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National Counter-Terrorism Strategy 2018–2021

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<p>Abstract</p> <p>The changing operating environment and the constantly growing threat of terrorism impose new demands on counter-terrorism. This National Counter-Terrorism Strategy provides actions for responding to those demands. Combating terrorism and violent radicalisation through international security and development cooperation safeguards Finland's national interests and promotes the security of Finland and its population.</p> <p>Prevention of terrorism means addressing the underlying causes of terrorism. Efforts are made to combat and detect terrorist offences as early as possible and to prepare for terrorist incidents. Communications by public authorities support counter-terrorism by preventing harm and dissemination of false information and by treating all population groups equally.</p> <p>The National Counter-Terrorism Strategy sets strategic counter-terrorism objectives, policies and actions. The objectives guide Finland's activities at national and international level. The strategic policies emphasise the active involvement of all actors in the prevention, detection and combatting of terrorism and in incident management. The strategic actions aim to increase the effectiveness of Finland's national and international counter-terrorism efforts.</p> <p>The Ministry of the Interior will monitor the implementation of the National Counter-Terrorism Strategy and prepare an interim report on the Strategy in 2020.</p>			
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Tiivistelmä	<p>Kansallisella terrorismintorjunnan strategialla vastataan vaatimuksiin, joita muuttunut toimintaympäristö ja jatkuvasti kasvanut terrorismin uhka asettavat terrorismintorjunnalle. Terrorismin ja terrorismiin johtavan väkivaltaisen radikalisoitumisen torjunta osana kansainvälistä turvallisuus- ja kehitysyhteistyötä turvaa Suomen kansallisia etuja sekä edistää Suomen ja suomalaisten turvallisuutta.</p> <p>Terrorismin ennaltaehkäisyssä puututaan terrorismin taustasyihin. Terrorismirikoksia ennalta estetään ja paljastetaan mahdollisimman aikaisessa vaiheessa. Terrorismin aiheuttamiin häiriötilanteisiin varaudutaan. Viranomaisviestintä tukee terrorismintorjuntaa estämällä vahinkoja, torjumalla vääriä viestejä ja kohtelemalla kaikkia väestöryhmiä tasa-arvoisesti.</p> <p>Kansallisessa terrorismintorjunnan strategiassa vahvistetaan terrorismintorjunnan strategiset tavoitteet, linjaukset ja toimenpiteet. Tavoitteet ohjaavat Suomen toimintaa kansallisesti ja kansainvälisesti. Linjauksissa korostetaan kaikkien toimijoiden aktiivisuutta terrorismin ennaltaehkäisyssä, paljastamisessa, estämisessä ja häiriötilanteiden hallinnassa. Toimenpiteillä pyritään tehostamaan Suomen kansallista ja kansainvälistä toimintaa terrorismintorjunnassa.</p> <p>Sisäministeriö seuraa kansallisen terrorismintorjunnan strategian toteutumista ja laatii väliraportin vuonna 2020.</p>	
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Referat	<p>Genom den nationella strategin för bekämpning av terrorism bemöts de krav som den förändrade omvärlden och det kontinuerligt ökade hotet om terrorism ställer för terrorismbekämpningen. Bekämpningen av terrorism och av den våldsbejakande radikaliserings som leder till terrorism tryggar som en del av det internationella säkerhets- och utvecklingssamarbetet Finlands nationella intressen samt främjar Finlands och finländarnas säkerhet.</p> <p>I förebyggandet av terrorism ingriper man i orsakerna till terrorismen. Terroristbrott förebyggs och avslöjas i ett så tidigt skede som möjligt. Det finns beredskap för störningar som förorsakas av terrorism. Myndighetskommunikationen stödjer kampen mot terrorism genom att förhindra skador, bekämpa felaktig kommunikation och behandla alla befolkningsgrupper jämlit.</p> <p>I den nationella strategin för bekämpning av terrorism fastställs de strategiska målen, riktlinjerna och åtgärderna för terrorismbekämpningen. Målen styr Finlands verksamhet både nationellt och internationellt. I riktlinjerna framhålls vikten av att alla aktörer agerar aktivt när det gäller förebyggande, avslöjande och förhindrande av terrorism samt hantering av störningar. Genom åtgärderna strävar man efter att effektivisera Finlands nationella och internationella verksamhet inom bekämpningen av terrorism.</p> <p>Inrikesministeriet följer genomförandet av den nationella strategin för bekämpning av terrorism och kommer att utarbeta en halvtidsrapport 2020.</p>	
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FOREWORD

Finland's National Counter-Terrorism Strategy was adopted in 2010 and updated in 2014. Changes in the operating environment and threats concerning Finland share the common traits of rapid evolution, high unpredictability and cross-border impacts. Changes in the operating environment blur the traditional divide between internal and external security, and require a more effective capability to identify threats and to engage in broad-based cooperation in the field of counter-terrorism.

Terrorism is a threat to national security on numerous levels. Violence against members of society, decision-makers and decision-making abilities constitutes a threat to the autonomy of the State and the concrete safety of its citizens. Finland's counter-terrorism preparedness and capabilities arise from systematic, sustained and close cooperation among all authorities and other actors in society. Planning, procurements, allocation of responsibilities among actors and exercises carried out under normal conditions provide the framework to enable effective action in the event of an incident. The objectives of the National Counter-Terrorism Strategy are to prevent terrorism, safeguard Finland's counter-terrorism capabilities, create the framework for operating models encompassing all of society, and guide and direct the allocation of counter-terrorism resources and the development of legislation.

The Counter-Terrorism Strategy has been updated with the objectives of describing the steps required to safeguard counter-terrorism capabilities, laying down long-term policies, achieving consistency with other resolutions and strategies, and enhancing the scope of action available to the authorities in addressing and influencing the actions of counter-terrorism target individuals seeking to enter Finland or residing here. The policies primarily underpin Finland's national interests, create the framework for the accomplishment of strategic actions, and encourage actors to engage in active cooperation. The national counter-terrorism focus areas and policies will be taken into account when preparing for Finland's upcoming Presidency of the Council of the EU in 2019.

Unlike the previous Counter-Terrorism Strategy, this updated version presents strategic actions in a separate Appendix. Underlying this decision is the desire to make the actions easier to update to reflect the situation prevailing at any given time and also to facilitate the monitoring of their implementation. The resolution concerning Counter-Terrorism Strategy was made in the Government's general session.

Minister of the Interior Kai Mykkänen
November 2018

1 Current status

1.1 Situation awareness on terrorism

The threat of radical Islamist terrorism is high. The majority of radical Islamist terrorist attacks take place in conflict zones, such as Syria, Iraq, Nigeria, Somalia and Afghanistan. In the years 2015–2018, dozens of terrorist attacks were carried out in Europe. Conflict zones serve partly as a breeding ground for radical Islamist terrorism, as apparent from the success of the terrorist organisation ISIL in Syria and Iraq, for example.

At the time of drafting this Strategy, the greatest international threat of radical Islamist terrorism is posed by ISIL and Al-Qaida, which have nonetheless evolved and adapted to changes in the operating environment. Since 2014, ISIL has been the most active terror organisation capable of directing strikes from conflict areas, enabling terrorist activities in the West and inspiring individual actors around the world. While the counter-terrorism operations of the international military coalition and Russia have caused ISIL to lose considerable territory, this does not wholly eliminate the threat that it poses, as radical Islamist ideology is likely to retain its following.

Developments in radical Islamist terrorism over recent years include greater diversity in the profiles of the persons involved in terrorist activities, an increase in the use of simple attack methods and the number of attacks on soft targets, and the generation of effective propaganda. The attacks have sought to maximise the victim count. Propaganda spurs on attacks even in cases where the attacker lacks commitment to a given terrorist organisation's ideology. The rise in the number of foreign fighters that peaked with the establishment of the ISIL caliphate has subsided for the time being, but persons linked to terrorism who are exiting or returning to Europe or have been dispatched here pose a potential terrorist threat.

Individual actors or small cells also constitute the greatest threat in respect of violent extremist movements. The extremist left and anarchists target, for example multinational corporations, banks, diplomatic missions and European Union institutions. While such

strikes cause mainly material damage, certain methods favoured by anarchists, such as letter bombs, always constitute a concrete threat to life and health. High numbers of asylum seekers and the spread of radical Islamist terrorism to the West have mobilised the extremist right and increased the threat of far right terrorism. The number of actual terror attacks or terrorist plots detected has not risen, however. Typical targets for strikes by the violent extremist right are ethnic minorities and political rivals. The threat of ethno-nationalist and separatist terrorism in Europe is very low in the overall assessment and the actions of such groups tend to be strictly local.

Means of supporting terrorism in the West include fundraising, radicalisation, recruitment and enabling the travel of foreign fighters to conflict zones from Europe or vice versa. International money transfer providers, the hawala money transfer system active in the Middle East and north-east Africa, and cash couriers play key roles in moving funds outside Europe or to Finland from outside Europe. Strikes carried out by individual actors using simple methods do not necessarily require systematic funding, however.

In Finland, counter-terrorism activities have seen major changes since 2014 in response to the changing operating environment and the constantly growing threat. The phenomenon of foreign fighters, the rise in radical Islamist propaganda targeting Finland and attempts to incite violence here, stronger links with conflict zones and terrorist actors, and Finland's heightened profile in the radical Islamist field have all served to raise the threat of terrorism against Finland. When Finland is mentioned in propaganda, this may serve to inspire either individual actors or groups of radicals and provide justification for eventual terrorist attacks. When assessed as a whole, the threat level at the time of drafting of this Strategy stands higher than ever before.

Autumn 2015 saw a record number of asylum seekers in Finland, which incited action on the part of anti-immigration and extremist right actors. Racially motivated hate crimes have taken place in Finland also after the stabbings with terrorist intent committed in Turku on 18 August 2017. Similar new events and the ongoing polarisation of society could result in a retaliatory attack carried out by an individual with extremist right motivation. As the extremist right grows more active, the extremist left has reciprocated in kind.

1.2 Assessment of future developments

The threat of terrorism in Europe is raised by persons returning from conflict zones where they have fought with terrorist organisations, and possibly also by their family members. In addition to the direct threat posed by them, returnees may also share their knowledge

of terrorist activities among networks already in place or engage in recruitment. They may also have better connections in the conflict zones. It is unlikely that all foreign fighters in conflict zones would return to their countries of origin but even a small number of such returnees constitute a potential threat. It is also possible that some terrorist foreign fighters will move on to other conflict zones. Looking ahead, terrorist attacks in Europe may be carried out by increasingly young persons, women or radicalised criminals.

Terrorist organisations have adapted to the changes in the operating environment and it is likely that radical Islamist ideology will retain its following. Terrorist cells may be created virtually, entirely online, without members of the cell ever actually meeting in person.

Advances in technology impact both terrorism and counter-terrorism. Encrypted communications and encryption software on the one hand facilitate communication with terrorist intent while at the same time hampering the authorities in addressing the issue. New forms of transferring money, such as virtual currencies and mobile cash, allow terrorist groups to make immediate and completely anonymous money transfers. The increased capabilities and falling costs of unmanned aerial vehicles are boosting their potential uses for terrorist attacks.

In addition to explosives (E), terrorist actors may attempt to procure and make use of chemical, biological, radiological and nuclear materials (CBRN) in terrorist attacks. CBRN events may be intended to maximise not the victim count but the level of fear and the extent of social and economic consequences.

1.3 Finland and international cooperation structures to counter terrorism

The fight against terrorism calls for broad-based international cooperation, which Finland promotes by developing the exchange of information and by sharing best practices, experiences and knowhow. The European Union provides Finland with an important channel of influence as well as a security community whose external relations efforts to combat terrorism and internal security measures within the Member States enhance our ability to fight terrorism. As an active member of the international community, Finland is capable of safeguarding its national interests also by means of foreign policy and contributing to international security cooperation.

Through multilateral cooperation, Finland seeks to reduce the capacities of terrorist groups in the areas where they are active and to work together with others to address the root causes of terrorism, especially in areas where threats against Finland arise. Finland

is actively involved in programmes to prevent terrorism and violent radicalisation in the UN, EU, Council of Europe, OSCE, C-ISIL, Europol, Interpol, Eurojust and other international connections, such as the counter-terrorism cooperation among security and intelligence services. Arms control regimes, arrangements and international cooperation towards the non-proliferation of weapons of mass destruction play a vital role in the fight against terrorism.

Development cooperation taking place in fragile states allows Finland, in concert with other donor countries and international actors, to strengthen the capacity of societies and their abilities to address the underlying causes of terrorism. Crisis management activities aim to bring stability to conflict situations, thus serving to lessen the conditions that foster terrorist activities. Finland's international policy objectives support a holistic approach that also takes into account the building up of the target country's own rule-of-law services and security structures. Preventing terrorism through development cooperation and international crisis management fosters the security of Finland and its population as well.

National security falls outside the mandate of the European Union and therefore its Member States engage in intelligence-sharing outside the confines of EU structures. Finland is involved in increasingly close international cooperation among intelligence and security services, its key partners being the Nordic and European security and intelligence services. Finland works together with the other EU Member States to prevent the abuse of entry permits, including entry into the Schengen Area for terrorist purposes.

1.4 Counter-terrorism in Finland

Counter-terrorism in Finland is based on cooperation and partnership among all authorities and societal actors. The effectiveness of counter-terrorism as a whole is enhanced by the parties' understanding of the various actors' resources and scope of action and the related cooperation, competences based on law and a clear division of responsibilities. Information required to combat terrorism is generated not only by public authorities but also by parties responsible for society's vital functions and sites and by civil society.

Primary responsibility for counter-terrorism rests with the Police, whose counter-terrorism capabilities comprise the intelligence capabilities of the Finnish Security Intelligence Service, the prevention and operational response capabilities of local police, the capabilities of the National Bureau of Investigation to gather information and investigate offences committed with terrorist intent, and cooperation among the authorities. The Finnish Border Guard contributes to counter-terrorism in the context of maintaining

border security and by providing specialised personnel and materiel to support the Police as necessary. The Finnish Defence Forces and Customs also support counter-terrorism in their respective fields.

The focus in counter-terrorism is on prevention, which refers to addressing underlying causes, motivations and other factors that may lead to violent radicalisation and ultimately even enlistment in terrorist groups. A key element in the prevention of terrorism is to incorporate the prevention of polarisation and inequality in society in policies and strategies. Polarisation and social exclusion increase a sense of alienation, which in turn may breed violent radicalisation and terrorism. Finland adopted its first action plan to prevent violent radicalisation and extremism in 2012 and the one currently in force was adopted in 2016. The plan was prepared and is being implemented in broad-based cooperation among both governmental and non-governmental actors.

In this Strategy, combatting means activity by the authorities to detect and combat the terrorist offences defined in the Criminal Code as early as possible. Every effort will be made to detect terrorist offences, the escalation of phenomena linked to terrorism and terrorist activities taking place in Finland, whether these concern Finland or another state, by means of comprehensive intelligence-gathering, analysis of data and observations, investigative measures, and cooperation among the authorities both nationally and internationally.

Counter-terrorism is supported by the resources and expertise allocated to maintaining border security. Border controls at airports, ports and land border crossing points play a key role in the detection and monitoring of counter-terrorism target individuals. With regard to customs safety and security, the potential for terrorist action may be diminished by means of addressing crime related to the cross-border flow of goods and cash. Terrorist financing is combated by investigating cases of terrorist financing, detecting networks relating to counter-terrorism target individuals, and identifying ways in which terrorist financing functions. The criminal investigation of terrorist offences enables enforcement of criminal liability by decisions of the prosecution service and courts.

Preparedness complements the proactive nature of counter-terrorism and provides the framework for the identification and management of incidents and the recovery of normal conditions in society as quickly as possible. The effectiveness of the preparedness and practical capabilities of the authorities depend not only on human resources but also on training, materiel performance and up-to-date legislation.

The sharing of resources and expertise among the authorities is vital. Efficient executive assistance is ensured through regular exercises and established procedures as well as through assessments of their effectiveness. Authorities may provide support to other

authorities in Finland and abroad. In situations falling under the EU solidarity clause or the mutual assistance clause, international assistance may be requested to support the Finnish authorities and provided for foreign authorities in the form of police or military resources, for example. The EU's assistance mechanisms, such as the Civil Protection Mechanism, may be drawn upon when dealing with the after-effects of terrorism. Executive assistance to the Police in combatting or halting a terrorist offence may include the use of armed force with the military materiel of the Finnish Defence Forces or the Finnish Border Guard when specific conditions are met.

In June 2017, the Finnish Security Intelligence Service introduced a new, four-tier threat level assessment. Threat levels are used to describe the terrorist threat against Finland and Finnish interests. The factors taken into account when assessing the threat level include the available intelligence, operational capacity and motivation of terrorist organisations or persons and groups linked to them, and the time span of possible attack plans. The aim of the classification is to provide a clear picture of the nature of the threat against Finland and to determine whether the threat level has changed from the previous assessment.

Terrorist threat in Finland
4. Severe
3. High
2. Elevated
1. Low

If the threat level is raised to High or Severe, this will have extensive impacts on the activities of public authorities. Examples of this include an intense prioritisation of the day-to-day activities of the authorities and the ensuing considerable rise in expenditure. In concrete terms, prioritisation means non-fulfilment of certain statutory non-urgent duties of certain authorities, for example the Police.

1.5 Communications in counter-terrorism

In the event of a terrorist attack, it is vital for the authorities to have the ability to warn and instruct the population as quickly as possible. Comprehensive and up-to-date communications by the authorities may serve to prevent harm and even save lives. Consequently, besides their operational capabilities the authorities must also pay attention to the importance of communications in alleviating the effects of fear and

anxiety within the society, because one of the aims of terrorism is to cause heightened feelings of fear and anxiety. Quickly implemented open communications by the authorities can thwart the accomplishment of terrorist aims. All communications by the authorities will comply with the communications operating model of the Prime Minister's Office.

The effects of terrorist attacks on society can be mitigated in advance by means of systematic communications to increase awareness of the terror threat facing Finland and its underlying causes. The change in the emphasis of the activities of public authorities and the reduced availability of certain services provided by them increase the need for communications in the event of the threat level being raised to High or Severe.

A key aspect of proactive communications is to prevent the dissemination of false information and to ensure a fact-based approach to the topics at hand. Balanced and timely communications by the authorities may be used to identify and counter messages that incite hate and violence. Cooperation with civil society is vital in communications seeking to prevent violent radicalisation, as social media sites are a major platform for the dissemination of terrorist propaganda. The preventive measures put into place by the authorities to combat violent radicalisation must also be communicated to the population. At the same time, it must be ensured that communications are balanced and that every group within the population is treated equally.

2 Strategic counter-terrorism objectives

Finland is a respected and dependable actor in international counter-terrorism and fulfils its international commitments.

Finland observes the rule of law and respects fundamental and human rights in counter-terrorism.

The emphasis in counter-terrorism is on collaborative prevention and combatting. The prevention of violent radicalisation and extremism supports counter-terrorism activities.

Preparedness in Finnish society supports the prevention of terrorism, effective counter-terrorism capabilities and rapid recovery from terrorist attacks.

Counter-terrorism protects against terrorist activity taking place in Finland and abroad and prepares for threats against Finnish citizens outside Finland.

The escalation of terrorist phenomena in Finland is halted.

3 Strategic policies

3.1 Prevention

The underlying causes, motivations and factors contributing to the proliferation of terrorism are prevented by identifying threats at an early stage, addressing risk factors and increasing awareness of the factors that contribute to the threat of terrorism.

Actions to prevent terrorism and violent radicalisation that leads to terrorism are implemented at all levels of society. Prevention is supported by the authorities through provision of training, research, communications and sharing of expertise.

Finland is an active contributor to international counter-terrorism measures. Finnish foreign, security and defence policy supports measures to address threats against Finland and to promote Finland's national and internal safety and security.

3.2 Detection

The detection of terrorism involves intelligence-gathering and intelligence-sharing, analysis, cooperation among the authorities and international cooperation based on intense and continuous intelligence-sharing.

The primary aims of detection are to prevent terrorist acts and to enforce criminal liability.

The capabilities of the competent authorities will be maintained and enhanced.

Finland is an active and dependable actor in the international detection of terrorism.

3.3 Combatting

Combatting terrorism encompasses monitoring of counter-terrorism target individuals, sharing intelligence among the authorities, combatting terrorist financing, and enforcing criminal liability.

The primary aim of combatting terrorism is to protect life and health.

Finland is an active and dependable actor in international action to combat terrorism.

3.4 Incident management

The disruptions to important sites and functions in society caused by terrorist acts will be minimised by means of preparation, protection, supervision by the authorities, actions taken, responses and consequence management.

Public authority activity will be based on jointly agreed procedures that are practiced on a regular basis.

The security authorities will make more efficient use of their joint capabilities.

The operational objectives are supported by rapid and active communications by the authorities.

Appendix 1 Strategic actions

1. Preventing terrorism through international activities

Finland is actively involved in the international fight against terrorism by means of foreign, security and defence policy, including also development policy, and civilian and military crisis management. Finland in particular supports the capabilities of non-EU partner states to attend to their basic functions such as security and human rights, and the training of the police and rule-of-law actors. In the EU's external relations, Finland contributes to the efficiency enhancement and targeting of the EU's counter-terrorism activities. In addition, Finland supports and fosters dialogue between cultures and religions.

The Finnish authorities make use of initiatives within the EU and related outcomes in the development and targeting of national actions. Finland exerts an active influence within the EU on the introduction of new tools, provisions and information-sharing channels.

Main responsible authority: Ministry for Foreign Affairs

Other responsible authorities: Ministry of the Interior, Ministry of Defence, Finnish Defence Forces

Timeline: ongoing

2. Civilian crisis management activities

Finland actively contributes to civilian crisis management on the basis of its foreign, security and defence policies by supporting the activities of judicial and security authorities with the aim of addressing, for example the root causes of refugeeism and radicalisation in the target countries.

Main responsible authority: Ministry for Foreign Affairs, Ministry of the Interior

Other responsible authorities: Ministry of Justice

Timeline: ongoing

3. Military crisis management activities

Finland continues to be an active participant in international military crisis management and supports the development of the target states' own security authority capabilities. In preparing for and deciding on participation in crisis management, the related risks – terrorism included – will be duly assessed.

Main responsible authority: Ministry for Foreign Affairs, Ministry of Defence

Timeline: ongoing

4. Preventative action at the EU external borders and in third countries

Finland has in place an effective system of border security and is capable of supporting the fight against terrorism at Finland's external borders. The Finnish Border Guard and Customs will take part in the border security operations of the European Border and Coast Guard Agency Frontex, in the context of which attention is also paid to links between terrorism and mass migration and its arrangement as well as human trafficking. The Border Guard and the Police will enhance the capabilities of their liaison officers based at diplomatic missions to identify and process information that may be of relevance to the threat of terrorism in Finland.

Main responsible authority: Ministry of the Interior, Finnish Border Guard

Other responsible authorities: National Police Board, Customs

Timeline: ongoing

5. Increasing traveller awareness of terrorism

The Ministry for Foreign Affairs will, for example, through travel advice bulletins or other means, inform citizens travelling abroad from Finland or residing abroad on a permanent basis of terrorism-related risks and phenomena. As concerns travel safety, the importance of filing travel notifications will be highlighted: people who have submitted their travel details can be sent information and advice by text message and email when the situation so requires. New opportunities to capitalise on evolving technology will be examined with a view to further improving the provision of information, and cooperation with travel organisers will be continued.

Main responsible authority: Ministry for Foreign Affairs

Other responsible authorities: Prime Minister's Office, Finnish Security Intelligence Service

Timeline: ongoing

6. Enhancing the authorities' capabilities in the event of kidnappings of Finns abroad

The operating model for responding to the kidnapping of Finns abroad will be maintained and enhanced. In improving the capabilities of the authorities, attention will also be paid to their abilities to act outside Finland.

Main responsible authority: Ministry for Foreign Affairs

Other responsible authorities: Ministry of the Interior, National Police Board, Finnish Security Intelligence Service, Finnish Defence Forces, Finnish Border Guard

Timeline: ongoing

7. Building on the authorities' situation awareness on counter-terrorism

The sharing of information held by the authorities relating to the fight against terrorism will be improved, with attention paid to the Government's preparedness structures and the role of the Government situation centre.

Main responsible authority: Ministry of the Interior, National Police Board, Finnish Security Intelligence Service

Other responsible authorities: Finnish Border Guard, Customs, Finnish Defence Forces, Government situation centre

Timeline: ongoing

8. Enhancing the authorities' cyber capabilities

The Finnish Defence Forces will continue to build up cyber defence capabilities by enhancing intelligence and control capabilities, international cooperation and military intelligence-gathering methods. The capabilities of the Police Cybercrime Centre will be strengthened and a network intelligence system equipped with recording platforms will be built.

Main responsible authority: Ministry of Defence, Defence Forces, Ministry of the Interior, National Police Board

Timeline: ongoing

9. Enhancing national CBRNE cooperation

The proposed measures under the CBRNE strategy will be implemented. The Ministry of the Interior will appoint a permanent CBRNE coordination group at the governmental level. National, regional and local CBRNE guidance and cooperation will be improved in a holistic manner taking into account advances in science and technology. The activities will take into account the authorities, private sector actors and international cooperation.

Main responsible authority: Ministry of the Interior

Other responsible authorities: Ministry of Defence, Ministry for Foreign Affairs, Ministry for Social Affairs and Health, Finnish Defence Forces, Radiation and Nuclear Safety Authority (STUK), National Police Board, Finnish Security Intelligence Service, Finnish Border Guard, Customs

Timeline: ongoing

10. Exploring the establishment of a national counter-terrorism centre

The aim is to more effectively generate information on the threat of terrorism against national security and Finland for purposes of decision-making in foreign and security policy, and for use by the security authorities in prioritising their operational activities. To this end, the analysis of Finland's own intelligence and intelligence obtained from international sources will be enhanced and expanded. A comprehensive study will be conducted to explore the potential for establishment of the centre.

Main responsible authority: Ministry of the Interior, Finnish Security Intelligence Service

Other responsible authorities: National Police Board, Finnish Border Guard, Customs

Timeline: 2018–2019

11. Using the Government's incident management model to harmonise procedures

Efforts will be made to enhance the abilities of the authorities to implement the immediate measures for national incident management that have been planned in the event of a terrorist attack or the imminent threat thereof in Finland or its neighbouring areas. The role of the meeting of the Heads of Preparedness will be taken into account in these situations with an eye to obtaining situational understanding and coordinating situation awareness in relation to the distinct responsibilities of the various administrative branches.

Main responsible authority: Prime Minister's Office

Other responsible authorities: all ministries

Timeline: ongoing

12. Harmonising communications by the authorities

The communications model of the Prime Minister's Office will be used and common strategic messages will be prepared for coordinated use by the authorities in their communications after a terrorist attack.

Main responsible authority: Prime Minister's Office

Other responsible authorities: all ministries

Timeline: ongoing

13. Improving the resilience of important sites, actors and functions

The independent risk-aware protection, guidance and supervision of targets, such as critical government properties, actors and functions vital to society will be promoted.

Main responsible authority: Ministry of the Interior, National Emergency Supply Agency

Other responsible authorities: operators, supervisory authorities

Timeline: ongoing

14. Protecting soft targets and public spaces

The proposed measures and recommendations under the programme to improve security in public spaces prepared by the Ministry of the Interior will be drawn upon in the cooperation between the Police and the key actors responsible for public spaces. The accomplishment of preventative security work at public events and other gatherings will be ensured, having regard in particular to cooperation with local government. The authorities will educate event organisers on the new security threats and taking these into account in security planning.

Main responsible authority: Ministry of the Interior, Prime Minister's Office

Other responsible authorities: National Police Board

Timeline: ongoing

15. Increasing and enhancing information-sharing between the migration authorities

The identification of risk persons takes place through cooperation between multiple authorities that supports the prevention of and fight against terrorism. The processing of observations identified in matters concerning foreign nationals and data analysis will be enhanced and strengthened. Finland will be an active participant in projects and drafting of legislation at the EU level aimed at improving information-sharing between the competent authorities in the Member States.

Main responsible authority: Ministry of the Interior, Finnish Immigration Service, National Police Board

Other responsible authorities: Finnish Security Intelligence Service, Finnish Border Guard, Ministry for Foreign Affairs, Ministry of Justice

Timeline: ongoing

16. Taking national security requirements into account in all matters concerning foreign nationals

The continuity of a comprehensive high-quality reception system will be ensured, which can help to prevent radicalisation and identify persons of risk at an early stage. The more effective use of the Aliens Act to address the residence in Finland of persons who promote and promulgate violent radicalism and to streamline the return of such persons will be examined, with due respect to fundamental and human rights.

Main responsible authority: Finnish Immigration Service

Other responsible authorities: Finnish Security Intelligence Service, National Police Board, Finnish Border Guard, Ministry for Foreign Affairs

Timeline: ongoing

17. Determining the need to amend legislation on foreign nationals and citizenship

The needs and potential will be examined for amending the Aliens Act to allow persons residing abroad to be prohibited from entering Finland and a permanent residence permit to be withdrawn in certain cases on national security grounds. The preconditions for amending the Nationality Act to allow Finnish citizenship to be withdrawn from persons who have taken part in terrorist activities and who hold dual citizenship will be explored, with due consideration given to fundamental and human rights issues.

Main responsible authority: Ministry of the Interior

Other responsible authorities: Finnish Security Intelligence Service

Timeline: The study concerning the Nationality Act was started in December 2017.

The studies concerning an entry ban and withdrawal of a permanent residence permit were started in spring 2018 and are scheduled for completion by the end of 2018. The Government proposal on amendment of the Nationality Act is expected to be given during the course of 2018.

18. Continued implementation of the National Action Plan for the Prevention of Violent Radicalisation and Extremism

The National Action Plan for the Prevention of Violent Radicalisation and Extremism adopted in 2016 will be implemented in cooperation with the various governmental and non-governmental actors. The actions under the Plan will be reviewed as needed according to changes in the operating environment. The Action Plan will be updated in 2019.

Main responsible authority: Ministry of the Interior

Other responsible authorities: National Police Board, Finnish Security Intelligence Service, Ministry of Education and Culture, Finnish National Agency for Education, Ministry of Justice, Ministry of Social Affairs and Health

Timeline: 2018–2020

19. Integration of immigrants

Integration will be promoted by providing immigrants with cultural and arts services as well as community spirit-raising leisure activities in the field of culture and the arts to

support people working together and interactions between people that are important for integration, and to introduce immigrants to Finnish culture. The availability of literature in immigrants' native languages and their opportunities for telling their stories in their own tongue will be ensured and dialogue between religions will be supported.

Main responsible authority: Ministry of Education and Culture

Timeline: ongoing

20. Education and youth work and action in the cultural field

The critical media literacy of children and young persons in particular, and their ability to understand the operating logic of the media as well as the opportunities that the media offer and the inherent risks will be strengthened. Training, awareness campaigns and materials will be used to increase public awareness of influence operations through the media. Schooldays will be augmented with additional leisure activity hours, cultural activities will be undertaken to boost a pleasant school experience, and the Activity ePass to allow children also from lower income families to engage in hobbies and leisure activities will be implemented.

Main responsible authority: Ministry of Education and Culture

Timeline: ongoing

21. Preventing violent radicalisation taking place in prisons

The collection of observations and data in prisons as well as the pre-processing and analysis of these will be enhanced. Staff will be trained to identify radicalisation. The Help Desk service of the Criminal Sanctions Agency will be augmented on topics relating to violent radicalisation. EXIT activities targeting in particular prisoners who are to be released and who are at risk of violent radicalisation will be developed.

Main responsible authority: Ministry of Justice

Other responsible authorities: Criminal Sanctions Agency

Timeline: ongoing

22. Developing research to support counter-terrorism and the prevention of violent radicalisation

Research projects to increase research-based knowledge in counter-terrorism and the prevention of violent radicalisation will be implemented on an annual basis.

Main responsible authority: Ministry of the Interior

Other responsible authorities: National Police Board

Timeline: 2018–2019

23. Providing training in the identification of terrorist phenomena

The authorities and representatives of key non-governmental organisations will be provided with training in the identification of terrorism and violent radicalisation.

Main responsible authority: Finnish Security Intelligence Service, National Police Board

Other responsible authorities: Finnish Border Guard

Timeline: ongoing

24. Safeguarding the operational capabilities of the Police and other security authorities

The maintenance and advancement of terrorist detection, prevention and operational response capabilities and their compatibility with those of other security authorities will be ensured.

Main responsible authority: Ministry of the Interior, Finnish Security Intelligence Service, National Police Board, Finnish Border Guard

Timeline: ongoing

25. Enhancing competencies in the detection of terrorism

The coverage of competencies will be ensured and the operational capacity of the Police and Finnish Defence Forces will be enhanced by means of the intelligence legislation projects. At the same time, the accomplishment of information-sharing and coordination of activity by the authorities will be ensured. The project concerning the Act on the Processing of Personal Data by the Police will enhance the gathering and analysis of criminal intelligence.

Main responsible authority: Ministry of the Interior (civilian intelligence legislation) and Act on the Processing of Personal Data by the Police), Ministry of Defence (military intelligence legislation), Ministry of Justice (Constitution and oversight of legality of intelligence activities)

Timeline: 2018–2019

26. Amending legislation on executive assistance

The competencies of the authorities will be enhanced to allow executive assistance to be requested, provided and received also in counter-terrorism activities.

Main responsible authority: Ministry of the Interior, Ministry of Defence, Ministry of Finance

Other responsible authorities: National Police Board, Finnish Defence Forces, Finnish Border Guard, Customs

Timeline: 2018–2020

27. Streamlining the processing of tips on counter-terrorism

The processing of tips on violence and terrorism by the police force will be streamlined while also having regard to the role of the Finnish Border Guard.

Main responsible authority: National Police Board and Finnish Security Intelligence Service

Other responsible authorities: Finnish Border Guard

Timeline: ongoing

28. Sharing the counter-terrorism expertise of the Finnish Security Intelligence Service

The Finnish Security Intelligence Service will also prepare reports with lower protection levels to ensure the availability of information to persons with a need to know in the various governmental organisations.

Main responsible authority: Finnish Security Intelligence Service

Timeline: ongoing

29. Combatting terrorist financing and assessing its risks

The fight against terrorist financing will be enhanced with a focus on fundraising channels and new payment transfer methods that leave minimal traces for the authorities. With consideration to the national risk situation and the risks raised in the European Commission's supranational risk assessment, particular attention will be paid to vulnerabilities and risks relating to non-governmental organisations, non-profit organisations and fundraising. The vulnerabilities associated with governmental funding and the grant of aid will be studied in more detail.

A new national risk assessment on terrorist financing will be prepared to support the operational fight against terrorist financing. The Ministry of the Interior will appoint a national cooperation group to enhance the fight against money laundering and terrorist financing.

Main responsible authority: Ministry of the Interior

Other responsible authorities: National Police Board, National Bureau of Investigation, Customs

Timeline: 2018–2020

30. Deploying the reserve police

The operating model for deployment of the reserve police will be maintained and elaborated. The availability of the reserve police under emergency conditions and during incidents taking place under normal conditions will be ensured.

Main responsible authority: Ministry of the Interior

Other responsible authorities: National Police Board, Defence Forces

Timeline: 2019–2020

31. Joint counter-terrorism exercises

The operational capacity of the authorities under exceptional circumstances will be enhanced with an emphasis on the ability of special units of the Police, Finnish Border Guard and Finnish Defence Forces to coordinate their activities and on the management of their capabilities. In the exercises, attention will be paid to rescue operations and prehospital emergency medical care.

Main responsible authority: Ministry of the Interior, National Police Board, Finnish Border Guard, Defence Forces

Other responsible authorities: Prime Minister's Office

Timeline: ongoing



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