management planning as well as better warning systems and collaborative mechanisms.

Finland prepares for major accidents, natural disasters and similar catastrophes abroad in which Finns may be among the victims. Appropriate health care and evacuation arrangements are assessed, *inter alia*, during reviews of pertinent health care legislation. In addition to national airlift capacities, such as Finnair, Finland can also tap into strategic airlift assets made available through international collaborative arrangements to evacuate Finns from disaster and crisis areas.

Finland participates in international civil protection cooperation and civilian crisis management. In addition, Finland improves its preparedness for assisting neighbouring states as well as for receiving assistance. The European Union and the UN have established minimum standards for rescue service units. Those participating in this cooperation must meet the requirements. Finland

supports cooperation within the EU to reinforce civil protection services. The capacities required by EU decisions and Finnish commitments are maintained and improved.

The maritime actors action group (Maritime Environment Tri-authority Operations, METO) continue their mutual cooperation and procedures for improving joint situational awareness and the capabilities to prevent accidents at sea. The maritime search and rescue authorities must be able to immediately launch rescue efforts in a demanding maritime accident with multiple complications in our neighbouring areas together with foreign emergency service authorities. The capability of the rescue services to support maritime search and rescue and the environmental authorities in major accidents at sea and natural disasters is improved in accordance with the Internal Security Programme.

The Ministry for Transport and Communications is presently preparing a Baltic Sea Maritime Safety Programme. Pursuant to it, the safety of oil transports and transports of other hazardous substances is ensured by setting standards for vessels and their licensed deck officers. Moreover, vessel traffic services and preparedness at sea are being improved. An adequate fleet of vessels is also maintained for the purpose of oil recovery on the open sea and littoral areas.

Coordinated multi-sectoral cooperation between the authorities is being developed in Finland as well as in the Baltic Sea states and the European Union. The purpose of this cooperation is to anticipate environmental risks as well as to prevent and combat serious accidents. Better international civil protection capabilities support domestic rescue service preparedness and improve our capability to receive assistance from abroad.

Terrorism and international organised crime

Finland participates in international cooperation to combat and prevent terrorism under the auspices of the UN, other international organisations and the European Union. In all such endeavours it must be ensured that none of the actions taken violate basic human rights. Developing countries' counter-terrorism capabilities are created and strengthened both through the European Union and national actions.

Finland is committed to a system under the EU's solidarity clause through which the Union's common instruments are made available to a Member State which falls victim to a terrorist attack or the threat thereof. The Member States have also pledged to provide assistance to each other in these situations. The solidarity clause also applies to natural and man-made disasters.

Finland prepares a national counter-terrorism strategy. The proposals included in the EU's strategies and programmes on the fight against terrorism, radicalisation and recruitment to terrorism shall be taken into account in counter-terrorist action. Activities are enhanced by improvements in key sectors such as a systematic use of human intelligence sources, technical intelligence gathering methods, coercive measures affecting telecommunications and cyber intelligence. In addition, measures relating to the methods of uncovering and investigating terrorist financing are being further developed.

In Finland the police are responsible for counter-terrorism. The Security Police are the central authority for national and international operational inter-authority cooperation. The counter-terrorism capabilities of the police are improved. Counter terrorism units of the police improve their procedures by collaborating with other European police counter terrorism units. The use and readiness of Border Guard and Finnish Customs expertise is increased in police-led counter-terrorist and other special operations. Some Border Guard special response units are being trained and equipped for counter-terrorist action so as to be capable of operating alongside the police counter terrorism units. The Defence Forces support the competent authorities in the prevention and fight against terrorism.

As regards measures against terrorism offences and organised crime, the growing need for close national and international cooperation between the security authorities and other authorities is taken into account.

The capability to efficiently fight international organised crime requires both a real-time and accurate crime situation picture. For this purpose, organised crime intelligence is exchanged with Europol, for example. International police cooperation prevents crime which could extend into Finland. Common situation pictures, investigation teams and the target selection procedure ensure that criminals are brought to justice in their home countries. The Treaty of Prüm creates, among other things, the legal framework pursuant to which the law enforcement officials of the signatory states can improve joint operational cooperation.

The key cooperation activities of the police, customs and border guard include joint crime intelligence and analysis, a joint situation picture on serious crime, joint profiling and common pre-trial investigations. The Act on police, customs and border guard cooperation currently being prepared solidifies the statutory framework of the aforementioned activities.

It is possible to prevent organised crime from taking advantage of the legal structures of society through legislative means, the authorities' actions and cooperation with the business sector and special interest groups.

Witness protection and the protection of the authorities are improved. The capabilities and the powers of the police to protect information systems as well as telecommunications and electronic services are modernised, as is their capability to combat cyber crime.

Border security

Finland aims to preserve the good border security situation. Special attention is paid to maintaining a secure and well-functioning eastern border. A credible surveillance capability, in line with risk analyses, is maintained along the entire eastern border. The primary focus of the surveillance is in the region of southeastern Finland. The functioning of international border crossing points is secured so as to guarantee smooth and safe border crossings. When it comes to maritime border surveillance, the focus is in the Gulf of Finland.

Close international cooperation, especially with the Border Guard Service of Russia, advances stability on the border. National inter-authority cooperation prevents, exposes and combats cross-border crime.

Finland actively implements the four-tier access control model included in the European Border Management Strategy. It is possible to prevent threats to Finnish border security by taking determined actions in the countries of origin and transit and at the external borders of the EU as well as by cooperating with the other Member States. The operational capability of the European Borders Agency FRONTEX to respond to sudden situations and extended operations is improved. In addition, the EU's border security situation picture covering all borders is enhanced.

Finland promotes the operation of FRONTEX and contributes to the evolving European border control systems. Special emphasis is placed on encouraging the Russian border authorities' commitment to EU-Russia cooperation.

The smooth flow and security of cross-border traffic is improved by upgrading the functioning of international border crossing points and increasing their staffing. New technologies are introduced to achieve the goal of having highly automated, biometrics-based border checks. The modernisation and expansion of technical surveillance at land borders continues and the capacity to control border situations is upgraded. There is a need to create a joint, reliable

information exchange environment for the Union's sea areas. This environment should encompass, *inter alia*, the joint situation picture of all of the authorities and cover the needs of immigration, cross-border police cooperation, maritime surveillance and sea fishing control as well as environmental protection.

Cooperation between Finland's diplomatic and consular missions abroad, the authorities and transport companies is intensified so as to improve border security.

The crime-fighting capabilities of the Border Guard are improved. The Border Guard concentrates its efforts especially on fighting illegal immigration, human trafficking and the facilitation of illegal entry.

Finland's external action

Finland's main foreign, security and defence policy objectives are safeguarding the country's independence and promoting the security, well-being and core values of its population.

As an active member of the international community, Finland contributes to global solidarity and attends to its own opportunities to exert influence in the changing environment. Finland's foreign and security policy is based on good bilateral relations, a strong role in the European Union.

Finland promotes multilateral cooperation which is based on respect for international law and functioning institutions. States should adhere to commonly agreed principles and obligations in advancing security and stability.

Close and comprehensive cooperation with the Nordic countries is important to Finland. Finland will deepen Nordic cooperation in the areas of security and defence.

Finland has established a wide range of contacts with Russia at all levels and this cooperation will be further intensified. Finland seeks to increase trade, tourism and investments with Russia, and to prevent negative phenomena which also impact Finland, such as crime and health hazards. The Government's Russia Action Plan establishes the guidelines for the management of relations with Russia in different sectors. The intention is to set up a Russia forum, led by the Prime Minister. The Ministry for Foreign Affairs will be responsible for the preparative work of the forum.

Finland continues to develop its relations with the United States. A transatlantic network has been created in support of this action. The task of the network is to consider the deepening of the cooperation in the fields of foreign policy, economy, culture, science and innovation.

Finland supports the UN reform and greater efficiency of its activities. Within the UN Finland advocates the comprehensive security approach in order to respond to global challenges such as environmental problems, food crises, water and energy shortages, migrations, pandemics, crime, poverty, inequality, terrorism and disasters.

Finland acts in the UN as a nation as a Member State of the European Union and as a Nordic country. Finland strives for EU coherence. Through active participation in the Union and contribution to Nordic cooperation Finland can exert indirect influence in the Security Council. Finland's long-term goal is a seat for the European Union in the Security Council.

Candidacy for a seat in the Security Council for 2013-14 is an important goal for Finland. As a member of the Security Council Finland could contribute to the maintenance of international security and advance the values and positions of Finland and the European Union. The key topics of Finland's Security Council campaign are intensification of UN crisis management, development, and human rights activities.

Finland has a long tradition of participating in the UN. This provides a solid basis for proposing Finns to postings in peace processes, such as special representatives and special envoys. Finland should continue to provide its expertise to peace mediation and other international assignments within the UN.

Finland actively contributes to the work of the OSCE and the Council of Europe to strengthen stability and security, and to foster cooperation.

Finland supports the elaboration of international law in the key areas of foreign, security and defence policy. These include, *inter alia*, questions related to the justification of the use of military force, human rights, humanitarian law and the development of international treaty law. Finland, on its own as well as through the European Union, promotes the strengthening of international law and associated monitoring and enforcement mechanisms.

Finland supports the strengthening and improvement of international monitoring practices as well as peaceful dispute settlement instruments, and

the efforts of the International Criminal Court and the other international war crimes tribunals.

The European Union

Finland fosters an internationally competent and capable European Union and gives priority to a prompt entry into force of the Lisbon Treaty.

The Union should improve its cooperation with other international security policy actors, such as NATO and the UN.

Finland for its part works with a view to developing a functioning partnership between the EU and Russia.

Finland endeavours to improve its security through the EU's Northern Dimension. The Baltic Sea Strategy will complement the work done under the auspices of the Northern Dimension. One of its priority areas is the state of the Baltic Sea.

Finland values the European Neighbourhood Policy. It is important to deepen the relations with the EU´s eastern neighbours, Ukraine, Moldova, Belarus, Georgia, Armenia and Azerbaijan within the framework of the eastern partnership. Participation in the multilateral cooperation within the eastern partnership should be open to third countries, particularly Russia and Central Asian nations, in all relevant fields. Political and economic cooperation stimulates progress in the countries in the South Caucasus and Central Asia, bringing them closer to European values.

The enlargement policy of the European Union promotes stability and well-being in Europe. Finland supports the enlargement of the Union in the Western Balkans as well as Turkey's aspirations in fulfilling the requirements and obligations of EU membership.

Finland considers it important that the European Union actively protect EU citizens, both inside and outside of Europe. The Union's expanding area of freedom, security and justice increases the EU's inter-authority cooperation in the fight against organised crime, border surveillance and travel safety-related matters as well as in disasters and crises.

The EU's solidarity clause and the mutual assistance obligation strengthen solidarity among Member States. Finland will establish the capabilities to

provide and receive assistance pursuant to the solidarity clause as well as the obligation to aid and assist another Member State.

The appropriations of the general budget of the European Communities for the CFSP have grown over the last years. Still, they constitute only a minor portion of the Union's external relations funding. Finland considers securing sufficient and sustainable funding as one of the preconditions for the development of the Common Foreign and Security Policy.

Finland, for its part, must ensure that the Union has the capacity to meet the increasing challenges of crisis management. Finland supports the increase of common funding covering the costs of military operations.

The European Union's capabilities to plan and execute crisis management operations will be strengthened. The EU Operations Centre is ready to be activated within the EU Military Staff (EUMS). In 2007 the Council Secretariat established a Civilian Planning and Conduct Capability. Finland commends the trend and welcomes efforts to establish an operational headquarters to conduct the EU's military crisis management operations.

Finland emphasises the need to develop and plan the EU's civilian and military crisis management in a comprehensive manner taking into account the full range of instruments of the Member States and the Commission.

Finland participates in the Union's military capability cooperation and long-term strategy cooperation. The EU's capacity goals must be taken into consideration when Finland plans the volume and scope of its crisis management capabilities. The European Defence Agency is the primary European defence materiel cooperation forum for Finland.

Finland will contribute to the shaping of the permanent structured cooperation and prepares to participate in it. It is important to Finland that participation be open to any Member State which fulfils the criteria. The criteria should encourage new commitments and development of capabilities.

The Union's rapid reaction capabilities should be further improved. Efforts should be made to supply the EU Battle Group concept in a flexible manner. Finland will participate in the standby period of two battle groups in the first half of 2011. The battle groups also contribute to the development of Finland's national defence.

The number of the EU's civilian crisis management missions has been on the increase. Finland supports the Union's civilian crisis management capabilities cooperation and will make efforts for its part to ensure that the Union has a sufficient number of trained personnel to EU civilian crisis management operations.

It is important to Finland that political dialogue, cooperation concerning capacity development and interoperability between the Union and NATO be promoted.

NATO

Finland regards NATO as the most important military security cooperation organisation. Finland also fosters wider transatlantic security policy cooperation through NATO. Finland closely follows the evolution of NATO's activities as well as the enlargement of its partnership. Enhanced cooperation between NATO and the EU, UN, OSCE and other international and regional organisations is important to Finland.

Finland endorses the development of NATO's Partnership for Peace (PfP) and other cooperation activities within its present structures and encourages the use of more flexible forms of cooperation. It is important to respect the diverging needs and goals of NATO partner and other cooperation partners.

Participation in crisis management operations and the development of associated military crisis management capabilities are key elements in Finland's PfP cooperation. Finland participates in activities supplementing the NATO Response Force (NRF) as well as in crisis management exercises open to partner countries. By doing so Finland improves its interoperability and acquires expertise and experience that serves the development of its national defence.

Finland seeks to improve the possibilities of partner and other cooperation countries in NATO-led operations to influence relevant operational decision-making.

Finland continues close cooperation with the Nordic countries. Crisis management operations and participation in activities supplementing the NRF provide significant opportunities for cooperation. Cooperation with Sweden, another Nordic PfP partner country, is especially important with regard to the development of partnership and cooperation programmes.

Finland intensifies its participation in NATO activities that reinforce stability and security sector reform in its partner and other cooperation countries. In addition to this, the significance of NATO's voluntary PfP Trust Funds is accentuated in the organisation's external action. Finland increases its participation in stability-advancing NATO efforts to promote stability and in the Trust Funds, giving priority to projects of key importance to Finland.

Finland continues to participate in NATO's Civil Emergency Planning activities and preparedness planning in order to improve its own expertise, when appropriate and beneficial from the standpoint of Finnish interest. More civilian and military experts will be seconded to NATO staff and training duties.

Finland contributes to the development of cooperation and continues intensified dialogue with NATO.

Crisis management

Crisis management is Finland's key foreign policy instrument by which it aims to promote the stability of crisis areas in the world. Crisis management is about responsibility and participation in international cooperation. At the same time it improves Finland's own security and contributes to national defence and international interoperability.

Crises and conflicts call for a comprehensive and systematic approach from crisis management organisations and participating states. Humanitarian aid and development assistance must be considered alongside crisis management instruments. Finland´s actions at national level should strengthen and supplement the efforts of the international actors. A comprehensive approach calls for better harmonisation between national planning, coordination and resourcing.

When crisis management operations are being planned, cross-cutting themes will also be taken into account, such as respect for human rights, strengthening the position of women and children and the rule of law, and environmental security issues.

In August 2008 the Ministry for Foreign Affairs set up a working group to promote strategic approach for Finnish crisis management activities and to prepare a comprehensive crisis management strategy by the end of 2009.

Participation in EU, NATO, UN and OSCE-led crisis management operations requires improved interoperability. Finland particularly develops its rapid

reaction readiness and niche capabilities by participating in the European Union's battle groups and the NATO Response Force. Finland employs the capabilities developed in the battle groups in crisis management, such as in Chad and Afghanistan.

In addition to the rising costs and increasingly demanding operational environments, Finland is expected to deploy more specialised units and niche capabilities to crisis management tasks. This reflects on materiel and maintenance costs. Retaining the present qualitative level of military crisis management requires that appropriations are gradually increased to approximately EUR 150 million

Also naval and air force capabilities can be used in future crisis management operations. In order to improve overall performance Finland will review the capabilities earmarked for international crisis management activities.

Finland will participate on important operations from the standpoint of Finland's foreign and security policy objectives. Emphasis is placed on the impact of our participation.

More often than not, both military and civilian crisis management capabilities are increasingly required in conflict areas. Civilian and military crisis management employ different, yet mutually complementary, means.

Finland actively participates in the civilian crisis management of the EU and international organisations as well as in developing these activities.

In civilian crisis management, the objective is to significantly raise the present number of approximately 150 Finnish experts serving in different missions. This will require additional appropriations for the purpose of seconding experts and in building national capacities for civilian crisis management.

When it comes to civilian crisis management, Finland emphasises expertise in law enforcement and the rule of law as well as border security and human rights.

Finland promotes the role of women in the prevention and reconciliation of conflicts and calls attention to the implementation of UN Security Council Resolution 1325. The work is guided by a National Action Plan. Likewise, Finland underlines the importance of implementing UN Security Council Resolution 1612, which addresses the protection of children affected by armed

Finnish participation in international crisis management

conflict. Special attention is paid to the rights and equal opportunities of easily marginalised groups such as ethnic minorities.

The strengthening of Finnish crisis management participation necessitates a sufficient number of civilian and military experts who have the required competence to serve in international operations. Crisis management experience should contribute to a person's career development in Finland. The terms of employment for crisis management personnel must be improved.

Domestic civilian crisis management capabilities are improved and strengthened in line with the National Civilian Crisis Management Strategy. The Crisis Management Centre, co-located with the Emergency Services College and reporting to the Ministry of the Interior, is responsible for domestic operational tasks related to civilian crisis management. Training and research cooperation between the Crisis Management Centre and the Finnish Defence Forces International Centre (FINCENT) is being intensified.

Special attention is paid to the security of personnel serving in demanding and changing conditions in crisis management operations. Troops and personnel must be able to operate in demanding and changing conditions. Simultaneously, they must be prepared to counter asymmetric threats such as terrorist attacks and organised crime in all shapes and forms. This highlights the importance of effective exchange of information.

Finland prepares to continue longer term military and civilian crisis management participation in Afghanistan and Kosovo. Afghanistan, Kosovo, the Middle East and Georgia will be formidable civilian crisis management challenges for the EU in the coming years.

The goal is to increase participation in UN crisis management. Finland has traditionally supported UN peacekeeping activities and will contribute military and civilian resources to UN-led operations also in future. Among other things, Finland is preparing to participate in the upcoming UN operation in Chad.

Finland improves its ability to participate in training, advice and support tasks in crisis areas. The exit of crisis management troops is often dependent on the capability of the post-conflict society to independently provide for the security of its citizens. As for the most important crisis management operations, such as Afghanistan and Kosovo, Finland participates in security and defence sector reform.

As part of wider support for African peace and security, Finland is preparing to participate in crisis management training in Africa. Furthermore, Finland is studying the possibility of providing more support for the development of African crisis management capabilities. Additional assistance is provided through participation in EU cooperation and by intensifying Nordic cooperation as well as through NATO's voluntary PfP Trust Funds.

Arms control

Finnish arms control policy highlights the promotion of security and development as well as human rights and attention is paid to the needs of Finland's national defence.

The UN retains its significance as the foundation of multilateral arms control and disarmament and the primary forum for new multilateral agreements. Finland emphasises the need to intensify the implementation of arms control arrangements and to improve monitoring mechanisms. Developing countries are supported within existing means to empower them, too, to commit to international arms control obligations.

Finland's arms control policy focuses on international cooperation in preventing the proliferation and the use of weapons of mass destruction (WMD) and their means of delivery. The European Union's WMD Strategy paves the way for Finnish action.

Finland emphasises the importance of Security Council Resolution 1540 on non-proliferation of WMDs and participates in the intensification of international export controls.

Finland stresses the central importance of the Nuclear Non-Proliferation Treaty (NPT).

Finland monitors the follow-on arrangements concerning the forthcoming expiry of the Strategic Arms Reduction Treaty (START) between the United States and Russia as well as any possible effects thereof in our neighbouring areas.

Finland employs arms control measures to prevent the proliferation of biological and chemical weapons, substances and associated expertise. Finland continues to support the destruction of Russia's chemical weapon stockpiles under the Global Partnership Program, which was launched by the G8 countries in 2002. Finland participates extensively in the implementation of the programme.

The EU Strategy on small arms and light weapons (SALW) provides the framework for Finnish SALW-related action. Finland fully supports the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons as well as the regional activities of the EU and the OSCE. Finland, being one of the original sponsors of the project, actively contributes to the process aiming at the conclusion of an international Arms Trade Treaty (ATT).

Finland participates in the international efforts to respond to humanitarian concerns caused by cluster munitions. Finland takes part in the negotiations on the Convention on Certain Conventional Weapons (CCW) in Geneva.

Finland carries out an evaluation of defence capabilities and analyses the international development work along with the supply and cost options of cluster munitions. The Cabinet Committee on Foreign and Security Policy will monitor the situation on an annual basis. The Oslo Convention banning the use of cluster munitions shall be revisited once the evaluation and analysis have been completed.

Finland participates in the implementation of the Oslo Convention on Cluster Munitions by supporting humanitarian mine action.

Finland has pledged to join the Ottawa Mine Ban Convention in 2012 and to destroy its anti-personnel mine stockpiles by the end of 2016. Finland supports humanitarian mine action which reduces the post-conflict threat and impact of landmines and unexploded ordnance, cluster munitions included.

Finland believes that the Treaty on Conventional Armed Forces in Europe (CFE) contributes to stability in Europe. Finland hopes that the parties could reach agreement on how to continue with the regime and that the Adapted CFE Treaty could be ratified.

Finland monitors developments in the field of international arms control, anticipates their effects on Finland's national defence and takes them into account in Defence Forces development programmes. The defence establishment, for its part, fulfils the various obligations included in international arms control agreements as well as supports and participates in inter-authority cooperation relating to arms control.

Security and development

Finland strengthens societies' capabilities to respond to the needs of their citizens and eradicate the root causes of security threats by conducting a long-term and consistent development policy in its various forms of operation. By doing so violent conflicts can be prevented, structural inequality diminished and opportunities for the underprivileged to make a difference in their individual and national development improved. The underlying root causes of violent crises related to political, economic and social structural problems must be addressed. This requires support for social, economic and environmentally sustainable development. Finnish assistance activities emphasise local ownership and responsibility. The objective is to promote good governance and the rule of law.

Finland promotes coherent crisis management, development cooperation and humanitarian aid in line with EU Council decisions concerning security and development. The ambition is to bring about a comprehensive approach in preventing and controlling conflicts as well as in post-conflict management. Both security and development actors have separate, yet mutually complementary, roles and responsibilities.

Finland supports the reconciliation of armed conflicts as well as peace processes and post-conflict reconstruction through the means traditionally employed in development cooperation. Respect for human rights is an essential element of preventing and controlling armed conflicts.

Environmental issues and sustainable use of natural resources as well as HIV/AIDS prevention are taken into account in peacebuilding.

Finland supports the strengthening of judicial processes in transition societies. These include, *inter alia*, truth and reconciliation processes, the development of independent courts, and redress arrangements for victims of war crimes and human rights violations.

Finland supports the development of post-conflict societies' indigenous security structures as well as the disarmament and reintegration of ex-combatants. Democratically controlled national armed forces as well as integrated police forces and a well-functioning judiciary are integral elements of peacebuilding and the rule of law.

Particular attention is paid to coherence between crisis management and development cooperation so as to make personnel resources and funding

options cater to the needs of comprehensive crisis management. The possibilities of development cooperation are utilised in accordance with Finland's Development Policy Programme. In order to secure the continuation of crisis management, sources of funding for security sector reform must be mutually complementary.

The Foreign Service and representation abroad

The core task of the Ministry for Foreign Affairs is the implementation of Finland's foreign and security policy by means of diplomacy and the maintaining of international relations. The significance of preventive diplomacy, comprehensive international networks and cooperation mechanisms is increasingly emphasised in the globalising world. The Finnish Foreign Service is facing new demands.

The Foreign Ministry's global network of diplomatic missions serves the entire Finnish society. Other administrative branches engage in international activities as well. A study on Finland's representation abroad was written so as to take the needs of the citizens, the business sector and the central government into consideration as well as to avoid unnecessary overlap.

The expanding field of responsibilities of the Foreign Service, deepening interdependence and the global repercussions of even distant events call for flexibility, extensive expertise and the maintenance of a broad and competent network, both at home and abroad.

Growing business and leisure travel raises citizens' expectations of the Foreign Service. The Foreign Service must be able to provide a full range of services as well as up-to-date travel advice and warnings. In order to assist Finns abroad, the Ministry for Foreign Affairs and its diplomatic missions are guaranteed sufficient consular service staff and response capabilities as well as efficient and timely provision of information to the public, the media and the authorities.

Finland prepares for a labour shortage because, despite the recession, the demographic trend in Finland will result in a significant increase of pensioners. As a consequence of increasing work-related and other immigration, the associated public services, under the purview of the Ministry of the Interior, will become an important part of the work of Finnish missions abroad.

Sufficient resources for the Ministry for Foreign Affairs are guaranteed in order to cope with the constantly growing demands on the Foreign Service, the ageing of its staff, increasing competition for a skilled workforce and the requirements of the State productivity programme.

Finland implements its foreign and security policy, first and foremost, as a Member State of the European Union. Increasing EU cooperation requires additional secondments to the main bodies of the Union.

Finland endorses the establishment of a European External Action Service included in the Treaty of Lisbon. This would create continuity in the conduct of the Common Foreign and Security Policy. The External Action Service would open up new vistas for small Member States as they have only limited opportunities in setting up national missions.

Finland endeavours to second a significant number of civil servants to the European External Action Service. The Union's External Action Service would broaden the Finnish civil servants' field of operations, increase their influence and add to their competence. This would not diminish the need for Finland's own diplomatic representation.

Finland's defence

The pillars of Finland's defence capability are an active defence policy, military defence, society's other resources and international cooperation. The defence capability is scaled in accordance with the security and defence policy guidelines established by the state leadership. The primary goal is to prevent military force being used against Finland.

Defence policy instruments promote the security of the state and the population, support national decision-making and create the preconditions for a credible defence. An active defence policy provides a wider range of instruments for the state leadership and supports Finland's foreign and security policy goals.

The defence establishment networks with national and international actors. The aim is to strengthen Finland's status, influence the security environment and maintain defence capability. Proper situational awareness of the security environment is a necessary requirement for planning and implementing defence policy.

Finland's military defence is based on a robust defence system implemented in accordance with territorial defence principles, general conscription and a strong will to defend the nation as well as international military cooperation.

A comprehensive approach is vital from the standpoint of defence capability. The public and private sectors and NGOs engage in national and international

cooperation as regards different security situations, in line with the principles of the comprehensive defence approach and the SVFS Strategy. This approach makes it possible to commit the resources of the whole society to the defence of the nation whilst securing the other functions vital to society. Correspondingly, military capabilities can be assigned to support the other authorities as they prevent different crises facing society.

The European Union and NATO are key organisations in terms of military capabilities and international military crisis management. Finland also participates in the activities of the UN and the OSCE and cooperates with NGOs. Nordic cooperation and bilateral cooperation with countries that share Finland's objectives in areas including crisis management and capabilities development are also important to Finland.

The preconditions of a credible defence include:

- **An unambiguous desired end state and a strategy for achieving it,**
- **Situational awareness,**
- **A reliable Command and Control system,**
- **Competent personnel,**
- **Suitable materiel,**
- **Capable troops,**
- **Sufficient funding,**
- **Up-to-date legislation,**
- **Appropriate infrastructure, and**
- **A strong will to defend the nation.**

The long-term maintenance and development of the defence capability are based on the goals adopted by the state leadership as well as the strategic plans of the Ministry of Defence and the Defence Forces, built on these goals. The strategic plan of the Defence Ministry lays the foundation for long-term planning and development within the administrative branch. The strategic plan of the Defence Forces provides long-term guidelines for the maintenance and development of defence capabilities. Strategic planning is implemented via medium-term and short-term plans.

Research, foresight and evaluation seek to identify changes that could impact its activities and the defence capability. They also establish the grounds for comprehensive development and assess the impact of said activities. The Ministry of Defence aims to further improve its capability to maintain an active role in central government and to lead its administrative sector.

Employment of the defence capability

The Defence Forces, pursuant to their statutory tasks, are employed in the military defence of Finland, in supporting the other authorities as well as in international military crisis management.

Finland's military defence

Finland prepares to repel the use of military force, or the threat thereof, against the nation. This highlights the importance of deterrence. The defence capability and readiness are scaled to correspond to the situation at hand.

In line with the comprehensive approach, it is necessary to estimate whether it is possible to carry out the required tasks with national capabilities alone. Should the capabilities prove inadequate, during normal conditions it is necessary to guarantee the reception of military and other assistance needed in a crisis situation. This can be achieved through close international cooperation or through being allied with others.

Finland's membership of the European Union also requires national military capability so as to implement the mutual assistance obligation and the solidarity clause.

Defence planners prepare for different scenarios in order to achieve the strategic goals of foreign, security and defence policy.

Strategic goals set the requirements for the Defence Forces' capabilities and activities:

Strategic goals	Requirement	Precondition
Guaranteeing the freedom of action of the state leadership	- Situational awareness - Deterrence - Participation in international military crisis management	- Credibility - Interoperability - Comprehensive defence approach
Guaranteeing the livelihood and basic rights of the population	In addition to the above: - The capability to assist other authorities - Protecting vital targets and functions	In addition to the above: - Sufficient and adequately trained and equipped troops
Defending Finland's territorial integrity and independence	In addition to the above: - The ability to conduct joint operations in key areas - The ability to receive assistance from abroad	In addition to the above: - Highly capable troops

Finland does not expect to face the prospect of military pressure or armed aggression outside the context of a wider international conflict.

For example, the protection of interests associated with the population and society's vital functions may create conflicts in our neighbouring areas as well. These, in extreme cases, may have military repercussions on Finland, possibly resulting in armed aggression or the threat thereof.

Finland must maintain correctly scaled deterrence to prevent and repel any military threats to the nation. Moreover, Finns and foreigners alike must consider the deterrence credible. It must be possible to detect early enough the emergence and sudden escalation of threats so as to provide sufficient early-warning in normal conditions in order to bolster defence readiness.

Deterrence demands that the Defence Forces be capable of repelling an attack. The requirements for this are:

- A comprehensive situation picture and early-warning capability,
- Constant readiness in the chain of command,
- Highly capable key troops and systems in every service,
- Good operational mobility across the nation,
- The capability of cooperating with the other authorities and key actors of the business sector,
- Adequate self-sufficiency in logistics,
- The capability to flexibly reallocate resources and control readiness as required, and
- International interoperability.

The Defence Forces must be able to operate in the entire area of the nation and to create the centre of gravity of defence as required. The goal of territorial defence is to engage the aggressor at the border and prevent him from reaching strategically vital areas and targets, and to frustrate his ambitions to paralyse functions vital to Finnish society. Sufficient local superiority is created in selected decisive areas to repel and defeat an aggressor.

Defence Forces' troops comprise both the most capable operational mobile units that are used across the nation and regional troops.

The army maintains control over militarily important areas and, supported by the other services, protects the functions and targets vital to society. Operational units as well as all services' joint operations constitute the force multipliers by which an aggressor will be defeated.

The services support each other and participate in joint operations. The troops' operational principles and equipment are tailored to the Finnish climate and geographical conditions.

Maritime defence secures the vital sea lanes by protecting shipping against threats from the air, the surface and below the surface all the way from the open sea to port. Moreover, naval attacks are repelled.

Air defence protects targets of national importance, denies an aggressor air superiority and repels attacks from the air.

The services are supported by joint intelligence, surveillance, logistics and targeting as well as by increasing the effect of engagement. Elements of joint effect include, among other things, long-range firepower such as air-to-ground fire against an adversary's key functions and targets.

The Defence Forces command, control, communications, computers, intelligence, surveillance and reconnaissance (C4ISR) systems generate an integrated military situation picture (land, sea and air as well as information and the IT environment). The national system is utilised to expedite planning, command and control and execution. Defence capability against an adversary's cyber attacks is maintained and improved. The nationwide logistic system taps into the resources of the entire society in supporting military defence.

The Border Guard, an integral element of the defence system, participate in national defence. Border Guard units can be seconded to the Defence Forces when readiness is raised. The situation picture, checks, territorial surveillance and counter-special forces operations are of great importance in preventing and repelling armed aggression. Border Guard troops' composition, operational principles and materiel are being developed.

Assisting the other authorities

In line with the Strategy to Secure the Functions Vital to Society (SSFV), the different branches of administration prepare to support the defence establishment in the military defence of Finland. Correspondingly, the defence establishment assists the other authorities in all security situations when their own resources prove insufficient for the tasks at hand. The Defence Forces offer their broadest possible special expertise, capabilities and resources for society's use.

In line with the principles of the solidarity clause, Finland is prepared to provide military executive assistance to the other EU Member States.

The Defence Forces' capability to assist the other authorities is based on contingency planning and readiness exercises that focus on the means available along with lead times and collaboration practices. Defence Forces assets are particularly suitable for activities such as explosive ordnance disposal, cordoning off areas, search and rescue and traffic control as well as diving operations. In addition, the Defence Forces assist the other authorities with NBC defence and rescue services, intelligence information and by supporting environmental rescue efforts.

Assistance from the Defence Forces includes niche capabilities, equipment suited to executive assistance, sufficient manpower as well as capabilities that support logistics and command. The Defence Forces are prepared to use military force in counter-terrorist activities at the request of the police and under their leadership.

Close intersectoral cooperation prevents unnecessary duplication and facilitates rapid access to the means of assistance. The Defence Forces prepare to provide executive assistance on the basis of jointly prepared contingency plans as well as *ad hoc* requests for any immediately available resources. Even immediately provided executive assistance can include a wide range of instruments.

The Defence Forces provide executive assistance approximately 400-500 times per year. Local defence troops are also used in these tasks.

Participation in international military crisis management

Finland participates in international crisis management in order to control wide-ranging security threats. This is based on a comprehensive approach which utilises different forms of participation. In addition to foreign and security policy goals, crisis management cooperation strengthens Finland's national defence. The target level of military crisis management and participation criteria are defined in chapter 4, section 'Crisis management'.

Finland participates in EU, NATO, UN and OSCE-led crisis management operations. When it comes to practical collaboration on the ground, Nordic countries, the key EU countries and nonaligned PfP countries, such as Ireland and Austria, are the most important partners.

Finland primarily deploys land forces to military crisis management operations. The capabilities of the navy and the air force to participate in crisis management operations are being developed.

Operations take place farther and farther away and rapid reaction capabilities are becoming increasingly important in their implementation. Crisis management contingents are technologically, tactically and operationally interoperable and widely deployable in various conditions. They can operate in all forms of crisis management, ranging from combat forces tasks to humanitarian operations.

In the future, both national and the EU's and NATO's collaborative strategic and tactical transport arrangements will support crisis management participation. For example, Finland gains access to strategic airlift capabilities through a collaborative arrangement that encompasses ten NATO nations, Sweden and Finland.

Crisis management capabilities are divided into rapid reaction, lower readiness, niche capabilities and enablers. Rapid reaction troops require high readiness, continuous training and a sustained operational capability. Lower readiness troops are also required in the stabilisation and continuation phases of future operations. Niche capabilities can belong to rapid reaction or lower readiness capabilities.

The Defence Forces use the same troops and materiel in national defence as in international crisis management. All troops deployed to operations must be sufficiently trained and suitably equipped to also carry out demanding crisis management tasks. They must be prepared to operate amid chemical, biological and radiological agents.

A diverse troop register comprising versatile capabilities is the optimal enabler of comprehensive crisis management participation and flexible decision-making.

Civil-military cooperation is being improved. Military crisis management capabilities are prepared so that they can be used in supporting other crisis management actors. The assistance could include cooperation in materiel, logistics, expert assistance and situational awareness.

Finland shall also create sufficient preparedness for expert assistance and security sector reform as well as disarming and reintegrating former combatants.

Improving the defence capability

Defence capability is developed to repel attacks and meet the requirements of protecting the key areas and functions of the nation. The capability and preparedness of the Defence Forces to also provide assistance to the authorities is improved. The need to upgrade capabilities for progressively more demanding operations is taken into account in military crisis management. As defence is developed, care is taken that no practical obstacles for possible military alignment are created.

National and international cooperation guarantees interoperability, cost-effective development and competence. Wide-ranging cooperation provides for the internationalisation of Finnish competence and expertise.

National networking particularly develops competence and a sustainable and comprehensive infrastructure. Networking raises society's crisis tolerance and security of supply. Close cooperation between the authorities, the business sector, non-governmental organisations and individual citizens bolsters the will to defend the nation.

The European Union and NATO provide natural venues for developing the national defence and military crisis management capabilities. International networking enables the provision and reception of assistance, participation in crisis management, cost-effective procurement projects and better security of supply. Cooperation is especially intensified with the Nordic countries, the most important EU countries, the United States and the Baltic Sea nations.

Finland participates in the EU's long-term strategy and Headline Goal processes as well as military capabilities development in the European Defence Agency. Finland supports closer defence materiel cooperation as part of the EU's deepening security and defence dimension. Through its participation Finland aims to create the preconditions for, *inter alia*, cost-effective procurement projects, wide-ranging capabilities cooperation, defence-related R&D and participation in European defence industry cooperation.

The European Security Strategy, capabilities cooperation and lessons learned from crisis management operations are taken into consideration when the focus areas of the Defence Forces' international activity and military crisis management capabilities are reviewed.

European Security and Defence Policy emphasises capabilities that can be used in several different types and phases of operations. The European

Defence Agency endeavours to develop the following six capability domains: Command, Inform, Engage, Protect, Deploy and Sustain. Interoperability requirements increase along with expanding crisis management activities and closer international cooperation. It is necessary to ensure that the development projects of the EDA and NATO are both compatible and complementary.

Finland actively participates in the development of military interoperability and capabilities under the auspices of NATO's PfP programme, as well as in reforming the modes of PfP cooperation.

Finland aims to increase military cooperation with Russia to improve the safety of navigation in the Baltic Sea, among other things.

Trilateral cooperation between Finland, Sweden and Norway continues on the basis of a progress report submitted in June 2008. In addition to traditional Nordic crisis management cooperation, collaboration is being intensified in maritime and air surveillance, logistics, training, defence-related R&D and materiel cooperation. Denmark and Iceland will also participate in this cooperation in the future.

Despite their dissimilar basic defence solutions the Nordic armed forces face similar challenges. Moreover, numerous international crisis management issues unite the Nordic nations. The goal of cooperation is to rein in budgetary pressures induced by the rising costs of operations and defence materiel as well as improve interoperability. In the long term this cooperation is reckoned to improve the participating countries' capabilities.

Closer Nordic cooperation entails permanent structural arrangements between the participating countries, such as liaison officer exchanges. The effects of this cooperation are taken into account in the Defence Forces' long-term development programme.

Maintaining and improving the Defence Forces' capabilities

The Defence Forces capabilities are developed for all defence tasks, ensuring the troops' and systems' ability to participate in international operations.

The defence system is an entity that comprises a command and control system, an intelligence and surveillance system, a readiness control system, a logistics system and troop structure, i.e. all services' command echelons and units.

A particular challenge to defence development is the rapid obsolescence of army equipment in the middle of the next decade.

The combined capability of the Defence Forces consists of maintaining and developing the capabilities of:

- Command and control,
- Intelligence, surveillance and targeting,
- Joint effects,
- Logistics,
- Land defence,
- Maritime defence, and
- Air defence.

The combined capability equals the sum total of the effects of the individual capability domains.

The number of wartime troops will be reduced in the long term, reflecting the changes in the security environment and available resources as well as the diminishing annual conscript intakes and the ageing of materiel. **Appendix 1** lists the Defence Forces' key wartime troops.

The organisational make-up of regional troops is made more adaptable, thereby allowing for more active tactical solutions in defensive operations. The firepower, force protection and especially the tactical mobility of the most important regional units is being upgraded.

Pursuant to the Government Security and Defence Policy Report 2004, the focus of defence development is on air defence until 2012. Thereafter, the focus shifts to the army's regional troops. In the post-2016 period the army's operational units are to be upgraded.

Operational command is upgraded by continuing with the construction of a command and control (C2) system capable of efficiently controlling all capabilities. The integrated C4ISR system will generate accurate information for the military situation picture as well as information for planning purposes, execution and battle damage assessment.

The focus is on creating joint situational awareness as well as secure IT services. The Defence Forces' joint C2 system will replace the services' standalone legacy systems and applications. Network-centric warfare is taken into consideration in development.

The highest national expertise is utilised in developing the Defence Forces' IT systems.

Intelligence, surveillance and targeting are developed in line with the requirements of the security environment. Focus areas include better early-warning capability, the capability to analyse and replicate the situation picture as well as the generation of a real-time surveillance and targeting picture. Concurrently, systems that do not support the joint C4ISR system will be decommissioned.

The present coverage of the C4ISR system is maintained and system integration will be increased. This also facilitates the real-time targeting of long-range weapon systems.

Joint effects comprise a targeting system, a targeting information system, weapon systems and ordnance as well as non-kinetic technologies. The goal is to engage the adversary's major operations and key functions or structures. Focus areas include operational firepower and replacing legacy artillery systems with new munitions and an air-to-ground capability.

Logistics are improved by creating a joint logistic system for the Defence Forces with the focus on supporting the operational units. The most important improvements involve replenishment and transport assets.

Logistic operations employ uniform basic structures and operational principles in all security situations. The Defence Forces cooperate under the auspices of strategic partnerships as well as with the other authorities, companies and NGOs in order to meet the requirements and needs of emergency conditions.

International networking is intensified. Logistic planning takes into account the possibility of receiving assistance from abroad as well as the provision of host nation support.

Land defence capabilities consist of mobile operational units that possess formidable firepower as well as the regional troops, which are being reformed. During the period of this Report the focus of land defence is on upgrading the present regional troops, supported by transforming the army's present depot and training structure.

The most important regional troops will have the capability to engage in active defence. Ground surveillance and night vision capabilities are being improved.

As regards the operational units the focus is on maintaining the capabilities of the army's three readiness brigades.

Pursuant to the Security and Defence Report 2004, Finland will destroy its anti-personnel mines by 2016. It is possible to replace a part of the landmines' purpose with special munitions, Claymore mines and ground surveillance sensors as well as modern anti-tank mines.

Relating to the development of capabilities, the Defence Forces will analyse progress concerning international development work on cluster munitions and their procurement options and costs.

Maritime defence development focuses on protecting the sea lanes vital to society. The maritime defence capability is sustained by replacing fixed defences with mobile systems.

The mine-laying capacity will be improved during the period of this Report. An internationally interoperable minelayer squadron will reach full operational capability by 2012. This coincides with improvements in underwater surveillance.

National and international situational awareness as well as inter-authority cooperation is improved. Coastal units' protective gear, mobility and firepower are upgraded.

Air defence is developed with the goal of maintaining and improving the capability to defend targets and create local air superiority in the most important areas. The focus is on modernising the ground-based air defence of the capital region. Fighter defence performance is kept abreast of progress and the battle damage tolerance of air bases is improved.

The prospects of increasing international cooperation as well as the associated requirements will be taken into consideration when the air force's pilot training system is being developed.

Border Guard wartime troops' development is included in the abovementioned capabilities. The focus is on improving the surveillance and situation picture system, mobility and force protection, command and control as well as intelligence and combat equipment.

Human resources and competence

Regular personnel

The defence establishment's human resources management centres on the cost-effective training of competent and proficient personnel, in line with wartime capability requirements. The age structure of personnel is maintained so as to meet the requirements of wartime troops. These are the basic premises that steer the quantitative and qualitative development of the human resources management system.

The defence establishment must assure the sufficient recruitment of competent personnel in the continuously increasing competition for skilled workforce.

Qualitative improvements guarantee competent and motivated personnel. Furthermore, they improve the Defence Forces' attractiveness as an employer. Quantitative measures regulate the personnel structure and ensure the allocation of human resources to functions that will be developed.

The requirements of international cooperation and military crisis management are taken into account in the human resources management system. International assignments shall be considered a plus with regard to a person's career advancement. Particular attention must be paid to informing personnel serving in international assignments of their next domestic post as early as is possible. The terms of service of military crisis management personnel shall be improved.

The presence of the defence establishment in international structures, particularly in the European Union and NATO, shall be increased.

Persons liable for military service

General conscription is the basic pillar of our national defence. The social impact of conscription also extends beyond that of military defence. These impacts shall be further analysed.

All able-bodied men in the annual age groups must be trained in order to generate the required wartime reserve. The number of men who do not serve as conscripts and national service dropouts has increased in recent years. At present approximately 80% of the age group completes the national service. If the number of those not serving continues to rise, it may jeopardise the entire conscription system. This could also generate other social repercussions. The

reasons for dropping out, as well as preventing this trend, must be tackled via the different sectors of society. In addition, the training arrangements of those that do not serve as conscripts must be improved.

In order to secure the functioning of general conscription in the future as well, the substance of conscript service must be further improved. The economic and social status of conscripts must be upgraded in order to improve their motivation. Special attention will be paid to the status of conscripts who serve longer period. In order to improve the physical fitness of conscripts the defence establishment shall cooperate with other administrative branches and organisations before the conscripts enrol in national service. Another aim is to increase the recognition of national service in civilian studies, where appropriate. Suitable advancement in their duties, incentives included, shall be provided to reservists.

Individual skills must be better recognised and utilised in conscript and reservist training. The quality and syllabus of the training system is improved to better meet the needs of the Defence Forces. Refresher exercises concentrate on increasing the performance of operational units and local defence troops.

A report shall be made on improving the call-up system; the objective of the study is to modernise the system to better serve the needs of the Defence Forces. Women are encouraged to enrol in voluntary armed service

Voluntary defence activities are developed to better serve the Defence Forces' total capability in training and maintaining wartime troops, among other things. Voluntary defence training increases the capability of operational units and the most important regional troops as well as the Defence Forces' capability in providing assistance to the other authorities. Voluntary defence training also generates competence and readiness for comprehensive defence.

The National Defence Training Association of Finland trains citizens and organisations on topics ranging from everyday security to the most demanding situations in emergency conditions. In its training activities the Association cooperates with the competent authorities as well as other organisations.

The Defence Forces only have the capability of improving the conscription system. An intersectoral working group, led by the Ministry of Labour and the Economy, shall assess the options for improving the content of non-military service. As non-military service is developed, care must be taken that its substance serves society's various crisis preparedness requirements. Those

liable for non-military service must be taken into consideration as regards crisis preparedness.

Reports on the wider impacts of conscription, guaranteeing the functioning of conscription as well as developing non-military service shall be prepared without delay. Once the reports have been completed, immediate actions shall be taken.

Materiel and research

In order to guarantee credible and modern defence capabilities, the aim is to spend a third of defence appropriations on materiel procurement.

In principle, only such materiel which is tested and in operational service elsewhere is procured for the Defence Forces. This applies, particularly, to foreign procurements. NATO interoperability is typically a requirement. The maintenance of interoperability calls for life cycle-long cooperation within the user community and requirements harmonisation. Life cycle management of materiel is continuously improved.

International defence materiel cooperation lays the foundation for providing and receiving foreign military assistance, guaranteeing the security of supply as well as cost-effective procurement projects. Furthermore, it enhances the Defence Forces' ability to participate in international crisis management operations.

If the Finnish defence industry intends to succeed in the international market, it must continuously update itself and make sufficient investments in R&D. The competitiveness of the domestic industry is strengthened in accordance with the Defence Ministry's Defence and Security Industrial Strategy.

The primary purpose of industrial participation being included in large procurement projects is to guarantee the vital maintenance and integration expertise for the materiel in question. Furthermore, it facilitates the participation of the domestic defence industry in procurement projects as well as the transfer of new technologies to the industrial and research community. Direct project-related industrial participation involving the domestic industry is prioritised.

Domestic production and competence are particularly important in system integration, situational awareness expertise, command and control as well as NBC defence and land forces mobility. The integration and maintenance skills of the domestic defence and security industry as well as crisis repair

capabilities are also vital from the perspective of security of supply and society's crisis tolerance. The defence industry's export promotion as well as its internationalisation is actively sponsored.

Gunpowder and ordnance manufacturing capabilities, including the associated know-how, are retained for the time being. A comprehensive report on the long-term availability of heavy ordnance and gunpowder for the Defence Forces shall be submitted by 2010.

A guaranteed defence capability requires national and international arrangements-based collaboration as well as long-term strategic partnerships with materiel and service providers. Strategic partnerships create long-term relationships and such *modi operandi* between the industry and the Defence Forces that function well even in the different phases of raising military readiness.

The launching, implementation and life cycle management of Defence Forces projects are supported through long-term R&D programmes. The Defence Forces research programmes prioritise the key capabilities as well as areas which best generate competence for the national defence. Simultaneously, they boost the competitiveness of the defence and security industry. When it comes to technological research, the possibility of increasing jointly funded projects is explored.

The Defence Forces participate in European research and technology strategy cooperation as well as joint research projects, particularly, within the European Defence Agency. Whenever possible, national research and technology projects are merged with European R&D cooperation projects, bilateral or multilateral, that are commissioned by the EDA or some other body.

The interrelationship of technical research, the technology branch and other R&D activities is strengthened. The activities of the Scientific Advisory Board for Defence are further developed to better support the comprehensive defence approach as well as national security research guidelines and strategic planning within the administrative branch.

Infrastructure and the environment

By way of developing the defence establishment's infrastructure and environment, it is possible to ensure that suitable grounds, premises and structures, such as garrisons, depots, live fire ranges and training areas for the military defence are appropriately maintained.

As part of the surrounding society, the Defence Forces' areas are developed in a sustainable and consistent manner. National defence requirements must be taken into consideration in land use planning in accordance with the nationwide land development goals.

Real estate costs are taken into consideration in policy and programme planning. Individual projects are cost-effectively implemented by paying special attention to life cycle expenses, and are in line with the state's real estate strategies.

Particular attention is being paid to eliminating health hazards at premises and to repairs that improve energy efficiency, upgrading the explosives storage system, live fire ranges and training areas during the period of this Report.

It must be possible to flexibly close properties, premises and structures that are no longer needed because of organisational and functional changes in the Defence Forces. As real estate framework agreements are renewed, the Ministry of Defence and the Ministry of Finance shall together review all germane administrative, financial and legal issues.

Defence materiel storage shall be concentrated and some stores as well as depots be closed. By the end of 2012 explosives storage conditions shall meet the requirements.

The report on state IT services, the administrative network security project and the development of information management structures shall be taken into account as information management partnerships are being developed.

The key objective of the defence establishment's environmental policy is to see to it that the military defence has the proper environment-related operational and development preconditions. Operational considerations permitting, the environmental perspective shall be observed in all activities.

There are many special features in military activities that differ from civilian activities. These must also be taken into account when real estate and environmental legislation and other standards are being reviewed. This particularly applies to Finland's sustainable development, the implementation of climate and energy strategies as well as the Defence Forces' live fire training, exercises and flight operations. As the operating environment changes, sufficient airspace must be earmarked for military aviation.

The defence establishment's community and environment branch is developed in cooperation with the European Union, NATO and the Nordic countries.

Its goals include efficiency, cost-effectiveness, interoperability, improved crisis management activities and endorsing the multinational use of military facilities.

The will to defend the nation

A strong will to defend the nation is the bedrock of military defence. Transparent and rational action strengthens support of the citizens and public opinion towards defence policy objectives and the Defence Forces' activities. It is possible to maintain and promote the will to defend the nation and a favourable opinion of the Defence Forces by making it easier for citizens to enrol in voluntary defence activities.

The citizens' will to defend the nation is expressed in favourable opinions towards national defence, general conscription and Defence Forces' activities as well as participation in international military crisis management, to name a few. Voluntary defence training and the active participation of businesses and NGOs in defence-related activities play a key role in maintaining a robust defence will.

General national defence instruction is conducted on National Defence Courses and Provincial Defence Courses, their respective Advanced and Continuing Education Courses as well as in Special Courses on National Defence. National defence courses are conducted by the Defence Forces and the regional courses by the civilian authorities, supported by the Defence Forces. When regional administration is reorganised, care must be taken that regional defence courses retain their high quality.

Defence courses increase comprehensive defence approach-expertise among persons in leadership positions as well as among those occupying key preparedness positions. Moreover, they improve the collaboration possibilities between the different actors of society.

The Defence Forces' organisation

The Defence Forces' peacetime organisation and command echelons are primarily tailored to meet wartime requirements. The key objective of administrative reform is to free up administrative resources for key wartime functions. Among other things, command structures are streamlined by seeking to achieve synergies using IT systems.

While the requirements of the Government Productivity Programme are taken into consideration in the development of the administrative branch, they must not compromise the Defence Forces' core functions. The goal is to develop activities and to extensively assess different strategic partnership options. In addition to studying the direct costs and synergies, the impacts of the requirements on interest groups and society, crisis preparedness, security of supply, competence requirements and the Defence Forces' capabilities shall also be analysed.

The training system is scaled to correspond to the shrinking annual age groups. The Defence Forces' training organisation and the basic structure of the army, navy and air force shall be reviewed by 2011. Regional military command headquarters shall be downgraded to regional offices by 2010. A report on developing the services' materiel commands as well as a follow-up study on the implementation of the army's military logistics partnership shall be made.

As the needs for reforming the peacetime and wartime structures of the navy and the air force are reviewed, centralised surveillance, command and control, use of aircraft and vessels as well as the base structure and the capabilities developed for international crisis management shall be taken into account.

The National Defence University educates the training personnel and wartime commanders for the Defence Forces. The tasks of the National Defence University are military research and education which builds on the results of this research and best possible practices in education. The University interacts with society and generates leadership and expertise as regards security, crises, wars and securing the vital functions to society. The staff of the University forms a skeleton wartime army corps headquarters.

Resources

A credible defence capability and the implementation of statutory tasks require guaranteed long-term assets for the defence establishment.

The goals of maintaining, improving and employing the defence capability presented in this Security and Defence Policy Report can be achieved with the 2008 real term level defence appropriations, revised in line with cost increases caused by technological advances. This requires, barring any organisational changes, full compensation for annual price and cost increases as well as an annual 2% increase in defence appropriations as of 2011.

Additional needs on defence procurements caused by fluctuations in exchange rates as well as other unanticipated changes in costs will be separately assessed during the planning period as government spending limits or budget proposals are discussed. In addition, the possibly increasing quality of maintenance at government premises needs to be covered, in case the present owner of premises does not pay for it.

The increasing requirements of crisis management require that annual crisis management appropriations be gradually raised to EUR 150 million. Crisis management operations are funded in accordance with established budgeting principles.

Balanced defence capability development and maintenance require that approximately one third of available resources be allocated to the maintenance of materiel readiness, approximately one third to personnel expenses and approximately one third to other operational expenses.

The personnel strength of the Defence Forces shall remain at the level of approximately 15,000 persons. The number of regular personnel may decrease as a result of possible Public-Private-Partnership arrangements. The number of uniformed personnel, however, is not being cut from the present level. None of the abovementioned partnerships may lower the level of defence appropriations. Neither the Ministry of Defence nor other agencies and bodies in the administrative branch are included in this assessment.

Defence Forces' key wartime units

2008		In the 2010s	
Army			
Army Corps HQ	1	Army Corps HQ	1
Readiness brigade	3	Readiness brigade	3
Mechanised battle group	2	Mechanised battle group	2
Jaeger brigade	2	Jaeger brigade	0
Helicopter battalion	1	Helicopter battalion	1
Special Jaeger battalion	1	Special Jaeger battalion	1
Regional brigade	6	Regional battle group	5
Air Force			
Fighter squadron	3	Fighter squadron	3
Main operating base	6	Main operating base	6
Navy			
Missile Fast Attack Craft (FAC) squadron	2	Missile Fast Attack Craft (FAC) squadron	2
Mine countermeasures squadron	3	Mine countermeasures squadron	2
Minelayer	3	Minelayer	2
Naval defence missile battery	4	Naval defence missile battery	4
Coastal Jaeger battalion	2	Coastal Jaeger battalion	2

Total wartime strength is 350 000 troops

APPENDIX 2 KEY ABBREVIATIONS AND DEFINITIONS

African Union, AU
The African Union is an international organisation comprising 53 African states. It is the successor of the Organisation of African Unity (OAU) and the African Economic Community. The AU was established in South Africa on 9 July 2002.

Asymmetrical threat/warfare
Military and non-military action that uses means or equipment for which the opponent is unprepared. The main forms of asymmetrical threat are terrorism, sabotage, the proliferation and use of weapons of mass destruction and information warfare.

Battle group, BG
A military unit assembled for a particular operation or task, bringing at least two individual units representing the same or different branches under single command.

The concept also used in international crisis management (Cf. EU battle group).

Berlin Plus agreement, Berlin+
Permanent cooperation arrangements between the EU and NATO. Under this arrangement the EU can rely, if necessary, on NATO resources in EU-led crisis management operations, particularly on NATO planning and command and control structures.

CCA, European Union emergency and crisis coordination arrangements
The arrangements to share information, ensure coordination and enable collective decision-making in an emergency, particularly for terrorist attacks on more than one EU Member State.

CCW, Convention on Certain Conventional Weapons
A convention on the use of certain conventional weapons, signed in 1980. The convention prohibits or restricts the use of such conventional weapons which may be deemed to be excessively injurious or to have indiscriminate effects. Finland is a party to the convention as well as to its five protocols.

CFE, Treaty on Conventional Armed Forces in Europe
The Treaty on Conventional Armed Forces in Europe, which limits certain conventional weapons and equipment, was signed in 1990 between the then Member States of NATO and the Warsaw Pact. The CFE Treaty was adapted in 1999; however, the adapted CFE Treaty has not entered into force.

Parties to the treaty include Armenia, Azerbaijan, Belarus, Belgium, Bulgaria, Canada, the Czech Republic, Denmark, France, Georgia, Germany, Greece, Hungary, Iceland, Italy, Kazakhstan, Luxembourg, Moldova, the Netherlands, Norway, Poland, Portugal, Romania, Russia, Slovakia, Spain, Turkey, Ukraine, the United Kingdom and the United States.

Convention on Cluster Munitions; CCM
The Convention on Cluster Munitions, signed in 2008, permits only the most technically advanced precision-guided munitions and prohibits most of the existing types of cluster munitions, including those with area effect. Finland has not signed the Convention.

Civilian crisis management
Civilian crisis management aims to prevent conflicts, to maintain peace and stability and to strengthen local governance in crisis areas, when necessary. Civilian crisis management supports democracy, the rule of law, human rights, good governance and a properly functioning civil society by means of expert assistance and other means.

Cluster munition
Cluster munitions are designed to disperse or release explosive submunitions over the target in order to increase the effect of the weapon.

Common Foreign and Security Policy, CFSP
The objectives of the Common Foreign and Security Policy are to safeguard the common values of the European Union, strengthen the security of the Union, preserve peace and promote international cooperation, to develop and consolidate democracy and the rule of law and respect for human rights and fundamental freedoms.

Comprehensive Approach (CA) in crisis management
A comprehensive approach in supporting crisis management on the ground by various means, including diplomacy, civilian and military crisis management, development cooperation and humanitarian assistance. The goal is to coherently coordinate different activities while respecting the independent role of each actor. The impact of activities must be assessed in its entirety.

Comprehensive concept of security
A comprehensive concept of security encompasses security questions which, if exacerbated, may develop into threats, causing significant danger or harm to Finland, to the population or the vital functions of Finnish society. Such comprehensive security threats may be deliberate such as the use of military force, terrorism and cyber attacks or accidental such as power failures or extreme natural phenomena.

Comprehensive defence approach
'Comprehensive defence approach' refers to all of the military and civil functions by which Finland's sovereignty and the livelihood and security of its citizens are safeguarded against threats by nations and other external actors, or against other threats.

Securing the vital functions of society under all circumstances with a coordinated action between different sectors of society, i.e. the Government, state and municipal authorities as well as the private sector and voluntary activities is the key object of the comprehensive defence approach.

Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction
A convention on the prohibition of the use, stockpiling, production and transfer of anti-personnel mines and on their destruction, signed in 1997. Finland has pledged to accede to the convention in 2012.

Conventional weapon
Weapons that are not weapons of mass destruction, i.e. chemical, biological or nuclear weapons.

CTBT, Comprehensive Test Ban Treaty
The CTBT is a treaty banning all nuclear explosions, signed in 1996. However, it has not entered into force. Finland ratified the CTBT in 1999.

Defence capability
Defence capability refers to the readiness and the ability to carry out national defence tasks in all situations. Defence capability is developed and maintained through defence policy, comprehensive defence approach coordination and military defence.

Defence capability encompasses military capabilities as well as the capacities and resources that support the functioning of the defence system. These are created through domestic cooperation between the authorities, the business

sector and NGOs as well as through bilateral and multilateral international collaboration.

Defence system
The Defence Forces' defence system is an entity comprising a command and control system, intelligence and surveillance system, readiness and mobilisation system, supply and logistics system as well as the command echelons and troops used in land, sea and air defence.

Electronic warfare, EW
The use of the electromagnetic spectrum in optimising its use by friendly forces while denying the adversary the use of this medium. Electronic warfare is used in intelligence as well as in advancing or countering systems that make use of electromagnetic radiation. Electronic warfare has three main components: electronic support, electronic attack and electronic protection.

Euro-Atlantic Partnership Council, EAPC
A cooperative forum within NATO. Its members include the 26 NATO nations and 24 Partner countries.

European Defence Agency, EDA
An Agency subordinate to the Council of the European Union, established in 2004. The purpose of the Defence Agency is to develop defence capabilities for military crisis management, promote and improve defence materiel cooperation in Europe, reinforce the industrial and technological basis of European defence and to create a competitive European defence materiel market, and to promote research and technology cooperation in the defence sector.

European Neighbourhood Policy, ENP
The EU began to implement the European Neighbourhood Policy in 2004. It encompasses the Mediterranean countries, East European countries and the countries in the South Caucasus. The EU uses the ENP as an instrument in providing political and financial support to its neighbours. The promotion of democracy and prosperity in the EU's neighbouring areas is the key objective of the ENP.

European Union Battle Group, EUBG
A battle group is a rapid reaction force 1,600-2,700 personnel strong, intended to deploy within a 6,000 km radius from Brussels. Possible tasks include separation of parties by force, conflict prevention, i.e. the preventative use of crisis management troops as well as evacuation operations and assistance to humanitarian operations.

European Security and Defence Policy, ESDP
The European Security and Defence Policy is an integral part of the Union's Common Foreign and Security Policy. It guarantees the Union's operational capacity, relying on civilian and military capabilities. In practice this refers to the EU's ability to implement crisis management by means of military and civilian crisis management.

European Security Strategy, ESS
The European Security Strategy was adopted by Brussels European Council in 2003 and updated in December 2008. The document provides the security policy framework for the Union, outlining its security environment, defining its strategic objectives and setting out the political implications for EU policy.

EU mutual assistance obligation
If a Member State is the victim of armed aggression on its territory, the other Member States shall have towards it an obligation of aid and assistance by all the means in their power, in accordance with Article 51 of the United Nations Charter. This shall not prejudice the specific character of the security and defence policy of certain Member States. Commitments and cooperation in this area shall be consistent with commitments under the North Atlantic Treaty Organisation, which, for those States which are members of it, remains the foundation of their collective defence and the forum for its implementation. (TEU 28A(7))

EU solidarity clause
Pursuant to the solidarity clause the Union and its Member States shall act jointly in a spirit of solidarity if a Member State is the object of a terrorist attack or the victim of a natural or man-made disaster, and asks for assistance. On 26 March 2004 the European Council adopted a declaration on combating terrorism, according to which the Member States shall, as provided in the draft Treaty establishing a Constitution for Europe, act jointly in a spirit of solidarity if one of them is the victim of a terrorist attack.

European Borders Agency, FRONTEX
The European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union was established by Council Regulation in 2004.

Information warfare
The use of the information environment to influence state's decision-making and functioning as well as public opinion, or the actions taken to protect against this. Information warfare can be conducted by societal, political,

communicational, psychological, social, economic and military means at all levels of warfare.

International Criminal Court, ICC
The ICC is a permanent court for dealing with war crimes, genocides and crimes against humanity. Situated in the Hague, the court started its work in 2002.

International Security Assistance Force, ISAF
A NATO-led military crisis management operation in Afghanistan under a UN mandate.

Joint operation
A military operation led by Defence Command Finland which taps into land, sea and air defence capabilities and which is supported by the Defence Forces' joint capabilities in order to achieve the desired end result.

Kosovo Force, KFOR
A NATO-led military crisis management operation in Kosovo under a UN mandate.

Local defence troops
Defence Forces wartime regional troops, comprising all services. During normal times local defence troops can be used, among other things, in executive assistance tasks.

Maritime Environment Tri-authority Operations, METO
The maritime cooperation authorities are the Maritime Administration, the Navy and the Border Guard. The goal of cooperation is to coordinate and develop maritime activities, support services and investments in order to improve efficiency and profitability as well as to reduce costs. Further goals include better communication with other authorities requiring their services as well as reports and proposals that promote cooperation.

Military capability
Military capability consists of plans which facilitate the action of the system and/or unit as well as various pre-rehearsed operational practices, sufficient and competent personnel, required materiel and infrastructure as well as bases and staging areas owned by the Defence Forces or society.

Defence Forces capabilities include command and control, intelligence, surveillance and targeting, joint effect, logistics as well as land, sea and air defence.

Military crisis management
Crisis management conducted by military means. The primary goal is to restore and maintain stability and security in a crisis area, specifically aiming to create the conditions for reinstating the other functions of society.

NATO Maintenance and Supply Agency, NAMSA
NAMSA's main task is to assist NATO nations by organising logistics services necessary for the support of various weapon systems in their inventories. The objective is to expand the readiness and availability of materiel, improve logistic effectiveness and achieve savings through a common procurement system.

NATO's collective defence
Collective defence bases on Article 5 of the North Atlantic Treaty, pursuant to which an armed attack against one NATO nation shall be considered an attack against them all. Consequently, each of them will assist the party so attacked by taking such action as it deems necessary, in line with Article 51 of the Charter of the United Nations.

NATO Response Force, NRF
NATO's rapid reaction force which includes army, navy and air force units as well as special forces. Possible NRF tasks include evacuations, humanitarian assistance after natural disasters, counter-terrorism and operation as the advance force of a larger operation.

NATO-Russia Council, NRC
Established in May 2002. Comprises 27 members (NATO nations and Russia).

NATO's Strategic Concept
A document collectively adopted by NATO nations, defining the Alliance's core tasks. The Strategic Concept is periodically updated, reflecting the changes in the security environment. The previous time the document was updated was in 1999.

NPT Treaty
The Treaty on the Non-Proliferation of Nuclear Weapons (NPT) entered into force in 1970. The three pillars of the treaty are non-proliferation, disarmament, and the right to peacefully use nuclear technology. Only three countries remain outside the treaty. Finland is one of the original signatories to the treaty.

Operational troops
Army, navy and air force units with the highest capability, mobilised to raise the national defence readiness and to create the centre of gravity for defence.

Partnership for Peace, PfP
A NATO cooperation programme involving countries in the Euro-Atlantic zone that are not members of NATO. Cooperation is being developed in the political, crisis management and civil emergency planning sectors, in military interoperability and in defence reform. The programme includes the militarily non-allied countries in Europe as well as countries in the Balkans, the Caucasus and Central Asia.

Permanent structured cooperation
A cooperation mechanism included in the Lisbon Treaty intended for the qualitative and structural development of troops and military capabilities among interested Member States. The goal is to enable the Union to better implement more demanding crisis management operations in the future.

Petersberg tasks
EU crisis management tasks: humanitarian and rescue tasks, peacekeeping tasks and tasks of combat forces in crisis management, including peacemaking. They also comprise the so-called updated Petersberg tasks, i.e. joint disarmament operations, military advice and assistance tasks, conflict prevention and post-conflict stabilisation.

Precision-guided munition, PGM
A precision-guided munition (a.k.a. precision-guided weapon, smart weapon) is the target-seeking component of a weapon system. Depending on the type, a precision-guided weapon can home independently to its target or it can be guided through external target designation.

Regional troops
Regional troops are intended for combat, protection, surveillance or support functions and they are stationed in a specific region or at a specific site. They protect the vital structures of society and the Defence Forces and hold the most important areas with regard to the defence of the nation.

Responsibility to protect, R2P
Responsibility to protect means the collective responsibility of the UN Member States in a situation when a government cannot or does not want to protect its citizens.

Securing the Functions Vital to Society, SFVS
Ministries and other actors have collectively compiled the SFVS Strategy. The Strategy identifies the vital functions of society, assigns strategic tasks to ministries and establishes the state's crisis management model.

Security of supply
The safeguarding of economic functions and associated technical systems vital to the livelihood of the population, the national economy and national defence in emergency conditions and comparable serious disturbances.

Services
The services of the Finnish Defence Forces are the Army, Navy and Air Force.

Small arms and light weapons, SALW
Small arms and light weapons mean any man-portable firearms. The definition of light weapons include, *inter alia*, light rocket launchers, portable launchers of anti-aircraft missile systems and mortars, with a calibre of less than 100 mm.

Tactical nuclear weapon
A non-strategic battlefield nuclear weapon, usually with a short range and a low kiloton rating.

Territorial defence
Finland's defence principle and the way the defence system operates in preventing and repelling threats to Finnish territory. Territorial defence consists of various military activities and preparations which are activated in preventing and repelling different threats.

Treaty of Amsterdam
Treaty signed by the EU Member States in Amsterdam on 2 October 1997, entering into force on 1 May 1999. This treaty amended and simplified the Treaty on the European Union, the Treaty establishing the European Community and certain earlier Treaties pertaining to them.

Treaty of Lisbon
European Union Member States signed the Treaty of Lisbon in December 2007. The goal of the treaty is to streamline and improve the coherence of decision-making in the Union. The treaty amends the roles, tasks and the composition of EU institutions so as to better reflect the needs of the enlarged Union.

In order to enter into legal force, the Treaty of Lisbon must be ratified in all Member States. Finnish Parliament ratified the treaty on 11.6.2008. The treaty's entry into force is delayed because Ireland rejected the treaty in a referendum in June 2008.

Treaty of Nice
Treaty signed by the EU Member States, coming into force in 2003. This treaty amended the Treaty on European Union, the Treaty establishing the European Community and certain other earlier Treaties.

VIRVE Network
The VIRVE Network is a digital radio network constructed from 1998-2002 and meant for use by the Finnish authorities. The network's main users are the security authorities in central and local government.

PRIME MINISTER'S OFFICE
FINLAND

SNELLMANINKATU 1, HELSINKI
PO BOX 23, FI-00023 GOVERNMENT,
FINLAND
Tel. +358 9 16001, +358 9 57811
Fax (09) 1602 2165
julkaisut@vnk.fi
www.vnk.fi/english

Distribution and sale:
Helsinki University Print Bookstore
http://kirjakauppa.yliopistopaino.fi/
books@yliopistopaino.fi
P.O. Box 4 (Vuorikatu 3 A)
FI-00014 HELSINKI UNIVERSITY, FINLAND
Tel +358 9 7010 2363 or 7010 2366
Fax +358 9 7010 2374

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