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EMBASSY OF FINLAND
PERMANENT DELEGATION OF FINLAND
TO THE OSCE

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VERBAL NOTE

The Permanent Delegation of Finland to the OSCE presents its compliments to the Permanent Missions and Delegations to the OSCE and to the Conflict Prevention Centre and has the honour to convey Finland's Annual Information Exchange on the Implementation of the Code of Conduct on Politico-Military Aspects of Security in accordance with Decision 2/09 of the Forum for Security Co-operation.

The Permanent Delegation of Finland to the OSCE avails itself of this opportunity to renew to all the Permanent Missions and Delegations and to the Conflict Prevention Centre the assurances of its highest consideration.

15 April 2019



Encl.

To all Permanent Missions and Delegations to the OSCE
to the Conflict Prevention Centre

V i e n n a

OSCE Code of Conduct on Politico-Military Aspects on Security

FINLAND

Annual Information Exchange on the Implementation of the Code of Conduct

2019

INFORMATION EXCHANGE ON THE CODE OF CONDUCT ON POLITICO-MILITARY ASPECTS OF SECURITY

FINLAND's information, year 2018

Section I: Inter-State elements

1. Account of measures to prevent and combat terrorism

1.1 To which agreements and arrangements (universal, regional, sub-regional and bilateral) related to preventing and combating terrorism is your State a party?

Conventions and protocols ratified by Finland:

Relevant United Nations Conventions

Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents, done at New York on 14 December 1973

International Convention against the Taking of Hostages, done at New York on 17 December 1979

International Convention for the Suppression of Terrorist Bombings, done at New York on 15 December 1997 - acceptance 2002

International Convention for the Suppression of the Financing of Terrorism, done at New York on 9 December 1999 - acceptance 2002

Convention on Offences and Certain Other Acts Committed on Board Aircraft, signed at Tokyo on 14 September 1963

Convention for the Suppression of Unlawful Seizure of Aircraft, signed at The Hague on 16 December 1970

Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation, signed at Montreal on 23 September 1971

Convention on the Physical Protection of Nuclear Material, done at Vienna on 26 October 1979 as amended 2005

Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, supplementary to the Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation, done at Montreal on 24 February 1988

Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation, done at Rome on 10 March 1988

Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf, done at Rome on 10 March 1988 - accession 2000

Convention on the Marking of Plastic Explosives for the Purpose of Detection, done at Montreal on 1 March 1991 - acceptance 2001

International Convention for the Suppression of Acts of Nuclear Terrorism, done at New York on 13 April 2005 - acceptance 2009

Relevant Council of Europe Conventions

Council of Europe Convention on the Prevention of Terrorism (ETS 196)

European Convention on the Suppression of Terrorism (ETS 90)

Protocol amending the European Convention on the Suppression of Terrorism (ETS 190)

Convention on Cybercrime (ETS 185)

Additional Protocol to the Convention on cybercrime, concerning the criminalisation of acts of a racist and xenophobic nature committed through computer systems (ETS 189)

European Convention on Extradition
(ETS 24) - accession

Second Additional Protocol to the European Convention on Extradition
(ETS 98) - accession

European Convention on Mutual Assistance in Criminal Matters
(ETS 30) - accession

Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters
(ETS 99) - accession

European Convention on the Compensation of Victims of Violent Crimes
(ETS 116)

Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime
(ETS 141)

Other conventions and protocols signed by Finland

Protocol of 2005 to the Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf, done at London on 14 October 2005

Protocol of 2005 to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation, done at London on 14 October 2005

Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism (ETS 198)

Second Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters (ETS 182)

Third Additional Protocol to the European Convention on Extradition (ETS 209)

1.2 What national legislation has been adopted in your State to implement the above-mentioned agreements and arrangements?

The procedure for concluding international treaties is based on Chapter 8 of the Constitution of Finland. Due to the dualistic system, treaties and other international obligations must both be adopted in Finland and implemented domestically. The Finnish Constitution states that the provisions of international obligations, in so far as they are of a legislative nature, are otherwise significant, or otherwise require approval by the Parliament under the Constitution, are subject to acceptance of the Parliament (section 94).

Once the parliamentary approval has been obtained in cases where it is needed, the President will ratify the treaty according to section 93 of the Constitution. If there is no need for the parliamentary approval, the President will ratify the treaty after it has been signed. Provisions that are of legislative nature shall be brought into force by an Act of the Finnish Parliament (section 95). Other provisions than those of a legislative nature are to be brought into force by a Decree (of the Government), which specifically also indicates the date of entry into force of the obligation in Finland (section 95).

A separate Chapter 34(a) on terrorist offences was incorporated into the Penal Code on 1 February 2003. The Chapter originally covered offences made with terrorist intent and their preparation (Sections 1 and 2), directing of a terrorist group (Section 3), promotion of the activity of a terrorist group (Section 4) and financing of terrorism (Section 5). The Chapter also contains a provision defining terrorist intent (Section 6), a provision on the right of prosecution (Section 7) and a provision on corporate criminal liability (Section 8). The terrorist intent definition like the Chapter 34(a) itself are originally based on the EU Council Framework Decision of 13 June 2002 on Combating Terrorism (2002/475/JHA).

When the Council of Europe Convention on the Prevention of Terrorism was implemented in Finland, public incitement to an offence referred to in Chapter 17, Section 1 of the Penal Code was included among the offences carried out with terrorist intent listed under Chapter 34(a), Section 1(1) (2) of the Code. On the same occasion Chapter 34(a) of the Penal Code was supplemented with separate provisions on giving training for the commission of a terrorist offence and on recruitment for the commission of a terrorist offence (nowadays Sections 4(a) and 4(c)). These amendments to the Penal Code came into force on 1 May 2008. Thus, the EU Council Framework Decision (2008/919/JHA) of 28 November 2008 amending Framework Decision 2002/475/JHA did not require any changes in legislation as the obligations had already been implemented by

the Council of Europe Convention on the Prevention of Terrorism.

Receiving training for the commission of a terrorist offence and financing of a terrorist group were criminalized in the beginning of 2015 (Chapter 34(a), Sections 4(b) and 5(a) of the Penal Code). At the same time the provision regarding financing of terrorism was widened to cover the financing of other terrorist offences. These amendments were mainly based on national consideration.

Travelling abroad for the purpose of committing a terrorist offence (Chapter 34(a), Section 5(b) of the Penal Code) has been punishable in Finland since the beginning of December 2016. This provision with its original content was based on the Security Council Resolution 2178(2014).

Many Penal Code amendments required by the Directive (EU) 2017/541 of the European Parliament and of the Council on combating terrorism came into force on 15 November 2018. The Penal Code was supplemented with provisions on an offence made with terrorist intent regarding a radiological weapon and facilitation of travelling abroad for the purpose of committing a terrorist offence (Chapter 34(a), Sections 1(a) and 5(c) of the Penal Code). Some forms of serious cybercrime offences (aggravated damage to data, aggravated interference with communications and aggravated interference in an information system) were included in Chapter 34(a), Section 1(1) regarding offences made with terrorist intent. The provision on receiving training for the commission of a terrorist offence (Section 4(b)) was widened to cover self-study and the provision on travelling abroad for the purpose of committing a terrorist offence was amended to cover all travels for such purposes regardless of the nationality of the traveller and the destination.

1.3 What are the roles and missions of military, paramilitary and security forces and the police in preventing and combating terrorism in your State?

The Ministry of the Interior has an overall responsibility for countering terrorism in Finland and, within its jurisdiction, the Finnish Police. The Finnish Police is the authority with primary responsibility for countering terrorist crime in Finland. However, the capability to effectively counter terrorism requires continuous and consistent cooperation not only between all security authorities but also other authorities and a wide range of other actors. Co-operation between authorities is essential to counter-terrorism in order to make best possible use of the counter-terrorism resources available to the authorities and relevant organisations. Any challenges can be best met by taking advantage of the co-operation that already exists between authorities and of their general 5 preparedness arrangements. In this, Finland relies on its special strength of an efficient and effective co-operation between authorities. The Executive Directorate of the UN Counter-Terrorism Committee performed a country evaluation in Finland and concluded that the extensive, well-functioning co-operation network that exists between the Finnish authorities – particularly the Police, Customs and the Border Guard – is a prime example of an effective, national best practice. Such an operating model is based on centralised intelligence processing and analysis. The Finnish system also benefits from the fact that the powers of different authorities are clearly laid down by law.

The Finnish Security Intelligence Service is responsible for identifying, preventing and countering terrorism in Finland, maintaining terrorism-related situational awareness and producing terrorist threat assessments. The Finnish Security Intelligence Service plays a crucial role in the prevention of terrorist financing, the security clearance procedure and the countering of cyber threats. The counter-terrorism duties of the National Bureau of Investigation focus on activities during and after terrorist offences. The National Bureau of Investigation's Financial Intelligence

Unit is responsible for combating money laundering and terrorist financing. Police departments have officers with specialist training for dealing with explosives and CBRNE situations.

Intensive exchange of information between the security authorities and the law enforcement authorities is essential in the daily counterterrorism work. This activity is done through several institutions and organisations, such as Interpol, Europol, the PWGT (Police Working Group on Terrorism) and the CTG (Counter Terrorist Group).

The counterterrorism activity of the Finnish Security Intelligence Service aims at identifying the threats at earliest possible stage and preventing them from being realised. The following methods are used for achieving this aim:

1. Identifying persons, networks and organisations active in Finland potentially posing a risk threat,
2. Identifying the phenomena relating to terrorism, its development and the criminality connected with it,
3. Monitoring and analysing of international terrorism and phenomena relating to it,
4. Providing situation reports and threat assessments

In order to identify the developments leading to radicalisation, the National Police Board - with the collaboration of the Security Intelligence Service, local police, and Police College of Finland are conducting investigation, exchange of information between authorities and training on terrorism and violent radicalisation. An analysis is done to anticipate trends in extremism in society. Community policing is seen as a significant activity for the prevention of radicalisation and recruitment of potential violent extremists.

A practical step taken to raise awareness after the adoption of the first National Counter-terrorism Strategy in 2010 was the establishment of a Counter-Terrorism Working Group, which is currently chaired by the Ministry of the Interior and includes more than 20 representatives from various police units, ministries and other organisations. The Working Group was preceded by a Counter-Terrorism Expert Group, which convened for several years under the supervision of the Finnish Security Intelligence Service. The Working Group reviews the situation of terrorism in Finland at regular intervals, and each branch of government incorporates the reviews into its respective contingency plans and daily work, as appropriate. Situation reports produced by the Finnish Security Intelligence Service are distributed to the authorities as well as businesses critical to the functioning of society, via an online portal of the National Emergency Supply Agency.

The first national Action Plan to prevent Violent radicalization and extremism was adopted in 2012 and the second in 2016. The main objective in preventing violent radicalization and extremism in Finland is to decrease the amount of violence and threat of violence justified by ideologies. The Ministry of the Interior is responsible for developing and coordinating prevention of violent radicalization and extremism. The Ministry reports annually on the results of implementing the Action Plan to the Ministerial Group of Internal Security and Justice. The national Plan was drafted and is implemented in close cooperation with different authorities, NGO's and communities including religious communities. The main objectives of the national Plan are: to improve coordination of preventive actions on national and local level, to develop ability to commit interventions in all parts of the country, to develop services to individuals that are radicalised or in risk of becoming radicalised such as EXIT programmes, to combat against hate crime and hate speech and to involve young people in prevention of violent radicalisation and extremism.

The tasks of the Finnish Defence Forces are 1) defending of the country; 2) supporting other authorities in responding to non-military threats including situations involving terrorism; 3) participating in international assistance (since 1st of July 2017); and 4) participating in international crisis management.

As the substantial part of preventing and combating terrorism per se falls to the mandate of the police, legal and other authorities, the Defence Forces contribute effectively to national and international efforts against terrorism. Nationally, the Defence Forces are prepared to support the police in protecting against and responding to terrorist crimes. The full range of the Defence Forces capabilities can be utilised to support the police, including use of necessary military force. However, the operations are always led by the police. The decisions on use of force are also always the responsibility of the police. Internationally, the Defence Forces participate in international military co-operation and in crisis management. The Defence Forces also take part in international and national exercises as well as in possible acts concerning Proliferation Security Initiative to interdict trafficking of WMD and related material.

1.4 Provide any additional relevant information on national efforts to prevent and combat terrorism, e.g., those pertaining inter alia to:

- Financing of terrorism;
- Border controls;
- Travel document security;
- Container and supply chain security;
- Security of radioactive sources;
- Use of the Internet and other information networks for terrorist purposes;
- Legal co-operation including extradition;
- Safe havens and shelter to terrorists and terrorist organisations.

National Counter-Terrorism strategy

Finland's priority in counter-terrorism is to prevent terrorism, which means eliminating the root causes and motivations of terrorism as well as factors relating to the spread of terrorism, which can lead to violent radicalisation and terrorist recruitment.

The first National Counter-Terrorism Strategy was adopted in 2010 and the second in 2018. The National Counter-Terrorism Strategy sets strategic counter-terrorism objectives, policies and actions. The objectives guide Finland's activities at national and international level. The strategic policies emphasise the active involvement of all actors in the prevention, detection and combatting of terrorism and in incident management. The strategic actions aim to increase the effectiveness of Finland's national and international counter-terrorism efforts.

The first National CBRNE Strategy was completed 2017. The main objectives are to improve national co-ordination and guide planning in connection with CBRNE issues. The Strategy highlights e.g. maintaining common situational awareness, further development of risk-based approach to supervision, detecting and preventing intentional actions and enhancing the capacity for co-operation.

In March 2019, the Parliament approved a government proposal for a Civilian Intelligence Act. As a result, Finland will have a Civilian Intelligence Act that improves its capabilities to protect against

serious threats to national security. Such threats include terrorism, espionage by foreign states or disruption of critical infrastructure. The President of the Republic is set to approve the Civilian Intelligence Act and the Act on Military Intelligence in the near future. The Acts are scheduled to enter into force as soon as possible.

National Strategy to Prevent Violent Radicalisation and Extremism

The first Action Plan to prevent violent extremism was adopted in Finland in 2012 and the second in April 2016. The focus of prevention in Finland is violence (as opposed to ideology or destructive social groups etc.). The target groups of the work are individuals, groups and communities that are in danger of violent radicalisation and all forms of violent extremism in Finland (violent right-wing extremism, violent left-wing extremism, violent jihadism and lone actors). The main principles of the prevention are co-operation and interaction, wide participation, effective co-ordination, using existing structures, services and networks as well as effective communication.

The National Action Plan preventing violent radicalisation and extremism includes the following measures (36) to tackle the current and future challenges regarding violent radicalisation and extremism:

- Developing national co-ordination of the preventive efforts and exchange good practices in Finland and internationally
- Continue the work to develop permanent structures and capabilities to prevent violent radicalisation and extremism in all parts of the country
- Launching of the Finnish Exit -programme - Radinet
- Supporting families that are affected by violent radicalisation
- Supporting the work of NGOs who deliver services for individuals who are in risk of violent radicalisation
- Increasing the awareness and expertise among authorities and other actors to prevent violent radicalisation and extremism
- Uncover and investigate hate crimes more efficiently and support the victims of hate crime and their communities including hate speech
- Preventing violent radicalisation and extremism in asylum centres
- Develop strategic communication
- Make children and young people more resilient to messages and propaganda promoting violent radicalisation and extremism
- Develop the work of the Police in preventing violent radicalisation and extremism
- Improve the preconditions of preventing recruitment to violent rightwing groups
- Establish processes for dealing with individuals who are returning to Finland from the conflict zones from Syria and Iraq including terrorist foreign fighters, returnees, women and children.

The effectiveness of the measures in the CVE Action Plan is being evaluated by a private company at the moment. Based on this evaluation, a new CVE Action Plan is to be drafted during the first half of 2019.

Financing of terrorism

Financing of terrorism is criminalised in the Finnish Penal Code, in Chapter 34a, section 5. A person shall be sentenced for the financing of terrorism to imprisonment for at least four months and at most eight years, if he or she directly or indirectly provides or collects funds in order to finance, or is aware that these shall finance a terrorist offence or an offence of general endangerment as defined in Chapter 34 or Chapter 34 a (1) of the Penal Code. An attempt is punishable. The criminalisation of terrorist financing is consistent with the International Convention for the Suppression of the Financing of Terrorism, ratified by Finland in June 2002, and the EU Framework Decision on combating terrorism. The obligation to freeze terrorist assets imposed by the UN Security Council has been implemented in the EU by decisions and regulations adopted by the Council.

The Sanctions Act (Act on the Enforcement of Certain Obligations of Finland as a Member of the United Nations and of the European Union, Act No 659/1967), together with the Penal Code, provides for penalties and forfeitures to be imposed for violations of EU Council regulations, including those adopted to implement UN Security Council Resolutions. According to Chapter 46 of the Penal Code, a person who violates or attempts to violate a regulatory provision in a sanctions regulation shall be sentenced for a regulation offence to a fine or to imprisonment for no more than four years.

The legislation applied to the prevention of terrorist financing has been replaced with a new Act on the prevention of money laundering and terrorist financing (444/2017) and a new Act on the Financial Intelligence Unit (445/2017). The Acts entered into force in July 2017. The new legislation implements Directive (EU) 2015/849 and the revised FATF recommendations of 2012. Apart from preventing and detecting money laundering and terrorist financing, the purpose of the legislation is to support investigations and the tracing and recovery of proceeds of crime.

The Act on the Freezing of Funds with a view to Combating Terrorism entered into force on 1 June 2013. The Act complements existing EU level freezing mechanisms and enables Finland to freeze funds of persons and entities suspected, prosecuted or convicted of involvement in terrorist crimes in Finland; of persons and entities designated by the Council of the European Union as being involved in terrorism within the EU; on the basis of a well-founded request by another State, persons and entities identified in that request as being involved in terrorism; and entities owned or controlled by any of the above. The Act also prohibits the making available, directly or indirectly, of funds and economic resources to designated persons or entities. As with EU Sanctions, violations of these national freezing measures are criminalized as regulation offences, and are subject to a punishment of up to four years imprisonment.

The Financial Supervisory Authority is the authority for supervision of Finland's financial and insurance sectors. Since 1 January 2009, this Authority has been responsible for most of the supervisory functions previously undertaken by the Financial Supervision Authority and the Insurance Supervisory Authority. The Financial Supervisory Authority supervises the enforcement of the new Act on Preventing and Clearing Money Laundering and Terrorist Financing by the

credit and financial institutions and provides training on the provisions of the new Act. The Financial Intelligence Unit (FIU), which functions in the National Bureau of Investigation, is responsible for detecting and preventing both money laundering and the financing of terrorism.

Upon the entry into force of an amendment (508/2015) to the AML/CFT Act on 1 June 2016, the FIU has explicit powers to disclose information to the Ministry for Foreign Affairs for the purposes of applying the Sanctions Act and the Freezing Act. This is of relevance for the purposes of implementing targeted financial sanctions to prevent terrorist financing.

When money transfer services are provided by banks, full license is required and the services are supervised by the Financial Supervision Authority. Any alternative money transmitting business provided other than by banks requires registration, and AML/CFT laws are applied to it. The authority responsible for registering the business is Regional State Administrative Authority of Southern Finland.

Particularly with regard to the non-profit sector, a special license is needed for money collection and the running of a lottery in Finland. Money collection and the running of a lottery are supervised by the National Police Board. To prevent any misuse and criminal behaviour, the new Money Collection Act defines more efficient license conditions and allows, among other things, a more efficient supervision of accounts and practical operation on money collection.

Border controls

The Finnish Border Guard is responsible for border control (checks and surveillance) at external land, sea and air borders in accordance with the Schengen Borders Code and national legislation. Customs and Police carry out border checks at certain border crossing points, namely at ports (cargo traffic) and at some small airports.

Border Guard can prevent and combat terrorism mainly at border checks and by exchanging information with third country authorities. This is done in close co-operation with other law enforcement authorities (police, Finnish Security Intelligence Service and Customs). Co-operation is based on Law on Police, Customs and Border Guard co-operation. Co-operation is conducted by common use of databases, common operations, and common intelligence, risk analysis and investigations. The Border Guard is using a national Entry-Exit System (EES) into which third country nationals' border crossings are recorded. Other law enforcement authorities have an access into the EES. Furthermore, the Border Guard is using SIS (Schengen Information System), VIS (Visa Information System) and national databases, including Customs' and Police relevant databases, against which all third country nationals are checked upon border checks. Systematic checks of EU citizens against relevant databases were introduced in April 2017.

Police and Border Guard have placed liaison officers in the certain Finnish consulates abroad. Liaison officers are participating visa issuance processes and thus can identify possible terrorism indicators. Also Security Intelligence Service has short term experts posted at the certain Finnish consulates, and they are focusing especially to counter terrorism.

The Finnish Customs is responsible for checks on goods. Customs updates constantly the training program to make sure that Customs officers are able to take the possibility of terrorism into account in their daily work. There has been training concerning e.g. dual use goods and information of chemicals, different kind of biological weapons, radioactive materials and

explosives. There are also many kind of equipment in border points in use. Radiation detectors and different kind of x-ray machines are every day tools in ports, airports and land borders.

Travel document security

Passports in Finland are issued with biometric identifiers. Passports are equipped with high quality security features and security printed. The photo is laser-printed. Identity cards contain a chip with the citizen certificate.

At the moment into the microchip is stored the same information as on passports data page and a photo of the passport holder. In accordance with the EU regulations (latest 29 June 2009), two finger prints will be stored into the microchip.

Passports can be issued only within the national passport data system. The data system is controlled by the Finnish Police.

Container and supply chain security

Due to several regulations concerning EU common security and safety risk analysis Finnish Customs creates new organisational structures (National Risk Analysis Centre) and automated risk analysis systems. These improvements make the risk analysis more effective and better coordinated process.

There will also be national guidelines for security and safety risk analysis and examinations. Finnish Customs has good co-operation with licensing (e.g. dual use goods) authorities. Co-operation includes information sharing, training and common risk analysis.

There is also close co-operation with police and Border Guard.

Security of radioactive sources

With regard to security of radioactive sources and the regulatory control of the use of radiation in industry and in medical applications, Finland complies with the International Atomic Energy Agency's Code of Conduct on the Safety and Security of Radioactive Sources and its implementing Import and Export Guidance (IAEA, Vienna, 2004). National regulations based on the Radiation Act includes specific requirements on the security of radioactive sources. Radiation and Nuclear Safety Authority (STUK) controls the safety and security of radioactive sources by prior authorisation, regular inspections and national register of radioactive sources. Guidance on the security of radioactive material in transport has also been published by STUK. The regulatory guide was updated in 2017 to further apply the graded approach in regulatory control.

STUK has performed joint security-inspections at the locations where radioactive sources are used in Finland. Also the inspectors of STUK's Radiation practises regulation department have been trained to perform security-inspections.

Finnish CBRNE co-operation forum and operative actors within the forum aim to advance measures to deter, prevent, detect, and respond to illicit CBRN activities, and to enhance coordination and cooperation between national authorities involved in the counter-CBRN effort. The

co-operation forum is led by the National Police Board, it has members from the relevant authorities and it is linked to several other counter-CBRN expert organisations. The updated national counter-terrorism strategy (2018) includes elements to further develop national CBRNE co-ordination. In accordance with the updated national counter-terrorism strategy (2018), a strategic CBRNE working group has been established under the Ministry of the Interior, to further develop national CBRNE co-ordination.

STUK, together with law enforcement authorities, operates a concept for on-site detection and off-site expert support for analysis, suitable for nuclear security in-field missions (first response with reachback). The emphasis is on data management: reliable radionuclide identification, real-time data transfer, and off-site expert analysis of radionuclide spectral information gathered by the in-field operative teams.

The Finnish authorities executed a joint project to develop the national nuclear security detection architecture for nuclear and other radioactive materials out of regulatory control. The authorities have defined common requirements for future detection systems to optimize the compatibility and information sharing. The key operational capability will be based on mobile or relocatable technology with remote expert support for the front-line officers (reach-back).

STUK contributes significantly to the work of ERNCIP (European Reference Network for Critical Infrastructure Protection) Thematic Group on the Protection of Critical Infrastructure from Radiological and Nuclear Threats. The main goal of the Group is to enhance the EU's internal security and facilitate the development of a single market for European security industry. Presently three topics are being analysed: Novel detection technologies for nuclear security, centralized alarm adjudication and robotics and advanced data management.

Finnish Customs controls border crossing traffic of radioactive materials through license control, examinations based on risk analysis and random selection, and also by radiation detection. While the implementation of radiation monitoring at borders is fully under the jurisdiction of the Finnish Customs, STUK's role is to provide expert advice. The co-operation between the two authorities involves concept planning, technical specifications, and operations: interpretation of alarms and analysis of measurement results. The activities also cover procuring new technical equipment, updating the old equipment, and updating operational procedures, such as data transfer to enable expert support by offsite analysis.

Joint training courses for the Finnish and Russian Customs authorities are organised within the bilateral cooperation programme of Finland and the Russian Federation in the area of nuclear nonproliferation. The courses include lectures and practical exercises at STUK, at the St. Petersburg Customs Academy, and at Customs points.

Use of the Internet and other information networks for terrorist purposes

The role of internet and social media is significant, in terms of radicalizing, disseminating of propaganda, recruitment and communication. Online, individuals find support and confirmation for extremist views and communicate with like-minded actors.

The use of the Internet for both an operational and propaganda purposes (radicalisation and recruitment to terrorism) will continue to increase in the future.

Because of the technical and the multinational structure of the Internet, it makes it hard for the national authorities to efficiently control the use of the Internet for the terrorist purposes. Also the increasing technical capabilities of the violent extremists and the advanced and in many cases free security technology (e.g. anonymity, encryption) and communication makes it easier to communicate, disseminate material and use the Internet as an operational tool. In this regard, Finland underlines the importance of cooperation between public authorities and the private sector.

The Finnish Police Act regulates the counter-terrorism activities of the Finnish Police in the Internet environment. However, there is a legislative proposal in this regard under negotiations in the European Union. The aim of the proposed EU Regulation is to prevent the misuse of the internet for terrorist purposes and remove terrorist content online.

Internet and social media can be very useful tools for the law enforcement community to gather information but also prevent crimes and radicalization on the Internet.

We have noticed that one best practice for using the Internet and social media to counter violent extremism is virtual community policing. In Finland, virtual community policing started in 2008. This refers to competent law enforcement authorities being openly present and active on Internet, especially on social media. The aim of this activity is to prevent or reduce the use of a specific social media or other Internet platform for radicalising or terrorist purposes, by being notified of or contacted on this kind of activity, as well as to identify this one self. The purpose is not in any way limit the freedom of speech online but to educate people, interact with them, raise awareness and provide an easy way to contact the police. The key for success has proven to be bilateral and confidential low-threshold communication channel. Activities on the social media platform include providing contact-information (telephone number or email address), answering questions, (request) being added to groups, participating in discussions, flagging illegal content, identifying users that need help as well as searching for criminal activity.

We have also created so called Net Tip system where people can submit non-emergency information to the Police. The tips can involve any suspicious material users find on the Internet.

The National Cyber Security Strategy was approved in January 2013. It defines the key goals and guidelines which are used in responding to the threats against cyber space and which ensure its functioning. By following the Strategy's guidelines and the measures required, Finland can manage deliberate or inadvertent disturbances in cyber space as well as respond to and recover from them. Furthermore, the Strategy aims to make sure that the Government and different actors have a reliable, real-time cyber security situation picture of the condition of society's vital functions as well as disturbances which affect their functioning. Police must be able to identify and prevent possible preparations for a terrorist attack or other crimes, and be able to investigate such activities.

The implementation programme of the National Cyber Security Strategy as approved by the Security Committee in March 2014 will speed up the implementation of the Strategy by proposing concrete measures to improve cyber security. Renewed version of the implementation programme was approved in April 2017.

Cyber security aims at promoting confidence in cyber space by citizens, businesses and authorities. A total of 74 measures which were compiled from the presentations by various

administrative branches and the security of supply organisation are included in the implementation programme to improve cyber security. Individual measures focus on the role of authorities in building security. Training, research and the business community play an important role in maintaining and developing cyber security. Many of the measures presented in the implementation programme strive to find solutions to promote cyber security and business opportunities of Finnish companies and to further cooperation between authorities and companies.

The central development targets of the National Cyber Security Strategy are the following:

- Cyber Security Centre
- State's information security 24/7
- Service integration project of the encrypted data transfer and administrative security network (SATU)
- Action-taking capacity of the police in combating cyber crimes
- Development of the cyber domain and cyber security related legislation
- Research and training programmes and the strengthening of other competences

The Security Committee follows and co-ordinates the implementation of the Strategy. Ministries and agencies are responsible for implementing the Strategy, carrying out and developing cyber security tasks and managing cyber incidents within their remits.

A key project of Prime Minister Juha Sipilä's Government is the creation of a growth environment for digital business operations in Finland. One of the principal measures under this key project is the preparation and implementation of a national information security strategy for increasing the level of trust in the Internet and in digital practices. The strategy aims to bring about change whereby information security will be an integral part of different information systems, terminal devices and services. The strategy also steps in to address the issues that damage trust, such as information security violations and large-scale infringements of privacy protection in networks. According to the strategy EU and international community should work towards a common approach to the conditions and limitations of state interference in the privacy or information security of a person in another State. The strategy has been approved by Ministry of Transport and Communications on 10 March 2016.

The National Cyber Security Centre Finland (NCSC-FI) was established within Finnish Communications Regulatory Authority on 1 January 2014. From the beginning of 2019 NCSC-FI has been a part of a new government agency: Finnish Transport and Communications Agency (TRAFICOM), which started its operation 1.1.2019. TRAFICOM's duties in the fields of Incident Response (Computer Emergency Response Team Finland, CERT-FI), Information Assurance (National Communications Security Authority Finland, NCSA-FI) and contingency of telecommunications (National Regulatory Authority, NRA) were merged into the new NCSC-FI. The NCSC-FI monitors cyber security threats and incidents of national interest and produces advanced situation awareness services to its many constituents. To facilitate that, the NCSC-FI collects and correlates information from a variety of sources.

Finnish telecommunications providers are obligated by law to report to NCSC-FI significant information security violations or threats to information security in the services and anything else that prevents or significantly interferes with telecommunication services. Telecommunication providers are also obliged to notify NCSC-FI of personal data breaches in their networks and

services. NCSC-FI also acts as a national POC and CSIRT member under NIS directive. To complement the mandatory reporting, NCSC-FI also welcomes voluntary reports from all other organisations in public and private sector as well as from individuals and foreign parties.

NCSC-FI maintains the national information security situation awareness system. The global information security situation is constantly being monitored for threats, anomalous events, security incidents, and vulnerabilities in information systems that may be of relevance to Finnish interest. The situation reports are being circulated in form of blog entries, technical vulnerability notes, advisories and warnings as well as periodicals and technical guides. Public situation reports are being published on a web page. Those organisations that are considered to be part of or operating critical national infrastructures are invited to subscribe to NCSC-FI's limited circulation reports.

NCSC-FI provides vulnerability coordination services in an effort to minimise the harmful effects of faulty and vulnerable software to the end users and the public at large.

Following the best traditions of Computer Security Incident Response Teams (CSIRT), NCSC-FI is heavily networked. It is in contact on a daily basis with private sector organisations and various government agencies in Finland and abroad. Computer security incident handling is a concerted effort requiring operational level cooperation and active information exchange.

Legal co-operation including extradition

Finnish legislation contains prohibitions against extradition for political offences. According to Section 2(1) of the Act on Extradition between Finland and the other Nordic Countries, a Finnish citizen shall not be extradited for a political offence. Section 3 of the Act provides that a person who is not a Finnish citizen may be extradited for a political offence only if the offence or a similar act is punishable under Finnish law. According to Section 6 of the Extradition Act, no one shall be extradited for a political offence.

However, extradition is permitted if a political offence also includes or involves another offence which is not of a political nature, and if the act as a whole cannot be considered mainly political. In the Act on Extradition between Finland and other Member States of the European Union, the political nature of an offence is not a ground for refusing extradition.

In this context, the PIA refers to Finland's withdrawal of its reservation to the European Convention on the Suppression of Terrorism. The ground stated for the withdrawal was the changed interpretation of the concept of a political offence, amounting to the view that offences under Article 1 of the Convention cannot be deemed political in any circumstances. The change of interpretation was influenced by such factors as the anti-terrorist conventions adopted by the UN. These conventions oblige states to criminalise certain acts of violence and to take measures to make the perpetrators liable. Finland did not consider it justifiable any longer to retain the widest possible discretion.

On the basis of the above, terrorist offences cannot be regarded as political offences. This interpretation has been reiterated again for instance in the context of the Council of Europe Convention on the Prevention of Terrorism (Government bill HE 81/2007 vp). Article 20(1) of the Convention provides that none of the offences referred to in the Convention shall be regarded as a political offence. Other anti-terrorist conventions binding on Finland contain provisions to the

same effect. Thus, in practice, Finland cannot refuse extradition on the ground of regarding a terrorist offence as a political offence. Following this principle does not necessitate an express legal provision thereon.

It is a different matter that Finland may refuse extradition on the ground that the person in question would be subjected to political persecution in the state requesting extradition. Section 5(1)(6) of the Act on Extradition between Finland and other Member States of the European Union and section 7 of the Extradition Act contain an express provision to this effect.

Safe havens and shelter to terrorists and terrorist organisations

Terrorist threat in Finland is at the level elevated. The most significant terrorist threat in Finland is still posed by individual actors or small groups motivated by radical Islamist propaganda or terrorist organisations encouraging them. These persons are likely to have either direct or indirect links to radical Islamist networks or organisations. The Finnish Security Intelligence Service (Supo) has become aware of more serious terrorism-related plans and projects in Finland. Foreign terrorist fighters left from Finland have gained significant positions within ISIL in particular and have an extensive network of relations in the organisation.

The Finnish Security Intelligence Service (Supo) has around 370 counterterrorism target individuals. The number of target individuals has risen especially in the last few years and increased by circa 80 % since 2012. This trend is assessed to go on, as a consequence of radicalisation and detection of new networks. In addition to the increase in number, the links of target individuals to terrorist activity are also more direct and more serious than before.

2. Stationing of armed forces on foreign territory

2.1 Provide information on stationing of your States armed forces on the territory of other participating States in accordance with freely negotiated agreements as well as in accordance with international law.

In Finland, military crisis management is regulated by the Act on Military Crisis Management. The act takes into consideration the development of international crisis management activities, in order for Finland to be able to participate in full in crisis management tasks, especially within the framework of the United Nations, the European Union and the North Atlantic Treaty Organisation. When taking a decision on Finland's participation, it is necessary to consider the rules of international law and the aims and principles of the UN Charter. The Act takes into consideration the role of the UN Security Council as a provider of mandates for the operations as well as the fact that the implementing party of an operation can also be a group of countries. Exceptionally, Finland can participate also in an operation that does not have a UN mandate or a UN mandate cannot be obtained due to the Security Council being incapable of reaching a decision. Even in such case, the implementation of an operation can be beneficial and necessary from the point of view of international security. In this case, its implementation can be based on a request put forward by the host nation or parties involved. According to the Act, the number of crisis management personnel can be at most 2 000 persons. The Act also includes regulations concerning soldiers' right to use force in crisis management missions.

In 2018, Finland took part in eleven (11) military crisis management operations or missions with approximately 500 troops.

The operations were led by NATO (KFOR, RS), by the EU (EUFOR Althea, EUNAVFOR MED SOPHIA, EUTM Somalia and EUTM Mali) and by the UN (UNIFIL, UNTSO, UNDOF and MINUSMA). Finland was also participating in OIR in Iraq and Kuwait. Finland's participation in EUFOR ALTHEA ended in March 2018 and in UNDOF in June 2018.

For the year 2018 Finland designated a unit for the NRF Pool of Forces (Air Force Fighter Squadron).

3. Implementation of other international commitments related to the Code of Conduct

3.1 Provide information on how your State ensures that commitments in the field of arms control, disarmament and confidence- and security-building as an element of indivisible security are implemented in good faith.

Finland seeks to fulfil its obligations under international arms control agreements in an open and transparent manner, and to follow both the letter and the spirit of the commitments undertaken. The provisions of arms control treaties and other international obligations, insofar as they are of a legislative nature, are brought into force by a Government Act. As described in Section II of this questionnaire, Finland has constitutionally established procedures to ensure that the performance of all authorities, officials and Government bodies is supervised.

3.2 Provide information on how your State pursues arms control, disarmament and confidence- and security-building measures with a view to enhancing security and stability in the OSCE area.

The Government Report on Finland's Foreign and Security Policy, published in June 2016, underlines the importance of arms control in strengthening security and stability. Finland aims at contributing actively to non-proliferation, arms control and disarmament measures and to curbing the illicit arms trade, and monitors closely the effects of the development of weapons technology on national and international security.

The Government's Defence Report, issued in February 2017, defines defence policy guidelines for maintaining, developing and utilising Finland's defence capabilities. The report and its implementation will steer both the deepening of defence cooperation and the development of national legislation. In the report, the importance of international arms control and export control cooperation and confidence building measures is highlighted.

Arms control is increasingly linked with conflict prevention and crisis management, and with development issues. Instead of new treaties and forms of cooperation, the focus is increasingly on the implementation of existing commitments. In the absence of formal verification regimes, the role of confidence-building measures (CBMs) is highlighted. Finland continues to value and implement its commitments under key instruments such as the 2011 Vienna Document and the Treaty on Open Skies. As a member of the OSCE, Finland participates in the OSCE's Forum for Security Cooperation's (FSC) work to update the Vienna Document.

Finland welcomes discussions on the future of conventional arms control in Europe. Finland supports endeavours contributing to military transparency, predictability and stability in Europe.

Finland shares the vision of full and general disarmament and strives for global reductions in all categories of arms. Finland engages in a frequent dialogue with civil society on disarmament and arms control issues.

Finland is active in international cooperation to prevent proliferation and the use of all weapons of mass destruction (WMD) and their means of delivery. The European Union's WMD Strategy serves as a guideline for Finnish action. Finland works actively to enhance the effectiveness of international export control regimes as a key tool to preventing proliferation.

Finland stresses the central importance of the Nuclear Non-Proliferation Treaty (NPT) and of all its three pillars: nuclear disarmament, non-proliferation and the peaceful use of nuclear energy. Finland will actively participate in the NPT 2020 Review Cycle and underscores the importance of continuing to implement the Action Plan of 2010.

Finland welcomes continued implementation of the new Strategic Reduction Treaty (START) between the United States and the Russian Federation and encourages seeking further reductions in all categories of nuclear weapons, including in non-strategic nuclear arsenals, monitoring any possible effects thereof in our neighbouring areas. The INF Treaty is a very successful arms control agreement. The probable demise of the INF Treaty creates the potential for increasing nuclear competition. In this situation, the extension of the 2010 New Strategic Arms Reduction Treaty beyond 2021 is crucially important. The implementation and extension of the New START Treaty should be looked at separately from the INF Treaty.

Finland contributes actively in international cooperation to prevent the proliferation of nuclear, biological and chemical weapons, substances and associated expertise. Finland participates extensively in the implementation of the Global Partnership Program and promotes the implementation of UNSCR 1540 around the world. Finland also participates in international initiatives such as the GICNT (Global Initiative to Combat Nuclear Terrorism), PSI (Proliferation Security Initiative) and IPNDV (International Partnership for Nuclear Disarmament Verification). In 2017–2019 Finland is responsible for the international coordination of GICNT activities. Ambassador Jari Luoto serves as the Implementation and Assessment Group (IAG) Coordinator of the GICNT.

The EU Strategy on small arms and light weapons (SALW) provides the framework for Finnish SALW-related action. The regional activities of the EU and the OSCE in SALW control are of great importance for Finland. Finland fully supports the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons.

Finland was one of the original co-authors of UNGA resolution that eventually led to the negotiation and the entry into force of the Arms Trade Treaty (ATT). Finland ratified the ATT in April 2014, and continues to actively promote the implementation and universalisation of the treaty, including by contributing to the ATT Voluntary Trust Fund. Ambassador Klaus Korhonen served as the President of the third Conference of States Parties in 2017.

Finland is a State Party to the Convention on Certain Conventional Weapons (CCW) and has signed all its protocols and amended protocols. Finland participates actively in the Group of Governmental Experts on lethal autonomous weapons systems.

Finland acceded to the Anti-Personnel Mine Ban Convention in 2012 and complies fully with it (FTS 13/2012). Finland completed destruction of its anti-personnel mine stockpiles in 2015. Finland supports humanitarian mine action which reduces post-conflict threat and impact of landmines and unexploded ordnance, cluster munitions included. During 2016–2020 Finland supports humanitarian mine action in Iraq, Syria, Afghanistan, Somalia and Ukraine with 12 million euros.

Finland acknowledges the role of the Convention on Cluster Munitions from a humanitarian perspective and supports its goal of universalization. Finland will continue to follow up on the effectiveness of the convention and supports its aims through humanitarian mine action. Finland evaluates progress in military technologies and monitors the situation. As of yet no such changes in conditions have taken place that would enable Finland's accession to the Convention.

Finland monitors developments in the field of international arms control, anticipates their effects on 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.

Finland's National Strategy for Civilian Crisis Management has been updated in April 2014. Finland participates actively in international military and civilian crisis management. On the basis of Finland's Comprehensive Crisis Management Strategy, published in 2009, the Ministry for Foreign Affairs has established a permanent strategic coordination group to promote a comprehensive approach to crisis management. The group comprises representatives from the MFA's Political Department and Department for Development Policy, Office of the President of the Republic, Prime Minister's Office, Ministry of the Interior, Ministry of Justice, Ministry of Finance, Ministry of Defence and the Defence Command.

In the OSCE area Finland has made substantial contributions, inter alia, to the EU civilian crisis management missions in Georgia (EUMM), Moldova/Ukraine (EUBAM), Ukraine (EUAM) and Kosovo (EULEX). Since 2014, Finland has seconded civilian experts to the OSCE Special Monitoring Mission to Ukraine and to the OSCE Observer Mission. In 2018 Finland also seconded to OSCE Secretariat as well as to the OSCE ODIHR.

Finland has continued to support OSCE's projects and programs in fulfillment of the OSCE principles and commitments through extra-budgetary contributions. In 2018 about 550 000 Euros were channeled to different OSCE projects. The geographic focus of the project co-operation was in Central Asia and in Ukraine.

Finland is committed to UNSCR 1325 and subsequent resolutions on Women, Peace and Security, and has integrated them in internal and external policies. Finland underlines the need for comprehensive implementation of the 1325 agenda. Finland will continue to give political and financial support to further these aims in the OSCE and other international forums. Finland, together with Austria, Kazakhstan and Turkey, is a co-sponsor of the initiative to launch an OSCE wide action plan on Women, Peace and Security.

Section II: Intra-State elements

1. National planning and decision-making process

1.1 What is the national planning and decision-making process in determining/approving military posture and defence expenditures in your State?

(This reply also partly covers some aspects of Question 2.1.)

The President of the Republic is the Supreme Commander of the Finnish Defence Forces (FDF). The Chief of Defence (CHOD), subordinate to the President, is responsible for all matters related to the exercise of military command, including operational readiness of the FDF. Administratively, the FDF and the CHOD are subordinate to the Ministry of Defence (MOD). The Minister of Defence is responsible for the defence policy guidelines for national defence policy and international defence policy co-operation including resources and the operating framework of the FDF. The Defence Command functions as the supreme headquarters of the CHOD and also as the central administrative authority for the defence establishment. In addition to strategic planning and command, it is also responsible for the development and coordination of the activities of the individual services as well as for international co-operation. The three single service headquarters are responsible for the performance, development and operations of their own service in accordance with the tasks assigned by the CHOD, and will be supported by the introduction of the integrated, network-enabled C4I system.

The Minister of Defence presents the strategic planning matters under the Ministry of Defence to the President of the Republic. The Prime Minister and the CHOD are entitled to be present and to voice their opinion on the matters in question. The CHOD presents other issues related to military command and military appointments and promotions to the President of the Republic.

Finnish Parliament makes the decisions on the central principles of defence by using its legislative, supervisory and budgetary powers in accordance with the Constitution. The Finnish Government is responsible for the highest executive power in all security situations. The Government also draws up reports on security and defence policy for Parliament to discuss and approve.

It is the task of the Cabinet Committee on Foreign and Security Policy to prepare important issues regarding foreign, security and defence policy. As part of the Government and as the leader of its administrative sector, the Ministry of Defence is responsible for defence policy. The Ministry for Foreign Affairs - in cooperation with the MOD, fronts the preparation of the governmental decisions in international crisis management.

All Ministries are responsible for preparations for crises and national defence arrangements in their respective areas of responsibility. Under the leadership of the State Secretary of the Prime Minister's Office, the officials responsible for readiness matters in the Ministries are in charge of readiness preparations in their sector and related work across the state administration. It is the remit of the Security Committee to assist the government and ministries in matters pertaining to comprehensive security. The Security Committee follows the development of Finnish society and its security and coordinates proactive preparedness which is related to comprehensive security.

The Ministry of Finance provides the guidelines for the defence budget, which is approved annually by the Parliament. The Ministry of Defence establishes the financial guidelines for defence planning. The Commander of the Defence Forces executes the financial steering of the Defence Forces.

Part of the defence expenditure is “outsourced”, meaning that some areas (infrastructure, some logistics and maintenance), have been contracted at the central level (either by the MoD, Defence Command or any other central level defence institution) with service suppliers from outside the MoD and/or Defence Forces.

A decision to participate in a military crisis management operation is taken, on the basis of a government proposal, by the President of the Republic, or when the participation is regarded as minor, the decision can be made by the MoD after consultation with the MFA. Before making its proposal, the government must consult the Parliamentary Foreign Affairs Committee or, pending on the operation, the Parliament. The decision to place a military unit on standby in, for example an EU Battle Group for military crisis management operations, will also be taken by the President of the Republic on the basis of a government proposal. During the operation the MOD may make minor adjustments to the Finnish contribution.

1.2 How does your State ensure that its military capabilities take into account the legitimate security concerns of other States as well as the need to contribute to international security and stability?

Finland's foreign and security policy guidelines have been determined in the Government Report on Finnish Foreign and Security Policy (Prime Minister's Office Publications 9/2016). The primary aim of Finland's foreign and security policy is to avoid becoming a party to a military conflict. Finland pursues an active policy of stability to prevent military threats. This policy is supported by maintaining a national defence capability. Finland will actively and extensively strengthen its international defence cooperation. Bilateral and multilateral defence co-operation is an important part of maintaining, developing and using Finland's defence capacity, and deterrence. Also the capability to provide and receive military assistance is an important part of defence development.

The Government Report on Defence to Parliament (2017) provides the defence policy guidelines for the development of Finland's defence. Finland ensures a credible defence in all circumstances and maintains and develops a defence which is appropriately scaled to the security environment. The Nordic co-operation, the European Union NATO partnership, the OSCE and the UN form the framework for Finland's international co-operation. In addition, bilateral defence co-operation is of great importance.

Finland continues to participate actively in international training and exercises, military crisis management and in other international co-operation and activities. Participation in military crisis management is part of conducting Finland's foreign and security policy and international co-operation. Finland participates in increasingly complex crisis management operations in ever more demanding and high-risk operating environments. Finland takes into account the changes in international crisis management and evaluates its participation in operations from the standpoint of effectiveness and national goals. By participating in military crisis management Finland simultaneously improves the Defence Forces' capabilities and capacities.

2. Existing structures and processes

2.1 What are the constitutionally established procedures for ensuring democratic political control of military, paramilitary and internal security forces, intelligence services and the police?

All forces and services mentioned above are subordinated to politically nominated ministers of the Government, which in turn is accountable to the Parliament. The parliamentary committees regularly call in the ministers in their respective fields of competence to hearings on issues of concern. The parliamentary committees are also entitled to monitor the actions of the executive bodies. Individual MP's may pose questions in writing, to which the competent minister has the obligation to reply and also an oral questioning procedure is practiced.

All forces and services mentioned above base their action on relevant legislation, which defines the basis and limitations of their powers. No action may arbitrarily infringe on the fundamental rights of individuals, which are extensively enshrined in the Constitution since a reform in 1995. In case of violations a range of adequate legal and other recourse is available.

The respective forces and services are subjected as follows:

- Armed forces; same authorities and procedures as mentioned in answer to question 1.1.
- Internal security forces; no forces belonging to this category.
- Intelligence services; no separate governmental intelligence exists.
- Military intelligence operates within the Defence Command under the Ministry of Defence
- The Finnish Security Intelligence Service operates under the Ministry of Interior.
- All police activities are controlled (except The Finnish Security Intelligence Service) by the National Police Board.

These services are based on the relevant laws and controlled by the respective ministries, Government and Parliament and through that linked to the parliamentary control.

2.2 How is the fulfilment of these procedures ensured, and which constitutionally established authorities/institutions are responsible for exercising these procedures?

The Parliamentary Ombudsman has been charged with legal supervisory competence, which extends over the activities of all authorities and other bodies performing public functions. He or she may act on complaints or at his or her own initiative. The Ombudsman submits an annual report to the Parliament on his or her work, including observations on any shortcomings in legislation. Also the Chancellor of Justice of the Government supervises the lawfulness of the official acts of the Government, the President of the Republic and all authorities and other bodies performing public functions. The Chancellor of Justice submits an annual report to the Parliament and the Government on his or her activities and observations on how the law has been obeyed. The Ombudsman and the Chancellor of Justice may prosecute or order that charges be brought in matters falling within the purview of their supervision of legality. The State Financial Inspectors have the right to control the use of budgetary finances.

2.3 What are the roles and missions of military, paramilitary and security forces, and how does your State control that such forces act solely within the constitutional framework?

By law, the tasks of the Finnish Defence Forces are 1) defending of the country; 2) supporting other authorities in responding to non-military threats including situations involving terrorism; 3) participating in international assistance (since 1st of July 2017); and 4) participating in international crisis management.

The main principles of Finland's defence are the following:

- General conscription,
- Territorial defence,
- Defence Cooperation,
- Ability to provide and receive military assistance,
- Training conscripts for wartime units in the reserve and providing the units with the necessary material,
- Dispersed mobilisation based on the preparedness of peacetime headquarters, training centres and military establishments,
- Development of the peacetime command and administrative structure primarily to meet the wartime requirements,
- Responding to the military threats of various degrees by controlling the readiness of the Defence Forces.

The Army plays a decisive role in defending the country and repelling aggression. Navy and Air Force have important roles in territorial surveillance and in protection of territorial integrity. The controls to ensure that the Defence Forces act solely within the constitutional framework are presented in answer to question 2 in Section II.

The Border Guard is responsible for border security in Finland as part of Finland's internal security, subordinate to the Ministry of the Interior. The Border Guard has been issued six core functions: border surveillance, border checks, crime prevention, maritime safety, international cooperation and national defence. The Finnish Border Guard is militarily organised.

3. Procedures related to different forces personnel

3.1 What kind of procedures for recruitment and call-up of personnel for service in your military, paramilitary and internal security forces does your State have?

Liability for military service is based on the Constitution, the reformed Conscription Act of 2007 and the Conscription Decree of 2007. Every male Finnish citizen is by law liable for military service and therefore subject to call-up. The period of liability is for male citizens between the ages of 18 to 60.

Under the Conscription Act of 2007, Regional Offices organise call-ups in every municipality, beginning no earlier than on 15 August and ending no later than on 15 December. The call-up is applied to 18 to 29 year-old men (only once). Information on and a notice of the call-up are sent by the Regional Office. A medical examination is also done in municipal health centres in advance to check the ability for military service.

The call-up takes one day during which general information is given. After the medical examination done by a physician, the fitness for military service is determined and the decision for military service is made or a three-man call-up board grants exemption from military service. The board consists of one senior officer, another officer of a lower rank and one representative

from the municipality. In general, military service is carried out within the two years following call-up, at the age of 19 or 20 but at the latest before the end of the year when a man turns 30.

Since 1995, it has also been possible for women to perform military service on a voluntary basis. There are no call-ups for women but Regional Offices provide information and medical examinations. A female conscript has the rights and duties equal to those of a male one. The difference is that within 45 days from starting military service she has a right to leave without having to give an explanation or her superior can terminate the service but only for well-justified reasons. After the end of the 45-day period, she is equally liable for service as any man until the end of the age of 60.

The total amount of conscripts is around 20 500 of which some 600 conscripts complete their basic military training at the Border Guard Units. Conscript service at the Border Guard Units is similar to service in Units of the Defence Forces. Conscripts are selected through the call-up organization explained above.

3.2 What kind of exemptions or alternatives to military service does your State have?

Military service is compulsory for men, but on statutory grounds that have been provided in acts and decrees, there are some alternatives to the exemption from military service. For women the military service is possible on a voluntary basis.

A limited or permanent exemption for health reasons can be granted by the military authorities if the health or physical fitness does not fulfil the requirements for military service. A medical certificate is required.

Those registered as permanent residents on the autonomous Åland Islands have a right not to do military service. No alternative service is arranged and no application is required from them. However, they can serve on voluntary basis.

In year 2018, those registered as Jehovah's witnesses had a right to get deferment (in 3-year intervals) and finally be exempted from peacetime service at the age of 29. Special applications for deferment and the final exemption were required. This right is expected to cease from 1st of April 2019 due to the Finnish Parliament decision.

According to the reformed Civil Service Act (1446/2007) a man who on grounds of conviction is unable to perform any kind of military service within the Defence Forces will be exempted from military service and he will be liable for civilian service instead. A special application for exemption is required.

A Finnish man who has dual (or multiple) citizenship as well as a man who has been granted Finnish citizenship under the age of 30 are also required to perform military service, but if they have performed it in their second or previous country, they can be exempted from peacetime military service in Finland. A free-form application is required.

A Finnish man who has dual (or multiple) citizenship can be exempted from military service in peacetime if he lives permanently abroad, has no family ties in or connections to Finland, has no property in Finland and will receive no legacy from Finland. A free-form application is required. If living permanently abroad has continued at least 7 years, no application is required.

The legislation for all the above-mentioned cases is based on:

- Conscription Act 1438/2007,
- Conscription Decree 1443/2007,
- Act on Women's Voluntary Military Training 194/1995,
- Decree on Women's Voluntary Military Training 266/1995,
- Act on the Provision of Health Care in the Defence Forces 322/1987,
- Civil Service Act 1446/2007,
- Act on the Exemption of Jehovah's Witnesses 645/1985,
- Decree on the Exemption of Jehovah's Witnesses 36/1986 (ceased from 1st of April 2019)
- Act on the Autonomy of the Åland Islands 1144/1991

3.3 What are the legal and administrative procedures to protect the rights of all forces personnel as well as conscripts?

Legal and administrative procedures protecting the rights of personnel in the Finnish Defence Forces are based, in general, on law. Protection of the personnel in regular employment is very much the same as with all state civil servants. Detailed provisions are laid down in the State Civil Servants Act (750/1994). The only major differences between personnel employed by the Defence Forces and other state civil servants is that defence personnel can be transferred to another office without their own consent and that there are certain restrictions on political activities for military personnel.

Legal protection of conscripts is based on clear rules of competence and procedures and on the supervisory function of the higher authorities. The constitution proclaims the basic norms and authorization to issue more specific rules and regulations. Conscripts are guaranteed by law the possibility to appeal over the actions of his/her military superiors. A conscript who is dissatisfied with the actions taken by his/her military superiors may have these actions investigated by a higher military superior. In case a military superior has imposed a disciplinary punishment on a conscript, he/she may appeal to a general Court of First Instance.

A new Act on Military Disciplinary Procedure and Crime Prevention in Defence Forces (255/2014) entered into force 1st of May 2014. If, instead of military disciplinary proceedings, a military offence is processed in a court of law, a general court of first instance handles the matter. After the judgment of the Court of First Instance, the case can be appealed to Court of Appeal. The difference compared to civil proceedings is that the composition of both the Court of First Instance and the Court of Appeal include nominated military members.

In addition to the above-mentioned, it is possible to have any actions by military personnel as well as complaints about their treatment, general facilities or medical care etc. in the Defence Forces to be investigated by the Parliamentary Ombudsman. These complaints can be issued in writing or directly to the Ombudsman via internet. The Ombudsman regularly visits several garrisons every year. During these visits, conscripts can discuss privately with the Ombudsman.

4. Implementation of other political norms, principles, decisions and international humanitarian law

4.1 How does your State ensure that International Humanitarian Law and Law of War are made widely available, e.g. through military training programmes and regulations?

International Humanitarian Law (IHL) and Law of War are endorsed through military programmes and regulations at all levels. They are part of the training and education for officers taking BA (Bachelor of Military Science) and MA (Master of Military Science) degrees as well as for conscripts. There are over 20 legal advisors in the Finnish Defence Forces who teach and advise military personnel on International Humanitarian law thus ensuring that IHL and the Law of War are taken into account in the Finnish Defence Forces.

The Finnish Defence Forces conducts teaching and information sequences to all personnel including conscripts and reservists concerning the Humanitarian Law. This training is under constant development.

Personnel taking part in crisis management missions are given special training prior to the transfer to the area of operation. Personnel training for international operations receive special instructions on humanitarian law, the law of war and combating human trafficking as well as special rules of behaviour, which include among other things a zero-tolerance on human trafficking.

The Defence Forces send participants regularly to the following courses on IHL.

- Course in San Remo arranged by the International Institute of Humanitarian Law,
- Vienna Course on International Law for Military Advisers organized by Austrian Ministry of Defence, the ICRC and the European Security and Defence College,
- Course on LOAC for military personnel organized by the Finnish Red Cross,
- Courses in NATO School concerning IHL and other operational issues
- Workshop on the Code of Conduct arranged by the Swiss General Staff and the Swiss Military College,
- Course on the Law of Armed Conflict for senior officers of armed forces medical services arranged by the International Committee of Military Medicine,

The Finnish National Committee for International Humanitarian Law also promotes and disseminates IHL.

4.2 What has been done to ensure that armed forces personnel are aware of being individually accountable under national and international law for their actions?

To ensure that armed forces personnel are aware of being individually held liable under national and international law for their actions, conscripts are trained to be fully familiar with the Code of Conduct in accordance with Article 83 of the 1977 Protocol I additional to the Geneva Convention. The training includes the basics of the Code of Conduct, the set of ten rules for the soldier (An updated version has been issued July 2013) and internationally recognized distinctive emblems. Each soldier is given a copy of the Soldier's Manual, which deals with the essential matters from the soldier's point of view.

Familiarization with the Code of Conduct takes place, as part of the training in security policy, during the basic training period for all conscripts. The combatant's training during the special training period includes lessons related to the Code of Conduct relevant to the training activities of the conscripts.

The Public Information Division of the Defence Staff has compiled the teaching material on security policies, which also includes material for teaching the Code of Conduct. This material includes instructions for the teacher, slides and videotapes. All company-level units have used this material.

See also answer to 4.1.

In addition, Finland has an active national Committee for International Humanitarian Law. This Committee works under the auspices of the Ministry for Foreign Affairs and it brings together IHL experts from different ministries, defence forces and from organisations such as the Finnish Red Cross, the Finnish Branch of Amnesty International and the Finnish Society for the Law of War and Military Law. This national Committee was already established in 1993 with the mandate to especially:

- Co-ordinate the implementation and dissemination of the Geneva Conventions and Protocols and other international humanitarian law instruments as well as,
- Promote international humanitarian law and raise awareness about the Geneva Conventions and their protocols,
- The committee also shares information about IHL training and different activities in Finland,
- Prepares for the International Conferences of the Red Cross and Red Crescent and other relevant international conferences,
- It also monitors new developments in international humanitarian law and consider their implications for Finland.

As a whole, the Committee offers a valuable venue for expert discussions on international humanitarian law. Stakeholders can easily share information and launch initiatives on IHL. We consider their role very important in enhancing both awareness and implementation of the Geneva Conventions.

4.3 How does your State ensure that armed forces are not used to limit the peaceful and lawful exercise of human and civil rights by persons as individuals or as representatives of groups nor to deprive them of national, religious, cultural, linguistic or ethnic identity?

Finland adheres to most of the Conventions of IHL as well as to the human rights conventions. Finland has ratified the International Covenant on Civil and Political Rights (FTS 8/1976) and the International Covenant on Economic, Social and Cultural Rights (FTS 5/1976). Finland is also a party to the European Convention on Human Rights (FTS 19/1990) and Convention on the Rights of the Child (FTS 60/1991) and Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflicts (FTS 31/2002). Finland is also a party to the Hague Conventions of 1907, the four Geneva Conventions of 1949 (FTS 8/1955), The Additional Protocols I, II (FTS 82/1980) and III (of the Geneva Conventions (the declaration provided for in Article 90 of Protocol I was made when the Protocols were ratified) and The Rome Statute of the International Criminal Court (FTS 58/2002). The government of Finland respects these conventions and ensures that all people within its jurisdiction are guaranteed the rights and

freedoms enacted in these conventions. The Finnish Constitution guarantees democracy, human rights, individual rights, human dignity, equality and justice.

4.4 What has been done to provide for the individual service member's exercise of his or her civil rights and how does your State ensure that the country's armed forces are politically neutral?

Protection of the personnel in regular employment is very much the same as with all state civil servants. Detailed provisions are laid down in the State Civil Servants Act. The only major differences between personnel employed by the Defence Forces and other state civil servants is that defence personnel can be transferred to another office without their own consent and that there are certain restrictions on political activities of military personnel (one cannot be a member of a political party nor be put up as a candidate for parliamentary elections).

Legal protection of conscripts is based on clear rules of competence and procedures and on the supervisory function of the authorities. The constitution proclaims the basic norms and authorisation to issue more specific rules and regulations.

By virtue of the Conscript Act, no person may, without an acceptable reason, be placed in a different position due to age, origin, language, religion, conviction, opinion, and state of health, disability, gender, sexual orientation or any other reason related to the individual.

In every Finnish garrison, there is a Conscript Committee whose main purpose is to look after and develop the service conditions of conscripts. The members of the Committee are chosen by election among those conscripts who serve in that garrison. Only conscripts have the right to vote in these elections. Finnish conscripts are also free to join the Union of Conscripts, which is a national organization for lobbying and representing the interests of conscripts.

According to the Finnish Penal Code, a soldier or a person in military service in the Border Guard (excluding conscripts), who joins a political party or an association engaged in, or clearly supportive of, party politics, or fails to resign the membership of a party or an association referred to above can be prosecuted for unlawful political activity.

4.5 How does your State ensure that its defence policy and doctrine are consistent with international law?

Under the Constitution of Finland, the competence to conclude treaties is given to the President of the Republic in co-operation with the Government. According to the Constitution the acceptance by the Parliament of international obligations and their denouncement is required for such treaties and other international obligations that contain provisions of a legislative nature, are otherwise significant, or otherwise require approval by Parliament under the Constitution. The acceptance by the Parliament is required also for the denouncement of such obligations. The provisions of treaties and other international obligations, in so far as they are of a legislative nature, are brought into force by an Act. Otherwise, international obligations are brought into force by a Decree issued by the President of the Republic.

Finland follows the so-called dualistic tradition; i.e. treaties become internally applicable law only through a domestic legislative act. The incorporation is normally a statute of blanco, a legislative act, which merely refers to the treaty. The hierarchical level of the statute in blanco is either both

an Act of Parliament and a decree issued by the President or merely a decree, depending on the consideration mentioned above.

Finland fosters the strengthening of multilateral cooperation and international law. Finland obeys its international obligations closely. This system is in-built in the Finnish Security and Defence policy so that for example when taking new international obligations Finland brings its internal law and workings into conformity with the obligations.

Section III: Public access and contact information

1. Public access

1.1 How is the public informed about the provisions of the Code of Conduct?

Parliamentary and administrative proceedings concerning defence matters are subject to the general rule on the publicity of official documents to which public access is guaranteed by law – The Act on the Openness of Government Activities. This access may only be limited on grounds of national security or on other grounds specified in law, which, inter alia, regulate classification of documents and handling of classified documents.

Mass media, the Internet as well as the publicity activities by the Ministry of Defence and the Defence Forces themselves are means to disseminate public information on defence matters. The Ministry of Defence has enhanced the possibilities of the general public to access defence information via a major project on developing communication through new technologies and providing access to Ministry's database. The website works in three different languages: Finnish, Swedish and English. Further information on defence matters is available at the Ministry's website at www.defmin.fi and at the website of the Defence Forces at www.mil.fi.

The Ministry of Defence Media and Communications Unit also replies to individual questions and letters from the public. Articles in the major daily papers and TV appearances are a frequent way to communicate to the public on the activities of the Ministry of Defence as well the Defence Forces.

It is highly significant for the Finnish policy of openness that the public not only have access to information but that they also understand the wider framework of our defence planning and the relevant background information related to the armed forces. This is demonstrated for example by distributing to the general public the Government's Defence Report to the Parliament in 2017.

1.2 What additional information related to the Code of Conduct, e.g., replies to the Questionnaire on the Code of Conduct, is made publicly available in your State?

Besides the Code itself, there are no other publications regarding the Code translated into Finnish language. Naturally, foreign academic research with regard the subject is available through internet for any citizen in Finland.

1.3 How does your State ensure public access to information related to your State's armed forces?

See answer 1.1 of this section.

2. Contact information

2.1 Provide information on the national point of contact for the implementation of the Code of Conduct.

Unit for Security Policy and Crisis Management
Political Department
Ministry for Foreign Affairs of Finland
P. O. Box 176, 00023 Government, Finland
Email: POL-10@formin.fi

Defence Policy Unit
Defence Policy Department
Ministry of Defence
P. O. Box 31, 00131 Helsinki, Finland
Email: puolustusministerio@defmin.fi

Implementation of UNSCR 1325 "Women, Peace and Security" Voluntary information exchange

Finland is strongly committed to the implementation of Resolution 1325 and the seven resolutions following it. At national level, the themes discussed in the resolution have been incorporated in the Government Program. At international level and at local level the objectives are pursued through crisis management, peace processes, development cooperation, humanitarian aid, expert assistance, training and diplomacy. According to the Government Report on Finnish Foreign and Security Policy (2016), Finland advocates a more extensive participation of women in establishing peace and security. Finland's work on UNSCR 1325 and subsequent resolutions on Women, Peace and Security is guided by the principles of the human rights -based approach, consistency, openness and good governance. An important instrument in intensifying the implementation of the Resolution is the National Action Plan for the implementation of UNSCR 1325 on Women, Peace and Security.

The third National Action Plan, drawn up in interaction with the civil society, covers the period 2018–2021 and contains four main focus areas for increasing the participation of women and gender mainstreaming in conflict prevention and management as well as ensuring the protection of women and girls in conflicts. The Action Plan provides a basis for a more active and practically oriented implementation of the resolution. The NAP was jointly prepared by ministries, parties engaged in crisis management (Crisis Management Centre Finland CMC and the Finnish Defence Forces), civil society organizations and experts working in research institutions. The same parties are also represented in the follow-up group monitoring the implementation of the Action Plan.

The Finnish security sector (MoD and Defence Forces) has drafted an action plan on the development of gender-related activities and on the division of responsibilities in implementing these tasks within the MOD and Defence Forces. The revised action plan will ensure the implementation of all the aims concerning the Finnish Defence Forces as outlined in the National Action Plan for 1325. The main goals are related to the recruitment of personnel, the training of gender advisors and their placement in operations, developing operational activities, the education and training of staff in crisis management, code of conduct, research and follow-up.

Participation

All activities in the field of peacekeeping aim at implementing UNSCR 1325 as outlined in the 1325 National Action Plan, including increasing the meaningful participation of women. Finland promotes the full participation of women in conflict prevention, peace processes, mediation and peace building.

The Finnish Defence Forces strive to increase the number of women serving in the military and taking part in crisis management activities through, inter alia, information campaigns. At the end of the year 2018 the proportion of women in military crisis management operations was 5.6 %.

Finland has sent three female workers to the Nordic Center for Gender in Military Operations (NCGM). The first posted worked as a course director and teacher in 2014 and 2015. The second one worked for 2016. The third started in 2017 and her term of office continues until June 2019. Finland has named her successor whose work cycle will last until the end of 2020.

Finland presents women regularly to civilian crisis management missions. The share of women among civilian crisis management personnel has varied between 32–39 % in 2018. In 2018, a female expert from Finland worked as a Head of Mission in EUCAP Sahel Niger; as a Head of the OSCE Mission to Skopje and as a Head of OSCE Mission in Tajikistan.

Finland aims at mainstreaming a gender perspective in the operational activities of Finnish troops in international assignments. Finland supports the recruitment of gender advisors to increase gender awareness in planning, implementation and evaluation of peacekeeping operations. Gender focal points have been appointed within the Finnish contingent in RSM in Afghanistan and UNIFIL in Lebanon.

Protection

Finland promotes the full realization of human rights of women and girls, including engaging in special measures to protect women and girls from gender-based violence. Ensuring the security of the local population is included in the operational activities in crisis management according to the mandate of the operation. Along with the development of gender activities, more attention is paid to the security and protection of women and girls. Finnish crisis management forces have taken action to prevent violence and to improve safety. For instance, Finnish crisis management personnel have developed communication with local women and women's organizations to get better information about security threats.

Prevention

Finland emphasizes, both nationally and internationally, the importance of women's political, economic and social rights and participation and the prevention of violence against women. For instance, good progress has been achieved in Civil-Military Cooperation activities. Finnish crisis management forces in RSM Afghanistan and UNIFIL operations have paid special attention to developing health care services and education services for women and girls in cooperation with local authorities. Furthermore, Finnish military and civilian crisis management personnel undertake to observe the Codes of Conduct of both the international organizations carrying out the operations and the Codes of Conduct adopted by Finnish public authorities.

The Finnish crisis management forces, when training local security sector personnel, also teach about human rights and physical security of women and girls.

Cooperation and lessons learned

The main tool for implementing UNSCR 1325 is the National Action Plan. Different administrative branches as well as civil society organizations and the research community participate broadly in the implementation and follow-up of the National Action Plan. A follow-up/monitoring group, led by the Ministry for Foreign Affairs, holds regular meetings to discuss the implementation of the NAP. These meetings are an excellent platform for sharing best practice and lessons learned. Ministry for Foreign Affairs presents a report to the Foreign Affairs Committee of the Finnish Parliament annually.

Education and training

Finland stresses the importance of gender equality issues in the crisis management training of both women and men at all levels. Peacekeepers leaving for operations are given mission specific rotation training at the Pori Brigade Crisis Management Centre, including training on gender in practice. The Pori Brigade is also responsible for giving the conscript training that is designated for international operations. This also includes training on gender matters.

Management and experts take part in courses organized by The Finnish Defence Forces International Centre (FINCENT). The Master's level studies at the National Defence University include a section on gender activities, and a similar section is planned to be included in Bachelor's level studies, postgraduate studies and continuing training as well. A section on gender is also planned to be included in the training of non-commissioned officers.

All Finnish Gender Advisers are trained at the Nordic Centre for Gender in Military Operations in Sweden. Currently there are approximately 20 trained Finnish Gender Advisers. Some gender trainers and representatives of management have also taken part in relevant trainings at the Nordic Centre.

The Basic Course on Civilian Crisis Management (BCCCM) is mandatory for all those looking to apply for positions in civilian crisis management missions. The course, organized by CMC Finland, includes lessons on human rights, gender and WPS. These themes are also integrated into the practical field exercise. Human rights, gender and WPS were also included in the specialization courses organized by CMC Finland in 2018, such as Integrated Crisis Management (looking at the UN integrated system), EU Integrated Crisis Management, Investigating and Preventing Sexual and Gender Based Violence in Conflict Environments and Strategic Planning for Civilian Missions.

In 2018, 48% of the participants in the basic courses of civilian crisis management (both The Basic Course on Civilian Crisis Management and the International Police Course IPOC) were women. 34 experts were sent to special courses arranged in Finland and abroad, 15 of them were women.

Further training on crisis management for both military and civilian experts, both from Finland and from abroad, is organized by The Finnish Defence Forces International Centre (FINCENT) and its civilian counterpart Crisis Management Centre Finland (CMC) operating together under the auspices of the Finnish Centre of Expertise in Comprehensive Crisis Management.