



# Finland's Comprehensive Crisis Management Strategy



MINISTRY FOR FOREIGN  
AFFAIRS OF FINLAND

# **Finland's Comprehensive Crisis Management Strategy**

Unofficial translation

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# 1 Introduction

The Government Report on Finnish Security and Defence Policy 2009 (Prime Minister's Office Publications 13/2009) emphasises that crises and conflicts call for a comprehensive and systematic approach from crisis management organisations and participating states. The report outlines that Finland strengthens a comprehensive approach in crisis management and post-conflict reconstruction.

In August 2008 the Ministry for Foreign Affairs (MFA) appointed a working group to draw up Finland's Comprehensive Crisis Management Strategy. The working group comprised representatives from the MFA's Political Department and Department for Development Policy, Prime Minister's Office, Ministry of the Interior, Ministry of Justice, Ministry of Defence and the Defence Command. The working group, pursuant to the mandate, also more broadly assessed the comprehensive development of crisis management.

The comprehensive crisis management strategy concentrates on situations in which Finland participates in the management or prevention of international conflicts or in post-conflict reconstruction by means of military and civilian crisis management. Provisions on Finland's participation in crisis management are laid down in the Act on Military Crisis Management (211/2006) and the Act on the Participation of Civilian Personnel in Crisis Management (1287/2004). The strategy focuses on multinational crisis management operations.

Finland also supports several crisis areas with means other than crisis management. Work to strengthen security and stability and to prevent conflicts is also ongoing by means of development, human rights and arms control policies.

Development policy and development cooperation strengthen the capability of societies to respond to people's needs and help eliminate the underlying causes of security threats. Finland's development policy is based on ecologically, socially and economically sustainable development. Finland emphasises especially the eradication of poverty and inequality, the promotion of human rights, democracy and rule of law as well as improvements in the private sector, economic life and trade and investments.

## 2 Strategic guidelines

The aim of the comprehensive crisis management strategy is to strengthen a comprehensive approach in Finnish crisis management activities. Military and civilian crisis management as well as development cooperation and humanitarian assistance should be coordinated to achieve the best possible synergies as well as sustainable results.

While the roles and responsibilities of military and civilian crisis management, development cooperation and humanitarian aid are distinct, they can be mutually complementary. The objective is to improve coherence and effectiveness with due regard for each actor's area of responsibility and expertise.

Participation in crisis management is a shared international responsibility and adds to Finland's security. Military crisis management operations are usually executed under UN Security Council mandates, with the UN itself being the biggest crisis management actor. The UN aims to respond to the growing challenges in crisis management by improving its own action as well as by enhancing cooperation with regional crisis management actors.

Modern crisis management is characterised by several international organisations and crisis management operations operating simultaneously in a single crisis area. This underscores the importance of cooperation between participating international organisations and other actors. Cooperation between different international organisations, particularly the UN, EU, NATO, OSCE and the African Union (AU), has been intensified in recent years. Finland supports these efforts.

In general, Finland participates in crisis management under the auspices of the UN, EU, NATO or some other international organisation. The mandate of the crisis management operation as well as the plans, guidelines and codes of conduct prepared at the level of the lead organisation lay the ground for action. This must be taken into consideration in the development of a comprehensive approach on the national level. National measures are coordinated with internationally agreed procedures and goals.

Finland's crisis management activities are focused on areas which are significant with regard to foreign and security policy goals. Finland participates in international crisis management operations in which it can provide added value and contribute to effectiveness. When decisions concerning participation are being made consideration is given, on the one hand, to the need to increase stability in the crisis areas and, on the other, to Finland's own security and other national interests.

The European Security and Defence Policy (ESDP) is rapidly progressing. The goal of strengthening the EU's global role is also stated in the European Security Strategy. Finland actively participates in the development of the EU's military and civilian crisis management strategies, structures, concepts and capabilities. Finland contributes to the comprehensive development of the EU's crisis management capability. Finland, for its part, also aims to ensure that the Union has at its disposal the necessary resources to execute jointly agreed crisis management operations. Finland promotes enhanced cooperation between the EU and other key actors.

Finland supports the comprehensive development of UN crisis management and continues to participate in UN crisis management operations. Finland continues to participate in EU and NATO crisis management operations and in the development of their crisis management cooperation. The OSCE, too, supports stability in crisis areas by promoting common values as well as by executing field operations. The comprehensive approach to crisis management is also promoted through intensified Nordic cooperation in different fora.

Finland emphasises the importance of respecting international law and the protection of civilians in crises. The promotion of international humanitarian law and human rights is one of the EU's key objectives. Finland underscores the need to safeguard humanitarian actors' working conditions in crisis areas.

Finland underlines the need to take into account cross-cutting themes such as human rights, equality and the rule of law in crisis management. Particular attention is paid to the status of women as well as to the protection of children in armed conflicts. Women's participation in crisis management is advanced in accordance with Finland's National Action Plan on Women, Peace and Security.

The key objectives of the comprehensive crisis management strategy are:

- **Active participation in military crisis management, including demanding crisis management tasks;**
- **Strengthened participation in civilian crisis management;**
- **Increased effectiveness through coordination and cooperation between military and civilian crisis management as well as development cooperation and humanitarian aid;**
- **Enhanced capacity to support security sector reform and rule of law development;**
- **Promotion of dialogue with civil society and NGOs;**
- **Increased emphasis on human rights and equality issues in crisis management activities;**
- **Action to strengthen the EU as a major contributor to international security and an efficient comprehensive crisis management actor; and**
- **Action to promote cooperation between international crisis management actors.**

Enhanced cooperation between the actors involved in development cooperation and humanitarian aid as well as military and civilian crisis management increases mutual awareness of their respective areas of responsibility and allows for a smoother transition from crisis to development.

Particular attention is paid to synergies between civilian crisis management and development cooperation. Coordination between military and civilian crisis manage-

ment is intensified. Since there are often both military and civilian crisis management actors operating in the same area, military and civilian crisis management should be regarded as mutually complementary.

Enhanced cooperation contributes to the efficient use of limited resources. Nevertheless, the principles and roles pertaining to crisis management, development cooperation and humanitarian aid must remain distinct.

Action in different sectors is guided by different acts and provisions as well as various planning and decision-making procedures. National cooperation and coordination should be conducted on the most practical basis possible. Better cooperation and coordination between administrative branches improves Finland's capacity to respond to multidimensional crises and conflicts.

Finland promotes cooperation between crisis management actors and NGOs as well as other civil society actors. The goal is to better utilise the expertise of these organisations in the promotion of the comprehensive approach. Strengthening the civil society in a country recovering from a crisis is important from the perspective of achieving sustainable results, particularly with regard to the rule of law, democracy and human rights.

Finland stresses the importance of security sector reform as part of the wider state-building process. In addition to participating in operations, sufficient economic resources should be earmarked for other support provided under crisis management cooperation, such as international training activities. Intersectoral coordination and cooperation in security sector reform (SSR) funding should be improved. The use of different funding sources in a way that supports a systematic and comprehensive approach could be strengthened. The goal should be more streamlined, systematic and flexible action.



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Military crisis management continues to be a key element of Finland's crisis management participation. The defence establishment maintains and develops high-quality and versatile military crisis management capabilities as well as interoperable rapid response capabilities. Likewise, the ability to participate in demanding crisis management tasks is sustained and developed.

The significance of civilian crisis management has grown in recent years. The Ministry of the Interior develops domestic capacity building for civilian crisis management, particularly in the areas of the police, rule of law, border security and human rights. In the development of Finnish civilian crisis management activities, the objective to significantly raise the number of Finnish experts, established in the Government's Security and Defence Policy Report 2009, should be taken into consideration.

Finland aims to expand its capabilities to participate in training, mentoring and support tasks in the security sector. Such activities are expected to increase in international crisis management. International support for the creation of the African Union's own crisis management capacity serves as a good example of this.

The principles and objectives related to comprehensive crisis management, as presented in this strategy, will be taken into account in the development of crisis management training. Particular attention will be paid to the pre-deployment training of key mission personnel and to the debriefing of personnel returning from the field and utilisation of their experiences. Crisis management personnel's knowledge of questions related to development, human rights and equality as well as humanitarian law and the principles of humanitarian aid will be strengthened. Cooperation between entities responsible for military and civilian crisis management training and development policy training must be advanced. Furthermore, closer cooperation with other actors such as NGOs and universities should be sought.

Further research on comprehensive crisis management should be promoted. National research and development activities should be incorporated into wider international projects.

The aim is to improve the availability of crisis management personnel, especially for demanding crisis areas. In this context attention should be paid to crisis management personnel's terms of employment, ways to release personnel from different administrative branches to international crisis management tasks as well as to how such tasks are taken into account in career development. A systematic human resources policy is also required to obtain Finnish officers and civilian crisis management experts for demanding international leadership and expert positions.

It is essential that military and civilian crisis management personnel have appropriate security arrangements in all conditions. In civilian crisis management, security arrangements must be handled at the level of the international organisation responsible for the mission.

With regard to the use of force, participation in military crisis management is based on compliance with the operation's rules of engagement. Civilian crisis management missions do not normally have any rules of engagement. If the mission includes tasks that may require use of force, the use of force should be as limited as possible.

Decisions on crisis management participation call for a comprehensive assessment of the situation in the crisis area as well as Finland's potential support. While the present legislation functions well, certain specific questions presented in this strategy can be considered on the basis of developments in international crisis management participation. These include, for example, seconding individual military personnel as experts to civilian organisations, different advisory tasks in crisis management, the possible use of force in civilian crisis management missions, possible civil-military or integrated operations or operations executed jointly by two or more international organisations as well as the decision-making procedures when a crisis management operation is being handed over to another lead organisation.

Comprehensive crisis management evaluation methods should be developed at the international and national levels. The success and effectiveness of activities must be assessed from the viewpoint of individual crisis management operations as well as in respect of the overall support allocated to certain crisis area. Finland emphasises the use of third parties in the evaluation process. Evaluation should include direct feedback to the operations so as to enable immediate utilisation of the observations.

Transparency is of central importance in crisis management activities. Active and clear communications make it possible for different administrative branches, NGOs and civil society to monitor the planning, decision-making and implementation of crisis management activities.

The strategy presents the following key measures:

- **Active promotion of a comprehensive approach in the EU, in international cooperation and multinational crisis management operations;**
- **The establishment of a strategic coordination group led by the Ministry for Foreign Affairs;**
- **The launch of flexible interministerial *task forces* that concentrate on single crisis areas when required;**
- **Strengthening the comprehensive approach in the development of national crisis management capabilities;**
- **Improving conditions for recruitment in order to ensure continued deployment of military and civilian personnel to crisis management tasks, including tasks in demanding areas of operation;**
- **Developing SSR funding arrangements. In this context the needs and possibilities of setting up a distinct coordination or financing mechanism should be assessed, among other things; and**
- **Appointing a working group to consider, in the light of crisis management legislation, the specific questions presented in the strategy.**



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### **The European Security Strategy**

The task of the European Security Strategy (2003) is to guide and strengthen the Union as a global actor. Key security challenges include terrorism, proliferation of weapons of mass destruction, regional conflicts, state failure and organised crime. Strategic objectives consist of addressing the threats, enhancing security and stability as well as an international order based on effective multilateralism.

The goal is a more active, coherent and capable European Union. Sufficient resources need to be ensured for the European Security and Defence Policy (ESDP). The use of these resources must be efficient, rapid and flexible. Coordination is needed among EU instruments. It is important to foster multilateral cooperation as well as partnerships with the UN and other key actors.

The report on the Implementation of the European Security Strategy (2008) highlights the more efficient and coherent use of EU instruments. The ESDP, European Neighbourhood Policy as well as multilateral cooperation need to be intensified. The report stresses the importance of combining civilian and military expertise as well as the advancement of human rights in EU crisis management. Cyber security, energy security and the significance of climate change are emphasised.

### **3 Ways to contribute to the stabilisation of crisis areas**

The operating environment in international crisis management is increasingly more demanding. Armed conflicts have become asymmetrical in nature, often occurring within states. They often involve networked and cross-border non-state groupings. Violence and terror against the civilian population is used as an instrument of war. Conflicts, fragile states, poverty and inequality, human rights violations, the fight for natural resources, environmental problems, population movements, illicit arms trafficking and poor governance as well as corruption and organised crime are often intertwined.

The scope of crisis management is now wider and more multidimensional. A large number of international organisations, international financing institutions as well as bilateral donors operate side by side with crisis management actors in the same crisis area. In order to achieve sustainable results the different instruments must be correctly focused and often simultaneously employed. The capacity of the country in question to shoulder its own responsibility as well as coordination and cooperation between the international actors is highlighted. The best effect is achieved by participating in multinational operations and activities.

The comprehensive and sufficiently long-term commitment of the international community is important. The range of instruments to be used is selected to best suit each crisis area's special needs. In the short term it is often necessary to set priorities. In armed conflicts, stabilisation of the security situation and alleviation of immediate human suffering often become the primary focus. In such cases the roles of military and civilian crisis management as well as humanitarian aid are highlighted. Nonetheless, the actors must be unanimous on the joint long-term objective.

From the Finnish perspective the European Union, NATO and the UN are the most important crisis management actors. The UN aims to respond to the growing challenges of crisis management by improving its own action as well as by enhancing cooperation with the European Union and NATO.

Finland actively participates in the development of EU activities. The European Union has a wide range of instruments at its disposal to support crisis areas. These encompass political and diplomatic measures, development cooperation and humanitarian aid, trade and economic cooperation as well as military and civilian crisis management. The Union must have a united and coherent policy in its external action.

The European Union has systematically developed its security and defence policy. The number of EU military and civilian crisis management operations has rapidly risen and they are increasingly challenging. Member States jointly commit to EU crisis management activities. Member States must ensure that the Union has at its disposal the required resources. The EU's cooperation with other key crisis management actors must be further intensified.

Finland has intensified cooperation with NATO. The Alliance is a significant military crisis management actor. NATO standards and criteria constitute the cornerstone of

international military cooperation, also with regard to crisis management. As a result of its operation in Afghanistan, NATO has adopted a comprehensive approach to crisis management which emphasises civil-military coordination as well as interdependence between security and development. NATO aims to improve its activities in cooperation with other international actors and, for its part, to promote a comprehensive approach to crisis management.

Finland participates in *military crisis management* with the objective of maintaining or restoring international peace and security, supporting humanitarian aid activities or protecting the civilian population. The basic premise is to respect the goals and principles of the UN Charter as well as other provisions of international law. It is possible to facilitate the work of international civilian actors as well as local security authorities and NGOs by improving the security situation. Military experts are also needed for advisory and training tasks as well as other expert duties in crisis areas.

The goal of *civilian crisis management* is to promote the development of public administration as well as to strengthen good governance, the rule of law, human rights and democracy by deploying non-military experts to crisis areas. Civilian crisis management can support and promote the development of the local police force, judicial authorities and prosecutors, prison service, border management and customs as well as other administrative reforms. Missions may also involve a temporary substitution of local authorities, for example with regard to the duties of the police or the judiciary.



Finland's *development cooperation* emphasises poverty reduction and crisis prevention. In crisis areas the focus is on crisis resolution and stabilisation. Socially sustainable development can be advanced by promoting, in particular, democratic governance and the rule of law as well as human rights, gender equality and the functioning of civil society. Attention is also paid to the promotion of private sector development, business life and trade and investment as well as to environment-related security questions. In crisis areas Finland closely cooperates with the EU and other multilateral actors as well as with other bilateral donors.

Finland's *humanitarian aid* is based on the universal principles adopted by the UN: equality, neutrality, impartiality and humanity. International humanitarian law calls for the protection of civilians and aims to guarantee the delivery of humanitarian aid. The provision of humanitarian aid is premised on needs assessments conducted by the United Nations and other organisations. Based on them, assistance is directed to those who need it the most. The goal is to save human lives, alleviate human suffering and maintain human dignity. Preconditions for reconstruction and development are created, among other things, by humanitarian demining.

International assistance must continue uninterrupted from temporary crisis management and the provision of humanitarian aid to long-term reconstruction and development. Special attention must be paid to the continuum of humanitarian aid and development cooperation. National capacity building must begin immediately. Along with the stabilisation of the security situation and alleviation of human suffering, it is important to promote national reconciliation, state-building, human rights and equality, democracy and the rule of law as well as social and economic well-being. The objective is to strengthen *human security*.

Bringing about permanent stability is conditional upon political solutions. *International mediation* efforts play an important role in advancing peace negotiations. Finland supports the development of the UN's, EU's and African Union's peace mediation capacity. Finland seeks to reinforce its capacity to participate in international mediation activities.

*Human rights policy* supports the prevention, management and resolution of conflicts. In September 2009 the Government adopted a report on Finland's human rights policy. Finland especially aims to advance the rights of women, children, persons with disabilities, minorities and indigenous peoples. Special focus is on the reduction of impunity with regard to the most serious international crimes. Finland supports the International Criminal Court (ICC) and other international criminal courts. Finland considers it important to strengthen the principles and practices of transitional justice. Associated topics include, *inter alia*, truth and reconciliation processes, the creation of an independent judiciary as well as redress structures for the victims of war crimes and human rights violations.

Security, development and human rights are also supported by *arms control policy*. Finland stresses the importance of the UN as the cornerstone of multilateral arms control and disarmament regimes. The focus is on international cooperation for prevention of the proliferation and use of weapons of mass destruction. Issues related to conventional weapons have become increasingly important. The spread of small arms to crisis areas fuels conflicts, poverty and human rights violations as well as

unsustainable and unlawful exploitation of natural resources. Finland supports the implementation of the UN Programme of Action on Small Arms and Light Weapons (SALW) as well as the EU SALW Strategy, and the process aiming at the conclusion of an international Arms Trade Treaty (ATT).

### **Finland's development policy**

The Government's Development Policy Programme sets guidelines for Finland's development policy. The goal is the eradication of poverty through economically, socially and ecologically sustainable development. Finland underlines the importance of issues relating to climate and the environment, crisis prevention and support for peace processes as well as private sector development. Cross-cutting themes include promotion of the rights and status of women and girls and gender and social equality; promotion of the rights and equal opportunities for participation of groups that are easily excluded; and combating HIV/AIDS.

Development cooperation is a key instrument of development policy. Finland's development cooperation is planned and implemented by the departments, units and missions of the Ministry for Foreign Affairs in close cooperation with other ministries, NGOs and the private sector. The Department for Development Policy is responsible for internal coordination at the Ministry for Foreign Affairs. The Minister for Foreign Trade and Development decides on the use of development cooperation appropriations. Also other policy sectors, such as trade and environmental policies, have development policy implications.

Development cooperation is implemented by country- and region-specific cooperation as well as through multilateral organisations and NGOs. Finland also provides humanitarian aid to the victims of conflicts and catastrophes. A part of development cooperation appropriations is channelled through the European Union. The European Commission is responsible for the EU's development cooperation. As the most important development policy actor and trade area the Union bears special responsibility for the promotion of sustainable development.

## 4 Principles and objectives

### *Sharing international responsibility and strengthening international action*

Finland participates in international military and civilian crisis management to promote peace and security as well as to advance development and respect for human rights. Participation in crisis management is part of international responsibility sharing and also adds to Finland's security. The basic premise is respecting the goals and principles of the UN Charter as well as other provisions of international law.

Finland aims to strengthen the action of the international community in crisis management. Finnish crisis management personnel operate within an international chain of command, abiding by the mandate of the crisis management operation and working methods of the international lead organisation and furthering the common objectives.

### *The effectiveness of Finland's action*

Finnish crisis management activities will be focused on crisis areas which are important from the standpoint of foreign and security policy objectives. Finland participates in crisis management operations in which it can provide added value and contribute to effectiveness. Furthermore, crisis management participation also serves the goals of the EU's Common Foreign and Security Policy (CFSP).



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### ***Enhancing the EU's external action***

Finland fosters a European Union that is a major contributor to international security and an efficient comprehensive crisis management actor. Finland considers it important that the CFSP be strengthened. The ESDP's military and civilian crisis management activities are an integral part of the Common Foreign and Security Policy.

The capacity of the European Union to respond to the growing challenges of crisis management must be strengthened. The Union's military and civilian crisis management should be developed as a whole, taking into account the full range of EU instruments and ensuring coherence between different policy areas. Special attention must be paid to coherence and complementarity between the ESDP and the EU Development Policy in crisis areas.

Finland actively participates in EU crisis management operations as well as in the development of civilian and military capacities and capabilities. Finland prepares for the implementation of the Lisbon Treaty. Finland improves rapid response capabilities by participating in EU battle groups and Civilian Response Teams. Flexible use of the EU's rapid response capabilities is important.

### ***Active participation in NATO crisis management cooperation***

Participation in NATO-led crisis management operations and the development of required military capabilities are key elements in Finland's Partnership for Peace (PfP) cooperation with NATO. Active participation in crisis management cooperation open to NATO Partners supports the development of Finland's military capabilities and international interoperability. International interoperability is also improved by participating in NATO crisis management exercises. Finland aims to participate in the supplementary activities of the NATO Response Force.

### ***Developing UN crisis management activities***

Finland supports the comprehensive development of UN crisis management activities, including strengthening the police and rule of law capacity. In this context it is also important to assess coordination between different UN actors. Special attention should be paid to providing comprehensive support for the rule of law development in countries recovering from conflict. Finland continues to participate in UN operations by contributing military and civilian capabilities.

### ***Closer Nordic cooperation***

Finland aims to strengthen Nordic cooperation and joint Nordic capabilities in the field of crisis management. The Nordic countries can add value to crisis management by also promoting civilian crisis management and civil-military coordination as well as cross-cutting themes such as human rights.

There are strong traditions in military crisis management cooperation between Finland, Sweden, Norway and Denmark. The collaboration structure refurbished in 2009 brings

together Nordic Defence Cooperation as an entity, encompassing military crisis management, defence materiel questions and development of military capabilities. Finland also seeks to intensify Nordic cooperation in the field of civilian crisis management.

### ***Promoting cooperation between international actors***

A large number of international organisations and actors operate in crisis areas. Mutual cooperation and coordination between international actors is required. Different international actors, modes of operation and forms of assistance must be mutually complementary. Common objectives for each crisis must be defined as clearly and realistically as possible. In addition, practical cooperation on the ground must be promoted. Finland especially fosters intensified EU cooperation with the UN, NATO and the African Union.

### ***Supporting local ownership and responsibility***

Local capacity building is essential from the perspective of crisis management objectives. International actors must support the capability of the state in question to fulfil its core functions, such as safeguarding the security and human rights of its population and creating suitable conditions for socially, economically and ecologically sustainable development.

Local actors should assume responsibility for internal and external security as soon as is feasible. This is often a multi-stage process. Finland stresses the importance of security sector reform as a part of wider rule of law development and state-building.

International support activities must be planned and implemented in close cooperation with local authorities and other key actors from the very outset. As far as possible, national development plans must guide the action. National ownership should be linked with national responsibility. This refers, among other things, to the capability of the national actors to respect and implement human rights and international obligations.

### ***Promoting regional cooperation in crisis areas***

Crisis area stabilisation must be assessed in a regional context which extends beyond a single state. It is possible to advance regional stability and development by promoting cooperation between states in crises areas.

Particularly with regard to Africa it is important to develop the regional peace and security architecture and capabilities. Among other things, Finland supports the development of the African Union's peace mediation capacity. Likewise, regional and international cooperation is required in Asian crises to limit the operation and networking of violent extremist movements.

### ***Active participation in military crisis management***

Finland continues active participation in military crisis management to advance international peace and security, to support humanitarian assistance and to protect civilian

populations. The nature of crises and conflicts has changed and, therefore, military crisis management tasks are increasingly demanding. Military crisis management capabilities are developed in accordance with international requirements. Finland aims to preserve its participation at the current level. Key actors are especially the EU and NATO. Participation in UN-led operations will continue.



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### ***Active and strengthened participation in civilian crisis management***

Civilian crisis management has become an important element of international crisis management. Finland strengthens its participation in international civilian crisis management, especially through the European Union. Finland contributes to ensuring that the Union is able to deploy a sufficient number of qualified personnel to civilian crisis management tasks. National capacities for civilian crisis management will be increased.

### ***Enhancing cooperation between military and civilian crisis management***

Finland actively promotes coordination and cooperation between military and civilian crisis management. Better collaboration promotes effective use of limited resources. While military and civilian crisis management use different means, they are mutually complementary. The focus of cooperation is on expert assistance as well as training and research. Collaboration is also enhanced in the fields of materiel and logistics as well as with regard to situational awareness.

### ***Enhancing synergies between crisis management and development cooperation***

Finland pays attention to the coherence between crisis management and development cooperation so that human resources and funding serve the purposes of a comprehensive approach. Collaboration between development cooperation and crisis management in the field of socially sustainable development increases the effectiveness of activities. Particular attention is paid to synergies between civilian crisis management and development cooperation.

The goal is to promote social cohesion and human security in countries recovering from conflict. Key objectives include the stabilisation of society; consolidation of democracy, rule of law, human rights and equality; developing the police force, legal and judicial system and the rest of the public administration; protecting the natural resource base; as well as improving the livelihood and employment of the population. It is imperative to create transparent and accountable administrative structures.

### ***Recognising the importance of civil society and non-governmental organisations***

NGOs operating in crisis areas possess valuable information and competencies. They are often on the ground before a conflict reaches flash point, and they continue with their work after crisis management actors have left. Their work is an important part of the overall support to countries recovering from conflict. Finland promotes cooperation between crisis management actors and NGOs as well as other civil society actors. The goal is to increasingly utilise NGOs' expertise. Special attention is paid to strengthening the civil society in countries recovering from a crisis.

Civil society's support for Finland's crisis management action is important. Transparency of crisis management activities is essential. Active and clear communications make it possible for different administrative branches, NGOs and civil society to monitor the planning, decision-making and implementation of crisis management activities.

### ***Protecting the humanitarian space***

Finland is bound to the principles of Good Humanitarian Donorship (GHD), which include humanity, equality, neutrality and impartiality. Only actors recognised and perceived as neutral and impartial can effectively and as safely as possible assist the victims of humanitarian disasters. Finland stresses the protection of humanitarian space and the need to safeguard humanitarian actors' working conditions in crisis areas.

Humanitarian aid and development cooperation as well as military and civilian crisis management have their distinct mandates and functions in crisis areas. Concepts and roles must remain clear. Finland promotes the application of the United Nations' MCDA guidelines (*The Use of Military and Civil Defence Assets to Support UN Humanitarian Activities in Complex Emergencies*). Cooperation, coordination and

exchange of information between crisis management and humanitarian actors must be implemented in a manner which does not jeopardise the neutrality, efficiency and security of humanitarian assistance on the ground.



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### ***Recognising cross-cutting themes***

Cross-cutting themes are taken into account in crisis management activities. These include the promotion of human rights, equality, democracy and the rule of law, inter-cultural and inter-religious dialogue as well as security questions related to the environment.

Finland emphasises the protection of civilians in armed conflicts. Finland especially underlines the implementation of UN Security Council Resolutions related to the status of women (Resolution 1325), cessation of all acts of sexual violence (Resolution 1820) and child protection (Resolutions 1612 and 1882) in armed conflicts. Women's participation in the prevention, management and resolution of conflicts as well as in post-conflict reconstruction is advanced in accordance with the National Action Plan on Women, Peace and Security.

In conflict prevention, resolution and post-conflict reconstruction, Finland pays increasing attention to natural resource, climate and environmental issues. Armed conflicts are often linked with natural resources, environmental damage and land ownership questions. Decision-making, legislative and administrative arrangements relating to natural resources as well as environment-related confidence-building measures may play a central role in conflict prevention and resolution. Finland sup-

ports, among other things, the work of the UN Environment Programme (UNEP) on natural resources and conflicts.

### **EU Programme for the Prevention of Violent Conflicts**

The EU Programme for the Prevention of Violent Conflicts, adopted in 2001, affirmed conflict prevention as one of the key objectives of the EU's external action. The implementation of the programme is monitored through annual reports submitted to the European Council.

The Union seeks to strengthen the capacity of the international community in preventing violent conflicts. EU actions are undertaken in accordance with the principles and purposes of the UN Charter. The main responsibility for conflict prevention rests with the parties concerned. Assistance to local and regional capacity building is of prime importance.

The Union uses a wide-ranging set of instruments for preventive actions. Long-term instruments include development cooperation, trade, arms control, human rights and environment policies as well as political dialogue. Short-term instruments include diplomatic and humanitarian measures as well as military and civilian crisis management.

## 5 Cooperating and influencing at the international level

Finland underscores a comprehensive approach in the EU and international organisations and promotes cooperation between international actors. It is imperative that Finland's message in different contexts be consistent. The objective is to strengthen well-functioning international institutions and a rules-based multilateral international order.

The European Union is the key framework and channel of influence for its Member States. The Union can use a uniquely wide range of instruments to prevent and respond to international crises. Finland participates in the planning and decision-making of EU crisis management at all levels. The UN and NATO are other key channels of influence. Finland also actively participates in the work of the Organization for Security and Co-operation in Europe (OSCE) as well as the Council of Europe. Nordic cooperation adds to the countries' combined clout.

Finland aims to systematically place Finnish officers and civilian experts in international structures and leadership positions that are of central relevance to crisis management participation. In particular, the strengthened role of EU crisis management highlights the need to increase the number of Finns in key positions of EU crisis management planning and implementation. Experts financed by Finland work in international conflict prevention, management and resolution structures also within the framework of development cooperation. Finland's expert contribution in support of crisis areas will be further developed.

### ***The European Union***

Finland actively contributes to EU crisis management operations, as well as to the development of strategies, structures, concepts and capabilities pertaining to the EU's military and civilian crisis management. The Union's capacity to plan and implement military and civilian crisis management tasks must be strengthened. The EU's civilian and military capabilities must be developed in a coordinated manner and by enhancing mutual synergies.

Finland considers it important that sufficient and sustainable joint funding be guaranteed for EU civilian crisis management. The share of common funding must also be increased in the EU's military crisis management operations. For its part, Finland aims to ensure that the Union has the required resources for the implementation of jointly agreed crisis management tasks. The usability of civilian and military crisis management assets committed to the Union in crisis situations must be improved.

There are usually several different EU actors in the same crisis area, such as the EU's special representative, the European Commission as well as military and civilian crisis management actors operating under the ESDP. Finland emphasises the enhancement of Civil-Military Coordination, (CMCO) between different EU actors. Coordination is important not only between the EU's military crisis management contingent and civil-

ian actors, it is also necessary among the EU's different civilian actors. An internally coherent Union is also better equipped to cooperate with other actors.

The coherence of EU crisis management, development cooperation and humanitarian aid in crisis areas must be fostered. From the perspective of crisis management, the measures implemented under the European Commission's Instrument for Stability especially play a key role. Council conclusions on security and development already guide closer cooperation during the planning of EU activities. The effectiveness of EU action in a certain crisis area should also be assessed as a whole throughout the conflict cycle. Examples of such an approach include the Single Comprehensive Reviews on EU activities in Aceh, Democratic Republic of the Congo and Sudan made in 2005-2006.

Internal coordination and cooperation between EU actors should be highlighted in analysing the lessons learned from EU crisis management operations. The EU's activities in Chad and the Central African Republic constitute a positive example of how the comprehensive approach can be advanced in planning and implementing EU crisis management activities. Identified best practices should guide future EU action.

### **European Union guidelines on security and development**

The nexus between security and development is one of the key premises in the European Security Strategy (2003) as well as in the European Consensus on Development (2005). The European Security Strategy underscores the need to improve the Union's external action by bringing together the full spectrum of instruments available to the EU.

In the European Consensus on Development, the Union and the Member States commit themselves to strengthening their efforts in conflict prevention and post-conflict reconstruction. Security is one of the twelve EU priority areas in promoting policy coherence for development.

The Council of the European Union adopted conclusions on security and development in November 2007. The conclusions provide guidelines on strengthening the Union's action in four priority areas. These are strategic planning, security sector reform, partnerships with regional and subregional organisations as well as humanitarian aid and security.

### **NATO**

Finland continues to actively participate in NATO-led crisis management operations as well as in other crisis management cooperation open to partners. NATO has developed, among other things, funding mechanisms and other cooperation arrangements that support crisis management activities, for example, in Afghanistan and Kosovo. Finland participates in the promotion of a comprehensive approach in NATO's crisis management operations. As an active PfP Partner Finland supports intensified NATO cooperation with other actors.

Finland seeks to improve the possibilities of partner and other cooperation countries in NATO-led operations to influence relevant operational decision-making. It is obvious that partners cannot reach a level playing field with member states as regards decision-making and exchange of information.

NATO activities interface with civilian crisis management and development cooperation. For example, operation KFOR in Kosovo also supports the development of a civilian administration which will oversee the Kosovo Security Force. NATO has also created voluntary trust funds in order to facilitate the destruction of surplus ammunition, demining and explosive ordnance disposal, improvements in the safety of stockpiles as well as other defence sector reform-related activities such as retraining of military personnel and anti-corruption activities. In Kosovo, NATO Trust Funds are used, among other things, to resettle former Kosovo Protection Corps personnel. The United Nations Development Programme is responsible for executing the project.

Finland increases participation in NATO's trust funds. The focus will be on projects that are of key importance from the Finnish perspective.

### **NATO and comprehensive crisis management**

NATO takes an active part in the development of comprehensive crisis management. In April 2008 NATO endorsed an action plan on NATO's contribution to a comprehensive approach in Afghanistan. The document supports enhanced international coordination under UN leadership and underscores that NATO only bears partial responsibility for the entity encompassing security, development and good governance.

NATO aims to intensify cooperation with other international actors and strengthen support for stabilisation and reconstruction efforts. Local actors' participation in support activities is emphasised.

The aim is to pay full attention to both military and non-military considerations during the planning and implementation of NATO crisis management operations. Exchange of experiences between civilian and military actors as well as joint training and exercises are promoted. Attention is also paid to improving communications.

### ***EU-NATO cooperation***

Finland considers it important that EU and NATO enhance mutual cooperation in the field of crisis management. In 2003 the European Union and NATO agreed on cooperation arrangement (the so-called Berlin+) under which the EU may use NATO's assets and capabilities for EU-led military crisis management operations. The arrangement has been successfully employed in Bosnia and Herzegovina as well as in Macedonia.

It is also important to assure cooperation in situations such as Kosovo and Afghanistan where the EU and NATO operate side by side in the same crisis area under different mandates. This is also essential from the perspective of the safety of crisis

management personnel. At present, cooperation in such situations is managed through practical *ad-hoc* arrangements.

EU-NATO cooperation must also be advanced in the field of capabilities development. For the most part the EU and NATO utilise the same military resources and, therefore, they share the shortcomings and challenges related to crisis management capabilities.



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### ***Organization for Security and Co-operation in Europe (OSCE)***

Finland actively participates in the work of the OSCE. The OSCE's comprehensive concept of security emphasises not only politico-military security but also economic and environmental issues as well as questions related to human rights and democracy. Due to its broad membership base, the OSCE provides a forum for extensive dialogue in the fields of early warning, conflict prevention, crisis management, post-conflict rehabilitation and election monitoring. The OSCE has 18 field operations in South-Eastern Europe, Eastern Europe, the Caucasus and Central Asia.

### ***Nordic cooperation***

Nordic cooperation is also important to Finland in the field of crisis management. Intensifying cooperation increases the effectiveness and cost-effectiveness of crisis management participation and supports the development of needed capabilities. Together the Nordic countries can also better promote the development of crisis management in the international arena.

For a long time already Nordic cooperation has been used to seek synergies in military crisis management. In addition to crisis management operations the countries have collaborated, among other things, in developing rapid response capabilities. The Nordic countries have also agreed on a division of labour in crisis management training. The new Nordic Defence Cooperation structure does not only deal with military crisis management and defence materiel, it also covers the wide-ranging development of military capabilities. The Nordic countries support capacity building in crisis areas, especially in the Western Balkans, Afghanistan and Africa.

Finland also seeks to intensify Nordic cooperation in the field of civilian crisis management. The Nordic countries can bring added value to crisis management by promoting a comprehensive approach and the recognition of cross-cutting themes such as human rights and gender equality.

### ***The UN system***

Finland plays an active role in the UN nationally, as an EU Member State and as a Nordic country. Finland fosters more concerted European Union action in the United Nations.

Finnish priorities in the UN are based on the UN strategy of the MFA as well as on the EU's priorities. Finland supports the UN reform and enhanced UN action. The Security Council should be able to act effectively in crises related to international peace and security. Implementation of the rule of law and the responsibility to protect should be promoted. The protection of civilians must be a central element in UN mandated operations. Improving the status of women is a cross-cutting theme in Finland's interaction in the UN.

Finland considers it important to strengthen the comprehensive approach in UN activities. Finland continues to participate in UN-led operations with civilian and military assets. Finland supports the development of UN crisis management structures, including strengthening the police and rule of law capacities. In this context it is also important to assess mutual coordination among UN actors in conflict prevention, management, resolution and post-conflict reconstruction. The crisis management and peacebuilding activities of the UN must be better interlinked. Particular attention must be paid to providing comprehensive support for the rule of law development in countries recovering from conflict.

Finland supports closer cooperation between UN and regional actors. Finland particularly fosters enhanced EU-UN cooperation. EU-UN cooperation on crisis management is implemented on the basis of joint declarations, adopted in 2003 and 2007. The crisis management operations that were conducted as a part of wider EU support in the Democratic Republic of the Congo, as well as in Chad and the Central African Republic serve as good examples of EU-UN collaboration. In 2004 the European Commission and the UN Development Programme signed a strategic partnership agreement covering the areas of governance, conflict prevention and post-conflict reconstruction. Support for security sector reform is another important area of cooperation.

### **UN integrated missions and peacebuilding**

The so-called integrated missions, implemented under the Special Representatives of the Secretary-General, bring together different UN functions on the ground. In these missions, military, police and civilian personnel work together towards shared objectives. Some of the most challenging UN missions include MONUC in the Democratic Republic of the Congo, UNAMID, implemented together with the African Union in Darfur, Sudan, and MINURCAT in Chad and the Central African Republic.

UN mission mandates often include the following: contribution to the maintenance of security and stability on the ground, protection of civilians, support for security sector reform and support for the political process as well as coordination between UN actors on the ground. Missions are increasingly interlinked with wider peacebuilding and development. The need for cooperation is especially important in the areas of disarmament and reintegration of ex-combatants as well as security sector reform and wider rule of law development.

The goal of the UN Peacebuilding Commission is to support the transition of countries recovering from conflict towards sustainable development. Present partner countries include Burundi, Sierra Leone, Guinea-Bissau and the Central African Republic. The United Nations has also launched a Peacebuilding Fund. Finland was the first Chair of the Peacebuilding Fund Advisory Group.

### ***International financing institutions and joint funding mechanisms***

The support of crisis areas also requires an effective financing system which helps in achieving the common goals. Often the most efficient way to operate in post-conflict situations is to channel donors' support through a joint trust fund. Joint funding mechanisms create a framework for efficient mobilisation of resources. They also support the rebuilding of national financing systems and the strengthening of public administration structures.

Finland considers it important that the activities of international financing institutions in countries suffering or recovering from crises be strengthened. Multilateral funds supported by Finland in crisis areas include, among others, the World Bank's Afghanistan Reconstruction Trust Fund and the UNDP-administered Law and Order Trust Fund for Afghanistan. Dialogue between crisis management actors and international financing institutions must be enhanced.

### ***The promotion of human rights and gender equality***

On international fora Finland emphasises the importance of addressing human rights in international crisis management activities. Particular attention is paid to enhancing the status of women and girls and to their empowerment. The improvement of the status of women and girls is also one of the cross-cutting themes of Finnish development policy. Finland uses development cooperation appropriations to support, *inter alia*, the fight against sexual violence in conflicts.

Finland has financed several human rights and gender experts in international structures and crisis management operations. The contribution of human rights and gender experts in the planning and implementation of crisis management activities needs to be increased. Crisis management operations should have designated human rights and gender experts. Mandates of the operations should include clear goals with regard to human rights. Human rights and gender equality issues must be a part of operational reporting and subject to regular appraisal.

Finland emphasises that crisis management personnel should receive more extensive training on international humanitarian law as well as human rights and gender equality issues. Attention must also be paid to awareness of local culture and religion. The personnel must be able to recognise humanitarian law and human rights violations, and react accordingly within the boundaries of their mandate. Crisis management personnel must have clear codes of conduct. Human rights and gender equality must be respected in all actions; this applies equally to colleagues as well as to the local population.

There must be zero tolerance of misconduct or human rights violations perpetrated by personnel operating in international crisis management missions. Consistent preventative measures, such as improved training, as well as more severe sanctions are required to prevent misconduct. All allegations of criminal behaviour or misconduct by crisis management personnel must be thoroughly investigated. Confirmed cases of misconduct must be subject to appropriate legal sanctions. Appropriate support and compensation should be provided for the victims.

Uniform mechanisms and procedures for improving the monitoring of misconduct and strengthening the related sanctions should be agreed upon within the UN framework. Finland makes active efforts to promote the establishment of a common criminal accountability regime for UN crisis management personnel and the strengthening of related standards.

### ***The International Red Cross and other humanitarian actors***

The International Red Cross and Red Crescent Movement is the largest humanitarian organisation in the world. Pursuant to international law, the International Committee of the Red Cross has a mandate to monitor compliance with the law of armed conflicts and to assist the victims of conflicts. Another activity of the Committee is protection, aimed at preventing and alleviating human suffering caused by conflicts. The Code of Conduct for The International Red Cross and Red Crescent Movement and NGOs in Disaster Relief was adopted in 1994.

In international cooperation Finland stresses the need to respect international humanitarian law and the neutral and impartial role of the International Red Cross and other humanitarian actors in armed conflicts. Humanitarian aid must reach the civilian victims in conflicts.

International crisis management actors must, for their part, attempt to ensure that the principles and roles in crisis management, development cooperation and humanitarian aid remain clear. It is important to expand crisis management personnel's

knowledge of humanitarian aid principles. Humanitarian actors' viewpoints must be taken into account when crisis management operations are planned. Finland promotes the application of the United Nations' MCDA guidelines (*The Use of Military and Civil Defence Assets to Support UN Humanitarian Activities in Complex Emergencies*).

### **Humanitarian assistance in crisis areas**

The European Union has confirmed its commitment to the principles of Good Humanitarian Donorship (GHD). The basic premises of humanitarian aid are humanity, impartiality, neutrality and independence. The aim is to assist those in the weakest and most vulnerable positions. Multilateral cooperation is emphasised in implementing humanitarian action.

Successful delivery of humanitarian aid to crisis areas is a growing challenge. It is important that the local population perceive humanitarian aid organisations as impartial and independent actors. Should aid workers be affiliated with any party to the conflict or other stakeholders, this could jeopardize their safety and hamper the efficient delivery of aid.

Humanitarian aid may only draw upon military assets in exceptional circumstances when there is no other way to guarantee that the aid reaches those who need it. This can entail, for example, airlift support during natural disasters. A military crisis management operation can facilitate the delivery of humanitarian aid, for example, by stabilising the security situation on the ground and by improving airlift reception capabilities.

## 6 Focus areas of Finnish crisis management activities

In September 2009 there were approximately 700 Finnish military personnel and 150 civilian experts deployed to international crisis management tasks. Finland prepares for continued military and civilian crisis management participation in Afghanistan and Kosovo.

The stabilisation of Afghanistan will be the key challenge to international crisis management in the coming years. The aim is to strengthen Afghanistan's own security authorities. An improvement in the security situation is a precondition of sustainable development. The UN Security Council has repeatedly emphasised the need to strengthen the Afghan security sector, and has requested Member States to allocate additional resources for this purpose. In April 2009 the Cabinet Committee on Foreign and Security Policy adopted Finland's Action Plan for Afghanistan which sets out a comprehensive framework for Finland's commitment to the stabilisation of Afghanistan.

In the Western Balkans the focus is gradually shifting towards civilian crisis management and the role of military crisis management in the area is diminishing. Finland will correspondingly reduce its military presence in the region. Civilian crisis management participation will continue at the present level.



Africa is gaining more importance in Finnish and EU crisis management. A large number of the world's violent crises occur in Africa. These crises directly impact the lives of millions, thwarting the development of the entire continent. Poverty, inequality, human rights violations and the competition for natural resources as well as the consequences of climate change pave the way for new conflicts. Africa's crises also have knock-on effects on the security of Europe.

Afghanistan, Kosovo, the Middle East and Georgia are the greatest challenges for EU civilian crisis management in the coming years.

## 7 Challenges for future crisis management activities

### *More demanding operating environments*

Crisis management operations are implemented in increasingly difficult operating environments. Supply and logistics may find it difficult to reach the areas of operation. Long distances and nonexistent infrastructure emphasise the importance of airlift. All international crisis management operations are plagued by a shortage of strategic airlift capacity and helicopters.

Rather than monitoring peace agreements military personnel are more and more often asked to protect civilians and facilitate the provision of humanitarian aid while hostilities are still ongoing. To an increasing degree, crisis management contingents are required to have the capacity and skills to participate in demanding military missions. Host nation support may be nonexistent. Moreover, a segment of the local population may be openly hostile towards the crisis management actors. Crisis management actors have to prepare for the possibility that the parties to a conflict or extremist movements will increasingly resort to force. Force protection as well as security arrangements for the civilian personnel are highlighted.

In addition to Afghanistan, Chad and Darfur serve as examples of demanding operating environments. As the crisis in Darfur continues, tensions between Sudan and Chad, along with the rebels, arms and refugees moving across the border, make the situation in the region fragile. Numerous armed groups threaten the civilian population as well as the international actors. Delivery of humanitarian aid is very challenging. There have been tensions in the cooperation between the UN and the governments of Sudan and Chad. The sheer size of the area, missing infrastructure and extreme weather conditions make activities in the region testing.



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### ***Improving the rapid response capability***

Rapid response and niche capabilities are increasingly important in international crisis management. Finland, too, must be prepared to rapidly and efficiently deploy specialised military capabilities to international operations. Finland considers it important that the EU keeps improving military and civilian rapid response capabilities.

Finland is preparing to participate simultaneously in two EU battle groups in 2011. As regards the next period of high readiness of the Nordic battle group, Finland, Norway, Estonia and Ireland will serve in addition to the lead nation Sweden. Finland, Germany, Austria and Lithuania will serve in the Dutch-led battle group. The EU battle group concept should be applied in a flexible manner.

The EU's Civilian Response Teams must be further developed so that they can be used in a more efficient manner. CRTs consist of approximately 100 civilian experts from different fields. The teams can be deployed to carry out assessments of crisis situations as well as to provide temporary support for the establishment of a civilian crisis management mission or for already ongoing EU activities. Finland actively participates in the development of CRTs and has also provided training in this sector.

A rapid response capability is also indispensable in humanitarian assistance. Finland's capacity to rapidly provide humanitarian aid to crisis areas is maintained and improved.

### ***Responding to multidimensional crises***

In complex, multidimensional crises the interface between crisis management and development questions as well as judicial and internal affairs is highlighted. Crisis management actors increasingly encounter multidimensional phenomena such as organised crime. The nexus between security and development as well as the need for cooperation between different actors becomes especially important in unstable situations such as Afghanistan and Chad.

The promotion of rule of law in countries recovering from conflict is of central importance. This also calls for the strengthening of the rule of law viewpoint in international crisis management. In civilian crisis management, the focus is shifting from police-oriented missions towards an approach that more extensively supports the local rule of law development.

For example, the police reform in Afghanistan cannot achieve sustainable results unless the country's rule of law sector is simultaneously given wider support. The fragile security situation as well as narcotics production and corruption are intertwined and form a challenge to all action. Together with the Afghan security authorities operation ISAF creates conditions for the work of civilian actors. An extensive development contribution from the international community is indispensable with regard to the reduction of poverty and creation of sustainable livelihoods, as well as to the strengthening of democracy, rule of law, good governance, human rights and gender equality.

The anti-piracy operation off the coast of Somalia has posed new challenges to EU crisis management. The EU and Kenya have signed an agreement facilitating the transfer of suspected pirates to Kenya. Through the Instrument for Stability the Euro-

pean Commission supports the capacity of Kenyan authorities to prosecute pirates. Any sustainable solution to the piracy problem requires progress towards stability and respect for the rule of law in Somalia.



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### ***Strengthening cooperation between different actors***

There are usually several actors in a crisis area operating under different mandates. For example, in Afghanistan the UN-mandated and NATO-led military crisis management operation (ISAF), the EU's civilian crisis management mission (EUPOL Afghanistan) and the UN civilian assistance mission (UNAMA) operate side by side. Finland emphasises the need to intensify information exchange and cooperation between different crisis management and development actors. Attention must also be paid to dialogue with NGOs and the local civil society.

The framework for cooperation between different actors is established on the strategic level. Nonetheless, actors on the ground largely determine the functioning of practical cooperation. Finnish civilian and military crisis management personnel must have the required capabilities to advance practical coordination and cooperation on the ground. It is important to understand the roles and responsibilities of different actors in the crisis area.

Finnish military crisis management has a long tradition of cooperating with the local population and authorities as well as with NGOs and international organisations (civil-military cooperation, CIMIC). From the military perspective this involves information gathering and dissemination as well as better force protection. Simultaneously it is possible to enhance practical coordination between different actors and support the civilian actors within the mandate of the operation.

The CIMIC activities of crisis management troops may also include small-scale reconstruction projects and confidence-building measures, funded from development coop-

eration appropriations. Civilian experts can also execute small projects that sustain the operational goals regarding operations in which civilian actors can work alongside military actors. Intersectoral cooperation on the national level should be improved when projects are being planned.

In civilian crisis management, cooperation with development actors, local authorities and civil society is highlighted. The focus of civilian crisis management is on local capacity building. Missions may also involve a temporary substitution of local authorities, for example, with regard to the duties of the police or the judiciary. Civilian capacity-building efforts can also be simultaneously supported by means of development cooperation.



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### ***Supporting Security Sector Reform***

The transition from insecurity and poverty to sustainable development requires that the administration and population of the country in question bear their own responsibility. The international community must support the development of society's basic structures based on legality and good governance. Special attention must be paid to the role of civil society and to anti-discriminatory measures. Women's status and empowerment must be enhanced. Action must be taken to fight gender-based and sexual violence. Sustainable results require the coordinated use of crisis management and development cooperation measures.

In a country recovering from conflict, the capacity of the state to assume responsibility for its internal and external security is a precondition for sustainable development. This does not only entail the efficiency of individual actors and institutions such as the military, police force, judiciary and the prison system or the border guard. It is a broader issue that involves promoting the security sector's accountability and good governance as part of wider state-building. It is essential to support the bodies that administer and supervise the security sector, such as the key ministries and parlia-

ment, as well as broader rule of law development. Furthermore, it is imperative to support the training and equipping of the security sector's key actors.

For example, the preconditions of the police are linked with the local authorities' capability to act. If, for instance, payroll arrangements do not function it is impossible to achieve results through police training alone. Attention must be paid to cooperation among the security sector actors such as the police, the judiciary and the prison service.

Close cooperation between security and development actors as well as recognition of the other development needs of the local society is also important in the disarmament, demobilisation and reintegration of ex-combatants. The challenge is how to combine technical disarmament measures with successful demobilisation and reintegration as part of broader peacebuilding.

The abduction and recruitment of children and minors as child-combatants and instruments of violence is increasingly common in crisis areas. International actors, including crisis management actors, must systematically tackle this phenomenon. Measures that aim to prevent recruitment and promote the unconditional release, repatriation and reintegration of child-combatants are extremely important. In this context particular attention must be paid to the status of girls.

Local actors must commit themselves to reforms. Otherwise, no sustainable results can be achieved. Support measures must be planned together with the local authorities and other key actors from the very outset. Short-term measures must also serve longer-term goals.

The risks and challenges inherent in national capacity building in crisis situations must be recognised. The public administration often includes transitional elements which do not necessarily represent the entire population or enjoy widespread confidence among the population. It is important to strengthen the civil society.

The European Union has adopted common policy frameworks for supporting partner countries in the fields of SSR and DDR. The Union is about to set up a pool of experts for SSR. The pool is to include experts on democratic control of the security sector as well as experts on defence, intelligence, criminal justice, police, border control, public finance and civil society.

Finland actively aims to participate in the support measures of the European Union. Finland considers it important that the new expert pool and the EU's Civil Response Teams are developed in a mutually complementary manner. It is important to improve the experts' availability for EU action. Finland also supports SSR efforts in countries recovering from conflict through the UN, NATO, OSCE and Nordic cooperation. Support is concentrated in key areas from the perspective of Finnish crisis management activities.

The focus of Finnish civilian crisis management participation is already on the training, mentoring and support measures related to SSR and rule of law development. For example, Finland makes a marked contribution to the EU's rule of law mission in Kosovo, aimed at building up the country's police, judicial, border management and customs system. By combining instruments of civilian crisis management and devel-

opment cooperation Finland supports, among other things, the development of civilian police in Afghanistan and the Palestinian Territories.

Participation in the training of the Afghan National Army (ANA) is a new opening in Finland's military crisis management. Finland has also supported the ANA with materiel and through NATO Trust Funds. Finland must also continue to actively participate in SSR projects within the framework of military crisis management.

### **European Union guidelines on Security Sector Reform**

The European Union's support for Security Sector Reform (SSR) is guided by a common policy framework, adopted in 2006. The basic premise is a definition made in the OECD. The security sector is seen to consist of:

- 1) Core security actors: armed forces, police, gendarmeries, intelligence and security services, border guards, customs authorities, local security units, etc.,
- 2) Security management and oversight bodies such as the Executive, parliament, ministries of defence, internal affairs and foreign affairs, financial management bodies and civil society organisations,
- 3) Judicial and law enforcement institutions: judiciary, justice ministries, prisons, prosecution services, human rights commissions, customary and traditional justice systems, etc., and
- 4) Non-statutory security forces: liberation armies and guerrilla armies, private bodyguard units, private security companies, etc.

The goal is to achieve an accountable and capable security system which is based on good governance, democratic norms and the rule of law as well as respect for human rights and equality, in line with internationally adopted standards.

The Union has a wide range of civilian and military instruments that can be used to support local authorities in security sector reform. Whether the assistance will be implemented under the ESDP, the Commission's development cooperation or a combination of both will be determined on a case-by-case basis.

### ***Building up African crisis management capabilities***

The European Union has intensified its partnership with Africa, which is built on supporting African ownership and responsibility. The African Union and African sub-regional organisations strive to strengthen African peace and security structures as well as crisis management capabilities. Supporting this process is an integral element of the broader EU-Africa partnership. The aim is to enable the Africans to take more responsibility for crisis management in Africa.

It is important to improve the efficiency of the ongoing African crisis management operations. The EU has been the biggest single donor to AU operations through the

African Peace Fund and Member States' bilateral support. The EU has also provided technical and transport assistance to AU operations, among other things. The United Nations is seeking more sustainable solutions in financing and equipping UN-mandated African crisis management operations.

Finland actively participates in the implementation of the EU-Africa partnership. For example, the AMANI AFRICA training and exercise programme is supported under crisis management cooperation. The Nordic countries support the development of crisis management capabilities in Eastern Africa. In the framework of development cooperation, Finland supports, *inter alia*, the peace mediation capacity of the AU.

Finland aims to strengthen support for African crisis management capabilities, especially, in the framework of the EU and Nordic cooperation. Cooperation also supports the development of national crisis management capabilities. Special attention is paid to promoting civilian crisis management and a comprehensive approach in Africa. In addition to crisis management capabilities it is important to support other structures and capabilities related to peace and security as well as socially, economically and ecologically sustainable development from a wider perspective.

## 8 Crisis management and Security Sector Reform funding

### ***Military crisis management***

The Government's Security and Defence Policy Report 2009 sets the goal of preserving the present level of effectiveness in military crisis management. According to the report, this requires that appropriations are gradually increased to approximately EUR 150 million. Costs have risen and the areas of operation are farther away as well as more challenging. Furthermore, Finland is expected to deploy more specialised units and niche capabilities to crisis management tasks. This is reflected in materiel and maintenance costs.

Military crisis management appropriations are divided among the following main titles of expenditure: Ministry for Foreign Affairs (item 24.10.20 *Maintenance expenses of Finnish crisis management troops*) and Ministry of Defence (item 27.30.20 *Military crisis management equipment and administrative expenses*).

### ***Civilian crisis management***

According to the Government's Security and Defence Policy Report the objective is to significantly raise the present number of approximately 150 Finnish civilian crisis management experts serving in different missions. The report notes that this will require additional appropriations for the purpose of seconding experts and for building national capacities for civilian crisis management. The increasing number and scope of civilian crisis management missions raises the level of cost per expert. Domestic capacity building for civilian crisis management must be systematically and continually improved.

Civilian crisis management is funded under the MFA's main title (item 24.10.21 *Participation of civilian personnel in crisis management*). Domestic capacity building is funded under the main title of the Ministry of the Interior (item 26.01.01 *Operating expenses of the Ministry of the Interior*).

### ***Security Sector Reform funding***

Expenses are always incurred by the international community's support for security sector reform. Costs relate, *inter alia*, to the training and equipment of local soldiers and police officers. Different country-specific joint funding mechanisms and voluntary trust funds play a key role in this.

The report of the Secretary-General of the United Nations on peacebuilding in the immediate aftermath of conflict (June 2009) mentions basic security as one of the five focus areas. Priority areas in the field of basic safety and security include demining, protection of civilians, DDR of ex-combatants as well as strengthening the rule of law and launching security sector reform. The Secretary-General appeals to donors and

the Member States for the development of rapid and flexible financing arrangements with higher tolerance of risk.

Finland must also develop SSR funding as part of wider support for the stabilisation of crisis areas. In addition to expenses arising from Finnish experts, the costs resulting from local actors' participation in support activities, material support, including transportation expenses as well as financing SSR through international joint funding mechanisms and trust funds must be considered.

At present Finland finances SSR from several different items in the budget. The MFA's main title covers SSR from items related to military crisis management, civilian crisis management and Finland's international membership fees and shares of financing (item 24.99.66 *Membership fees and financing contributions*). The SSR measures that qualify as official development assistance (ODA) are also financed from the development cooperation item (item 24.30.66 *Actual development cooperation*). SSR activities have also been funded under military crisis management appropriations within the MOD's main title.

The MFA's and MOD's appropriations on military crisis management can be disbursed on expenses arising from Finnish crisis management troops, on training and material expenses arising from international crisis management cooperation, on support provided to individual countries in the field of defence reform and post-conflict stabilisation under the auspices of international crisis management cooperation as well as in support of crisis management operations in which Finland does not participate.

The MFA's civilian crisis management item appropriations can be disbursed on expenses arising from Finnish civilian personnel and from election monitoring as well as from civilian crisis management projects and training. The majority of activities financed under this item are later reported as official development assistance.

Military and civilian crisis management items cannot be used to support, for example, international trust funds or partner countries' participation costs on training or other comparable activities. Moreover, present appropriations are largely earmarked for participation in international crisis management operations. Sufficient resources must be guaranteed for other support provided under international crisis management cooperation, such as training and related materiel as well as SSR funding to individual countries.

Under the MFA's item on membership fees and financing contributions, more funds have been allocated to SSR activities in countries where Finland plays an active role in crisis management. These appropriations can be disbursed to pay for the membership fees of organisations as well as voluntary financial contributions that fall under the purview of the Ministry for Foreign Affairs. In 2008 the item was used to support, among other things, SSR in Afghanistan and Kosovo through NATO trust funds. Some of the projects funded from the item, such as most of the OSCE's SSR related projects, qualify as development cooperation.

The Government's Development Policy Programme guides the use of the MFA's item *actual development cooperation*. One of the programme's main priorities relates to socially sustainable development. With regard to the security sector, Finland supports,

for example, the strengthening of peace mediation, civilian policing and reintegration of ex-combatants as well as humanitarian demining. In addition, Finland promotes wider rule of law development and good governance as well as human rights and gender equality.

The Government's Security and Defence Policy Report stresses that different sources of funding for security sector reform must be mutually complementary. Intersectoral coordination and cooperation in SSR funding must be improved.

The Development Policy Programme states that the Government is also investigating the need to devise new instruments in response to changing approaches in development cooperation. Even though in this context the programme does not directly refer to SSR, matters to be studied include flexible financing models in situations where some aspects of the operations do not meet OECD criteria for official development assistance.

SSR funding has already been increased under the implementation of the Development Policy Programme. Likewise, questions related to interpretation of ODA criteria have been highlighted within the framework of the OECD's Development Assistance Committee. At present, SSR support measures in developing countries largely fulfil the criteria set for development cooperation. In the name of comprehensiveness sufficient resources should also be guaranteed for such SSR measures which do not qualify as development cooperation. The use of different financing sources in a way that supports a systematic and comprehensive approach should be strengthened.

Different countries have devised different models through which they aim to promote a more comprehensive approach to SSR financing. For example, the Netherlands and the United Kingdom collect funds from crisis management and entities responsible for development cooperation. They have also created new funds. In the international arena corresponding comprehensive financing mechanisms include the EU's Instrument for Stability as well as the UN Peacebuilding Fund. Some other countries have solved the matter by establishing new kinds of intersectoral coordination mechanisms.

Finland should look into other countries' experiences and various alternatives in view of developing its own activities. In this context the needs and possibilities of setting up a distinct coordination or financing mechanism for the purpose of SSR funding should be assessed, among other things. The goal should be more streamlined, systematic and flexible action. Finland must be able to respond to the needs of fragile states in a sufficiently rapid, comprehensive and sustainable manner.

### **Official development assistance criteria and the security sector**

The OECD's Development Assistance Committee establishes the criteria for official development assistance. The organisation has emphasised the significance of security in reaching the Millennium Development Goals. Moreover, the OECD has agreed that certain security related activities qualify as official development assistance (ODA).

The civilian aspects of the security sector normally qualify as ODA. Development cooperation funds can, for example, be disbursed in support of improving the accountability and democratic control of the security sector, the role of civil society on the security sector as well as strengthening the non-military capacity, such as the police and the judiciary. Furthermore, reintegration of ex-combatants, the prevention of child soldier recruitment as well as SALW control and humanitarian demining qualify as ODA. The majority of Finland's civilian crisis management expenses are retroactively recorded as development assistance.

Development assistance must not directly benefit military actors. Military assistance, including material aid and training of troops, does not qualify as ODA. As regards military crisis management, a certain percentage of expenses incurred from UN-mandated operations (7% at present) can retroactively be recorded as development aid. Reconstruction tasks implemented under military crisis management normally qualify as ODA.

## 9 National decision-making, planning and follow-up

A comprehensive approach requires the intensification of intersectoral coordination in planning and follow-up of Finland's crisis management activities. On the other hand, it must be noted that different acts and provisions as well as different planning and decision-making procedures guide Finnish activities in different sectors (military and civilian crisis management as well as development cooperation and humanitarian aid).

National cooperation and coordination must be conducted on the most practical basis possible. Crises often require rapid reaction and the framework of Finland's participation is mostly determined on the international level. National decision-making pertaining to crisis management participation can be launched as soon as operational details have been established at the international level.

Finland's crisis management participation is followed through regular reports submitted to the Cabinet Committee on Foreign and Security Policy. These reports cover both military and civilian crisis management and they also aim to anticipate future developments that will require action. Parliament's Foreign Affairs Committee is informed on international crisis management pursuant to section 97 of the Constitution.

### ***Decision-making on military crisis management***

The decision-making process on military crisis management has been laid down in the Act on Military Crisis Management (211/2006). The decision on Finland's participation in military crisis management is taken by the President of the Republic on the basis of a proposal put forward by the Government. After preparatory discussion of the matter by a joint meeting of the President of the Republic and the Cabinet Committee on Foreign and Security Policy, and before a decision is made, the Ministry of Defence may start measures to prepare and make provision for participation.

Before submitting a proposal concerning Finland's participation, the Government must consult Parliament's Foreign Affairs Committee. If the proposal concerns a crisis management operation that presents a particularly demanding military challenge or an operation that is not based on a UN Security Council mandate, the Government must consult Parliament by submitting a report on the matter. If the proposal concerns no more than ten persons assigned to military crisis management duties, a report submitted to Parliament's Foreign Affairs Committee suffices.

The reporting procedure to Parliament has been used almost without exception during the past years. This does not completely meet the original intention. The reporting procedure has been used more often than was anticipated at the time the Government bill was drafted. The streamlined procedure of assigning no more than ten persons to military crisis management duties has been applied with regard to OSCE military observers deployed to Georgia and in conjunction with the EU operation off the coast of Somalia. In such cases the starting point should involve a framework decision on no more than ten persons in order to facilitate flexible action.

The Act or its justifications do not fully take into consideration a situation in which individual military personnel are deployed to expert, advisory or support duties in such instances where the tasks are outside the normal chain of command of a larger military organisation. An example of such a situation is a UN request for Finland to second an active duty officer to serve in the UN civilian mission in Afghanistan (UNAMA) as a liaison officer. Neither does the Act specifically provide for such instances in which Finland continues to participate in the same crisis area under new command. When the operational lead in Chad transferred from the EU to the UN, continued Finnish participation was considered a new operation.

The Ministry for Foreign Affairs, in close cooperation with the Ministry of Defence, leads and coordinates the preparation of positions and decisions on military crisis management participation. The Ministry of Defence assigns the tasks required by military crisis management to the Defence Forces and guides and monitors their implementation. In the Defence Forces the Defence Command guides and coordinates the practical implementation of participation. A contingent is then assigned to the operational command of the crisis management operation. After this, maintenance, logistics and administration as well as legal issues normally remain under national command.

The Defence Forces determine operational command responsibilities on a case by case basis. The services are responsible for the national leadership of operations assigned to them. At present, only the Army has troops deployed to crisis management operations. Future operations can also utilise the capabilities of the Navy and Air Force. Pori Brigade is responsible for the operations' practical issues in the Army. In the Army the Finnish Movement Coordination Centre (FINMCC) is responsible for all strategic crisis management transports, utilising both military and commercial transport assets.

### ***Decision-making on civilian crisis management***

The Act on the Participation of Civilian Personnel in Crisis Management (1287/2004) states that the Ministry for Foreign Affairs is responsible for issues concerning participation of civilian personnel in crisis management. The Act does not provide for detailed decision-making. The present procedure is more precisely illustrated in the preamble to the Government bill (HE206/2004) related to the Act.

Decisions on participating in civilian crisis management are normally taken by the Head of Unit for Security Policy and Crisis Management, Political Department. The Director General of the Political Department will take the decision in instances when, under the MFA's rules of procedure, such operational considerations are involved that warrant decision-making by the Director General. When necessary, matters pertaining to civilian crisis management have been submitted to the Meeting of the Cabinet Committee on Foreign and Security Policy and the President of the Republic and, with regard to EU operations, the Cabinet Committee on European Union Affairs.

Consistency in decision-making as regards military and civilian crisis management participation is important. As decisions are being taken, it must be possible to form a sufficiently comprehensive picture of the situation. This is essential especially when the decisions concern operations or regions to which Finns are deployed to both military and civilian crisis management tasks. Likewise it would be good to take into

account development cooperation activities in the area in question. Taking into account the nature of missions, appropriate political consideration must be included in the decision-making process.

The Ministry of the Interior is responsible for matters pertaining to domestic capacity building for civilian crisis management. Civilian crisis management is one of the ministry's priority areas. Approximately fifty per cent of the experts deployed to civilian crisis management tasks come from the administrative branch of the Ministry of the Interior. Policing, border management and rescue service, among other issues, fall under the purview of the Ministry of the Interior. For the most part, rule of law experts represent the administrative sector of the Ministry of Justice.

Operational tasks related to domestic capacity building are assigned to Crisis Management Centre Finland, under the administration of the Ministry of the Interior. Such tasks include civilian crisis management training, recruitment to civilian crisis management missions, human resources management during ongoing missions, representing the state employer for recruited experts, material and logistic responsibilities, maintaining the situation picture as well as civilian crisis management research and development.



### ***Decision-making on development cooperation and humanitarian assistance***

The allocation of actual development cooperation appropriations is guided by the Government's development policy programme adopted in 2007. The most important goal of Finland's development policy is the eradication of poverty and the promotion of sustainable development in accordance with the UN Millennium Development Goals. The Ministry for Foreign Affairs, under the leadership of the minister responsible for development policy, coordinates and implements the overall planning and allocation of development cooperation funds.

A wide range of instruments is available for the operationalisation of development cooperation. It is essential to carefully plan the use of funds, to pay attention to the partner country's own development plans, see to it that activities are efficient and pro-

ductive and that the action adds Finnish value. Regarding humanitarian assistance, Finland provides aid where it is needed the most. Humanitarian principles and UN need assessments are the point of departure.

### **The process of launching EU crisis management operations**

The Council of the European Union takes unanimous decisions on crisis management operations. The Political and Security Committee (PSC) monitors the international situation in the field of CFSP and prepares the EU's crisis management activities. The EU Military Committee (EUMC) and the Committee for Civilian aspects of Crisis Management (CIVCOM) actively participate in the planning and monitoring of EU operations. The Working Party of Foreign Relations Counsellors prepares legal and financial issues.

Should the PSC deem a particular situation so requires, it may request that the Council Secretariat, together with the Commission, draft the crisis management concept (CMC). This is a general outline of the EU objectives in the crisis area and the courses of action available. In addition to military and civilian crisis management activities the CMC takes note of relevant political and diplomatic actions as well as development cooperation and humanitarian aid activities. A CMC approved by the Council lays ground for a comprehensive EU approach in the crisis area. The structure of the Council Secretariat is being reformed so as to strengthen a comprehensive approach when planning crisis management activities.

The Council adopts the legal basis of the operation, the joint action. When the detailed concept of operation (CONOPS) has been approved, operation command launches the force generation process and drafts the operations plan (OPLAN) and rules of engagement (ROE). The Council approves the documents and takes a decision to launch the operation. Simultaneously, it authorises the signing of a status of forces/mission agreement (SOFA/SOMA) with the host nation. Authorised by the Council, the PSC assumes responsibility for the political control and strategic direction of the operation. The Commission and Member States keep the PSC informed of their own action.

### ***Enhancing national coordination and exchange of information***

On the national level the objective is to implement action which is as proactive as possible and to ensure the exchange of information between different actors. Coordination at desk level should be intensified during the early phases of a crisis. Enhanced national coordination and exchange of information also contributes to Finland's possibilities to exert influence at the international level. Attention should also be paid to a closer dialogue with non-state actors such as research institutions and NGOs.

Different forms of support are needed during different phases of crisis management. The objectives for each crisis should be determined as clearly as possible. Sufficiently long-term planning is required. Short-term objectives must be coordinated so that they also serve the long-term goals. Preparations have to be made in advance with a view to transfers of responsibility and shifts of priorities.

Political decision-makers must have access to the best possible assessment of the crisis situation as early as possible. This could be promoted by creating uniform assessment criteria encompassing, for example, a synopsis of the crisis at hand; the key parties to the crisis as well as the underlying factors; an assessment of the effects of the crisis at the national, regional and international levels; the most important third parties; the processing of the crisis at the international level and the interests and objectives of the international community and Finland, as well as the instruments available to influence the situation including constraints, if any.

During the crisis management operation, particular attention is paid to a common situation picture and effective exchange of information between different actors. National communication with crisis management personnel on the ground is conducted respecting the established operational reporting channels.

Considerations related to crisis management personnel's security will be underlined. Special consideration is given to coping, both mentally and physically. Monitoring these issues is a key element of keeping in touch with the personnel on the ground. In addition, increasing attention is paid to the topic in pre-deployment training and debriefing after the mission as well as field trips to the area of operations. It is important to provide any needed support to personnel returning from crisis management operations so as to ease the transition back to everyday life at home.

### ***National coordination arrangements***

The Ministry for Foreign Affairs should set up and lead a strategic coordination group to advance a comprehensive approach in international crisis management. The group should include representatives from key sectors of the central government including the Ministry of the Interior, Ministry of Justice, Ministry of Defence, Defence Command, Prime Minister's Office and Ministry of Finance. The task of the group would be to monitor and promote the comprehensive development of crisis management. In this context it would be important to pay attention to the entire conflict cycle including early warning, humanitarian aid, military and civilian crisis management activities as well as measures related to crisis resolution and post-conflict reconstruction. When necessary, relevant questions could also be handled in the meetings of the ministries' permanent secretaries.

With regard to the key areas of Finnish crisis management activities coordination at desk level can be advanced, when required, by assembling *task forces*, i.e. teams that convene on a needs basis and concentrate on an individual crisis area. These teams could be led by the MFA's Security Policy and Crisis Management Unit or the regional department or unit responsible for the crisis area in question. Practical experiences from this kind of interministerial groups on Kosovo and Afghanistan have been positive. Moreover, intersectoral fact-finding trips to key areas of operation should also be considered.

Crisis management questions of a more technical nature are coordinated at the desk level in so-called tripartite meetings which, on the one hand, involve the Ministry for Foreign Affairs, Ministry of Defence and Defence Command and, on the other hand, the Ministry for Foreign Affairs, Ministry of the Interior and the agencies within its

administrative branch as well as the Ministry of Justice. The tripartite meetings are considered effective and their flexible operation must be continued.

Pursuant to the National Strategy for Civilian Crisis Management adopted by the Government, the Ministry of the Interior has appointed a broad-based Advisory Board on Civilian Crisis Management. It is tasked to follow-up the implementation of the civilian crisis management strategy, provide a forum for dialogue between different administrative branches and NGOs and to make recommendations on improving the domestic capacity building for civilian crisis management. The Ministry of the Interior improves intersectoral coordination on issues pertaining to domestic capacity building, as laid down in the Act on the Participation of Civilian Personnel in Crisis Management (1287/2004).

Finland aims to increase the contribution of human rights and gender experts in the planning and implementation of crisis management activities. The Resolution 1325 follow-up group, led by the MFA, monitors the implementation and materialisation of the goals of Finland's National Action Plan on Women, Peace and Security. The group comprises representatives from ministries, research institutions and NGOs.

### **Joint situation picture from areas of operation**

The Council Secretariat's Watch Keeping Capability monitors all EU crisis management operations on a 24/7 basis. National situational awareness is developed in close cooperation with other international actors.

The Government Situation Centre, operating at the Prime Minister's Office, monitors national and international security on a 24/7 basis. Events are reported to the leadership of the Prime Minister's Office and to ministries. The situation picture is compiled in cooperation with the ministries and different authorities. Networking in the compilation and replication of the situation picture improves national coordination, especially during emergencies.

The Government Situation Centre works in close cooperation with the Defence Forces operations centre. The Defence Forces provide a real-time situation picture from crisis management operations. The organisations responsible for the Defence Forces crisis management operations are on duty 24/7. Trained personnel receive and promulgate the situation picture. In accordance with their respective chains of command crisis management organisations report to the Pori Brigade operations centre, from where the situation picture is relayed to the Army operations centre. Depending on its content, the information is forwarded to the Defence Forces operations centre and, from there on, ultimately incorporated into the Government's situation picture.

The Government Situation Centre and the MOI's Crisis Management Centre Finland (CMC Finland) cooperate in disseminating situational and emergency-related information. The task of the personnel at the CMC is to relay information received from civilian crisis management experts and an up-to-date situation picture to the Government Situation Centre.

## 10 Development of crisis management capabilities

According to the Government's Security and Defence Policy Report the strengthening of crisis management participation requires sufficient material and human resources. Finland is developing interoperable, versatile and high-quality civilian and military crisis management capabilities so as to be able to meet the requirements of different conflict situations.

The comprehensive development of crisis management capabilities requires better coordination, exchange of information and cooperation between different administrative branches. Enhanced dialogue between parties responsible for military and civilian crisis management and those responsible for development cooperation and humanitarian assistance also contributes to personnel's capabilities to advance coordination and cooperation on the ground.

The EU's civilian and military Headline Goals are taken into account in the development of Finland's crisis management capabilities. With regard to military capabilities and interoperability, the PfP Planning and Review Process (PARP) and the Operational Capabilities Concept (OCC) are of central importance. National and international cooperation ensures the interoperability of capabilities as well as their cost-effective development. Wide-ranging cooperation also provides for the internationalisation of Finnish competence and expertise.

Cooperation between civilian and military actors is being improved. In addition to expert support, attention is being paid to cooperation in materiel, logistics and situational awareness. Military crisis management capabilities are also prepared to be used to support other actors. The experiences of civilian and military crisis management personnel returning to Finland will be used in training and development.

The defence establishment is responsible for the *development of military crisis management capabilities*. For the most part Finland participates in crisis management with Army troops. The crisis management capabilities of the Navy and the Air Force are being developed. Troops sent to operations must be interoperable and deployable into a wide range of conditions. They must be appropriately trained and equipped also regarding demanding crisis management tasks.

Crisis management capacities are divided into rapid response and lower readiness units as well as niche capabilities. Rapid response troops require high readiness, continuous training and a sustained operational capability. Lower readiness troops are still required in the stabilisation phases of operations. Niche capabilities can belong to rapid response or lower readiness capabilities.

The defence establishment is generating a national troop register for military crisis management. The objective is to create a high-quality troop register which encompasses wide-ranging capabilities and expertise. The capacity to participate in training and advisory tasks and other expert assistance is being improved.

The Member States of the European Union have pledged *to advance the availability of personnel to civilian crisis management tasks*. Special emphasis has been placed

on the need to improve national regulations, budgetary arrangements and civilian registers as well as training and exercise activities.

For a long time already Finland has devoted attention and resources to civilian crisis management. The Act on the Participation of Civilian Personnel in Crisis Management entered into force in 2005. Crisis Management Centre Finland was founded in 2007. It is co-located with the Ministry of the Interior's Emergency Services College. CMC Finland is responsible for training and research activities related to civilian crisis management. Since the summer of 2008 the centre has also been responsible for the recruitment of experts for civilian crisis management tasks. Finland's National Strategy for Civilian Crisis Management was adopted in August 2008.

The Ministry of the Interior is responsible for further developing and coordinating the domestic capacity building for civilian crisis management in line with the national civilian crisis management strategy. National civilian crisis management capabilities are being upgraded and made more versatile so as to better respond to growing needs. Development of human resources administration and civilian crisis management training aims to improve the competence and availability of civilian crisis management experts for international assignments. Police, rule of law, border security and human rights expertise is stressed in the recruitment of experts. The civilian crisis management expert register is being improved.

Finland also participates in the elimination of capability shortfalls through joint international projects. For example, Finland participates in a strategic airlift capability project together with ten NATO nations and Sweden. Finland also supports the EU-NATO helicopter fund aimed at improving the availability of helicopters for crisis management operations.

Emphasis on human rights and gender expert questions is strengthened in the development of national capabilities. Civilian and military personnel deployed to crisis management operations, as well as their trainers, must have appropriate skills in human rights and gender equality questions. Particular attention is paid to the UN Security Council Resolutions 1325, 1820, 1612 and 1882. In accordance with the National Action Plan on Women, Peace and Security, the interior and defence ministries aim to increase the number and proportion of women in crisis management. Systematic attention is paid to equality issues in recruitment.

Finland also finances experts to tasks related to conflict prevention, management and resolution and post-conflict reconstruction *in the framework of development cooperation*. The skills and experiences of these experts must be better utilised. The aim is to promote networking between experts operating in the same field or area.

Special attention is paid to dialogue with universities, research institutes and NGOs.

## **Finland's National Action Plan on Women, Peace and Security**

The goal of UN Security Council Resolution 1325 is to improve the status and role of women in the prevention, management and resolution of conflicts as well as in post-conflict reconstruction. UN Security Council Resolution 1820, which strongly condemns rape and other forms of sexual violence in armed conflicts, complements Resolution 1325.

Finland has actively promoted the implementation of Resolution 1325. A separate national action plan was completed in September 2008. The working group which prepared the plan comprised representatives of ministries as well as NGOs and research institutions. A broad-based follow-up group under the leadership of the MFA coordinates and monitors the implementation of the action plan.

One of the objectives of the national action plan is to increase the number and proportion of women in crisis management. In September 2009, of the 150 Finnish experts deployed to civilian crisis management tasks, 44 were women. Approximately 700 Finns participated in military crisis management, 18 of them women.

### ***Crisis management training***

The primary objective of national crisis management training is to ensure that Finland can deploy versatile and competent civilian and military personnel to international crisis management tasks. Training and preparation also advance the security of crisis management personnel as well as their capability to operate in demanding conditions. Simultaneously, the capacity to support international training activities is being upgraded.

Crisis management training is divided into generic training, mission- and task-specific training as well as debriefing after the mission. It is based on the concepts, methods and standards of organisations that execute crisis management operations. Commonly agreed guidelines and standards as well as harmonised modules and curricula at the EU level form the core foundation of civilian crisis management training. Military crisis management activities are based, above all, on NATO standards.

Mission- and task-specific training is based on plans, instructions and codes of conduct prepared at the level of the international lead organisation. It is important to pay attention to the coordination and complementarity of pre-deployment and in-mission training provided at the national and international levels.

Training aims to provide Finnish crisis management personnel with sufficient capacities for cooperating with the authorities and civil society on the ground as well as with other international actors. Special attention must be paid to the core development questions in the area of operations as well as to cultural awareness and respect for local values. In particular, key mission personnel must have a good understanding of Finland's and the international community's objectives as well as the roles and responsibilities of different actors on the ground.

Crisis management personnel's knowledge of humanitarian law and humanitarian aid principles as well as development, human rights and gender questions will be

improved. The personnel should be able to identify situations related to the most serious international crimes, human trafficking, sexual exploitation and other human rights violations and be able to act accordingly.

Debriefing of personnel returning from crisis management tasks will be further developed. The experiences of experts returning from the field will be used in training and development activities. Pre-deployment training and debriefing after the mission will pay increasing attention to the physical and mental fitness of personnel.

#### *Key actors in training and intensified national training cooperation*

The Police College of Finland and the Emergency Services College are training centres under the Ministry of the Interior. Crisis Management Centre Finland, responsible for civilian crisis management training, is co-located with the Emergency Services College. In addition, the Border Guard operates the Border and Coast Guard Academy. Cooperation between these institutions is being expanded in order to support domestic capacity building and create a wider base for recruitment.

Defence Forces and Border Guard officers receive training in military crisis management, along with other things, as part of their military training at Finnish National Defence University. Units that produce the services' international readiness troops train crisis management to conscripts. The most important of such units at present is Pori Brigade. The Finnish Defence Forces International Centre (FINCENT) provides supplementary and special crisis management training. Prior to their deployment, crisis management contingents receive mission-specific training.

CMC Finland and FINCENT have intensified their training cooperation by founding the Finnish Centre of Expertise in Comprehensive Crisis Management. This is a collaborative arrangement combining the expertise and capabilities of individual actors in the key areas of training cooperation. The objective is to promote comprehensive crisis management through shared training and research. The Centre of Expertise does not have any premises of its own. Joint courses are organised under the routine activities of both centres in, among other things, the fields of comprehensive crisis management and human security. Both centres also practice instructor exchange. The Centre of Expertise is also open to NGOs.

Cooperation between actors responsible for military and civilian crisis management as well as development policy training must be intensified. Training cooperation with NGOs should be strengthened. NGOs could benefit, for example, from security training. In turn, crisis management actors would benefit from NGOs' regional expertise as well as their proficiency in humanitarian law and humanitarian aid principles. Cooperation with other relevant institutions providing crisis management training, such as universities, will be intensified.

#### *International training cooperation*

Finland supports the strengthening of EU crisis management training. EU cooperation is of key importance especially in improving civilian crisis management training. The

European Security and Defence College (ESDC) should be developed into a significant training establishment in military and civilian crisis management. Training provided by the ESCD should be better utilised. As regards military crisis management, key cooperation partners include, among others, NATO and PfP training centres.

Finland improves its preparedness to participate in training activities in key crisis management tasks such as Afghanistan and Kosovo. Finland aims to increase participation in crisis management training activities in Africa under the EU-Africa partnership and Nordic cooperation. Among other things, Finland has supported African training centres through ACCORD (The African Centre for the Constructive Resolution of Disputes), a South African-based organisation. International training expertise could be enhanced, for example, by creating civil-military Mobile Training Teams in collaboration with other countries.

There is a long tradition of Nordic crisis management training cooperation. The Nordic countries have agreed on a division of duties in military crisis management training. Joint international training cooperation experiences include Finnish-led military observer courses in the Western Balkans as well as Norwegian-led police training in Africa. Training support for Eastern Africa Standby Brigade (EASBRIG) provided by Nordic defence establishments should also be expanded to the field of civilian crisis management. In addition, a Nordic rule of law training project in Afghanistan is being prepared.

Finland's objective is to further intensify Nordic civilian and military crisis management training cooperation. Finland aims to promote the comprehensive approach in Nordic training cooperation. The Nordic countries can add value to international training activities, for example, by advancing civil-military coordination as well as consideration of cross-cutting themes in crisis management.

### ***Human resources***

Finland must reinforce the capability to deploy competent civilian and military personnel to international crisis management tasks on short notice. Special attention must be paid to the availability of civilian and military personnel to demanding fields and areas of operation. Systematic and encouraging human resources policy in different administrative branches is also required in order to increase the number of Finns in demanding expert and leadership positions.

The willingness of personnel to serve in international tasks should be promoted and it should be easier to release them from their regular duties. Recruitment to crisis management tasks should be actively supported and encouraged. As far as military and civilian crisis management is concerned, legislation already provides civil servants an unpaid leave of absence or the possibility of being relieved from one's regular duties for the duration of crisis management activities.

The readiness of administrative branches to assign personnel to crisis management tasks must be increased through, among other things, active information campaigns. Experience from crisis management tasks should be rewarded, for example, in the career advancement of Defence Forces regular military personnel. In a globalising



### *Military crisis management*

The willingness of Defence Forces regular personnel to participate in military crisis management tasks has waned. Fewer reservists, too, apply to crisis management tasks. It is particularly challenging to find enough volunteers to serve in demanding conditions, such as Chad. Measures have been taken to reverse the trend and improve the motivation to serve by, among other things, introducing a training allowance to the regular personnel in the Defence Forces and Border Guard as well as by raising the per diem in Afghanistan and Chad.

The significance of expert tasks has risen particularly through the training and mentoring tasks in operation ISAF in Afghanistan. Corresponding developments have taken place in the military operations in the Western Balkans. There is also need for military expertise in civilian missions. Military experts are mostly used as advisers, liaison officers to a military operation sharing the same area of operations and tasks related to SSR and disarmament.

The defence establishment strengthens its capacity to participate in various expert tasks. The objective is to create a multitalented expert register from the Defence Forces regular personnel, retired officers and capable reservists.

### ***Security of personnel and the use of force***

The Government's Security and Defence Policy Report stresses that special attention must be paid to the security arrangements of crisis management personnel. Simultaneously, they must be prepared to counter asymmetric threats such as terrorist attacks and organised crime. This highlights the importance of effective exchange of information.

Military crisis management participation normally takes place as part of a larger military organisation. Individual officers may also participate as experts in civilian missions.

Civilian crisis management normally involves the deployment of experts to serve in individual tasks within a multinational organisation. The international organisation in charge of the mission is usually responsible for the security arrangements of civilian crisis management personnel.

When a civilian crisis management mission is being planned at the international level, Finland actively contributes to appropriate consideration of the security arrangements of personnel from the very outset, including the allocation of sufficient resources for the implementation of such arrangements. It is a national responsibility to ensure that the deployed civilian crisis management personnel have suitable personal kits as well as the capabilities to act in accordance with mission-specific security rules. It is particularly important to provide the necessary security training.

Special attention must be paid to the security arrangements of civilian personnel when an armed conflict continues or hostilities occur in the area of operations. The basic premise is that Finland only participates in such civilian crisis management missions where necessary working conditions exist.

### *Rules of engagement*

Guidelines for the use of force by crisis management personnel must be unambiguous and based on operation-specific rules of engagement (ROE) adopted at the international level. Appropriate training on the use of weapons and other equipment must be provided as well as training on operation-specific ROEs. Requirements of national legislation must be taken into consideration as regards the use of force.

The Act on Military Crisis Management provides for the use of force in military crisis management. In accordance with the Act, *when carrying out service duties, soldiers serving in a military crisis management operation have the right to use the necessary force for carrying out their duties. Force may only be used to the extent necessary and for the duration necessary to carry out the task, in acceptable proportion to the goal of the operation and in accordance with the rules of engagement confirmed for the operation.*

Finnish participation in military crisis management is based on compliance with the ROEs set for the operation as well as the avoidance of national caveats imposing restrictions on action. Crisis management actors encounter increasingly demanding and unpredictable situations. A peaceful operating environment may rapidly change into a demanding one. In such conditions differing national practices concerning the use of ROEs hamper the crisis management operation's activities and weaken its credibility. Dissimilar ROEs may also compromise the crisis management operation's security if troops are incapable of coherent action.

Finland has traditionally taken a reserved approach to the use of force in civilian crisis management. If there are such tasks in the mission which may require use of force, the conditions for the use of force must be clearly stated in the mandate of the mission. Only such measures as are necessary to secure the mission-related duties may be resorted to. The use of force must be as limited as possible. An amendment (1006/2008) made to the Police Decree (1112/1995) provides that deployed police officers may wear a uniform and be equipped with use of force and protective equipment in accordance with the requirements of their police duties.

The mandate of a civilian crisis management mission may require preparedness for the use of force in certain tasks, especially in the fields of police activities, prison service and border management. If Finnish personnel are seconded to such duties it must be ensured that the requirements set out in the national legislation are fully met. In view of the legal protection of civilian crisis management personnel it is necessary that the conditions for the use of force are laid down in national legislation.

As regards civilian crisis management, the rules for the use of force or operational plans may not be in conflict with established national human rights standards in law enforcement or with the principles of proportionate use of force applied by Finland. In so far as the possible use of force in civilian crisis management is concerned, the effectiveness of national legislation and provisions must be assessed. It is also necessary to ensure that any personnel who may have to resort to force have received training on the use of weapons and other related equipment.

Decision-making on civilian crisis management participation should be reviewed in so far as participation may concern missions involving possible use of force. It is impor-

tant to keep Parliament informed of regulations on the bearing of arms and rules of engagement.

### ***Material and logistics questions***

Material and logistics questions in military crisis management operations are a national responsibility. The key material and logistics arrangements in civilian crisis management missions, such as armoured vehicles, are handled by the international organisation responsible for the mission. CMC Finland is responsible for procuring such personal equipment that the mission does not provide. Any larger stores of materiel are impracticable.

Synergies between civilian and military crisis management in material and logistics arrangements must be sought, especially when Finnish civilian and military experts operate in the same area of operations. When it comes to procurement of personal protection equipment national actors should cooperate as much as possible.



## 11 Legislation

Questions relating to legislation are referred to in the chapters above on decision-making, the security of personnel and the use of force. Both Acts (1287/2004 and 211/2006) on crisis management cover the legal status of personnel and the terms of employment as well as certain other special issues such as insurance coverage and personnel register, but from different perspectives. Both Acts have been enacted recently and, therefore, it is not yet possible to thoroughly assess their effectiveness. While there is no genuine need to revise that legislation, individual administrative deficiencies and certain specific questions pertaining to crisis management legislation could be taken up for consideration.

It must be possible to comprehensively assess the situation and Finland's support to the crisis area when a decision is made on crisis management participation. This is of particular importance in respect of decisions on participation in operations in such areas where both military and civilian crisis management instruments are being used.

The civilian crisis management decision-making process should be reviewed. In this context, however, it is important to recognise the differences between civilian and military crisis management operations, including the different recruitment arrangements, and the need for flexible national decision-making. Legislation should also be reviewed in so far as participation may concern civilian crisis management tasks involving possible use of force. Furthermore, aspects relating to criminal law and disciplinary measures should be considered. Parliament should be given information on civilian crisis management missions and, in particular, on rules relating to the possible use of force.

There are crisis management tasks that cannot be considered as exclusively military or civilian crisis management. The aim to advance comprehensive crisis management as well as civil-military cooperation has increased the need for military expertise in civilian operations, and vice versa. Cooperation is particularly important in security sector reform-related support functions.

Legislation applied to the secondment of individual experts has not always been sufficiently clear. For example, it has proved problematic to deploy a retired officer to a military task in a UN civilian mission. Underlying factors include differences in the decision-making processes of civilian and military crisis management as well as dissimilar terms of employment. The terms of employment of civilian and military crisis management personnel should be reviewed.

The forms of military crisis management have become more versatile. Military experts are increasingly needed in training, mentoring and support functions within the framework of wider military or civilian operations. Future military operations may also include operations that focus on training and mentoring. Expert tasks often require officers that are on active duty. While deployed, they should continue to serve in the armed forces of their sending state and, hence, be under its national military chain of command and subject to its military discipline rules. As regards Finland, this applies to the Defence Forces regular personnel and persons contracted to crisis management duties pursuant to the Military Crisis Management Act.

It will be increasingly challenging to classify crisis management operations as being of a purely military or civilian nature. Integrated UN missions already bring together military and civilian functions of the UN. Whereas the EU's SSR missions in the Democratic Republic of the Congo (EUSEC RD Congo) and Guinea-Bissau (EU SSR Guinea-Bissau) are in formal terms civilian missions, in practice they are civil-military operations. In the future the distinction between military and civilian crisis management must be assessed more on the basis of the actual tasks rather than on the basis of the type of operation.

Intensified cooperation between the UN and regional organisations will probably result in situations in which the lead organisation of the crisis management operation changes. Decision-making with regard to a continued presence in such situations should be reviewed. Furthermore, attention should be paid to the fact that several similar operations implemented by different international actors in support of common objectives might be simultaneously ongoing in the same area of operations.

## **12 Evaluating effectiveness and making use of lessons learned**

Evaluation, research and development activities promote the systematic development of Finland's crisis management capabilities and capacities. These activities should be developed in close cooperation with the international actors' corresponding processes.

Comprehensive crisis management evaluation methods must be improved at the international and national levels. The results and effectiveness must be assessed from the viewpoint of individual crisis management operations as well as in respect of the overall support allocated to certain crisis area, including development cooperation and humanitarian aid.

International organisations executing operations should primarily be the ones responsible for improving the evaluation of crisis management operations. Finland actively participates, especially, in the work of the EU and NATO. This also calls for improvement of the national evaluation processes. In the future it would also be useful to strengthen Nordic cooperation.

Lessons and experiences from operations should be shared between civilian and military crisis management. Finland emphasises the utilisation of third parties in the evaluation process. The experiences and evaluations of NGOs should more systematically be taken into consideration. Evaluation should include direct feedback to operations, so as to immediately be able to make the most of the observations.

Comprehensive crisis management research should be improved. Research should be directed, among other things, towards questions related to security and development, civil-military coordination and cooperation, evaluation of experiences and effectiveness, promotion of human rights and gender equality as well as local capacity building. In order to ensure efficiency, national research and development projects should be incorporated into international programmes.

Security is also a segment in which sectoral research between ministries and administrative branches is being developed. The Prime Minister's Office leads the security subcommittee of the Advisory Board for Sectoral Research. Comprehensive crisis management should also be promoted in this context.

## 13 Communications

Communications on Finnish and international crisis management activities will be intensified. The goal is active and transparent communications. The purpose is to clearly and distinctly explain the basic tenets of Finnish crisis management participation as well as the objectives and practical details of Finland's participation.

Communications aims at comprehensively providing information. In addition to providing information on crisis management activities, Finland's other activities should also be noted, such as development cooperation and humanitarian aid. This calls for close cooperation between different stakeholders.

Depending on the situation communications may focus on general crisis management participation or on a certain crisis area. Operation-specific communications exploit the joint main messages, prepared at the level of the international lead organisation.

All personnel participating in crisis management tasks, and especially those in leadership positions, bear partial responsibility for communications. Personnel, through their own demeanour, must provide a correct picture of the activities of Finland and the international community. Finnish crisis management personnel should be encouraged to be available to the Finnish media. Personnel deployed to the area of operations must be aware of the main messages agreed at the level of the lead organisation. The instructions issued by the operational lead are to be followed at field level.



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