Government Report on Finnish Foreign and Security Policy

FINNISH
GOVERNMENT

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Description sheet

Abstract

The Government Report examines the Finland's foreign and security policy environment, which is in an intense state of flux, and defines the goals and priorities of Finnish foreign and security policy. By implementing it, the Government strengthens Finland's security and prosperity.

The goals include promoting foreign and security policy cooperation, strengthening multilateral cooperation, sharing global responsibilities and peacebuilding.

These goals are implemented by the following means: enhancing the European Union's coherence and capacity to act, emphasising our special relationship with Sweden and Nordic cooperation, developing NATO partnership, maintaining bilateral relations and partnerships, enhancing our security by means of high crisis resilience, supporting the rules-based international system, striving for a more effective UN system, defending open and fair trade, seizing the opportunities of digitalisation, emphasising the importance of Arctic cooperation, emphasising human rights as foundation of foreign and security policy, producing security by mitigating climate change, taking action to strengthen global health security, promoting sustainable development, responding to migration in a comprehensive manner, strengthening our mediation competence, creating stability by means of crisis management, and generating predictability by means of arms control and disarmament.

Kuvailulehti

Julkaisija	Valtioneuvosto		29.10.2020
Tekijät	Ulkoministeriö		
Julkaisun nimi	Valtioneuvoston ulko- ja turvallisuuspoliittinen selonteko		
Julkaisusarjan nimi ja numero	Valtioneuvoston julkaisuja 2020:32		
ISBN painettu	978-952-287-888-5	**ISSN painettu**	2490-0613
ISBN PDF	978-952-287-892-2	**ISSN PDF**	2490-0966
URN-osoite	http://urn.fi/URN:ISBN:978-952-287-892-2		
Sivumäärä	50	**Kieli**	englanti
Asiasanat	ulkopolitiikka, ulko- ja turvallisuuspolitiikka, turvallisuuspolitiikka, puolustuspolitiikka, selonteko		

Tiivistelmä

Selonteossa arvioidaan Suomen ulko- ja turvallisuuspoliittista toimintaympäristöä, joka on voimakkaassa muutoksessa, ja määritellään ulko- ja turvallisuuspoliittiset tavoitteet ja painopisteet. Toimeenpanolla valtioneuvosto vahvistaa Suomen turvallisuutta ja hyvinvointia.

Tavoitteita ovat ulko- ja turvallisuuspoliittisen yhteistyön edistäminen, monenkeskisen yhteistyön vahvistaminen, globaalin vastuun kantaminen ja rauhan rakentaminen.

Näitä toteutetaan vahvistamalla Euroopan unionin toimintakykyä ja yhtenäisyyttä, korostamalla erityistä suhdetta Ruotsiin ja pohjoismaista yhteistyötä, kehittämällä Nato-kumppanuutta, hoitamalla kahdenvälisiä suhteita ja kumppanuuksia, lisäämällä turvallisuutta vahvalla kriisinsietokyvyllä, tukemalla sääntöpohjaista kansainvälistä järjestelmää, tavoittelemalla tehokkaampaa YK-järjestelmää, puolustamalla avointa ja oikeudenmukaista kauppaa, hyödyntämällä digitalisaation mahdollisuudet, peräänkuuluttamalla arktisen yhteistyön tärkeyttä, painottamalla ihmisoikeuksia ulko- ja turvallisuuspolitiikan perustana, tuottamalla turvallisuutta ilmastonmuutoksen hillinnällä, toimimalla globaalin terveysturvallisuuden vahvistamiseksi, edistämällä kestävää kehitystä, vastaamalla muuttoliikkeeseen kokonaisvaltaisesti, vahvistamalla rauhanvälitysosaamista, luomalla vakautta kriisinhallinnalla sekä tuottamalla ennakoitavuutta asevalvonnalla ja aseriisunnalla.

Kustantaja	Valtioneuvosto
Painopaikka ja vuosi	PunaMusta Oy, 2020
Julkaisun jakaja/ myynti	Sähköinen versio: julkaisut.valtioneuvosto.fi Julkaisumyynti: vnjulkaisumyynti.fi

Presentationsblad

Referat

Redogörelsen innehåller en bedömning av Finlands utrikes- och säkerhetspolitiska omvärld, som genomgår stora förändringar, och prioriteringarna och målen för Finlands utrikes- och säkerhetspolitik. Genom de utrikes- och säkerhetspolitiska åtgärderna stärker statsrådet Finlands säkerhet och välfärd.

Målen består i att främja utrikes- och säkerhetspolitiskt samarbete, starkt multilateralt samarbete, globalt ansvar och fredsbyggande åtgärder.

Främjandet sker genom att stärka Europeiska unionens funktionsförmåga och enighet, betona det särskilda förhållandet till Sverige och det nordiska samarbetet, utveckla partnerskapet med Nato, värna om bilaterala relationer och partnerskap, öka säkerheten genom en stark krishanteringsförmåga, stödja ett regelbaserat internationellt system, främja ett effektivt FN, försvara öppen och rättvis handel, utnyttja digitaliseringens möjligheter, poängtera vikten av det arktiska samarbetet, betona mänskliga rättigheter som grund för utrikes- och säkerhetspolitiken, främja säkerhet genom bekämpning av klimatförändringen, stärka global hälsosäkerhet, främja hållbar utveckling, hantera migrationsfrågor helhetsmässigt, stärka fredsmedlingskompetensen, skapa stabilitet genom krishantering samt sörja för förutsägbarhet genom vapenkontroll och nedrustning.

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1   Introduction

The Government submits its Foreign and Security Policy Report to Parliament. The Report lays the foundation for steering Finland's foreign and security policy. It analyses Finland's operating environment and presents the key goals and priorities of Finland's foreign and security policy. By implementing the goals the Government strengthens Finland's security and prosperity. In accordance with the Government Programme, the analysis of Finland's operating environment in the Foreign and Security Policy Report also steers the preparation of the Government's Defence Report.

Parliament has arranged the parliamentary monitoring of the Foreign and Security Policy Report and will give its statement on the report. When preparing the report on foreign and security policy, the Government has taken into account Parliament's comments on the Government report on foreign and security policy during the 2016 parliamentary session. The Government reports and the comments given by Parliament define Finland's foreign and security policy.

2   The foundation and goal of foreign and security policy

The basic line of Finland's foreign and security policy remains stable and predictable. The policy is based on bilateral relations, cooperation and influencing within the European Union, and the rules-based international system and multilateral cooperation under international law.

The goal of Finland's foreign and security policy is to strengthen Finland's international position, to secure its independence and territorial integrity, to strengthen Finland's security and prosperity and to ensure that the society functions efficiently. An important objective of the Finnish foreign and security policy is to take national action and to engage in international cooperation in order to prevent the emergence of armed conflicts and situations endangering Finland's security and society's ability to act, and Finland ending up a party to a military conflict. As a Member State of the European Union, Finland could not remain an outsider should threats to security emerge in its vicinity or elsewhere in Europe.

The key elements of the set of values Finland applies in its foreign and security policy include the promotion of human rights, the rule of law, democracy, peace, freedom, equitable treatment and equality in all its international activities. The Finnish foreign and security policy is based on human rights, which means that the human rights impacts of all actions taken in foreign and security policy are assessed.

By means of its foreign and security policy, Finland produces security, addresses global challenges and acts for a safer and fairer world, viewing security from a wide perspective. Finland participates in international cooperation with an aim to secure peace and human rights and to promote societal development, the ultimate goal being a more stable, predictable and safer world.

3 Operating environment characterised by great power competition

The operating environment of Finnish foreign and security policy is in an intense state of flux. Global challenges, such as climate change and pandemics, affect our operating environment as independent phenomena and they exacerbate the impacts of trends identified earlier. The relations between great powers have changed rapidly, which has significantly complicated cooperation within the rules-based international system, and, for its part, deteriorated the security in the areas in the vicinity of Finland and Europe.

The great power relations show elements of intensifying competition and juxtaposition, but also of interdependence. China's rapid rise among the global actors has shifted the great power dynamics. At the core of it lies the competition over the global primacy between the United States and China, which affects the relations between states worldwide. The strained relationship between the United States and China forces other states and actors, such as the EU, to examine their own position in the novel political, economic and ideological competition. China and Russia continue to deepen their cooperation based on shared interests.

Due to the speed of change in Finland's foreign and security policy operating environment, the increasing interdependence between global trends and phenomena and various actors, and the magnitude and complexity of challenges, it is necessary for Finland to have a robust ability to understand our operating environment, to influence it and to prepare for changes.

3.1   Global challenges and change phenomena

Awareness on global problems affecting the whole world is growing. No state or group of states is capable of solving large-scale global challenges on its own. Global solutions that respect human rights, international solidarity and strong commitment are required to address these challenges. The factors that connect such issues as climate change, migration, demographic trends, terrorism and the threat of violent radicalisation and various questions related to new technologies are their large scale and multidimensional nature. These global problems are interlinked, and they are connected to wars and conflicts. They may create inequality, diminish trust in the future, draw dividing lines and increase the attraction of populist movements. Epidemics and pandemics are also included among the global challenges.

The biggest global challenges include climate change, biodiversity loss, the destruction and fragmentation of habitats, and the overconsumption of natural resources. The security threats related to them are becoming more widely recognised. Natural disasters intensified by climate change, extreme weather phenomena and the environmental degradation are often deteriorating the living conditions and respect for the human rights of those already in vulnerable situations. According to the Intergovernmental Panel on Climate Change (IPCC), global warming of 1.5 °C would significantly accelerate the extinction of species, render more and more regions uninhabitable, and pose a threat to access to water, food production and functioning of ecosystems. The upheaval of the basic essentials of life for hundreds of millions of people would lead to migration forced by circumstance, increased instability and conflicts.

The mitigation of climate change requires urgent measures, but the steps taken worldwide have remained insufficient. One of the key measures is to increase the use of emission-free sources of energy. At the same time, the reduction in the demand of fossil fuels will shift the balance of power, which may lead to economic and political instability. Partly due to the withdrawal of the United States from the Paris Climate Agreement, the debate on climate change has become deeply divided.

Throughout history, infectious disease epidemics have at intervals escalated into pandemics that threaten the whole world. The fast connections of trade and travel, urbanisation and the destruction of natural habitats enable the spread of infectious diseases, thus causing epidemics and pandemics. Climate change and its impacts accelerate the destruction of natural habitats, which may also create favourable conditions for the emergence and spread of infectious diseases.

In addition to health effects, epidemics and pandemics may have major impacts on the stability and resilience of societies, therefore underscoring the importance of societal

preparedness, good governance, strong institutions and basic services relying on these. Also, security of supply and food security play an important role. For authoritarian actors, the restrictions and states of emergency declared for the purpose of containing diseases may open up opportunities for misuse of power, which in turn may lead to violations of human rights, weaken the operating conditions of the media, and undermine democracy and the rule of law if they are used as an excuse, for example, for preventing the action of the civil society or postponing elections.

The Covid-19 pandemic has shown us the vulnerability of the cross-border mobility of people and goods. It has impacted the world economy and the financial market in a manner never seen before, and efforts are now being made to find a balance between stability and support measures. The pandemic has underscored the importance of the freedom of speech, open flow of information, science and international cooperation when responding to any global challenges. Both in the pandemic situation and in overcoming its long-term consequences, those groups of people who have already ended up in a vulnerable situation are in the most exposed position. In recent years, certain actors have made efforts to curtail the rights of women and people belonging to minority groups all over the world, also in western societies.

The power constellations changed by globalisation and economic inequality have, for their part, also fuelled the rise of exclusive nationalism and provided a sounding board for populist movements, some of which have also adopted features of exclusion in their activities. The efforts to prioritise national interest become emphasised, at times even at the expense of international cooperation or the rights of minority groups. Sometimes, national sovereignty is used as an excuse to withdraw from international commitments and rules. Good governance, trust in authorities and the positive experiences of citizens of their opportunities to influence matters are sustainable solutions for curbing the trend, in which the increasing inequality within and between societies deepens the dividing lines and deteriorates the conditions for economic and societal development.

In the global scale, migration is a significant and multifaceted phenomenon that entails issues related to the prosperity and security of individuals and societies. Migration is mostly regulated and predictable and it may have favourable impacts on the situation and development in both the country of origin and the country of destination. For example, labour migration of competent workforce may be part of the solution for maintaining the dependency ratio in ageing societies.

Some of the migrants are refugees fleeing due to circumstances such as prolonged conflicts, human rights violations – including persecution – or other similar reasons. Climate change is also becoming a significant cause of migration forced by circumstance. The Covid-19 pandemic has endangered the favourable development that has continued

for several years in reducing worldwide poverty. It is possible that its repercussions on the other root causes of migration, such as food security, reduced economic opportunities or growing social inequality, continue to further increase migration. Today, the number of refugees is already higher than ever before in the world, and the humanitarian needs have increased rapidly. Most of the refugees stay near their place of departure.

If not regulated, migration may cause instability within and between states. Attitudes towards the various forms of migration also cause division in society. Insufficient measures to integrate immigrants and their insufficient ability to integrate may cause social exclusion and even lead to the emergence of shadow societies on the fringes of society. This phenomenon would weaken internal security and social cohesion.

The root causes of migration are addressed in accordance with the UN's 2030 Agenda for Sustainable Development and the Sustainable Development Goals by, for example, such means as development cooperation. The EU Member States employ many methods in their efforts to mitigate climate change, to enhance adaptation to it, and to support socially fair transition to carbon neutrality. Furthermore, the EU Member States have taken measures both jointly and nationally to intensify the control of the external border of the European Union and to enhance their cooperation for the eradication of human smuggling and organised crime.

The importance of conflict prevention, peacebuilding and mediation becomes emphasised, since prolonged conflicts are one of the biggest reasons for people to seek refuge. Military and civilian crisis management have, for their part, promoted peace and stability, and created foundations for democracy, good governance, the rule of law and the respect for human rights. Still, the need for crisis management continues in Africa in particular. The crisis management tasks have diversified, and the operating environment has become more challenging than before because of, for example, the rise of international terrorist movements and the new challenges of counterterrorism.

Hybrid influencing has increased and become more varied, which makes it a bigger security threat than before. In hybrid influencing, a state or other external actor systematically employs a variety of methods, concurrently or sequently, with an aim to influence the target's vulnerabilities to reach its own goals. The range of methods is wide, including political, diplomatic, economic and military methods, and informational and cyber influence. The influencing is injurious, and the actors strive to implement it in such a manner that their involvement in the actions can be denied.

State actors frequently use third-party actors, such as extremists or organised criminal gangs, for their influencing activities. Migration, refugees or the culpable countries' citizens residing abroad may also be used for the purposes of hybrid influencing.

Epidemics and pandemics may similarly be used as a pretext for practising hybrid influencing. Influencing elections and related attempts to undermine democratic structures constitute a growing hybrid threat. Technological development and the changed operating environment, such as various social media platforms, offer new opportunities for influencing. Deliberate manipulation of social debate and politically motivated reinterpretation of history are common practices used in disinformation and influencing campaigns. Critical infrastructure is also a target of hybrid influencing.

Cooperation aimed at understanding and preventing hybrid influencing and improving crisis resilience has been increased. The European Centre of Excellence for Countering Hybrid Threats, established at Finland's initiative and based in Helsinki, is an important cooperation platform that supports the EU, NATO and their Member States in countering hybrid threats. Some social media companies have also taken measures to prevent hybrid influencing.

Due to technological development a profound transition is taking place which penetrates almost all areas of society. Technology offers new instruments and increases opportunities to enhance flow of information and interaction. Solutions based on digitalisation can be employed for enhancing global security, prosperity and health. Disruptive technologies, such as artificial intelligence (AI) systems, are used for purposes like mapping various threat scenarios. Healthcare and educational solutions using new technologies make it possible for services to be provided in an increasingly equal manner, so, they can also be used for enhancing the respect for human rights. At the same time, it is increasingly important to comprehensively understand the security threats, opportunities for exploitation, human rights issues, economic opportunities and interdependencies related to such development. Technology has also become an arena for competition between states.

The risks and threats related to the security of communications networks and the vulnerabilities of the critical infrastructure of society have grown. Societies are increasingly being built upon new-generation communications networks, such as 5G. They combine things and systems, such as energy networks and other critical infrastructure. The importance of information security issues becomes emphasised. The electrification and further networking of societies may make them more efficient but, at the same time, network vulnerabilities may also enable injurious activities. Disturbances or hostile activities in networks may affect the transfer of information, data integrity, the functioning of telecommunications, and the ability of states to act in times of crisis. Furthermore, development in technological issues contributes to the increased concentration of power in the hands of commercial actors. Cybersecurity is a topic of wide international debate, and solutions are being sought to manage security risks and to reduce dependencies.

Technological development, particularly in the areas of digitalisation, AI, machine autonomy, sensor technologies and new operational environments, also has an impact on every area of national defence. It generates growing demands and creates new opportunities for the development of defence capability, such as supporting decision-making with provision of more accurate data more rapidly than before. New technologies and especially the US expertise in them has become emphasised in the development of military capabilities. The evaluation of the prospects and threats of new technologies from the perspective of comprehensive security requires constant anticipation and preparedness.

3.2   Rules-based international system

The rules-based international system lays foundations for responding to global challenges and defines the rules for interaction. It strengthens cooperation, burden-sharing and human rights, and enhances security, stability and prosperity. The system, however, is under growing pressure. Traditionally, the great powers have borne a significant share of the burden of maintaining the system. However, in recent years, the differing objectives of the great powers and their actions have escalated into competition, and the deliberate efforts to impair the system have made cooperation difficult and weakened the system itself. A growing number of governments share Finland's concern about the state of the rules-based international system.

The rules-based international system is based on the universal values of the United Nations (UN) Charter. The set of norms and institutions, mostly built after the Second World War, provide the framework for international cooperation. The UN Charter and the multilateral agreements drawn up in the UN regulate the use of force and its instruments, the realisation of human rights and the rule of law, and the promotion of economic and social development, and provide means for managing environmental risks. The European Union's legislation is of special importance for Finland due to the wide range of the set of norms and the principle of the primacy of Community law. Key European norms also include the agreements drawn up at the Council of Europe and the documents of the Organization for Security and Co-operation in Europe (OSCE) regulating security and cooperation of Europe.

The differing objectives of the great powers and the great power competition have made cooperation more difficult. With its increased economic and military strength, China aims to change the universally agreed rules-based international system from within to make it conform to its own views. The United States intends to remain the leading superpower, but it has become more selective than before when assessing the benefits of multilateral

cooperation, and has withdrawn from many of its international commitments. Russia, on the other hand, has weakened security by taking actions in violation of the international law and having employed military force.

In addition to the great powers, many other actors are also challenging the strength of the rules-based international system. With exclusive nationalism and populism on the rise, the established modus operandi and the benefits of global interdependence are questioned with growing vigour, in addition to which attention is being called to the unequal distribution of those benefits. Extremist factions are undermining security by using such means as acts of violence, network jamming and spreading of fake news. The universality of human rights and the equality of all population groups are being increasingly challenged. Authoritarian societies are using coercive measures to narrow the freedom of action of the civil society and media.

The difficulties in the cooperation between the permanent members of the UN Security Council have weakened the whole UN system. So far, the attempts to reform the system to meet the present-day requirements have failed. On the other hand, some initiatives are being taken to improve the cooperation between the permanent members, and, in recent years, some progress has also been made in strengthening the international normative basis. The 2030 Agenda and Paris Climate Agreement are significant achievements. Human rights agreements have become more comprehensive in terms of both content and geographic reach. In spite of the pressures it has been subjected to, the UN Human Rights Council has been able to address various human rights issues, even though the efficiency of its actions depends on the composition of the council at any given time.

In international law, the focus is on defending former achievements and agreements. Some states strive to free themselves of such agreements or otherwise neglect their international obligations. Governments do not always respect the decisions of international courts of law. Stemming from national premises, some states may weaken the operating conditions of the courts. The courts may also experience external pressure. Instead of concluding new multilateral agreements, the focus has been on developing international law through interpreting and clarifying it. In recent years, expressions of mutual understanding over new regulation have often been recorded in the form of different documents of declaratory nature. The challenges of work against impunity and the enforcement of criminal liability become emphasised in conflicts, where most serious international crimes, such as war crimes, crimes against humanity and genocide, are committed.

In arms control, recurring violations of agreements, withdrawing from agreements and the selective commitment of the great powers weaken the agreement-based system. Furthermore, the juxtaposition of the United States, China and Russia hampers the

cooperation in international fora. In nuclear arms control, the bilateral agreements between the US and Russia have played a key role with a view to European security. With the bilateral agreements possibly lapsing, there are no signs of the emergence of a new multilateral agreement, which increases uncertainty in the arms control sector and beyond. In absence of contractual controls, China will continue the rapid development of its capabilities.

New technologies and changing operating environments, including cybersecurity and the growing security role of space, and the overlapping of conventional and nuclear weapon systems upset the strategic balance and set new requirements for arms control agreements, national legislation and preparedness. The debate about biological threats and preparing for them continues. In spite of the challenges, nuclear non-proliferation and prevention of nuclear terrorism have maintained their status as factors combining great powers. Some constructive cooperation is also carried out through concrete initiatives.

Trade barriers have been dismantled and the international trade system bolstered under the auspices of the World Trade Organisation (WTO). However, the WTO and its dispute settlement mechanism are in a difficult situation. The great power competition fought in the form of trade wars is shaking its structures. Protectionism and uncertainty have increased in the international economy. Trust in the stability of the international financial system is at stake. Some states are using more lending, investments, economic sanctions and trade policy measures for exerting political influence than before, and, in this sense, trade policy has also become a part of the security policy range of instruments. The WTO's operations are also characterised by the tension between the developing countries and industrial countries. Bilateral and multilateral agreements enable progress in trade liberalisation among parties ready for that. The EU trade agreements have, for their part, promoted rules-based international trade.

As Finland, many other governments and actors are also concerned about the state of the rules-based international system, and concrete initiatives and programmes have been drawn up to support it. Support for the rules-based international system has been provided not only by the UN system but also by various European and Euro-Atlantic structures. The key structures include the EU, functioning as a deeply integrated union and wide-ranging security policy actor; NATO, as a party responsible for the collective defence of its member states; and the OSCE, acting as an organisation of cooperation-based security with a wide geographical reach. The Council of Europe plays a key role in the promotion of human rights, democracy and the rule of law in Europe.

3.3   Trends in the neighbouring areas of Finland and Europe

The security situation in the neighbouring areas of Finland and Europe is unstable and difficult to predict. The increasing competition between the great powers and their weakening commitment to the rules-based international system and international law have increased tensions in the international situation. Tensions have also been increasing in Finland's vicinity due to such contributing factors as the weakening of the agreement-based arms control system, the development and diversification of influencing methods, and the growing importance of cyber operating environment. Finland's security environment has become more unstable, and the change is expected to be long-lasting.

From the great power perspective, Finland is located in a strategically important area, on which changes in the international security situation are directly reflected. The security in Northern Europe is increasingly interlinked and any shifts in the security situation in the Baltic Sea region, the Arctic neighbourhood of Finland and on the North Atlantic are closely connected. The development in Europe's neighbourhood also remains unstable.

The European Union is a successful peace project, a unique economic and political alliance and a significant global economic actor. Its basic values include respect for human dignity and human rights, freedom, democracy, equality and the rule of law. The EU advocates these values, and promotes peace and compliance with and the development of international law. Based on common values and objectives, and to advance its own interests, the EU is developing a joint foreign and security policy and defence cooperation. In its external relations, it strives to utilise its economic power better than before to become the political actor equal to its size.

The EU has remained united when facing challenges such as Brexit. Similarly, the EU has been consistent on the sanctions against Russia. After the early stages of the Covid-19 pandemic, the Member States have been coordinating their actions and showing mutual solidarity. The EU has launched large-scale measures to respond to the impacts of the pandemic and supported also third countries in this respect. The pandemic is yet another example of a crisis encountered by the EU that may, in the best-case scenario, enable the EU to become stronger both internally and externally. In addition, it gives the EU an opportunity to show the kind of leadership it is expected to display in several other global issues as well.

In certain issues, it has become more difficult to establish a common position of the EU Member States. The Member States have differing views, for example, on the direction where the EU should develop, migration issues, human rights issues and the activities in the Middle East. Within the Union, there are shortcomings in the compliance with the basic values of the EU, such as the rule of law. Brexit may have an impact on the Union's

role as an international actor. The great powers are challenging the unity of the Union. All these development trends are reflected on the EU's global influence.

Many Member States call for more concerted and effective action from the EU. The European Commission's response to this is to emphasise a geopolitical outlook, meaning a more determined promotion of the EU's interests and values at the global level, together with the EU's partners and in relation to its competitors. The aim is to take a more comprehensive and strategic approach to managing external relations. The issue of increasing the effectiveness of EU's Common Foreign and Security Policy (CFSP) is being debated based on various initiatives. As part of the debate, it has been proposed that qualified majority decision-making be applied more extensively in certain areas of the CFSP, such as the human rights policy and sanction decisions.

The EU continues to develop its common foreign and security policy and enhance its defence cooperation in a manner that will strengthen the capabilities at the disposal of EU Member States. The Member States are developing defence by national measures and Permanent Structured Cooperation and by promoting, for example, military mobility. The European Defence Fund will be used for enhancing the EU defence cooperation. The cooperation between the EU and NATO aimed at strengthening European security has been intensified, for example, in issues related to hybrid influencing and military mobility. European security is also strengthened through cooperation done within smaller country groupings.

Through its enlargement policy, the EU has promoted peace, prosperity, security and stability in Europe, and the EU is committed to the EU perspective for the Western Balkans. The NATO enlargement to the Western Balkans has, for its part, already enhanced stability and development in the area, where also Russia, China and Turkey have been increasing their influence in recent years. The development of Serbia-Kosovo relations will be of key importance for regional stability. The agreement found in the naming dispute of North Macedonia shows that even difficult issues can be resolved motivated by the EU's Convergence objective.

Because of its membership in NATO, the OSCE and the Council of Europe, Turkey has close links to the European security. The EU cooperates with Turkey in various compositions. In recent years, however, Turkey has turned increasingly authoritarian, and it continues to distance itself from European values. Turkey's internal development, foreign and security policy operations and ambitions to gain a regional great power status are causing concern, as Turkey's actions are affecting the security of Europe and its vicinity.

The strategic importance of eastern partner countries and Central Asia for the EU has grown. Energy routes and labour mobility further increase the interdependence. The EU

supports reforms in these countries, and the strengthening of their societal resilience, stability and democracy. Russia has traditionally played a strong role in these countries through both political and economic cooperation. In recent years, China has strengthened its positions in Central Asia in particular.

The foreign and security policy cooperation and defence cooperation between Finland and Sweden has been deepened without any pre-set restrictions. The cooperation with Sweden is intense and wide-ranging and it covers all sectors, so Sweden's position as Finland's closest bilateral partner is strong. Another feature the countries have in common is that they do not belong to a military alliance.

Finland has developed its bilateral relations with Norway as well. Cooperation between all the Nordic countries is also close. In the security and defence policy cooperation, the security issues of the Baltic Sea region and, increasingly, also of the Arctic neighbourhood are highlighted. Finland cooperates with the Baltic countries particularly in matters related to the security of the Baltic Sea region.

The Province of Åland Islands has a recognised status under international law. This does not prevent Finland from intensifying its defence cooperation with various actors.

NATO's focus is back on the core task of collective defence, which manifests itself in the form of intensified defence and deterrence. The debate about the transatlantic burden sharing continues. The increased operations and presence of NATO and the US in the Baltic countries and Poland have enhanced stability in the Baltic Sea region. The US commitment to the European defence is of great importance for the security of the whole of Europe. The EU and the United States will continue their wide-ranging cooperation.

The level of commitment of each US Government to multilateral cooperation is also reflected on the transatlantic cooperation. In recent years, political divisions have deepened in the United States, and it is to be expected that the polarisation of the political field will continue. In the US, the primary focus is on domestic challenges. In the US foreign policy, the strong pursuit of national interests and drawing away from international cooperation have become increasingly emphasised.

Russia has weakened the security of our neighbouring areas and Europe by illegally annexing Crimea and by keeping up the conflict it started in Eastern Ukraine. Russian operations in areas like Georgia, Ukraine and Syria show that the country has lowered its threshold to use military force. Because of Russian actions, the security policy situation has become more tense, and the EU-Russia relations have deteriorated. Russia is still aiming at a sphere-of-influence-based security regime in Europe.

Russia's internal development has moved towards tighter government control. Legislative changes are being made to weaken democracy. The freedom of action of the civil society and free media has been narrowed down. Regional disparities are growing within the country, and the economic development is slow due to lack of structural reforms. Even though Russia is no match to the US and China in terms of economic resources, it still seeks recognition as a superpower and uses significant amounts of its resources for military buildup and external influencing.

The impacts of Russian power politics are reflected on the Baltic Sea region, where the negative cycle created by Russia has intensified tensions and increased military activity. The military strategic importance of the region has increased, and more technologically advanced and higher performance weapon systems are being deployed in the vicinity of Finland. Russia is raising the readiness level of its troops and enhancing its capacity to rapidly concentrate additional forces to an area. The countries in the Baltic Sea region continue to increase their defence expenditure, raise their preparedness and enhance their defence cooperation.

The temperature in the Arctic region is rising faster than world average. The resulting melting of the sea ice cover and the temptation to exploit the region in an unsustainable manner constitute a huge risk to the biodiversity of the region. It also enables taking advantage of the Arctic region in a new way, which has, for its part, increased the strategic importance of the region and increased tensions in the area. Any tensions in international politics or military tensions elsewhere in the world are reflected also on the Arctic area. Great powers, including China, are showing growing interest towards the region, and military activity in and geopolitical and economic interests towards the region have increased. Constructive cooperation related to, for example, climate and environmental issues is practised in regional cooperation structures.

The Middle East and the Persian Gulf region will remain at the core of international politics. The region is subject to great power politics and a terrain for various competing regional actors. The conflicts between the states competing over dominance, the concentration of power to authoritarian regimes and the conflicts of interest between great powers make it more difficult to develop any regional security arrangements. Only a share of the current difficult tensions in the region are open conflicts between states, while the rest involve different proxy actors and terrorist organisations. The fight against ISIS has united the international community widely. Israel and certain Arab countries have enhanced their cooperation by means of agreements that normalise mutual relations between the countries.

The US role in the region has turned more difficult to predict and has also narrowed down to some extent, of which other actors, such as Russia, Turkey and China, are taking

advantage. The US-Iran confrontation, and Iran's own operations reflect on the stability of the whole region, including that of Iraq. It is essential that Iran keep its international commitments.   The impacts of climate change are increasingly affecting the development of the region.

The unstable situation in the Persian Gulf may have global consequences, including the potential of the proliferation of weapons of mass destruction. The conflict in Syria has created one of the world's most extensive humanitarian crises and the biggest refugee crisis of our time. No solution has been found to the Israeli–Palestinian conflict, and the peace process has stagnated. The very different standings of the parties involved create an asymmetric frame of reference for any attempts to find a solution.

The affluent states in the region in particular have woken up to the need to diversify their economic structure and to offer new prospects for young people. The interest of the countries to engage in different partnerships is increasing. The developments in the Middle East and Persian Gulf regions have a direct impact on the European security and economy as well.

The strategic, commercial and economic importance of the African continent and its states has grown. The African Union has strengthened its positions as an international actor and partner. The economic growth has been robust, and the states have enhanced their cooperation by means of, for example, the African Continental Free Trade Agreement.

However, the economic prosperity and democratisation have advanced unevenly. The Covid-19 pandemic will slow down the economic development in Africa, which will not be rapid enough to respond to the needs of the population growth. The pandemic may also hamper the implementation of the Agenda2030, cause instability, weaken democratisation and raise the need for humanitarian aid to a record-breakingly high level. The problems in access to education and working life and in healthcare may dim particularly prospects among young people, increase the experience of inequality and domestic destabilisation, and create breeding ground for violent extremism and terrorism. Even before the Covid-19 pandemic, this was strongly visible, for example, in the Sahel region, where, alongside Al-Qaeda, also ISIS has been gaining ground, and both have expanded their operating areas.

Among the great powers, China, and also Russia in the extent allowed by its resources, have enhanced their cooperation with African nations. China is exercising its economic power in Africa and has thus created relationships of dependence. The competition between the great powers and regional actors, such as the Persian Gulf countries and Turkey, over influence and resources increases instability. India has also intensified its economic activities on the continent.

The African continent has become a more integral part of the EU neighbourhood, but it is not self-evident that the EU will maintain its status as Africa's biggest trade, investment and development partner. The EU continues to diversify its relationship and partnerships with African countries, and several EU countries have increased their presence on the continent. The EU has made systematic, long-term efforts to promote the stability and development in Africa through such actions as crisis management operations and development cooperation, and by supporting the building of African crisis management and conflict prevention capacity. The security of Africa is also linked to Finnish security, when the repercussions of, for example, the political instability and the conflict being further exacerbated by the various operators involved in Libya as well as the situation in the regions of Sahel and the Horn of Africa are reflected even on Europe.

4 Goals and priorities – strengthening Finnish security

The main objective of the Finnish foreign and security policy is to strengthen security in Finland, in our vicinity, in Europe and in the world. All these levels are important, and they are interlinked. Security is strengthened by national measures and through international cooperation. The meaning of cooperation and joint burden-sharing is increasingly important as the challenges grow.

The key elements of Finland's security are societal crisis resilience – security of supply included – strong national defence capability, the united and operational European Union and close international foreign, security and defence policy cooperation. Finland maintains its crisis resilience through wide-ranging collaboration with various sectors of society, strengthens the capabilities of authorities and raises a preventive threshold against external influencing targeted against the Finnish society.

Finland examines security from a wide perspective that observes not only the military threats, competition between great powers and hybrid influencing but also the impacts of the global challenges currently in sight, such as climate change, health threats, human rights violations, migration, economic crises, increasing inequality, terrorism and international crime. Many of the global phenomena affecting security are characterised by their ever closer interconnectedness.

Finland is a militarily non-aligned state which maintains a credible national defence capability. By maintaining its defence capability, Finland prevents the use of military force against Finland, shows readiness to respond to the use or the threat of use of military force, and the capacity to repel any attacks against our country. To strengthen its own defence capability, Finland participates in international foreign, security and defence policy cooperation, which has been increasing and getting deeper in recent years.

We engage in foreign, security and defence policy cooperation with Sweden in particular. Cooperation with other Nordic countries and with the EU Member States and NATO

countries – including the United States and the United Kingdom – is also important and in line with Finland's long-term foreign and security policy and it is based on Finland's own political interests. From the perspective of Finland's security, it is essential that NATO continue its Open Doors Policy, i.e. that NATO keep its membership open to all the states that meet the NATO requirements. Well-functioning neighbourly relations with Russia are important to Finland.

Despite the increasingly tense international situation, Finland is not under any immediate military threat. Nonetheless, Finland must prepare for the use or the threat of use of military force against it. Considering the prevailing state of Finland's foreign and security policy operating environment and its potential developments, Finland does not have the option or desire to isolate itself.

Finland pursues an active policy of stability to prevent military threats and reduce tensions. Finland follows the mutually agreed principles of European security based on the goals of the United Nations. If subjected to an armed attack, Finland will defend itself in accordance with the UN Charter. Finland will not allow the use of its territory for hostile purposes against other states. Close international defence cooperation and the option to provide and receive international assistance will remain an important part of Finland's defence capability.

External economic relations and development policy are an integral part of the Finnish foreign and security policy. The Paris Agreement on climate change, the Agenda 2030 defining the Sustainable Development Goals and other key agreements and action plans provide the foundations for international cooperation and Finland's actions in the coming years.

The effectiveness of Finland's actions will be intensified by securing sufficient operational resources for foreign and security policy and by ensuring the coverage of the Finnish network of diplomatic missions, including the provision of consular services in crisis situations.

4.1 Promoting foreign and security policy cooperation

4.1.1 We enhance the European Union's coherence and capacity to act

The European Union is the key reference framework, channel of influence and security community for Finland's external relations. By enhancing the EU's coherence, external capacity to act, and global leadership, Finland also strengthens its own security.

The EU must remain an influential foreign, security and defence policy actor which promotes peace, democracy and human rights, and provides security and socially, economically and ecologically sustainable prosperity. The EU must show global leadership in defending the rules-based international system, the mitigation of climate change and the promotion of human rights.

To strengthen its global status and influence, the EU must take a more strategic approach and show stronger coherence, stronger consistency in EU's internal and external policies, more efficient decision-making and better capacity to act. Increasing the use of qualified majority decision-making and the principle of 'constructive abstention' may, for its part, enhance the efficiency, speed and credibility of the Common Foreign and Security Policy. With a view to ensuring the EU's capacity to act, it is important that common policies are adhered to. Internal coherence is bolstered by respecting the common values, the rule of law included. It is important that the Member States stand united as the EU is negotiating with the UK.

Finland considers the strengthening of the EU's global role and more purposeful promotion of Europe's interests and values important and supports the Commission's geopolitical approach. The creation of a globally more influential EU requires seamless cooperation between its institutions and Member States. The High Representative of the Union for Foreign Affairs & Security Policy should have a strong mandate to promote the EU's foreign policy goals, the achievement of which can also be advanced by delegating high-representative tasks to the foreign ministers of Member States on a case-by-case basis. In the great power game, the EU must be able to efficiently establish its own stands based on its own goals and, if necessary, to protect its interests and Member States against external pressure. From the EU, this demands actions that support the safeguarding of EU's own competence and competitiveness in international competition in a manner that reduces harmful dependencies.

Finland supports the strengthening and development of the EU's common foreign, security and defence policy. The EU must be capable of taking responsibility for the security of its own territory and its neighbouring areas. When developing the EU's defence cooperation, it is essential that the Member States keep their commitments under Permanent Structured Cooperation and that the relevant cooperation projects produce

concrete added value. The joint EU financing for security and defence must promote the development of the European defence industry, and the enhancement of the EU Member State's capabilities, military mobility and the strengthening of the peace and security in partner countries. Finland supports the process of strategic reflection on EU security and defence. It is important to develop security and defence cooperation and a common strategic culture between the European countries. The EU provides an excellent framework for such cooperation, which should be primarily used. However, the collaboration may also take place outside the EU structures in different country groupings, in a manner that enhances the European security but does not draw dividing lines in Europe.

The EU-NATO cooperation must benefit both parties and be of complementary nature. The development of the EU security and defence cooperation benefits also NATO as it enhances European security and capabilities. Particularly beneficial areas of cooperation include the hybrid and cyber matters, issues related to digitalisation and disruptive technologies, such as AI, and the promotion of military mobility.

The EU must continue the implementation of a credible enlargement policy based on clear criteria. The Enlargement and Neighbourhood Policies promote peace, prosperity, stability and security in Europe and its neighbouring areas.

The European Union's Solidarity Clause (article 222, TFEU) and Mutual Assistance Clause (article 42(7), TEU) strengthen the Union as a security community and increase solidarity among the Member States. The prerequisite for the application of the Solidarity Clause is that a Member State becomes the object of a terrorist attack or the victim of a natural or man-made disaster. The Mutual Assistance Clause is intended to be used when a Member State is the victim of armed aggression on its territory. The debate within the EU and between the Member States about the issues related to the application and implementation of the Solidarity and Mutual Assistance Clauses continues. The flexible nature of the clauses must be preserved, which allows their application, for example, to responding to serious hybrid influencing.

Solidarity is of high security policy importance for Finland, and Finland bears responsibility for the European security in concert with the other EU Member States. Here, solidarity means that Finland will receive aid and assistance at its request, and that Finland will provide aid and assistance to another Member State or the European Union if necessary. The request for or provision of aid and assistance is always based on a decision made at a national level. Finland's readiness to provide or request military or other aid or assistance has been clarified by legislation, and the development of the ability to receive military assistance continues.

The EU must increase its preparedness and security of supply with a view to large-scale crisis situations, such as the Covid-19 pandemic. Furthermore, it is necessary to identify the areas in which coordinated action on top of national solutions would be possible in future crises. It must be possible to secure the progress of defence cooperation initiatives even in case of exceptional circumstances.

Strengthening the EU's preparedness and the EU as a security community also promotes the objectives of national security of supply. A smoothly functioning EU internal market and open and rules-based trade policy enable security of supply both at the EU and national levels. The crisis resilience of the EU internal market must be strengthened in such a manner that the cross-border delivery, supply and value chains function properly.

Comprehensive guidelines for the Finnish EU policy will be laid down in the Government Report on the EU Policy.

4.1.2   We emphasise our special relationship with Sweden and Nordic cooperation

The building of deeper cooperation with Sweden will continue without any predetermined limitations. In an unstable international operating environment, wide-ranging Nordic cooperation is increasingly important.

Sweden is the most important bilateral partner for Finland. Finland and Sweden, which do not belong to any military alliances, share the same assessment of how their operating environment is developing, which lays strong foundations for cooperation. Finland will continue to build deeper foreign and security policy cooperation and defence cooperation with Sweden without any predetermined limitations. The objectives of the cooperation with Sweden are to strengthen the security of the Baltic Sea region as well as the defence capacities of Finland and Sweden. By collaborating with each other, Finland and Sweden lay foundations for taking joint action in any situation in accordance with decisions made on a case-by-case basis. Common operations also raise the threshold against incidents and attacks.

The defence cooperation between Finland and Sweden covers times of peace, crisis and war. Areas of cooperation include but are not limited to situational awareness, joint use of logistics and infrastructure, Host Nation Support arrangements and cooperation for strengthening the monitoring and safeguarding of territorial integrity. The purpose of cooperation is to lay foundations for joint action and operations of Finland and Sweden under any circumstances.

The already close Nordic cooperation is being developed further based on shared values and interests, and common views concerning societal development. The key objective is to enhance security and stability in our neighbouring areas in Northern Europe, on the Baltic Sea and in the Arctic region. Nordic cooperation under the auspices of NORDEFCO (Nordic Defence Cooperation) is being developed, among other things, in the fields of situational awareness cooperation, military mobility and training and exercise activities. In accordance with the vision set at NORDEFCO, cooperation will be improved with a view to times of peace, crisis and conflict. Collaboration with Norway will be enhanced both bilaterally and together with Sweden.

In concert with the other Nordic countries, we seek ways to strengthen the rules-based international system. Together, we promote sustainable development and seek solutions to key global challenges, such as the mitigation of and adaptation to climate change, and issues related to technological development. In climate policy, the Nordic countries can set a global example, and their close cooperation in, for example, climate and environmental issues helps access of Nordic companies providing new technologies to international markets. Security of supply cooperation will be intensified. The Nordic countries increase their international influence by making joint appearances and initiatives, by arranging events together, and by cooperating at all levels in international issues in different fora. The Nordic countries must be the most closely integrated area in the world.

The Nordic countries promote the security of the Baltic Sea region also in collaboration with the Baltic countries. In a Nordic-Baltic composition, the countries engage in dialogue on international issues of current interest and coordinate their views on international fora. The shared security challenges underscore the importance of this composition. Finland continues its close bilateral cooperation with Estonia, Latvia and Lithuania. The EU Strategy for the Baltic Sea Region is another essential framework for regional cooperation for Finland.

4.1.3   We develop NATO partnership

NATO is the key actor for advancing transatlantic and European security and stability. Finland develops its partnership cooperation with NATO from its own premises and interests.

The fact that NATO now focuses on its core task has also affected the way the partnership cooperation has developed. In the changed security environment, the strategic importance of Northern Europe has increased, for which reason NATO has opened new cooperation opportunities for Finland and Sweden. The cooperation between Finland and NATO has been deepened.

Finland effectively employs the partnership tools and cooperation programmes provided by NATO to strengthen its national defence capabilities, and engages in wide-ranging, pragmatic and mutually beneficial partnership cooperation with NATO. It is important that Finland is able to cooperate with other partners in a flexible manner, taking account of the competence, needs and goals of each partner country. Finland considers it important that it can convene and collaborate, for example, in the '30+2' composition that includes Finland, Sweden and NATO countries.

The strengthening of political dialogue enhances Finland's opportunities to influence its security environment, such as the Baltic Sea region. Cooperation increases predictability and stability in the region. The debate needs to be continued to cover such issues as the security situation, arms control, technological development, civilian readiness, enhanced resilience of societies, and issues related to hybrid threats, as well as the situation of Europe's Southern Neighbourhood. It is also in Finland's interest to engage in dialogue with NATO on the security of the northern region and on keeping it outside any international tensions.

In pragmatic cooperation, one of the key priorities is the development of a shared situational awareness and situational understanding in the Baltic Sea region between Finland, Sweden and NATO countries. Other priorities include the development of capabilities, continued participation in crisis management cooperation and training and exercises, which Finland will participate in regularly and in many different ways. The participation in demanding NATO exercises and crisis management develops Finland's own capabilities and interoperability with partners. Finland participates in these activities by separate decisions made by the President of the Republic and the Government's Ministerial Committee on Foreign and Security Policy. Participation in crisis management also promotes Finland's wider objective to enhance international security and stability. Efforts to intensify cooperation in civilian readiness and security of supply issues, in the fields of cyber defence and countering hybrid threats and in arms control will continue. In Finland-NATO cooperation, it is taken into account that partnership cooperation neither includes any Article 5 based security guarantees nor obligations, and that when participating in any NATO Article 5 exercises Finland's role is only that of a partner country. Finland promotes the EU-NATO cooperation aimed at strengthening the European security and transatlantic cooperation even in global issues, such as improving health security.

Maintaining a national room to manoeuvre and freedom of choice are also integral parts of Finland's foreign, security and defence policy. This retains the option of joining a military alliance and applying for NATO membership. The decisions are always considered in real time, taking account of the changes in the international security environment. Interoperability achieved through cooperation ensures the elimination of any practical impediments arising to a potential membership.

4.1.4   We maintain bilateral relations

In Finland's foreign and security policy operating environment, the significance of well-functioning bilateral relations and partnerships becomes emphasised. They are being developed comprehensively over a wide range of issues.

The United States is an important and close partner for Finland. The wide-ranging cooperation includes foreign and security policy cooperation and defence cooperation. The close and comprehensive bilateral relations are strengthened at various levels and through an extensive network of cooperation and regular high-level dialogue. In addition to bilateral topics, the dialogue covers EU-US issues, current international issues, hybrid threats, and matters related to European security, such as the situation of the Baltic Sea and Arctic regions. New opportunities are being sought in commercial and economic cooperation, and Finland is seeking partners also at the state level. Finland will continue its defence cooperation, including defence materiel cooperation, with the US with an aim to strengthen the national defence and interoperability, and to secure military security of supply.

The US commitment to Europe, both through bilateral arrangements and through NATO, is of key importance for the European security and for Finland as well. Transatlantic cooperation is also an important part of the Nordic security and defence cooperation. It is important for Finland that the US commits itself to the principles of and the cooperation central to the rules-based international system. The US plays a key role in international crisis management and the fight against terrorism, and Finland continues its concrete cooperation with the US in these issues as well. Finland contributes to maintaining a close EU-US partnership in the future as well. The maintenance of the transatlantic relationship requires active measures on both Finland and the EU's part, and, on the other hand, between them and the US. It is important to preserve the shared set of values based on democracy, human rights and respect for the rule of law. Common interests and a shared historical set of values support close cooperation.

Finland maintains functioning and close relations with **Russia** in sectors of key importance for Finland and the EU. Finland cooperates and engages in dialogue with Russia on bilateral issues, the international situation and security, global challenges, such as climate and environmental issues, and Baltic Sea and Arctic region issues, and promotes the economic relations between the countries. The stability of Russia and the respect for human rights in the country are important to Finland, and the dialogue on human rights issues will be continued. Direct contacts between citizens, supported by functioning cooperation in the arenas of, for example, traffic, tourism and culture, are an important part of the relations between Finland and Russia.

For Finland, it is important that the EU stands united in issues related to Russia. In response to Russia's illegal annexation of Crimea, Finland pursues the EU's joint non-recognition policy and implements sanctions against Russia.   Full implementation of the Minsk Agreements, aimed at finding a solution to the conflict in eastern Ukraine, is the prerequisite for the reassessment of the EU-Russia relations, including the lifting of the sanctions against Russia.

Cooperation with Russia continues at the practical level trough the Northern Dimension policy and the EU-Russia cross-border cooperation. The Northern Dimension policy and the partnerships operating under its auspices provide opportunities for constructive regional cooperation that benefits citizens, and for supporting the civil society and direct contacts of citizens. Environmental partnership enables cooperation in the protection of water systems, and in nuclear safety, environmental technology and the mitigation of climate change. The transport and logistics partnership offers opportunities for logistics and digitalisation solutions crossing national borders. The social and health partnership covers, among other things, the prevention of the spread of infectious diseases. The cultural partnership promotes projects in the creative sector and connections between cultural actors in the relevant regions.

For Finland, it is of high importance how Russia positions itself in relation to the United States and China. Finland must be able to assess Russia's internal development and foreign and security policy actions with high accuracy. This requires the maintenance of robust expert knowledge on Russia.

Finland is aware of **China's** determined endeavours to strengthen its global status. In issues related to China, Finland will enhance the national coordination and situational awareness. Finland engages in dialogue with China on bilateral and international issues, such as the mitigation of climate change, in which China plays a major role. The economic prospects will be examined on a broad scope. The efforts to enhance Chinese commitment to the collectively adopted rules-based international system will be continued. Finland is concerned about the deteriorated human rights situation and the narrowing of the freedom of media in China resulting from internal developments. Finland will highlight these matters in its national and EU-level dialogue with China.

It is important for Finland that the EU pursues a uniform and consistent China policy. For the EU and Finland, China is, at the same time, a cooperation partner, an economic competitor and a systemic rival. Finland strengthens cooperation and exchange of information on issues related to China.

For Finland, **the United Kingdom** is a close partner with whom Finland as a part of the EU is building a new relationship. In the future relations, Finland is primarily seeking EU-level solutions. Finland considers it important that the foreign and security policy cooperation and defence cooperation between the EU and the United Kingdom remain as close as possible. Alongside the EU-level solution, the bilateral relations and commercial and economic cooperation will be strengthened.

Finland expands and deepens its political and economic cooperation with African nations and regional organisations and builds partnerships based on equality and common interests. Finland uses its reputation as a good partner and a trailblazer in technological development, education and the rights of women and girls. Finland participates in crisis management work and takes action to strengthen the security sector of the countries of Africa. Africa will remain the geographical focus area of Finland's development cooperation, and the goal is to enhance sustainable development on the continent.

Finland provides strong support for the development of a comprehensive EU partnership with African countries and the African Union. The EU-Africa relations should be developed in such a manner that they are increasingly based on political dialogue, reciprocity and trading. The EU has instruments for supporting development and security that should be put to extensive and efficient use. The EU is an important supporter of the regional integration of Africa, and African countries are natural partners for the EU and Finland in defending the rules-based international system. In the cooperation, the emphasis is on the mitigation of climate change and responding to its impacts, migration issues and the achievement of the Agenda2030 goals. All actions must support ecologically, economically and socially sustainable change.

Finland will specify its comprehensive goals concerning Africa in a separate Strategy on Africa.

India is undergoing a major transition period, and it continues to increase its global weight. Finland promotes cooperation and dialogue on issues both countries consider important, including environmental and climate issues, economic cooperation, research and technology, and the support for the rules-based international system. In this dialogue, human rights issues will also be taken into account.

Finland intensifies the development of partnerships with the **South-East Asian** countries, which have a growing strategic importance for the EU and Finland in an environment characterised by the rivalry between the great powers. Finland shares values with **Latin American** countries in multilateral questions. Cooperation with countries in both areas will be developed in commercial and economic issues, and regional questions and in responding to global challenges, such as climate change.

4.1.5   We enhance our security by means of high crisis resilience

The importance of societal crisis resilience for the Finnish security is becoming emphasised in the rapidly changing operating environment. The key to strengthening resilience is the maintenance of strong national defence capability and internal security, which are enhanced by means of foreign and security policy.

The crisis resilience is strengthened by means of wide-ranging preparedness against multifaceted threats against society's well-being and security, including but not limited to the increase and diversification of hybrid influencing, the impacts of climate change, natural or man-made disasters, and the consequences of epidemics and pandemics. Joint preparedness, planning, training and execution are implemented in accordance with the principle of comprehensive security, where the vital functions of society are secured through extensive cooperation between various stakeholders. Ensuring the security of supply under any circumstances is an important part of crisis resilience, and it is maintained and developed taking account of the identified development needs. In military security of supply, the emphasis lies on securing the operational capacity of the key capabilities. The development of international search and rescue readiness will be continued as part of the EU and in collaboration with UN agencies. The changes in our operating environment underscore the need to develop not only cyber defence but also data defence, which means wide-ranging development of methods for rectifying false information and guaranteeing integrity of data.

Hybrid influencing is linked with the deteriorated security situation in Europe. It must be taken into account that rapid technological development and digitalisation will continue to provide new tools for injurious activities as well. Finland is prepared for the hybrid influencing to continue and acknowledges that it is necessary to react to hybrid actions, such as hostile cyber activities, through public attribution. Finland must also be prepared for hybrid influencing practised under the guise of, for example, migration, and different crisis situations or reinterpretations of history. It must be ensured that no such internal dividing lines emerge in society that external actors could exploit. Similarly, it must be ensured that external influencing does not create new dividing lines. Preparedness for diversified hybrid threats requires a shared situational picture and comprehensive development of foresight.

The Finnish foreign and security policy supports the national work for countering hybrid threats. Cooperation at the EU or international level often provides the framework for Finland's activities and contributes to establishing a situational picture, detecting and understanding hybrid threats, and creating shared resilience. Cooperation strengthens security-enhancing unity and reacting to hybrid measures. In the capacity of the host country and member, Finland supports the operation of the European Centre of Excellence for Countering Hybrid Threats, located in Helsinki, in such a manner that the

centre can produce new operating models for its member states, the EU, NATO, and the cooperation between them.

With a view to identifying, preventing and fighting against the various forms of international crime, and serious organised crime in particular, it is necessary that the partners share knowledge and best practices between them and participate in international crime prevention. From Finland, international terrorism requires measures because of its spillover effects on international security, stability and conflicts and because international terrorism constitutes a threat to national security and crisis management. Finland continues its international cooperation for the prevention of terrorism, violent extremism and violent radicalisation as part of national preventive action.

Any potential efforts of foreign states to influence or attach themselves to targets or services of critical importance for Finland's security are monitored closely and any such influencing attempts are repelled. In addition, it will be ensured that legislation concerning export control, monitoring of corporate acquisitions, network security, and other issues related to national security and national defence remains up to date.

The new intelligence legislation provides improved opportunities to detect threats against national security and military defence. Finland maintains its ability to operate both independently and, if need be, in collaboration with others to fight against threats to national security, to enhance security and to improve societal crisis resilience.

4.2 Strengthening multilateral cooperation

4.2.1 We support the rules-based international system

Global challenges can only be solved within the rules-based international system. Finland defends the system and strengthens it through its own actions, both bilaterally and as part of the EU.

Finland underscores the importance of the rules-based international system, the respect for its obligations, and the universal and binding nature of human rights. Finland takes a pro-active and constructive approach to strengthen multilateral cooperation and to bring down dividing lines that weaken it. Finland takes part in the arrangements established in defence of the multilateral system and modus operandi, such as the Alliance for Multilateralism initiative of France and Germany, which has won extensive support. For Finland, the EU is the key framework for defending multilateral cooperation. The mere existence of the Union and its activities strengthen the rules-based international system.

It is important to acknowledge the impact of the actions of and the rivalry between the great powers and their mutual relations on the rules-based international system. Finland continues a constructive dialogue with great powers and other actors, with the aim of strengthening their commitment to the collectively approved system and its rules.

Any infringements of the rules of international law, such as violations of territorial integrity, must be addressed with determination. Potential needs to reform the rules-based international system must be examined from the perspective of increasing efficiency. Initiatives have been taken to seek new partnerships to support the system, and cooperation is increased with countries in Africa, Asia and Latin America in particular.

Finland strengthens and develops international law and the multilateral treaty system. Finland continues its work against impunity and supports the fulfilment of criminal responsibility for the most serious international crimes. Finland also supports effective implementation of the responsibility to protect to prevent the most serious international crimes and participates in the activities of the International Coalition for the Responsibility to Protect. All counter-terrorism activities and sanctions must be in line with international law, and efforts must be made to avoid their potential negative impacts on humanitarian operations.

Finland continues to provide strong support for the key structures of international law, including the International Court of Justice (ICJ) and the International Criminal Court (ICC). Important complementary arrangements to international criminal courts of justice include the UN's IIIM[1] mechanism concerning the most serious crimes committed in the conflict of Syria, and the UNITAD[2] investigation team, which helps all national authorities bring ISIS and any individuals who have operated as part of it to justice for the crimes ISIS committed in Iraq.

4.2.2   We strive for a more effective UN system

Finland strongly supports the UN system and endeavours to strengthen the world organisation's status, effectiveness and ability to take action.

Finland promotes the reform efforts aimed at making the operations of the UN more effective. Such measures include the revision of the work of the Security Council by limiting the use of the veto power and broadening its composition to be more representative of the African countries in particular. The effectiveness can also be

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1   International, Impartial and Independent Mechanism

2   United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/ISIS

improved by developing the working methods of the Security Council and the General Assembly. The importance of human rights must be taken into account in all UN operations. Finland supports the work of the UN High Commissioner for Human Rights and the Human Rights Council, and takes action to ensure that the reform and development of the work of the Human Rights Council will continue. The civil society must be given more opportunities to operate within the UN.

The EU can be a strong actor within the UN by taking more unified action and seeking new partnerships. The Nordic cooperation carried out within the UN system promotes common Nordic values and objectives. Finland contributes to international security and stability and takes responsibility for global peace by maintaining its readiness to participate in UN peacekeeping missions. Finland supports the UN's conflict prevention measures and invests in mediation and peacebuilding in particular.

Finland takes advantage of its position as a leading country of the implementation structures of Agenda2030 and as a forerunner in the field of technology. Finland also aims to enhance the operating conditions of UN agencies in Finland. Efforts will be made to increase the number of Finns in the UN system and other key international organisations.

Finland's candidature for a non-permanent seat in the UN Security Council for the term 2029–2030 will be comprehensively promoted in our international activities. In the national preparation, investments will be made in securing wide and comprehensive political-level commitment to the process and ensuring the necessary resources at a sufficiently early stage.

4.2.3   We defend open and fair trade

Finland defends the multilateral trading system and the rules-based foundations of managing the global economy, and promotes the dismantling of barriers to trade and the prevention of discrimination through the common EU trade policy.

Finland continues its activities for strengthening the multilateral trading system and supports the EU's strong role in defending the system and open and fair trade. Finland promotes the efforts to reform the WTO system and seek versatile conciliatory solutions. Finland underscores that a functional WTO system with its dispute settlement mechanisms is in the best interests of all contracting states, the major economies included. Finland makes efforts to foster fair treatment of states in the international trading system. In its actions, Finland also takes into consideration the promotion of the Agenda 2030 goals and highlights the observation of, inter alia, human rights, equality and environmental criteria in any contract negotiations. In addition to multilateral cooperation, it is important that, if necessary, cooperation can be promoted multilaterally in smaller country groupings.

External economic relations are an integral part of the Finnish foreign and security policy. Trade policy is linked to global issues, and offers, for its part, an opportunity to support development and the respect for human rights. With an aim to foster national prosperity internationalisation efforts, exports and investments of Finnish companies are supported through external economic relations and assisted by the government's sales promotion network Team Finland. Increasingly systematic efforts will be taken to highlight the competence of Finnish companies in the UN and other international organisations of key importance. The monitoring of the procurement processes of such organisations will be intensified.

Respect for human rights, the enhancement of labour rights and the observation of climate goals are some of the measures aimed at developing a more predictable business environment. Finland helps companies identify the human rights and environmental impacts of their actions and meet their appropriate due diligence obligations in accordance with the OECD guidelines and the UN Guiding Principles on Business and Human Rights.

4.2.4   We seize the opportunities of digitalisation

Finland takes advantage of the opportunities offered by digitalisation and minimises the relevant risks. It takes part in and influences the international debate concerning new technologies and digitalisation.

The opportunities offered by technological development, digitalisation, AI and other disrupting technologies must be utilised diversely. The development produces solutions that can be used for responding to global challenges, fostering security and development, and supporting the respect for human rights. As necessary, the EU-level regulation must be used for creating required practices and responsibilities for the transparency of technological systems and for strengthening the capacity to assess risks caused by technologies.

As societies become increasingly digitalised, it is especially important to ensure that the cyber operating environment remains secure. Finland aims at an open, free and safe cyber operating environment, where ethical aspects, and privacy protection and freedom of speech issues are also taken into consideration. It must be possible to secure the accessibility of digital services, the usability of infrastructure and the returnability of data in any circumstances. This objective is being promoted within the EU, and through close international cooperation and efficient coordination. At the same time, these actions also build national and European-level competencies. The EU must also continue to develop methods for responding to hostile cyber activities, sanctions included. Finland emphasises the importance of complying with international law and following

responsible governmental conduct in the cyber environment as well. In addition, it must be acknowledged that being excluded from the latest technological development may create security risks.

As new-generation communications networks, such as 5G and the following network generations, are adopted to wider use, it is important to proactively ensure the security and resilience of the networks, including the network capacity in exceptional circumstances. The EU must adopt a uniform approach to cyber security in communications networks, and the Member States must effectively execute the jointly agreed measures. In its own solutions, Finland underscores the importance of trust, which applies to both hardware suppliers and the stakeholders behind them. The national solutions must support the building of trust in Finland as a cooperative international partner. For the policy to succeed, we must find a balance between security aspects and free mobility of data and the barriers to trade hindering this.

4.2.5   We emphasise the importance of Arctic cooperation

As the geopolitical, environmental and economic significance of the Arctic region is growing, Finland promotes the stability of the Arctic region and works against tensions building up in Finland's Arctic neighbourhood and on the North Atlantic.

The compliance with international law and jointly agreed principles play a key role with a view to stability of the Arctic region. The stability is further increased by sustainable economic cooperation and investments that support prosperity. Prosperity can be enhanced, for example, through various partnership cooperation projects of the Northern Dimension policy.

It is important to deepen understanding and situational awareness of the North Atlantic, northern sea areas and the Baltic Sea region which, from a security policy perspective, constitute one entity. Key part in the process is played by the foreign and security policy cooperation and defence cooperation, and increased exchange of information with the close partners, within the EU and with NATO. The security of northern sea areas can be enhanced by means of closer cooperation between the authorities of the countries of the area. This also underscores the importance of national coordination of activities.

Finland supports the strengthening of the Arctic Council. The work done by the Arctic Economic Council is promoted. All activity in the Arctic region must be based on the nature's carrying capacity, climate protection and the principles of sustainable development, as well as the respect of the rights of indigenous people. The participation of the local people in cooperation and decision-making concerning the region must be secured.

Finland will continue to play a central role in strengthening the EU's Arctic policy. The EU must understand the importance of Arctic issues for the whole Union, and the EU must, for its part, support the stability of the Arctic region. Finland considers it important that the EU's Arctic policy be updated to meet today's needs.

Finland is one of the five nations that acts as a decision-maker in matters concerning both the Arctic and the Antarctic regions. This provides Finland with an opportunity to take full advantage of its expertise, competence and Arctic characteristics. Finland will specify its long-term goals concerning the Arctic region and its operational resources in its strategy for Arctic policy.

4.3   Sharing global responsibilities

4.3.1   We emphasise human rights as foundation of foreign and security policy

The Finnish foreign and security policy is based on human rights. Finland is strongly committed to defending human rights and is seeking a seat in the UN Human Rights Council for the term 2022–2024 to promote human rights.

The respect for and promotion of human rights, democracy and the rule of law provide the value-based foundations for the actions Finland takes in its foreign and security policy. Finland promotes human rights as an EU Member, bilaterally and in multilateral fora.

Finland's policies are based on equality in the implementation of civil and political rights, as well as in the implementation of economic, social and educational rights. Finland underscores the rights of women and girls and supports the international efforts aimed at enhancing gender equality. Increasing the political and economic participation of women and girls and giving them a stronger role in peace processes and crisis management are among the key goals. Finland supports UN agencies mandated to promote equality. The respect for human rights must be taken care of as part of enhancing international peace and security.

Special attention is paid to the respect for the human rights of persons and groups in vulnerable situations and exposed to discrimination. In dialogue with various stakeholders, Finland highlights the pivotal role of the enforcement of human rights obligations and the freedom of speech, freedom of opinion and freedom of assembly for stable and successful societies. If the situation so requires, Finland has the readiness to take action with like-minded countries and as part of the EU so as to ensure that acute, country-specific human rights incidents are appropriately addressed. The provision of

political and practical support for defenders of human rights will be continued to allow them to carry on their activities safely.

Technological development offers new prospects for enhancing, for example, equality. At the same time, it must be ensured that it does not undermine democracy, the freedom of speech or protection of privacy.   It is important to take account of the connection between climate change and human rights, and to continue action aimed at ensuring that climate change causes as minimal a threat to the realisation of human rights as possible The right to participate and the right of access to information and to protection of law play a key role as we are seeking solutions to global challenges.

Human rights enhance peace, stability and prosperity. Finland participates in the political and mandatory normative work of the Council of Europe to safeguard the rule of law, democracy and human rights in the whole of Europe. The Lisbon Treaty obliges the EU to join the European Convention on Human Rights. Finland promotes EU accession to the treaty with an aim to enhance the protection of fundamental rights and human rights. The work to promote the accession of the EU and its Member State to the Istanbul Convention on preventing and combating violence against women and domestic violence will be continued. The work aimed at strengthening the human rights and democracy activities of the OSCE will also be continued.

The comprehensive guidelines for the Finnish human rights policy will be laid down in the Government Report on Human Rights Policy.

4.3.2   We produce security by mitigating climate change

Finland will become carbon neutral by 2035. This national objective shows our strong commitment to global burden-sharing in the mitigation of and adaptation to climate change, and sets an example for others.

Finland promotes the mitigation of and adaptation to climate change in all sectors of foreign and security policy, trade and development policy included. Finland and the EU must foster the effective implementation of the Paris Agreement, and carbon pricing worldwide.

In its bilateral relations and in international fora, Finland promotes a global transition to carbon neutral and climate resilient societies, and demands action for the mitigation of and adaptation to climate change. When seeking long-term solutions to responding and adapting to climate change and its impacts on safety and security, the role of science and cross-sectoral cooperation becomes emphasised. Finland takes account of the adverse impacts of climate change not only on environmental issues but also on, for example,

resource questions, and people's livelihoods, living conditions and health. Finland underscores the prevention of the global and regional environmental impacts of black carbon, and the significance of polar regions and carbon sinks for the mitigation of climate change, and promotes the transition to clean renewable energy and other emission-free energy solutions.

The EU must show global leadership in combating climate change. The long-term plan for a climate neutral Europe by 2050, the European Climate Law and the European Green Deal provide good starting points for such efforts. Finland endorses the EU climate diplomacy aimed at ensuring that major economies do their own share and thus help distribute the burden for climate action more evenly. Finland participates proactively in the debate within the EU on the links between climate change and security, and considers it important that the EU engage in dialogue about these matters within the UN as well as with NATO and the African Union. Climate change mitigation is also integrated into the EU's defence agenda. Finland continues the Nordic climate and energy cooperation for the achievement of carbon neutrality.

Finland strives to yield influence to have the UN Security Council include the topic on its agenda and produce a necessary knowledge base on the security risks of climate change. Environmental issues and the importance of climate change must also be taken into account in the work of the security and defence sectors, and when assessing the needs of and modes of operation in crisis management.

The goal of the global Coalition of Finance Ministers for Climate Action, established by Finland and Chile, is to generate system-level changes by harnessing fiscal policy tools – such as taxation, budgeting, financing and public procurement – for the purposes of climate action. The efforts to deepen the coalition's work and expand the membership base will continue.

Many of the solutions chosen by Finland in the industrial sector as well as in agriculture and forestry set an example for others. Opportunities for economic cooperation will be sought in the areas of climate change, environment and circular economy, on which Finland has extensive expertise and technological competence.

4.3.3   We take action to strengthen global health security

The foreign and security policy strengthens the readiness to prevent, prepare for and respond to cross-border health threats of natural origin or spread intentionally in the world and, therefore, also in Finland.

The prevention of cross-border health threats requires efficient international cooperation aimed at developing the preparedness for pandemics and crisis resilience. By supporting especially the readiness of less-well prepared countries to respond to epidemics, pandemics and biological threats, Finland also effectively bolsters its own safety and security.

Finland is involved in the action of the EU, the World Health Organization WHO, the Food and Agriculture Organization of the United Nations and the World Organisation for Animal Health and other key organisations to combat cross-border health threats and to enhance the readiness of developing countries. Finland promotes the strengthening of the roles of the UN and the WHO and is an active participant in international networks, such as the Global Health Security Agenda (GHSA). Cross-administrative cooperation and timely exchange of information and experiences play an important role.

The emergence of epidemics and pandemics must be prevented by affecting their original causes, including the circumstances that enable the transfer of animal viruses to humans. This requires an understanding of the connections between the health of humans, animals and habitats. The monitoring systems for early detection of epidemics must be improved. Attention should be paid to the prevention of drug resistance, such as antibiotic resistance, because it is becoming a major challenge in both developing and developed countries. The mitigation of climate change and the relevant adaptation measure should be enhanced to protect natural habitats and prevent the spread of diseases.

Robust health systems, functional institutions and cooperation between various societal actors are among the key elements of health security. These are all fields in which Finland has world-class expertise and competence to offer.

Health security is promoted also through other international cooperation within the health sector as well as through arms control measures aimed at preventing the proliferation of biological weapons and countering chemical, biological, radiological and nuclear (CBRN) threats.

4.3.4 We promote sustainable development in our foreign and security policy

Finland aspires to reduce poverty and inequality by implementing sustainable development goals in its foreign and security policy. This is effected through the implementation of the UN Agenda 2030 aimed at promoting sustainable development and eradicating poverty.

According to various international comparisons, Finland is among the leading countries in the implementation of sustainable development goals. This shows Finland's strong

commitment to the implementation of the Agenda 2030 and provides strong foundations for Finland's international actions in these issues. Finland also bears global responsibility for supporting sustainable development in other countries and regions, and uses its trailblazer position in sustainable development and the international interest towards its national implementation model for strengthening its international status.

The development policy is an essential part of Finland's value- and human rights-based foreign and security policy. The objective is the international implementation of the Agenda2030 and the Paris Agreement to eradicate poverty, reduce inequality, mitigate climate change and adapt to it. This will strengthen respect for human rights, enhance stability and strengthen global security. Finland pays special attention to the respect for the rights of minorities and persons in vulnerable situations, and their inclusion in the preparation of development policies. The specific expertise of these groups will be employed in the implementation.

Sustainable development goals are implemented in the development policy in the areas of priority based on Finland's values and strengths. Finland promotes the rights and status of women and girls, strengthens the well-being in the developing countries – jobs, education and democracy included – and enhances climate resilience in developing countries. The overarching goals to be observed in all activities include gender equality, equitable treatment, climate resilience and low-carbon development. The implementation and effectiveness of the development policy is enhanced through multilateral cooperation. In development policy, the geographical focus is on Africa.

Relying on its own robust competence in education, Finland has an important role to play in development cooperation and international cooperation when solutions are being sought to the global learning crisis. Combined with the development of and enhancing the quality of education, this is an important strength in the Finnish development policy.

Finland is known as a strong advocate of the rights of persons with disabilities. The rights of persons with disabilities is an important priority in Finland's human rights policy and development policy and an important part of the implementation of the principle 'Leave no one behind' of the Sustainable Development Action Plan.

Finland will continue to exert strong and purposeful influence in the EU development policy in accordance with its own priorities. The EU's status as an international actor must be strengthened by means of increased observation of the EU development policy in the EU External Action and enhanced development policy coordination between the Member States.

The development policy guidelines extending across parliamentary terms will be specified in a separate government report.

4.3.5   We respond to migration in a comprehensive manner

Finland underscores the need to address the root causes of migration to reduce migration forced by circumstance, and emphasises global sharing of the burden for, for example, refugee crises.

There are many ways to address the root causes of migration. Conflict prevention, crisis management, development policy, climate policy and commercial and economic cooperation are foreign and security policy tools which can be employed in versatile and comprehensive ways to affect the root causes of migration and to support regional stability and development in order to reduce migration forced by circumstance. When managing migration issues, international law must be complied with and the respect for fundamental rights and human rights must be secured.

The external action instruments of the European Union should be used for reducing unregulated and unforeseen migration and addressing the causes behind it. The EU must establish comprehensive partnerships and engage in dialogue on migration issues with the countries of origin and transit. Opportunities for legal migration should also be developed.

Finland considers the implementation of the UN's Global Compacts on Refugees and Migration important. The burden for refugee crises must be shared globally. It is important to support the host countries of refugees and to address the root causes of migration. Refugees must not be used as instruments of exerting political influence or for the purposes of destabilisation.

The impacts of climate change on migration must be comprehensively taken into account within the EU and in international fora. Finland is a solutions-oriented and responsible actor, which takes account of the importance of climate change mitigation and adapting to it and other factors causing migration in its development cooperation, for example. In broad terms, the development cooperation done by Finland also affects the root causes of migration. Even humanitarian aid may indirectly enhance the stability of countries and regions and thus reduce migration. The aid and assistance provided is always based on the recipient's needs.

4.4   Peacebuilding

4.4.1   We strengthen our mediation competence

Finland promotes peace and stability by means of conflict prevention, mediation and peacebuilding. In this work, Finland uses its whole mediation capacity, which will be further strengthened.

Finland bears responsibility for international peace and stability also through conflict prevention, mediation and peacebuilding. The objective is to promote lasting peace and stable societal development around the world. Long-term efforts are being taken to develop the Finnish mediation competence, and the conflict prevention and resolution capacity of the foreign service.

Finland responds to the international interest in the Finnish competence by providing expertise or good services, such as creating favourable circumstances for confidential dialogue to resolve prolonged conflicts. Finland's good international reputation, and experience in mediation and water issues offer, for example, an opportunity to combine elements from mediation, diplomacy and transboundary water cooperation to find solutions to international water conflicts.

To strengthen Finland's national mediation competence and capacity, a Centre for Mediation has been set up at the Ministry for Foreign Affairs. It will be used for coordinating the Foreign Ministry's own activities and making them more systematic, as well as for coordinating cooperation with other actors. This enables us to put our extensive mediation competence to even more efficient use.

Finland also aims to enhance the significance of conflict prevention and mediation in international organisations, including the UN, the OSCE and the African Union. Finland promotes a comprehensive role for the EU in mediation and conflict prevention. Cooperation with traditional civil society actors and, for example, religious actors supports Finland's actions. Networking and partnerships with the key actors will be intensified both nationally and internationally.

Peacebuilding, humanitarian aid and development cooperation measures will be coordinated in a more comprehensive way than before. This enables responding to conflict situations in an efficient and sustainable manner.

In its activities, Finland highlights a human rights-based approach, inclusion and gender equality. In accordance with the UN Security Council Resolution 1325 on women and peace and security, Finland continues its work to strengthen the role of women in peace processes and high-level decision-making fora. The Finnish women peace mediators

network is operating in the same manner as the Nordic Women Mediators Network to promote this goal. Finland endeavours to increase the participation of young people in conflict prevention and resolution and in post-conflict situations in accordance with the Security Council Resolution 2250 on youth, peace and security, and will draw up a national action plan on the implementation of this resolution.

4.4.2 We create stability and bear responsibility by means of crisis management

Finland produces security and bears international responsibility for the maintenance of peace and security by participating in international crisis management.

Crisis management is a central foreign and security policy instrument used for supporting conflict resolution, stabilisation of post-conflict situations and building of safe societies. The starting points are the strengthening of the security and stability of the conflict area, and the protection of civilian population. By participating in crisis management operations, we contribute to the promotion of democracy, good governance and human rights, including the rights of women and girls, and the prevention of sexual violence in conflict situations. The security provided by crisis management extends beyond the borders of the target countries, and by being involved we bear responsibility for international peace and security. The recent years have shown increasingly clearly that instability in Africa and the Middle East is having more direct impacts on the security of Europe and Finland than before. The Finnish participation in crisis management, therefore, also enhances the security of Finnish people.

Finland maintains and develops its readiness to participate in international civilian and military crisis management missions together with other international actors. In many operations, the participation in military crisis management develops the capabilities, preparedness and compatibility of the Finnish Defence Forces. Finland will strengthen its participation in international military crisis management in UN operations. Participation in both military and civilian crisis management missions must be increased in a manner that enhances our effectiveness and strengthens our role as a responsible international actor in situations where the need for international crisis management and the Finnish civilian crisis management competence is great. Finland intends to increase its participation in crisis management in Africa in particular. In civilian crisis management, the level of annual participation will be raised to at least 150 experts. The objective is to ensure the participation of women and human rights competence in Finnish civilian crisis management.

In crisis management, Finland applies a comprehensive approach, which takes account of the development stages of conflicts, and the combined effects of different instruments and policies. Crisis management, mediation and post-conflict reconstruction must constitute a logical entity. It is important to identify the target country's needs, based on which support can be targeted for strengthening, for example, the development of the rule of law or the capacity of security authorities. By strengthening stability and the capacity to act of security-sector authorities, we also help prevent terrorism and international crime.

Finland is a forerunner in the development of civilian crisis management. Within the EU, the work is based on the Civilian Common Security and Defence Policy (CSDP) compact, or the commitment through the execution of which the EU develops its capabilities, rapid-reaction capacity and the cooperation between EU actors.

Guidelines for the goal-oriented and efficient application of comprehensive crisis management policy will be laid down in the policy on the goals for crisis management extending across parliamentary terms.

4.4.3   We generate predictability by means of arms control and disarmament

Finland endeavours to strengthen the agreement system on arms control and disarmament, to secure the functioning capacity of the treaty organisations, and to enhance security.

Finland underscores adherence to arms control agreements and the implementation of confidence building measures in the neighbouring areas of Finland in particular. The agreement system must be reformed based on the existing agreements, complementing them as necessary. The most important methods for enhancing the system include supporting the implementation of agreements, securing the functioning capacity of the treaty organisations and reacting to breaches of agreements. Finland promotes these goals by political means and practical support measures at a national level, in collaboration with partners and within the EU.

Finland works for the non-proliferation of weapons of mass destruction. Finland participates in initiatives aimed at accelerating nuclear disarmament as part of the implementation of the Treaty on the Non-Proliferation of Nuclear Weapons. Finland participates in the dialogue on the Nuclear Weapon Ban Treaty and monitors the progress made in the entry into force of the treaty. Finland offers its comprehensive national competence for the purposes of non-proliferation of nuclear, biological, and chemical weapons, promotion of nuclear safety, and the fight against chemical, biological, radioactive, and nuclear (CBRN) threats. With the help of the expertise of the Radiation and Nuclear Safety Authority and the Finnish Institute for Verification of the Chemical Weapons

Convention (VERIFIN), Finland supports the implementation and verification of these treaties all around the world.

Finland promotes the global regulation of autonomous weapon systems and, in relation to that, monitors the use of AI in arms technology. International regulation must keep abreast of technological development. We need mutually agreed rules to which also the states developing these technologies are committed. The rules and regulations of international law must be complied with under any circumstances, also when developing and using new arms technologies. Fully automated weapon systems operating totally beyond human control must not be developed even in the future.

Finland continues its work for intensifying the implementation of the Arms Trade Treaty (ATT) and increasing the number of signatories of the treaty. The ATT is a key instrument for increasing transparency in international arms trade and for combating illegal trading in arms. Finland promotes the implementation of the treaty also with pragmatic support projects.

Finland will meet its international commitments related to export of military equipment. The export of defence materiel in compliance with international obligations supports, for its part, military security of supply. Responsible export control is based on careful case-by-case consideration. Finland does not export defence materiel to countries at war or countries which suppress human rights.

By preventing illegal proliferation of small arms and supporting humanitarian anti-mine operations, Finland promotes the stabilisation of societies and sustainable development in its partner countries in Africa and the Middle East, for example.