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Finland´s National Strategy for Civilian Crisis Management

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Abstract

This update of Finland's National Strategy for Civilian Crisis Management presents the vision for Finland's civilian crisis management, defines the goals for Finland to further strengthen its participation and to improve its capacities and skills in civilian crisis management. The strategy takes into account the changes that have occurred in the operating environment.

Finland's National Strategy for Civilian Crisis Management was adopted in 2008. The update of the strategy has been conducted in cooperation by the Ministry for Foreign Affairs and the Ministry of the Interior.

Civilian crisis management belongs to the range of instruments with which Finland participates in efforts to prevent crises and the proliferation of their consequences. According to the vision of the strategy Finland is an active participant and forerunner in the activities and development of the civilian crisis management of the European Union and international organisations. Crisis management effectiveness is a theme which will receive increasing attention.

It is Finland's aim that international civilian crisis management be coordinated expert action, based on strengthening human rights, democracy, social and gender equality, which, pursuant to rule of law principles, promotes peace, stability and sustainable development. The strategy also draws attention to women's role in crisis management and conflicts.

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FOREWORD

Civilian crisis management belongs to the range of instruments with which Finland participates in efforts to prevent crises and the proliferation of their consequences. Finland's National Strategy for Civilian Crisis Management, adopted in 2008, strengthened Finland's preparedness to participate in civilian crisis management. The Strategy has been updated according to Prime Minister Jyrki Katainen's Government Programme. This Strategy presents the vision for Finland's civilian crisis management, defines the goals for Finland to further strengthen its participation and to improve its capacities and skills in civilian crisis management.

Decisions regarding the time and manner of how to use the instruments of civilian crisis management are taken in the course of international cooperation. International organisations and the European Union may be leading several military and civilian crisis management missions of different types in the same conflict area. For this reason it is important to promote coordination between international actors and to strengthen the comprehensive approach in the planning and implementation of missions. Finland promotes this in both international cooperation and in its own crisis management participation.

Civilian crisis management is an element of Finland's foreign and security policy. The tasks of civilian crisis management may include support, monitoring, advising and training or, for example, executive tasks in the law enforcement sector. Civilian crisis management also advances the prevention and management of cross-border threats.

In recent years the focus of Finland's civilian crisis management has been on Afghanistan, Kosovo and Georgia.

The updating of the National Strategy for Civilian Crisis Management also takes into account the changes that have occurred in the operating environment, including the Lisbon Treaty's entry into force. Crisis management effectiveness is a theme which will receive increasing attention. Mediation and the ambition to participate in the political missions of the UN, for example, are addressed in the update.

The increasingly demanding operating environments in civilian crisis management missions pose challenges as regards training, recruiting and equipping civilian crisis management experts. The goal is that Finland, when needed, can second a sufficient number of qualified experts to civilian crisis management posts even on short notice, as required by the focus areas of our participation.

The update of the National Strategy for Civilian Crisis Management is being published just as the Organization for Security and Co-operation in Europe (OSCE) has deployed a Special Monitoring Mission to Ukraine. Finland nominated its first experts to the monitoring mission in less than 24 hours from the OSCE's decision to deploy the mission. This is a timely reminder of the fact that Finland can rapidly offer its competence and experts to demanding civilian crisis management tasks and, by doing so, advance the efforts of the international community to stabilise a situation.

Minister for Foreign Affairs Erkki Tuomioja

Minister of the Interior Päivi Räsänen

1 THE FINNISH CIVILIAN CRISIS MANAGEMENT VISION

Finland is an active participant and forerunner in the activities and development of the civilian crisis management of the European Union (EU) and international organisations.

It is Finland's aim that international civilian crisis management be coordinated expert action, based on strengthening human rights, democracy, social and gender equality, which, pursuant to rule of law principles, promotes peace, stability and sustainable development.

2 CIVILIAN CRISIS MANAGEMENT AS AN ELEMENT OF FOREIGN AND SECURITY POLICY

The goal of civilian crisis management is to restore the functioning of society by seconding impartial, non-military expert assistance to crisis areas. Civilian crisis management supports the development of the state's key societal activities and the strengthening of its vital functions.

Civilian crisis management does not only encompass conflict prevention and measures aimed at maintaining peace and stability, but also longer-term interim actions designed to strengthen civil administration, the rule of law, human rights and democracy. The tasks of civilian crisis management range from support, monitoring, advising and training to acting as surrogates for different authorities, such as the police or the judiciary in executive missions.

Participation in international crisis management is a key element of Finland's foreign and security policy. The aim is to concentrate our participation on those missions which are important for our foreign and security policy. Finland participates in international cooperation to secure peace and human rights and to bolster the societal development of crisis-ridden nations. Civilian crisis management is a part of the broad, comprehensive range of instruments with which Finland aims to stabilise conflict areas across the globe, prevent the proliferation of new, global threats and, by doing so, also enhance Finland's own security. Civilian crisis management also advances the prevention and management of cross-border threats. At the same time, Finland participates in international responsibility-sharing and supports conflict prevention and resolution, and peacebuilding.

Civilian crisis management and associated cooperation has an important role in Finland's relations with individual countries and international organisations. Civilian crisis management increases Finland's international clout and profile, and develops Finnish know-how. The focus of Finland's civilian crisis management participation lies on the European Union's civilian crisis management missions. Finland aims to strengthen the EU's civilian crisis management capacity as part of the Common Foreign and Security Policy of the European Union. Finland also deploys civilian crisis management capabilities to the missions carried out by the United Nations (UN), the Organization for Security and Co-operation in Europe (OSCE) and the Council of Europe (CE), or to missions that are considered to be civilian crisis management, for instance together with the North Atlantic Treaty Organization (NATO). Cooperation also goes on between the Nordic countries and other country groupings.

Finland aims to develop the effectiveness of crisis management, impact assessments and its capacities to participate in crisis management in a comprehensive manner which takes into account Finland's fortes. Finland underscores the need for cooperation and coordination between different instruments such as civilian and military crisis management, mediation, development cooperation, humanitarian assistance, diplomacy, and economic relations and sanctions. While the roles and responsibilities of these functions are distinct, they can be mutually complementary. It is important to recognise the role of NGOs in civilian crisis management.

The target for the average annual level of Finnish experts deployed to civilian crisis management missions is 150. The goal is to second Finnish experts to senior level posts, and other important positions in civilian crisis management missions. When there are enough Finnish experts working within the organs of the EU, UN, OSCE and other international organisations, Finland can influence the development of international civilian crisis management and the planning and implementation of missions. The required financial resources for seconding experts and domestic capacity building will be earmarked.

Pursuant to the division of competence laid down in the Act on the Participation of Civilian Personnel in Crisis Management (1287/2004), the Ministry for Foreign Affairs is responsible for issues concerning the participation of civilian personnel in crisis management. The Ministry of the Interior is responsible for

issues concerning national readiness and issues concerning the provision of aid falling within the purview of rescue services under the Rescue Services Act.

Decisions concerning participation in civilian crisis management missions are based on Finland's foreign and security policy goals. The decisions take the crisis area's own needs, the mandate of the mission and the operating environment into consideration. As the decision on participation is being taken, the goals of justice and home affairs as well as the national capacity to participate in missions are taken into account.

The Ministry for Foreign Affairs takes the decision on Finland's participation in a civilian crisis management mission. Government Bill 206/2004 defines the process through which matters related to civilian crisis management missions are referred to the Cabinet Committee on Foreign and Security Policy, and matters related to the EU's civilian crisis management missions to the Cabinet Committee on European Union Affairs.

2.1 Cross-cutting themes in Finnish civilian crisis management

Advancing human rights and equality, strengthening the rule of law as well as the comprehensive approach are cross-cutting themes in Finland's foreign policy which reflect on civilian crisis management and its development. Finland actively promotes these themes on international fora in conjunction with civilian crisis management. These cross-cutting themes will be taken into account when Finnish experts are trained and when experts are nominated to international civilian crisis management posts.

Respecting human rights. An active human rights policy and compliance with international human rights conventions are integral elements in Finland's civilian crisis management in its entirety.

Advancing social and gender equality. Finland advances the principles of social and gender equality and non-discrimination in all sectors of civilian crisis management. In civilian crisis management Finland implements the National Action Plan 'Women, Peace and Security', which is based on UN Security Council Resolution 1325. In matters related to civilian crisis management Finland endeavours to improve the status of women and girls in crisis areas, strengthen its capacity and competence in questions related to Resolution 1325, and advance the materialisation of gender equality. Finland works for the incorporation of the objectives of the 'Women, Peace and Security' resolutions into the mandates and operational documents of missions. Finland supports the objectives of international organisations in increasing the number of women participating in crisis management and in other international tasks related to peace and security. In civilian crisis management Finland also takes into consideration UN Security Council Resolution 1612 on Children in Armed Conflict.

Strengthening the rule of law principle. Strengthening the rule of law principle is a central goal in Finland's civilian crisis management. In order to bolster the basic structures of societies Finland supports the strengthening of the crisis areas' own security sectors and the rule of law, as well as training the local security authorities. Respecting and implementing human and basic rights that belong to everyone, women and children included, must be the cornerstone for the rule of law. An important feature in strengthening the rule of law principle involves safeguarding the operating conditions for national human rights institutions. Basic rights, criminal and procedural law, and civil law that affects the everyday life of citizens are all part and parcel of strengthening the rule of law principle. As the criminal justice system is being developed one must take into consideration the entire chain of criminal justice: from pre-trial investigation to prosecution, all the way to the functioning of criminal courts and criminal sanctions.

Taking into account the comprehensive approach. When it comes to civilian crisis management Finland coherently emphasises the principle of comprehensiveness. According to the comprehensive approach, civilian and military crisis management as well as development cooperation and humanitarian assistance must be coordinated with each other so as to achieve the best possible synergies and lasting

results. Their shared goal is to support the post-conflict rehabilitation of society and to strengthen human security. It is also possible to make an impact on the situation in target areas by means of diplomacy and trade policy. Finland's Comprehensive Crisis Management Strategy and its implementation intensify Finland's participation and increase effectiveness. All of the above acknowledges the neutral and impartial of humanitarian assistance.

2.2 Civilian crisis management environments

Nearly fifty of the world's nations can be categorised as fragile. More than 1.5 billion people live in states that suffer from violent conflict or perpetual political and criminal violence, which causes immeasurable human suffering, distress and insecurity.

Economic and social inequity, violations of democracy and human rights and the impotence of the rule of law undermine the capacity and legitimacy of states. Weak institutions, suffering from a lack of authority and powers, are unable to generate security, justice or economic growth that fosters employment.

The condition of fragile states can turn into more extensive conflicts, resulting in humanitarian crises. The consequences of regional and local conflicts increasingly spread beyond their immediate surroundings. Conflict-ridden areas and fragile states may become a spawning ground for extremism, terrorism and organised crime. Such development may negatively impact the internal security of the European Union and Finland.

The challenges posed by fragile states have increased the demand for more wide-ranging civilian crisis management competence and expert assistance so as to reform the security sector in crisis areas. The aim is to improve the capacity and comprehensive accountability of the target area's own administration by means of civilian crisis management. When it comes to a successful transfer of responsibility it is essential to focus on local ownership and, among other things, the development of the state's own civilian capacity.

The operating conditions of civilian crisis management are increasingly demanding and risky as regards staff security; this has spawned debate regarding the security arrangements for seconded experts. The missions are ever more distant from Europe, carried out in extremely wide-ranging natural and working conditions, which underscores the importance of the missions' logistics, equipment and maintenance. Changes in the operating environment pose new challenges to domestic capacities, and require good communications. The development of better communications for the EU and international organisations which serve the special situations in civilian crisis management comes to the forefront.

The ever more challenging operating environments of civilian crisis management pose new demands for civil-military cooperation. Complex crises often require both military and civilian crisis management as well as other civilian activities, which, as such, only highlights the significance of cooperation between the actors. The key shared areas in civil-military cooperation are training, research and material, logistics and expert assistance as well as the coordination of recruitment and the compilation of a situation picture. Civilian crisis management must be evaluated and, when necessary, tailored to meet the requirements of the international operating environment. Legislation must never be allowed to impede comprehensive action in crisis management.

2.3 The international framework of civilian crisis management

The European Union. The EU is the most important framework for Finland's civilian crisis management. The EU has continually strengthened its role as a civilian crisis management actor. Civilian crisis management, carried out under the auspices of the Common Security and Defence Policy (CSDP), supports the effectiveness of the EU's external action and bolsters the international standing of the Union. Finland aims to ensure that the EU can act in a more efficient, unified and coherent manner in the area of the CSDP.

Following the Lisbon Treaty, more comprehensive action has increasingly incorporated civilian crisis management into the EU's other actions and policies in crisis areas. The goal of the comprehensive approach is to more efficiently and coherently utilise the EU's external action instruments, ranging from conflict prevention to post-conflict recovery. The EU aims to apply the approach in such a manner that makes civilian crisis management and the EU's other actions, such as the Commission's programmes and policies, mutually complementary, and that all of them are taken into consideration when planning new action in crisis areas. Especially when civilian crisis management activities are planned to come to a close in an area, it should be ensured that the EU's participation continues in that area through other instruments and policies.

The EU's civilian crisis management places emphasis on more expansive rule of law-progress which extends beyond security tasks. The focus areas include the development of policing, strengthening the civil administration and the rule of law principle, monitoring and, progressively more, tasks related to border security. A goal of the EU's civilian crisis management is to mainstream human rights and gender equality considerations into all activities. Finland actively influences the development of the EU's work on 'Women, Peace and Security', the planning of its implementation, reporting and follow-up, and promotes the earmarking of sufficient resources for gender equality awareness within the EU's crisis management structures.

Strengthening cooperation between the EU's crisis management and the field of justice and home affairs creates new opportunities for the Union's civilian crisis management. It is important to intensify cooperation between these policy areas so as to be able to meet the goals of foreign and security policy as well as justice and home affairs. Stronger cooperation also guarantees a sufficient number of experts available for civilian crisis management.

From the very beginning Finland has participated in developing the EU's civilian crisis management. Finland is still one of the most active EU Member States participating in the Union's civilian crisis management. Consequently, Finland's influence in the European Union has risen. Such influence must also be maintained by seconding Finns to such posts in which it is possible to shape the development of civilian crisis management policies, concepts and modes of operation.

Finland does not consider it a must to participate in all missions in order to keep pace with the EU's civilian crisis management expansion. The aim is to concentrate on important missions from the standpoint of foreign and security policy and the field of justice and home affairs as well as on missions in which Finland's input can achieve special added value and effectiveness, and which can be implemented in view of its domestic capacities.

Finland actively participates in the development of the EU's civilian crisis management structures, strategies, concepts and capabilities, and in the planning and implementation of missions. Finland is working to help the EU develop its crisis management capacity as an entirety, and is doing what it can to motivate the Union to acquire the resources needed for the implementation of commonly agreed crisis management missions.

Nordic cooperation, especially with Sweden, continues to be important. The countries cooperate in improving training and research, for example.

Finland believes that the participation of third countries in the EU's civilian crisis management is important in order to secure the required civilian crisis management resources. Furthermore, this opens an avenue for tangible cooperation and increases awareness about the EU's crisis management activities in third countries. Finland promotes the intensification of cooperation between the EU, third countries and other key international actors.

The EU's civilian crisis management structures

The Crisis Management and Planning Directorate (CMPD) and the Civilian Planning and Conduct Capability (CPCC), reporting directly to the High Representative, are the most important actors in the EU's civilian crisis management. Among other things, the CMPD is responsible for strategic planning, strategy reviews, training concepts and agreements with third countries as regards the EU's new civilian crisis management missions. The CPCC is responsible for leading the missions and their operational action.

The CMPD's and CPCC's core staff consist of European External Action Service officials. Moreover, both directorates heavily depend on national experts seconded by Member States. The experts participate in the preparation of the EU's civilian crisis management guidelines and decisions, and in presenting them to the representatives of the Member States. The Committee for Civilian Aspects of Crisis Management (CIVCOM) handles and prepares matters related to civilian crisis management for the consideration of the Political and Security Committee (PSC).

The Foreign Affairs Council, chaired by the High Representative, takes the political decisions on civilian crisis management. The PSC assists the Foreign Affairs Council in the preparation of matters. The PSC, under the guidance of the Foreign Affairs Council, also sees to the political supervision and strategic control of crisis management missions.

The United Nations. Pursuant to the Charter of the United Nations (UN) the Security Council bears the 'primary responsibility for the maintenance of international peace and security'. Even though civilian crisis management is not an established term in the UN context, corresponding action is widely implemented by the UN as part of conflict prevention, peacekeeping and peacebuilding. Unlike in the EU, the police and other civilian experts are separated into groups of their own in UN peacekeeping.

In recent years the UN has strengthened coherence between peace, security and development, and intensified coordination in its field activities. New, large peacekeeping operations have been carried out in such an integrated manner that, in addition to the military contingent, they also comprise extensive police and civilian components. The UN aims to strengthen civilian expertise in its own operational capabilities, in its partner organisations as well as in the local structures of countries recovering from conflict.

UN Peacekeeping operations are carried out under the Department of Peacekeeping Operations (DPKO). In turn, the Department of Political Affairs (DPA) in the UN Secretariat administers the political missions, which include operations that seek political solution as well as peacebuilding operations and regional UN operations focused on preventive action.

Finland's peacebuilding-oriented support to the UN has focused on training, strengthening the rule of law, and social and gender equality. Finland promotes the materialisation of gender equality and

increasing the share of women in UN operations. Finland's involvement in strengthening international mediation capacities has also got its offer to provide expertise related to mediation and to tasks in political processes onto the agenda.

Finland has played a central role in raising the significance of mediation in the UN for the past couple of years. Mediation complements the range of instruments in comprehensive crisis management and it can be utilised in every phase of a conflict, including conflict prevention and peacebuilding. Political missions and mediation are clearly associated with each other.

In recent years Finland's participation in UN peacekeeping operations as regards police and other civilian expert tasks has been scant. In the field of international search and rescue activities the UN, including its Agencies, is a significant partner. The aim is to increase the number of Finnish civilian experts in UN posts, placing emphasis on policing and strengthening the rule of law. In this context a particular goal is to increase the participation of female police officers. The ongoing work in the UN to bolster civilian capacities may open up new venues for seconding Finnish experts to UN tasks.

The Organization for Security and Co-operation in Europe (OSCE). The Organization for Security and Co-operation in Europe extensively implements actions comparable to civilian crisis management as part of conflict prevention and peacebuilding. The OSCE's actions comparable to civilian crisis management became commonplace as early as the beginning of the 1990s. The point of departure, pursuant to the Charter, is a comprehensive concept of security which combines the politico-military dimension, the economic and environmental dimension and the human dimension of security.

The Office for Democratic Institutions and Human Rights (ODIHR) monitors elections and supports the participating States in the implementation of human rights commitments. Field operations are the organisation's most important instrument. In addition to conflict prevention the tasks of field operations include strengthening the rule of law principle, promoting democracy and human rights and supporting the status of minorities.

Finland apportions civilian crisis management related support to the Secretariat of the OSCE, its institutions or field missions on a case-by-case basis. Finland's thematic focus areas in project cooperation with the OSCE include supporting the rule of law, civil society and democracy, and improving the status of women.

The Council of Europe is the oldest cooperation and human rights organisation in Europe. From the standpoint of civilian crisis management the Council is a producer of crisis management standards, rather than an operational actor. Its basic function is to strengthen human rights and European security by advancing democracy and the rule of law in Europe. The strong suit of the Council of Europe is its binding network of human rights conventions which also includes the implementation mechanisms of said conventions. The European Convention on Human Rights, in particular, and several other conventions of the Council have created binding standards regarding the independence of courts, fair trials, international criminal justice cooperation and, for example, the treatment of prisoners.

The foundation of the action of the Council of Europe is largely consistent with the goals of civilian crisis management. The Council actively provides contents and standards for the purpose of advancing good governance and local democracy. It significantly supports and assists newly independent or democratising states in their preparations on establishing their constitutional or electoral systems.

The North Atlantic Treaty Organization. Following the lessons learned in Afghanistan, the North Atlantic Treaty Organization (NATO) has improved its comprehensive crisis management concept. The approach emphasises the importance of civil-military cooperation and the interrelationship between stability and development. NATO, however, has no ambition of becoming a major actor in civilian crisis management, even though the recognition of the comprehensive approach does introduce civilian crisis management components into its operations. For example, in Afghanistan NATO has conducted an important support mission for strengthening the rule of law which has included police training.

In order to improve cooperation NATO has established a civil-military cooperation section at the operations division of its international staff, and a multi-talent expert pool from which civilian expertise can be recruited to support the planning and implementation of NATO operations. The UN and the European Union are key NATO partners. The EU and NATO seek closer cooperation in crisis management, especially on the ground, which has been evident among other things in Kosovo (KFOR and EULEX Kosovo) and Afghanistan (ISAF and EUPOL Afghanistan).

Cooperation with other organisations. Non-governmental organisations are pivotal actors in developing and strengthening societies, and they can also support the goals of civilian crisis management. The NGOs are often present on the ground before the conflict escalates, and they continue their work after the actual crisis management mission has left the area. Due to their long-term activities NGOs possess plenty of valuable information and experience about the conditions in crisis areas. Finland aims to improve coordination between civilian crisis management actors in crisis areas, and encourages them to cooperate with the local civil society.

Finnish NGOs widely operate in fragile states and have cooperated for years with, especially, the Ministry for Foreign Affairs and the Ministry of the Interior in the field of civilian crisis management. For example, the Civil Society Conflict Prevention Network KATU, which coordinates Finnish NGOs' action related to conflict prevention and the management of crises, actively participates in the Advisory Board on Civilian Crisis Management operating under the auspices of the Ministry of the Interior.

2.4 Where civilian crisis management and internal security come together

The consequences of crises and conflicts increasingly extend beyond the immediate vicinities of crisis areas. Civilian crisis management, for its part, aims to limit the proliferation of the consequences of crises to a wider area.

In the European Union the development of the Member States' internal security is viewed as a common challenge for the home and foreign affairs administrations. Certain security threats such as serious or organised crime, border security threats, uncontrollable migrations or the spread of terrorism can be tackled early on by increasing operational cooperation between the law enforcement authorities and by the systematic exchange of information between the civilian crisis management mission's target area, the EU's Agencies and its Member States.

The Standing Committee on Internal Security (COSI) promotes and strengthens the coordination of operational actions within the EU in matters related to internal security. Considering the international nature of crime and other security risks, Finland has actively influenced the development of the EU's Common Security and Defence Policy as well as justice and home affairs, and has endeavoured to intensify the linkage between civilian crisis management and the EU's internal security policies.

The relationship between internal and external security is also taken into account in the development of Finland's civilian crisis management capabilities. The international experience of experts that have participated in civilian crisis management tasks will be utilised in this context.

3 DEVELOPING DOMESTIC CAPACITIES

The Ministry of the Interior is responsible for domestic capacity building. This includes tasks related to seconding civilian crisis management experts, such as recruitment and civilian crisis management training, maintaining material and logistical readiness, cooperating with NGOs, and coordinating the preparation of matters related to the maintenance and development of domestic capacities between different administrative branches.

From the perspective of strengthening Finland's participation and profile, the most important task related to domestic capacity involves the maintenance of a sufficient pool of experts, which includes recruitment. The primary domestic capacity related task in civilian crisis management is to ensure that the quantity and quality of experts properly correspond to civilian crisis management participation and its focus areas. When it comes to civilian crisis management Finland places emphasis on police, rule of law, border security, human rights and gender equality expertise. Delicate situations in crisis areas demand mastery in human rights questions. The breadth of competence and domestic capacities, comprehensiveness and close cooperation between different actors are the fortes of Finnish civilian crisis management.

In addition to police, rule of law, border security, human rights and gender equality expertise, Finland is improving its capacity in offering civilian crisis management related niche capabilities to those situations that call for special expertise such as forensic pathology, victim identification and investigation of war crimes, rapid search and rescue support to supplement the local capacity, and different techniques for criminal sanctions, such as correctional services. One should also look into other fields within the judicial sector, from which Finland has a lot to offer, such as the development of legal services, legal assistance and areas involving access to justice. Attention will be paid to competence related to the operating environment as well as conflict and culture sensitivity. There is a global demand for Finnish civilian crisis management know-how. The aim is to increase the export of expertise in civilian crisis management, social and gender equality and international security.

The increasingly demanding operating environments in civilian crisis management pose challenges as regards training, recruiting and equipping civilian crisis management experts. Mission-level arrangements play a central role with regard to the equipment. The aim is to improve the equipment, for example in the EU's civilian crisis management, so as to be able to launch missions more efficiently. Deploying experts far away from home to ever more risky working conditions demands that the State, as the employer, bears its responsibility and guarantees the security of experts. As part of human resources management the security of experts is seen to by maintaining properly functioning on-call and situation picture systems, and by appropriately equipping the experts. Finland also aims to promote better consideration and development of security topics at the EU level. Experts´ employment relationship governed by law-regarding the maximum continuous period in the service-will be coherently considered in view of the national goals, mission-specific needs and demands and screenings carried out by occupational health services.

Crisis Management Centre Finland

Crisis Management Centre Finland (CMC Finland), reporting to the Ministry of the Interior, is a national and international centre of excellence in civilian crisis management. Its tasks include the training of experts, recruitment to international civilian crisis management posts, maintenance of logistic and material readiness, associated research and development and project management.

CMC Finland was founded in 2007 as part of the Emergency Services College in Kuopio. At that time the tasks of the Centre included crisis management training for civilian personnel and seeing to research and development for domestic capacity building. Ever since 2008 CMC Finland has been responsible for all operational duties associated with domestic capacities for civilian crisis management. Recruitment and training encompass just as much the public administration as the private sector and representatives of organisations, irrespective of the background occupations of the experts. Since 2009 CMC Finland has also been responsible for the operational tasks of international search and rescue activities.

3.1 Core values

Transparency and principle of public access. Transparency in civilian crisis management, actively informing the public and maximum publicity lay the foundation for the acceptance of civilian crisis management activities and its goals in society.

Transparency is a part of good governance and promotes the participation of different administrative branches, NGOs and other stakeholders in the debate on civilian crisis management. Active communication and information ensure that the experts in different fields are adequately informed on how to apply for a post in civilian crisis management. Communication and information on civilian crisis management tasks must also be active and motivating within the different branches of the administration so that those interested in said tasks are informed on how to apply for training and actual crisis management posts.

Professionalism and reliability. The demands for expertise and professionalism keep growing along with the transformation of the operating environments of civilian crisis management.

When it comes to professionalism in civilian crisis management the experts' ability to evaluate and improve their competence, cooperation and interpersonal skills, and the ability to prioritise the goals of the task in different types of positions and missions is of prime importance. Reliability, impartiality and multicultural awareness are part of the civilian crisis management experts' professional skills.

Adaptability. Meeting the challenges of the transforming international operating environment requires adaptability in civilian crisis management participation and the development of capabilities.

Adaptability means that Finnish civilian crisis management activities and its experts must possess the faculties for renewal and the capability to develop their skills and preparedness in line with the requirements of the operating environment. Participation in civilian crisis management and domestic capacity are built on anticipation, systematic planning and continuity.

Cooperation and active involvement. Civilian crisis management activities require national and international cooperation, active involvement and networking.

When it comes to coordinating the goals of different actors in civilian crisis management, cooperation is required at the national, international and operational level. Sufficient involvement requires that various actors, different branches of administration, the NGOs and other stakeholders receive an opportunity to participate in the planning and implementation of civilian crisis management.

3.2 Training

The most important task of civilian crisis management training is to ensure that Finland has a sufficient number of trained experts to match our civilian crisis management participation and its focus areas.

The basic training of civilian crisis management will be strengthened and developed to meet the demands of operating environments and the requirements of missions in civilian crisis management. Training will take into account the factors associated with the experts' security. The key point in civilian

crisis management training is to increase the experts' competence in human rights, democracy, the rule of law and gender equality. Cooperation will be further intensified between the educators and educational establishments operating under the Interior Ministry, and within the framework of a comprehensive crisis management centre of excellence so as to improve the quality of training.

Training arrangements strive for uniformity between the training requirements of the EU and the UN by working in close cooperation with other educational establishments and training institutions such as the ENTRI (Europe's New Training Initiative for Civilian Crisis Management), the ESDC (European Security and Defence College) and CEPOL (European Police College). Participation in international training cooperation serves the development of national training activities.

CMC Finland actively cooperates with the European, especially Nordic, and other similar international centres. The centres have already been involved in student and teacher exchanges for years. Furthermore, in the field of police education the Nordic countries actively cooperate with each other.

The export of education and training expertise is one way to implement civilian crisis management in crisis areas. With regard to international crisis management and development cooperation, support to societies and administrative structures in conflict-ridden and fragile regions continues to receive increasing attention. Education plays a central role in this.

3.3 Recruitment

The goal of recruitment and human resources management is to ensure that Finland is able to nominate and deploy qualified experts to civilian crisis management posts even on short notice.

The personnel requirements for different missions are systematically anticipated in the recruitment process and in the experts' job descriptions according to the focus areas of the civilian crisis management participation. The focus areas and recruitment are directly associated with the selection of trainees. Open information and an up-to-date register of experts play central roles in recruitment. Securing the vital functions of our society may limit the recruitment base, as the civilian crisis management posts increasingly call for special expertise.

Successful recruitment can only be achieved when the leadership of the different bodies that deploy experts commit to crisis management policy and national preparedness goals, which entails systematic and motivating human resources policies at the different administrative branches. The organisations that deploy experts should view international civilian crisis management experience as a resource which can be utilised to the maximum extent in national activities.

The experts' domestic work experience and international civilian crisis management experience are to be increased in a balanced manner. In the long term this makes it possible to nominate a sufficient number of qualified experts to senior level posts in missions. Experts are encouraged to apply for more demanding duties, and this will be supported by proper training.

Different authorities and other actors such as universities and NGOs will engage in close cooperation on questions related to civilian personnel participation.

The share of women among civilian crisis management experts will methodically be raised with the goal of improving the status of women and girls in crisis areas. Finland continues to nominate and support the placement of women in middle and senior level posts in civilian crisis management.

3.4 The legal status of experts

Both the civilian crisis management experts and CMC Finland, the State employer, must have a clear understanding of their rights and obligations.

Pursuant to the Act on the Participation of Civilian Personnel in Crisis Management, a person deployed abroad has a fixed-term employment relationship, governed by public law, with the State, which is represented by the Emergency Services College as the employer. For this purpose the Emergency Services College has Crisis Management Centre Finland. The aforementioned Act lays down the provisions on the person's rights and obligations. Other provisions on the legal status of persons in employment relationships are laid down in the State Civil Servants Act.

During 2010-2011 the working group which studied the legal status of civilian crisis management experts analysed the legal questions of civilian crisis management from the perspective of the status of participating experts and their legal obligations. According to the working group's recommendations, in particular, questions related to the experts' obligations under criminal and civil servant law should be analysed, and any possible clarifications and needs for reviewing the legislation should be brought up.

In line with the established arrangements of international civilian crisis management, states deploy individual civilian crisis management experts to multinational missions where they work under the guidance of the head of mission. The status, actions and duties of the seconded experts are written in the mission's personnel guidelines, operational documents and the responsibilities detailed in each expert's job description, which are carried out within the framework of their national legislation.

Any use of force in civilian crisis management depends on the mission's operational guidelines and national legislation. The Ministry of the Interior is presently engaged in a project in which the Act on the Participation of Civilian Personnel in Crisis Management and the Border Guard Administration Act are to be amended by clarifying the legal status of experts participating in civilian crisis management missions as regards carrying weapons and other means of use of force, using force and acting in self-defence.

Finland believes that any possible need to use force in civilian crisis management missions should carefully be analysed in the mission's preparatory phase and, as a rule, one should abstain from the use of force. Finland can continue to participate in civilian crisis management missions which operate under an executive mandate.

Force can only be used within the boundaries of the mission's rules of engagement, and as required by the task. Finland considers the need for an expert to use force on a case-by-case basis. The experts seconded by Finland cannot use force in excess of the national provisions regarding the use of force.

On the whole, security arrangements are uniform for the mission, based on operational documents and the leadership role of the head of mission. Finland supports the intensification of mission-specific joint arrangements for the purpose of improving risk assessments and security arrangements.

3.5 Material and logistic readiness

The experts' equipment takes into account the operational guidelines of the mission, the operating environment and mission-specific special requirements, the experts' own capacities, material arrangements and, especially, factors related to the security of the experts and their personal inviolability.

The possibilities for cooperation in executive and expert assistance as well as the shared use of warehouses are established between different actors. Cooperation with the administrative branch of the Ministry of Defence will be intensified in the development of material and logistic readiness.

3.6 Operational monitoring and situational awareness

National decision-making in civilian crisis management relies on active monitoring of the operating environment and the activities of the civilian crisis management mission as well as the rapid exchange of information. The effects of threats generated by changes in the operating environment are comprehensively considered and analysed.

An up-to-date and complete situation picture will be maintained on civilian crisis management missions, which generates the required information for the purpose of decision-making and recruitment. Among other things, mission reporting and risk assessments are utilised in this.

3.7 Research and development and impact assessment

Civilian crisis management research and development supports civilian crisis management training, recruitment and effectiveness and systematic domestic capability building. Finland's civilian crisis management research and development is internationally networked and advanced. The results are published, disseminated and used both nationally and internationally.

Research can highlight problematic areas in training and recruitment from the standpoint of comprehensiveness. Common research questions in research and development increase the possibilities of developing new forms of domestic civilian crisis management capacities. Research is responsible for the evaluation of domestic capacities, especially the effectiveness and quality of training and recruitment. Effectiveness is also assessed from the viewpoint of civilian crisis management missions. Effectiveness and impacts are also evaluated through the inter-sectoral *Krihava* project which judges the effectiveness of comprehensive crisis management.

3.8 Cooperation with stakeholders and coordination

When it comes to coordinating domestic capacities, the expansion of the range of tasks and stakeholders will be taken into consideration as part of the comprehensive approach. In the coordination between domestic civilian crisis management actors the most important thing is to agree on a straightforward and flexible division of duties between different actors. Coordination ensures that the entirety of domestic capacities is organised in the most appropriate manner, and that all actors are sufficiently informed.

Regarding domestic capacities, comprehensiveness requires coordinated cooperation and an effective and all-inclusive exchange of information between different actors. The duties of the Advisory Board on Civilian Crisis Management are to act as a forum for debate between different administrative branches and the civil society, and to deliberate the development of domestic capacity building.

The expertise of the NGOs will be increasingly utilised so as to promote the comprehensive approach in civilian crisis management, both domestically and in the target areas. Civilian crisis management will adhere to the EU's recommendations on cooperation between the EU and the NGOs. Maintaining and developing domestic capacities require cooperation, in which the NGOs participate in the development and implementation of the goals set in the Government Report.

4 IMPLEMENTATION AND FOLLOW-UP

The goals set in the National Strategy for Civilian Crisis Management will be carried out through the international action strategies, operational policies and performance guidance documents of the administrative branches concerned. The measures will be implemented in practice and, when needed, included as projects within the operating and financial planning process. Follow-up on the materialisation of the results will occur, among other things, through the annual reporting of units under performance management, and the indicators accepted for the performance guidance process. The Advisory Board on Civilian Crisis Management will monitor the implementation of the National Strategy for Civilian Crisis Management, and the materialisation of the goals therein.

Finnish civilian crisis management through the years

1995 Finland participates for the first time in an international UN police mission in Bosnia and Herzegovina (UNMIBH).

2003 The responsibility for civilian crisis management's domestic capacity building is transferred from the Ministry for Foreign Affairs to the Ministry of the Interior. Finland participates in the EU's first police mission (EUPM) in Bosnia and Herzegovina.

2005 The Act on the Participation of Civilian Personnel in Crisis Management (1287/2004) enters into force.

2007 Crisis Management Centre Finland (CMC Finland) is founded at the Emergency Services College in Kuopio.

2008 The Government adopts Finland's National Strategy for Civilian Crisis Management. The desired level of civilian crisis management participation is 150 experts. The operational tasks related to civilian crisis management's domestic capacities are transferred to CMC Finland.

2009 Finland's Comprehensive Crisis Management Strategy is published.

2009 The responsibility for the operational tasks in international search and rescue services is transferred to CMC Finland.

2012 The Government´s Security and Defence Policy Report sets the goal of seconding 150 Finnish experts to civilian crisis management missions.

PRIME MINISTER'S OFFICE
FINLAND

SNELLMANNINKATU 1, HELSINKI
PO BOX 23, 00023 GOVERNMENT,
FINLAND
Tel. +358 9 16001, +358 9 57811
Fax +358 9 1602 2165
julkaisut@vnk.fi
www.vnk.fi/english

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