

Effective crisis management

Recommendations of the Parliamentary Committee on Crisis Management on developing Finland's crisis management

Parliamentary Committee on Crisis Management

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Finnish Government Helsinki 2021

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Effective crisis management Recommendations of the Parliamentary Committee on Crisis Management on developing Finland's crisis management

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Abstract

In March 2020, a Parliamentary Committee was set up to further develop Finland's crisis management policy and draft a comprehensive policy outline, extending over government terms. The Committee was tasked to make crisis management activities more effective and to ensure better use of resources and sufficient participation volumes.

The aim of the Parliamentary Committee's work was to create an up-to-date overview of the development and needs of international crisis management and the overall operating environment in which Finland's participation in crisis management takes place.

In its report, the Committee makes recommendations on Finland's participation in crisis management as part of foreign and security policy, the development of defence capacity and capabilities, the promotion of internal and external security, the quantitative and qualitative objectives of crisis management, and the improvement of comprehensive and effective crisis management.

Keywords crisis management, civilian crisis management, foreign and security policy, committee reports

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Vaikuttavaa kriisinhallintaa

Kriisinhallinnan parlamentaarisen komitean suosituksia Suomen kriisinhallinnan kehittämiseksi

Valtioneuvoston julkaisu 2021:18**Julkaisija** Valtioneuvosto**Yhteisötekijä** Kriisinhallinnan parlamentaarinen komitea**Kieli** englanti**Sivumäärä** 44

Tiivistelmä

Suomen kriisinhallintapolitiikan kehittämiseksi asetettiin maaliskuussa 2020 parlamentaarinen komitea, jonka tehtävänä oli laatia kokonaisvaltainen, yli hallituskausien ulottuva kriisinhallinnan tavoitelinjaus toiminnan vaikuttavuuden ja resurssien käytön suunnitelmallisuuden tehostamiseksi samoin kuin määrällisesti riittävän osallistumisen varmistamiseksi.

Parlamentaarisen komitean työn tavoitteena oli ajantasaisen kokonaiskuvan luominen kansainvälisen kriisinhallinnan kehittymiseen ja tarpeisiin sekä kokonaisvaltaiseen toimintaympäristöön, jossa Suomen kriisinhallintaosallistumista toteutetaan.

Mietinnössään komitea antaa suosituksia Suomen kriisinhallintaosallistumisesta osana ulko- ja turvallisuuspolitiikkaa, puolustuskyvyn ja suorituskykyjen kehittämistä sekä sisäisen ja ulkoisen turvallisuuden edistämistä, kriisinhallinnan määrällisistä ja laadullisista tavoitteista sekä kriisinhallinnan kokonaisvaltaisuuden ja vaikuttavuuden parantamisesta.

Asiasanat kriisinhallinta, siviilikriisinhallinta, ulko- ja turvallisuuspolitiikka, komiteamietinnöt**ISBN PDF** 978-952-383-919-9**ISSN PDF** 2490-0966**Julkaisun osoite** <http://urn.fi/URN:ISBN:978-952-383-919-9>

Effektiv krishantering

Den parlamentariska krishanteringskommitténs rekommendationer för utveckling av Finlands krishantering

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För utvecklande av Finlands krishanteringspolitik tillsattes det i mars 2020 en parlamentarisk kommitté som har haft till uppgift att utarbeta sådana övergripande riktlinjer för målen för krishanteringen som sträcker sig över regeringsperioderna och som syftar till att förbättra verksamhetens effekt och en planmässig användning av resurserna samt säkerställa ett tillräckligt deltagande i kvantitativt hänseende.

Syftet med den parlamentariska kommitténs arbete var att skapa en aktuell helhetsbild för utvecklingen av och behoven inom den internationella krishanteringen samt för den övergripande verksamhetsmiljön för Finlands deltagande i krishantering.

I sitt betänkande lämnar kommittén rekommendationer om Finlands deltagande i krishantering som en del av utrikes- och säkerhetspolitiken, utvecklandet av försvarsförmågan och kapaciteterna samt främjandet av den inre och yttre säkerheten, de kvantitativa och kvalitativa målen för krishanteringen samt förbättrandet av helheten och effektiviteten i fråga om krishanteringen.

Nyckelord krishantering, civil krishantering, utrikes- och säkerhetspolitik, kommittébetänkanden

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1 Introduction

In line with Prime Minister Sanna Marin's Government Programme, the Parliamentary Committee for Crisis Management was appointed in March 2020 to develop Finland's crisis management policy, tasked with drafting a comprehensive policy outline, extending over government terms, to improve the effectiveness of activities and the systematic use of resources, and to ensure sufficient participation. According to the Government Programme, Finland will maintain and develop its capacity to take part in international civilian and military crisis management tasks in cooperation with other international actors.

The Committee was chaired by State Secretary Johanna Sumuvuori and Member of Parliament Jouni Ovaska served as the Vice Chair. The Committee members were Member of Parliament Kimmo Kiljunen (deputy member: Member of Parliament Hussein al-Taei), the parliamentary group of the Social Democratic Party, Member of Parliament Petri Huru (deputy member: Member of Parliament Minna Reijonen), the parliamentary group of the Finns Party, Member of Parliament Ville Kaunisto (deputy member: Member of Parliament Jaana Pelkonen), the parliamentary group of the National Coalition Party, Member of Parliament Jouni Ovaska (deputy member: Member of Parliament Pasi Kivisaari), the parliamentary group of the Centre Party, State Secretary Johanna Sumuvuori (deputy member: Member of Parliament Heli Järvinen), the parliamentary group of the Greens, Member of Parliament Merja Kyllönen (deputy member: Member of Parliament Markus Mustajärvi), the parliamentary group of the Left Alliance, Member of Parliament Eva Biaudet (deputy member: Member of Parliament Anders Norrback), the parliamentary group of the Swedish People's Party, Member of Parliament Sari Tanus (deputy member: Member of Parliament Peter Östman), the parliamentary group of the Christian Democrats and Member of Parliament Harry Harkimo, the parliamentary group of the Movement Now.

The permanent specialists of the Committee were Head of CMI's Asia Programme Oskari Eronen (Crisis Management Initiative), Director Kirsi Henriksson (Crisis Management Centre CMC), Director General Janne Kuusela (the Ministry of Defence), Commandant Harri Uusitalo (Finnish Defence Forces International Centre FINCENT), Chief of Planning/Deputy Chief of Staff, Personnel Vesa Virtanen (Finnish Defence Forces), Chair Mauri Koskela (Peacekeepers' Association Finland), Director General Laura Yli-Vakkuri (the Ministry of the Interior), Secretary General Anni Lahtinen (Finnish Development NGOs – FINGO), Director

General Mikko Kinnunen (the Ministry for Foreign Affairs) and Executive Director Anne Palm (Wider Security Network WISE). A secretariat composed of officials from the Ministry for Foreign Affairs, the Ministry of Defence, the Ministry of the Interior and the Prime Minister's Office was appointed for the Committee.

The objective of the Parliamentary Committee's work was to create an up-to-date overview of the development and needs of international crisis management, and of the comprehensive operating environment in which Finland's participation in crisis management is implemented. The topics discussed by the Committee, included the changing operating environment of crisis management, new and emerging security threats, the overall level of Finland's participation in crisis management and national resources, participation by various actors (the UN, EU, NATO, OSCE, coalitions of groups of countries), legislation, the needs and challenges of international crisis management, women's participation, the comprehensive approach and the effectiveness of crisis management.

By participating in international crisis management operations, Finland improves security and bears its responsibility for maintaining international peace and security and the rules-based international system. Crisis management is a key instrument in Finland's foreign, security and defence policy that promotes security in the host country and globally. Crisis management supports resolving of conflicts, post-conflict stabilisation and building of safe societies. Participation in crisis management also enhances the security of Finnish people. Finland's participation in crisis management is part of our burden-sharing within the international community and of our profile as a UN, EU and OSCE Member State, a NATO partner and in relation to key countries with strong capabilities in crisis management. Participation in international crisis management can also have a positive impact on internal security and develop national preparedness and capabilities.

The Parliament has provided strong support to Finland's participation in crisis management, including ensuring a sufficient level of participation. The Parliament's Foreign Affairs and Defence Committees have emphasised a long term approach to participation and planning alongside the allocation of sufficient resources and the importance of impact assessment.

This Committee Report outlines the ways for developing Finland's crisis management capabilities and procedures to ensure effective and comprehensive participation in crisis management. The report takes into consideration the objective of strengthening participation in crisis management, geographical coverage and the required resources. In this report, the term "crisis management" refers to both military and civilian crisis management, unless otherwise stated.

When the Committee started working in June 2020, Finland had a total of some 400 soldiers participating in 10 military crisis management operations, and approximately 120 experts in civilian crisis management operations and tasks in the secretariats of international organisations. In February 2021, the level of participation in military crisis management is approximately 360 soldiers, and in civilian crisis management, about 130 experts. The current level of participation in military crisis management (360) is the lowest since the early 1970s; excluding the year 2011, when it was approximately 250 soldiers.

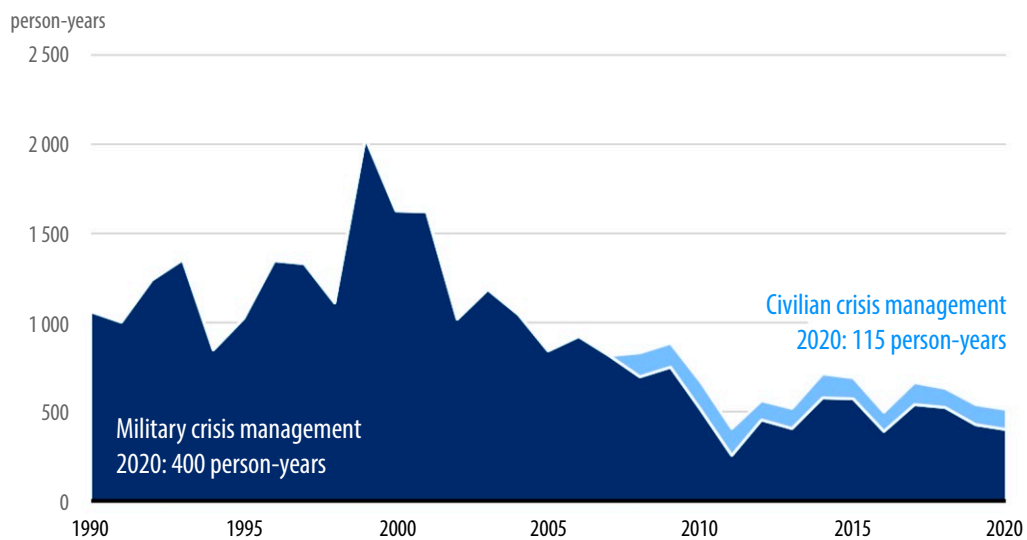
In recent years, Finland's participation in military crisis management has been declining in terms of the number of soldiers participating in operations. Participation was highest at the turn of the millennium, with 2,000 soldiers from Finland contributing to crisis management operations for example in the Balkans and the Middle East. In the late 1980s Finland also had almost 2,000 soldiers in crisis management operations in the Middle East and Namibia. The quantitative decline in participation is partly due to the smaller size of operations, changes in their nature towards training and advice, and the fact that for example to UN operations, a country like Finland is expected to primarily provide special expertise and equipment. These are the reasons for the emphasis shifting from large contributions of troops to smaller troops or individual experts. The fact that the operations have become more challenging has, in turn, increased the costs of participation. Therefore, the same level of appropriations enables the deployment of less soldiers than before.

In military crisis management, Finland's biggest contribution at present is the UN-led UNIFIL operation in Lebanon, with approximately 200 soldiers participating as part of a French Reserve battalion. Of UN operations, Finland is a participant in the UNTSO military observer operation in the Middle East and the MINUSMA mission in Mali. As to the EU's military crisis management operations, Finland is currently participant in three: EU training missions in Mali and Somalia, and the EUNAVFOR MED Irini operation in the Mediterranean, with a total of about 20 soldiers. Finland participates in NATO operations in Afghanistan, Kosovo and Iraq with a total of approximately 40 soldiers, and the training activities of the Global Coalition against ISIS – Operation Inherent Resolve's crisis management operation (OIR), in Iraq, with approximately 80 soldiers. In addition to military crisis management operations, Finland posts soldiers for high readiness in EU battlegroups.

At present, Finland has deployed approximately 120 experts to civilian crisis management tasks in OSCE, EU and UN operations as well as in secretariats and other civilian crisis management duties for example in EU delegations. The objective set in the Government Programme, to increase the number of Finland's seconded civilian crisis management experts to at least 150, will be reached gradually within the framework of the General Government Fiscal Plan 2021–24. The OSCE monitoring mission in Ukraine, with approximately 20 Finnish experts, is the largest individual contribution of Finland. The

number of experts is highest in Georgia, Ukraine, Somalia and Iraq. As to the European Union’s civilian crisis management missions, Finland is currently participating in all but one, and the number of Finnish experts totals approximately 60. The Head of Mission in EUAM Ukraine is Finnish as is the Deputy Head of Mission of EUAM Iraq. Finland has been a pioneer in the development of the EU’s civilian crisis management and Finland contributed significantly to preparing in 2018 the EU’s Civilian CSDP Compact and its ambitious commitments.

The development of Finland’s participation in crisis management.



Graphics: Prime Minister's Office

2 Changing operating environment of crisis management

Changes in the international operating environment and in conflicts are reflected in the need for crisis management and its forms of operation as well as in the international community's means to strengthen international security and stability.

The operating environment of crisis management changed markedly after the wars in the Balkans in the mid-1990s. Previously, international crisis management troops were grouped between the parties to supervise the armistice, ceasefire or peace treaty achieved. In that case, the international community basically had two parties to negotiate with. The number of conflicts has begun to increase in the 2000s. The majority of conflicts today are armed power struggles similar to civil war, resulting from the weakness or collapse of the central government. Fragile state authority and poor governance are particularly characteristic of geographically challenging regions, such as hard to reach mountain areas or large deserts. There, for example border control is inadequate in many cases. That prepares the ground for the emergence of various harmful unofficial networks, corruption, and free movement of armed groups. Weak performance of the authorities creates conditions conducive to organised crime and conflict areas often have connections with international arms and narcotics trade and human trafficking.

Conflicts are also fuelled by the supply of and demand for small arms. In many cases, one of the problems in post-conflict situations is that the arms used in the conflict have spread widely in the society to parties such as private armies, rebels, criminal organisations and other non-governmental actors. Therefore, disarmament also plays a role in comprehensive crisis management.

Many conflicts have become territorial, and internal conflicts in individual countries, or groups of countries, may even have global implications. Armed groups operate in or control land areas across several countries and there are cross-border smuggling and organised crime networks. In terms of crisis management, the regionalisation of conflicts poses a challenge, because the mandates of operations are often state-specific.

Global and regional superpowers may promote their own interests in conflict areas directly, or by using mercenaries and proxies. They can also challenge the multilateral rules-based system either by operating outside it or by striving to modify it to serve their own interests. Such development may make it difficult to achieve internationally acknowledged, comprehensive mandates for operations.

Technological development is reflected in the use of new technology and the networking of various actors. In conflicts, unmanned aerial vehicles can be used for both transporting explosives and for intelligence gathering on unit groupings of various parties. The development of communication technology facilitates the global recruitment and networking of volunteers and foreign fighters. Even non-governmental actors may have access to heavy armament.

In an increasing number of cases, the threats are asymmetric, such as terrorism, which requires the operations to be highly mobile, agile and have the ability to rapid deployment, but also to have units with higher protection levels. The importance of gathering information, intelligence and advance warning is emphasised.

The range of instruments available for the parties in a conflict now includes various hybrid influencing and disinformation activities. Compared with armed action, these methods are inexpensive and the risks involved in using them are low. Hybrid influencing can also be used against crisis management operations and event individuals. Phishing of personal data may expose individuals to extortion either during an operation or anytime later, but it can also affect the operation's reputation and credibility.

Climate change can be the root cause of the conflict or act as a conflict multiplier with other similar factors. Climate change causes concrete changes in the environment, such as desertification, erosion and extreme weather phenomena, which may also affect the operation's opportunities to operate, and its implementation. Climate change may also undermine the possibilities for agriculture, livestock farming and fishing. As it becomes difficult to practice livelihood and food security is threatened, human security is undermined and poverty and lack of future prospects increase. This may fuel crime and increase irregular migration and the number of refugees. Therefore, combating climate change is one of the key forms of preventing crises and conflicts. The aim is to take climate and environmental issues into account in the planning and implementation of crisis management operations and to find solutions that reduce the environmental footprint of operations.

Many global and regional changes have been accelerated in the past couple of years. The COVID-19 pandemic has further intensified and accelerated the developments. The pandemic has emphasised the importance of health security in crisis management. Crisis management operations and missions usually take place in countries where there are tropical illnesses and the hygiene standards are poor, access to health care may be difficult at places, and medical care standards are low. The COVID-19 pandemic has affected the operational preconditions of crisis management operations, including the rotation of staff and interruption of training and advisory operations. For the operations themselves, and individuals working in them, it has posed new challenges related to health security. The operations have strived to prevent the spreading of infections within the operation, and the local population, by introducing restrictions, quarantines, and remote work. The COVID-19 pandemic has already created the need to adapt the activities of current operations. In the future, it may also create new crisis management needs.

From the European viewpoint, the key conflict areas and the geographic operating environments of crisis management operations include Africa, the broader Middle East, and Eastern Europe. The Middle East has remained as one of the target areas of international crisis management missions, because political solution has not been found to the crises in the area. There are still strong grounds for continuing the operations, and international presence within the framework of the UN, in order to reduce tension and maintain regional stability. Other operators in the area include the Global Coalition against ISIS (Operation Inherent Resolve), NATO's NMI operation (NATO Mission Iraq) and the EU EUAM civilian crisis management operation (EU Advisory Mission) in Iraq. NATO's Resolute Support operation continues in the uncertain political and security conditions of Afghanistan. In the Western Balkans, the presence of the international community's crisis management operations has declined and will continue to do so, but the operations will need to continue in the future. The focus of crisis management has increasingly transferred to Africa, where major crisis management operations are in progress, and where the need for crisis management may increase further in light of foreseeable developments, including climate change, population growth, terrorism and instability of governments. Of the 13 UN missions, eight operate in Africa. Of the total of 17 EU civilian and military crisis management operations and missions, eight are active in Africa, and a further two maritime operations are linked to conflicts or instability in Somalia and Libya. In Africa, comprehensive crisis management is characterized by partnership with regional organisations, including the African Union, ECOWAS (Economic Community of West African States) and G5 Sahel countries.

In Africa, Finland is participating in UN and EU military crisis management with a total of approximately 30 soldiers, which accounts for around one tenth of Finland's total participation in military crisis management. Approximately one fifth of civilian crisis management experts work in Africa.



Photo: The Finnish Defence Forces

3 Comprehensive approach to crisis management

Crisis management is a key element in the range of instruments available for the international community in conflicts, in addition to development cooperation, peace mediation and other political measures, as well as humanitarian aid. The only way to achieve sustainable results in enhancing security and stability in conflict areas is to employ comprehensive measures and strengthen the local competencies, capacities, responsibility, and ownership. Prevention of conflicts, resolving them and stabilising the security situation require comprehensive understanding of the conflict, and planning and implementation of measures, and in applying an approach based on the needs of the target country and area.

Different instruments are emphasised at various stages of conflicts, including diplomacy, prevention, peace mediation and military and civilian crisis management, based on the needs of the area in question. In order to achieve sustainable results, the different instruments must be correctly focused and often employed simultaneously. The international community's comprehensive and sufficiently long-term commitment to supporting conflict areas is important. In the case of armed conflicts, the primary focus must be on stabilising the security situation and alleviating immediate human suffering. In that case, the roles of military and civilian crisis management, and humanitarian aid, are emphasised. Military crisis management can act as the facilitator for civilian crisis management and other types of support in case the security situation in the area in question is particularly critical.

In the management of prolonged crises, the nexus of humanitarian aid, peacebuilding and development cooperation (so-called triple nexus) is emphasised. The nexus approach refers to strengthening cooperation, coherence and mutual complementarity of humanitarian aid, development cooperation and peace processes, based on a joint strategic situational and risk assessment. In many situations, all these actors work simultaneously. The need to link various support forms, financial instruments and political dialogue, increases particularly in case the conflicts and crises become prolonged, and during the period of recovery and transition that follows them. In the preparation of the Government White Paper for Development Policy special attention was paid to the fact that the challenges, extreme poverty and human rights violations caused by climate change, environmental degradation, conflicts, natural disasters and epidemics, are particularly common in developing countries suffering from prolonged crises and

conflicts. Therefore, it is important to strive to promote the strengthening of coherence and mutual complementarity of humanitarian aid, development cooperation and peace processes, based on a joint strategic assessment of the situation and risks. Coordination of the strengths of various actors ensures the complementarity of measures and the comprehensive approach essential in difficult circumstances. A well-coordinated operating method fundamentally improves the results and impacts of aid in fragile situations and conflicts, while enhancing the efficient use of resources. This also helps in finding a comprehensive solution more rapidly to the situation of the country in question, and strengthens the country's own carrying capacity.

Modern crisis management is characterised by the fact that several international organisations and crisis management operations and missions may simultaneously operate in one conflict area. This emphasises the need to coordinate international activities. Finland has consistently supported the division of labour and coordination between international actors, and as stated in Finland's Comprehensive Crisis Management Strategy, issued in 2009, military and civilian crisis management as well as development cooperation and humanitarian aid should be coordinated to achieve the best possible synergies and sustainable results. While the roles and responsibilities of military and civilian crisis management, development cooperation and humanitarian aid are separate, they can be mutually complementary. The objective is to improve coherence and effectiveness of the various operations, with due regard for each actor's area of responsibility and expertise. Cooperation has taken place in various target areas.

A comprehensive approach is increasingly taken into account in the planning of crisis management measures at the international level. The mandates of operations include elements relating to the stabilisation of society, social cohesion and post-conflict reconstruction.

The relationship with the local population and administration also plays a key role in enhancing the effectiveness of crisis management, and improving the security situation in the conflict area. When an operation is established, and throughout its period of operation, the starting point must be the needs of the host country, and well-functioning dialogue between the operation and local actors. Communication and practical cooperation may have a considerable impact on the acceptability of the operation in the host country.

Non-governmental organisations operating in conflict areas may have valuable information and competence which, to the extent possible, will be taken into account in the work of the operations. Strengthening of the civil society in a country recovering from a conflict is important from the perspective of achieving sustainable results, particularly with regard to the development of the rule of law, democracy and human rights. The role

of non-governmental organisations is also important in the development of Finland's comprehensive crisis management policy. Finnish non-governmental organisations have made a significant contribution to the conceptual development of civilian crisis management and the contacts with the government are close.

Security sector reform measures have become an important instrument for international community. These measures contribute to strengthening the effectiveness of crisis management and the ownership of host countries. The local security authorities are supported by means of training and advisory functions. Material support can also be provided, or financing allocated to the construction of infrastructure, for example training centres. The EU, NATO, OSCE and individual countries have been active in this type of work and the European Peace Facility, established late 2020, further strengthens the European Union's support to the security sector. Through the EU and NATO, Finland has provided support to security sector reform projects and participated in multilateral projects, for example with other Nordic and Baltic countries. In the future, it is important to ensure that resources and instruments for supporting security sector reform in partner countries is available, in addition to crisis management.

Environmental issues and climate change are also increasingly prominent topics in the discussions on crisis management. Within the framework of the UN, operating models are sought to promote so-called green peacekeeping, and also to increase analytical capacity. The environmental and climate aspects are increasingly taken into account in reporting by UN missions. The impact of climate change on the implementation and planning of crisis management operations are discussed within the EU. The impact of climate change on increasing instability and conflicts may increase the need for crisis management operations in the future.

Enhancing cooperation between crisis management actors as an element in comprehensiveness

Enhancing cooperation between crisis management actors is a key element in comprehensive crisis management. In an unpredictable security environment, the efficiency of national cooperation between the authorities, and the ability to utilise acquired competencies and networks to develop cooperation further, is emphasised. Timely and broad-based understanding of the needs and development prospects of the operating environment, host countries, organisations and various tasks is required.

At the national level, well-functioning cooperation procedures are in place between actors in military and civilian crisis management. Finnish Defence Forces International

Centre FINCENT, Crisis Management Centre CMC Finland, Police University College and the Border and Coast Guard Academy have jointly founded the Finnish Centre of Expertise in Comprehensive Crisis Management. The Centre of Expertise organises training in crisis management, carries out research and publishing activities and arranges seminars. Joint courses strengthen understanding of the various methods of crisis management and cooperation opportunities.

To enhance comprehensiveness, crisis management actors are required to adopt new forms of operation and assess the impact of operations, and to adapt the operations to quickly changing situations. Correspondingly, the aim of crisis management training is to ensure that individuals possess sufficient skills and capacity to act in various positions, even in challenging operating environments.

Foresight can be supported through research, development and innovation activities. Research supports the preparation of crisis management, decision-making and communications, and the ability to assess the effectiveness of crisis management. It also contributes to enhancing the possibilities to exert influence in the EU and other international cooperation forums. Research is conducted, inter alia, within the framework of the Finnish Centre of Expertise in Comprehensive Crisis Management, but the analytical work of research institutes and non-governmental organisations could be utilised on a broader scale.

The information needs for developing crisis management and training relate, among others, to the trends in the operating environment, strengthening of local capacity, networked operations, strategic communications, impact assessments and issues related to operation command, and development of individual competencies.

Participation and inclusion of women and youth in crisis resolution

International crisis management pays increasing attention to the implementation of UN Security Council Resolution 1325 on Women, Peace and Security (adopted in 2000) and Resolution 2250 on Youth, peace and security (adopted in 2015). **Participation and inclusion of women in conflict resolution** is a key priority for Finland. Finland promotes the implementation of Resolution 1325 both at the national level and internationally in the UN, EU, OSCE and NATO. Finland is currently preparing a national action plan on the implementation of the Resolution 2250 on **Youth, Peace and Security** (2015). Internationally, Finland strives to promote the role, influence and meaningful participation of young people at the national level in the prevention and resolution of conflicts, and in

post-conflict situations. As Finland is one of the first countries to prepare a national action plan on the Resolution 2250, Finland has the opportunity of assuming a leading role in promoting resolution.

Increasing the number of women is one of the goals set in Finland's National Action Plan on Women, Peace and Security for 2018–2021. According to the plan, the aim is to raise the share of women in military crisis management from the current approximately four per cent to seven per cent. The UN target for 2028 is that the share of women serving in UN military contingents would be 15 per cent, and 25 per cent of military observers and staff officers are women. In 2020, women's share in UN missions was 4.8 per cent. In civilian crisis management, the national aim is that more than 40 per cent of experts in civilian crisis management duties would be women. At present, women account for slightly more than 40 per cent of Finnish civilian crisis management experts. This is one of the highest figures globally. Several Finnish women have also worked in management positions in the operations.

In crisis management, Finland aims to improve the status of women and girls in conflict areas and promote gender equality. The participation of female peacekeepers and experts in crisis management facilitates better protection for the entire population of the host country, as it enables gaining a better overview of the security-related needs of both men and women. Simultaneously, this may increase the trust of the local population towards the operation, because in many cases, only a female actor can win the confidence of the local female population. Female crisis management personnel may also have a high symbolic value as they serve as role models for the local population.

The personnel of the crisis management operations receives training in gender and equality issues. The inclusion of these issues in training should be emphasised even further. It is important that the leadership of the operations pays due attention to the gender and equality issues, both within the operation and in relation to the local population. The training activities of the Finnish Defence Forces International Centre and Crisis Management Centre have made a strong contribution to the development of women peacekeepers and civilian experts' expertise through of international courses. Finland has also actively influenced the planning of international organisations' crisis management operations, and their implementation in the field, so that the gender and equality aspects are taken into account.



Photo: Sari Rautarinta's photo album 2012

The links between internal and external security

The close link between internal and external security is partly result of accelerated globalisation: shorter distances and the advances of technology bring previously “distant” terrorist attacks close. Stabilisation of conflict countries contributes to the security of not only the target country and area, but to global security as well, also in the troop contributing countries, such as Finland. In crisis management operations Finnish experts take part in training of soldiers in countries affected by conflicts, advice authorities in countering terrorism and international crime, and in strengthening of the judiciary system. Many root causes of conflicts can be influenced, and spreading of threats and problems across borders can be prevented, by strengthening stability in countries affected by conflict and developing the capacity of local security authorities by means of crisis management.

Finland aims to take into account the links between internal and external security in the planning and implementation of operations, at the national and international level. The interconnectedness of internal and external security are also emphasised in the EU's Global Strategy. Development of the capacities of conflict countries through advisory services and training is the main focus of the EU crisis management operations and

missions. Finland will continue advocacy work in order to develop the cooperation between EU crisis management operations and missions and internal security actors to facilitate more efficient prevention of terrorism, international crime and irregular migration. These cooperation opportunities are also emphasised in the EU's Civilian CSDP Compact, aiming at the development of the EU's civilian crisis management, in order to respond to phenomena that may turn into internal security threats.

4 Actors in crisis management

Finland is currently participating in crisis management within the framework of the UN, EU, OSCE and NATO and the Global Coalition against ISIS.

Approximately 220 Finnish soldiers are participating in **UN** peacekeeping operations at present. In addition, approximately 20 civilian crisis management experts deployed by Finland operate in UN missions. Finland has set the objective of participating in the UN peacekeeping operations with approximately 20 police officers.

The UN continues to have a central role in peacekeeping and crisis management, and currently has 13 peacekeeping operations ongoing, with approximately 90,000 soldiers. From the perspective of comprehensive crisis management, the UN is a key actor in creating and maintaining international standards as well as in safeguarding human rights and protecting civilians in conflicts. The UN has developed mechanisms to ensure that UN peacekeeping and civilian staff comply with and promote the implementation of human rights. In the UN, Finland has supported the training of female peacekeepers and increasing their participation through training provided by UNITAR and the Elsie Initiative, launched by UN Women and Canada. In addition, through the UN Department of Peace Operations, Finland has supported the screening mechanism of candidates for senior positions in peacekeeping missions, to ensure that there are no human rights violations.

Participation in UN peacekeeping operations is an essential element in Finland's profile as a constructive and active UN Member State that bears its international responsibility and participates in conflict resolution. Simultaneously, Finland influences the development of UN peacekeeping and effectiveness of operations particularly in thematic issues, such as the status of women in conflicts, climate and environment issues, and human rights. In line with Prime Minister Marin's Government Programme, the aim is to strengthen participation in crisis management, with an emphasis on UN operations. The UN expects a member state like Finland, with advanced capabilities and educational standards, to participate in crisis management primarily by contributing niche capabilities, whether it be troops or equipment. The UN encourages member states to offer troops and capabilities also in the form of multinational cooperation. This kind of cooperation would provide possibilities for alternating participation. Countries can also participate in operations by assigning equipment and materials only.



Photo: Finnish Defence Forces

The **EU** is currently implementing six military and 11 civilian crisis management operations and missions. Finland has seconded a total of more than 20 soldiers to the EU's military crisis management operations. Finland's participation is at the average level of EU Member States, relative to population. In civilian crisis management, Finland is among the Member States seconding the highest number of experts to EU missions, in relation to population – with a total of approximately 60 experts.

Today, EU crisis management operations and missions are prevalently training and advisory missions, aimed at developing the security sector and rule of law in the country. Simultaneously, the EU has developed both its policies, support mechanisms and funding instruments, so as to better be able to support partner countries in a comprehensive manner that prevents conflicts or promotes resolving them. Support to peace mediation, countering hybrid threats and the links between internal and external security are among the aspects that should be given more focus than before, also in crisis management operations.

As an EU Member State, Finland has in general better possibilities to influence the planning of operations and their activities, than in other organisations. The decisions to establish and launch an operation or mission are made unanimously between Member States. Like other EU Member States, Finland participates in the decision-making concerning the establishment of the EU's Common Security and Defence Policy operations, and also the more precise definition of goals for the operations, and resource

planning. By participating in the EU's crisis management missions and operations, and in the development of the concepts and capabilities of crisis management in Member States, Finland also supports strengthening the EU's common foreign and security policy, the security and defence policy, and the effectiveness of crisis management. As part of the EU's Permanent Structured Cooperation, Finland is also committed to providing significant support to the EU's CSDP operations.

In November 2018, EU Foreign Affairs Council adopted the conclusions on the development of civilian crisis management, drawing the guidelines for the Member States for the development of civilian crisis management over the next few years. This so-called Compact (EU's Civilian CSDP Compact) is considered to be the most significant step for years in the development of civilian crisis management in the EU. The Compact comprises the commitments by Member States, the European External Action Service and the Commission to the development of EU civilian crisis management by 2023, and includes commitments particularly to the development of capabilities, rapid action and cooperation between EU actors. Almost all Member States have prepared national implementation plans on the development of their civilian crisis management operations in line with their commitment to the Compact.

OSCE runs 16 field operations – mostly field offices - , the largest and most significant in terms of crisis management being the OSCE Special Monitoring Mission to Ukraine (SMM). Finland has over 20 experts in the SMM. OSCE operations in the field, including in relation to prevention of conflicts, largely take place in field operations, to which Finnish civilian crisis management experts have from time to time been seconded. Finland has strived to ensure, through contributions such as voluntary funding, sufficient resources for the OSCE conflict prevention efforts.

Crisis management is one of the key tasks of **NATO**. At present, Finland is participating in three NATO crisis management operations with a total of approximately 40 soldiers. Participation in NATO crisis management is an important element in Finland's NATO partnership policy and supports Finland's status as an Enhanced Opportunity Partner. As a partner, Finland can participate in the preparation of and decision-making on those NATO operations in which Finland participates.

Military crisis management operations can be implemented not only by international organisations and the European Union, but also by **groups of countries or coalitions**. Such international coalitions as a crisis management structure are estimated to become more common. Coalition operations, in which Finland has participated, include the ISAF operation in Afghanistan (International Stabilisation Force), which for the first two years was a coalition operation, the multinational maritime operation to support the destruction of Syrian chemical weapons in 2014, and the ongoing crisis management operation in Iraq (Operation Inherent Resolve, OIR). Finland is currently participating in the Global Coalition

against ISIS and its OIR operation, with approximately 80 soldiers. Finland belongs to the core group of the coalition and working groups on communication, financing and foreign fighters. Participation in the US-led coalition also supports our bilateral relationship with the United States. The coalition has more than 80 members and the secretariat is in the United States.

Finland is also part of such groups of countries that can be considered to support participation in crisis management. The aim of the Joint Expeditionary Force (JEF) cooperation, led by the United Kingdom, is to ensure the ability and preparedness to rapidly put together multinational troops of participating countries for example for crisis management operations. The European Intervention Initiative (EI2), led by France, comprises cooperation between military experts and defence policy dialogue, with the aim of improving the preparedness of participating countries to contribute to crisis management operations.

When defining the focus areas of participation, the possibilities for cooperation between partner countries, and countries with considerable military capability, are also taken into account. Nordic cooperation is pursued also in crisis management. For example, in the United Nations's UNMISS crisis management mission in South Sudan, a Finnish-Norwegian special police team operates with a special focus on conflict-related violence and sexual and gender-based violence towards women and children. Finland has also acted in the ISAF operation in Afghanistan as part of a battle group led by Sweden, and in the EU training mission in Mali as part of Nordic training teams.

5 Premise and resources of Finland's participation in crisis management

As stated in the Government Report on Finnish Foreign and Security Policy 2020, crisis management is a central foreign and security policy instrument for supporting conflict resolution, stabilisation of post-conflict situations, protection of civilians and building of safe societies. 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. By being involved in international crisis management, we bear our responsibility for international peace and security, and enhance the security of Finnish people. The recent years have shown increasingly clearly the more direct impact of instability in Africa and the Middle East on the security of Europe and Finland. The report states that Finland will strengthen its participation in international military crisis management in UN operations, and Finland intends to increase its participation in crisis management particularly in Africa. In civilian crisis management, the level of annual participation will be increased to at least 150 experts.

The goal of civilian crisis management is to restore the functioning of the society by deploying outside expert assistance to crisis areas. Civilian crisis management supports the development of essential functions of society of the host country. Civilian crisis management includes not only measures aimed at preventing conflicts and maintaining peace and stability, but also more long-term measures, the aim of which is to strengthen public administration, the rule of law, human rights and democracy. Civilian crisis management tasks vary from support, observation, advisory and training to performing executive functions in public administration, including the police or the judiciary. In many civilian crisis management functions, the experts can develop their personal competencies and forge international networks which they can utilise after returning to their positions in their home country.

The objective of military crisis management is to maintain or restore international peace and security, support humanitarian aid activities, or protect the civilian population. Resolution of crises and stabilisation of the crisis area aims at restoring normal conditions in the society of the region in question, which is particularly important in terms of improving the living conditions of the civilian population. Military crisis management refers to international crisis management operations, implemented by military means and

mainly using a military organisation, to stabilise the conflict area. The use of individual military experts in various advisory and staff positions has increased. These positions are also available in civilian crisis management operations and in the UN political missions.

Legislation

Provisions on **Finland's participation in international military crisis management**, deployment of soldiers to military duties in other international crisis management missions, on training and exercises in crisis management, and on the status of crisis management personnel are laid down in the **Act on Military Crisis Management** (211/2006). Pursuant to the Act, Finland may participate in international military crisis management authorised by the United Nations Security Council, or exceptionally, in other international military crisis management, with the purpose of maintaining or restoring international peace and security or supporting humanitarian assistance or protecting the civilian population, taking into account the purposes and principles of the Charter of the United Nations and other rules of international law. The implementing party for crisis management referred to in the Act may be the UN, OSCE, the EU or some other international organisation or group of countries. The Act does not apply to Finland's participation in military operations implemented under Article 51 of the Charter of the United Nations (individual or collective self-defence if an armed attack occurs).

A UN Security Council mandate has been the main rule when deciding on Finland's participation. Examples of other types of military crisis management in which Finland may participate include operations in which the crisis management is implemented on the basis of the target country's consent or request. Furthermore, a UN Security Council mandate is not required when Finland participates in the protection of humanitarian aid or the civilian population, based on a request by a UN specialized agency or office.

Under the United Nations Charter, the UN Security Council has primary responsibility for the maintenance of international peace and security. However, it may be necessary for the international community to intervene in a conflict also in situations where the Security Council does not accept the matter for consideration, or a permanent member of the Security Council prevents the making of a decision. If the operation in question is implemented on the basis of the target country's consent and request, under international law, the mandate of the UN Security Council is not necessary. The EU, NATO and OSCE have not recorded a UN Security Council mandate as the precondition for crisis management operations they implement. The UN Security Council has interpreted the Charter provisions on the maintenance of international peace and security so that under them, even new types of threats can be responded to, including the collapse of the structures of state, massive human rights violations and terrorism.

The decision on Finland's participation in military crisis management operations is taken by the President of the Republic on the basis of a proposal put forward by the Government. Before submitting a proposal, the Government must consult the Parliament's Foreign Affairs Committee. If the proposal concerns a crisis management operation that presents a particularly demanding military challenge, or an operation that is not based on a UN Security Council mandate, the Government must, before submitting its proposal, consult Parliament by providing it with a report on the matter. If the proposal concerns the assignment of no more than ten persons, the Government must provide a report on the matter to Parliament's Foreign Affairs Committee. If the proposal concerns the assignment of individual soldiers to military crisis management or military duties in other forms of international crisis management, such as political operations or civilian crisis management, the decision is made by the Ministry of Defence, after consulting the Ministry for Foreign Affairs. These duties include individual staff, advisory, training and expert duties.

Key factors determining participation and operations in military crisis management include the mandates of the operations and the agreements, regulations and arrangements determining the status of troops and, for example, the use of force. Participation in operations which do not have a UN Security Council mandate may be based, i.a., on an invitation by the country in question. International practices and the legislation of various countries differ in terms of how the legal basis for participation is defined and interpreted. Nowadays, many operations do not have a direct mandate by the UN Security Council. This trend is likely to continue, and may intensify due to challenges in decision-making at the Security Council.

In certain situations in the future, it may have to be assessed whether the operation in question entails not military crisis management, but Finland's participation in the provision of international assistance. The entity related to the provision and receiving of international assistance includes the Act on the Making of Decisions Concerning the Provision of and Request for International Assistance (418/2017), and completion of legislation in the Ministry of Defence and Ministry of the Interior's administrative branches. The Act on the Making of Decisions Concerning the Provision of and Request for International Assistance applies to the decision-making procedure of the President and the Government, in case of provision of assistance, referred to in the Act, to another State, the European Union or an international organisation. The Act applies to decisions on assistance based on the European Union's Solidarity Clause or Mutual Assistance Clause, or if significant military resources or assistance involving the use of military force are involved. The Act is also applied if the assistance is of significance from the foreign and security policy perspective or far-reaching and important in principle.

Provisions on participation in civilian crisis management are laid down in the **Act on the Participation of Civilian Personnel in Crisis Management** (1287/2004). Pursuant to the Act, the Ministry for Foreign Affairs is responsible for the decision-making on participation in civilian crisis management, and the Ministry of the Interior is responsible for the national capabilities for civilian crisis management, including recruitment, training, material and logistic preparedness, research activities, cooperation with non-governmental organisations and coordination of national capabilities in various administrative branches. The Act on the Participation of Civilian Personnel in Crisis Management also includes provisions on matters related to, for example, the terms of employment of experts assigned to civilian crisis management duties. When the Act was amended in 2019, international rescue operations were separated from civilian crisis management and provisions laid down on the administrative position of Crisis Management Centre Finland, as the party managing the operational duties of national capabilities and in charge of the duties of the government as employer for the experts. The Act on civilian crisis management is being updated and the regulations on recruitment, including the term of office of experts, will be reviewed.

The national operational structure, including two separate acts, whereby the decisions on participation in military crisis management, are prepared in cooperation between the Ministry for Foreign Affairs and Ministry of Defence, and the Ministry for Foreign Affairs makes decisions on participation in civilian crisis management, while the Ministry of the Interior is responsible for national capabilities, is considered to function well. The operational culture can, however, be developed to ensure sufficient contacts and exchange of experiences. In developing cooperation, it is important to specify concrete measures, including more training offered to international actors, and increasing the joint training of civilian and military personnel.

Crisis management expenditure

Military crisis management expenditure has, in recent years, remained at approximately EUR 100 million per year (Ministry for Foreign Affairs and Ministry of Defence main titles of expenditure in total). The planning of the budget framework has been based on existing national decisions, and the costs of new participation decisions have been covered through supplementary budgeting. In 2021–2024, the budget framework for military crisis management totals approximately EUR 110 million per year, based on the current level of participation. The operations use various mechanisms to cover and compensate joint expenditure. The fact that the operating environment of crisis management has become more challenging is reflected as higher costs of participation, both in terms of materials and personnel expenses. If the level of appropriations remains at the level of recent years, it may be difficult to reach the same level of participation in numbers,

which was approximately 500 soldiers at the end of the year 2018. Furthermore, the UN, in particular, expects a country like Finland, with developed capabilities, to contribute even special equipment, for example helicopters, to UN missions. Such contributions have very high use and maintenance expenses. Factors that influence the availability of special equipment for crisis management operations include availability from national defence duties, the considerable need for support and maintenance structures, and the low number of operating and support personnel available. The use of special equipment in crisis management operations, including the costs of use and wear, and possible replacement, should be covered from military crisis management expenditure.

Civilian crisis management expenditure is covered by the Ministry for Foreign Affairs administrative branch's item 'civilian crisis management'. In line with the Government Programme, the objective is to raise the number of Finland's civilian crisis management personnel to at least 150 experts during the Government term, and accordingly, the level of appropriations during the budget planning period is rising: The approximately EUR 18 million appropriation allocated for 2021 to civilian crisis management will increase to approximately EUR 20 million annually by 2024. The national civilian crisis management capabilities are covered in the budget of the Ministry of the Interior. The appropriation allocated to the operating expenses of Crisis Management Centre Finland totals approximately EUR 2.2 million per year in 2021–2024.

Recruitment

The **recruitment base** for both military and civilian crisis management has, until now, been good and diverse, and there has been sufficient interest in crisis management duties to facilitate Finland's participation in line with the current operating model, based on voluntary involvement. In military crisis management, securing the availability of personnel for operations in particularly challenging circumstances has been regarded to require the development of the terms of service to make them more competitive, particularly as regards wages.

In military crisis management, reservists account for approximately 85% of those serving in military crisis management duties each year. Reservists are recruited among persons having committed themselves to being on call for crisis management duties, whereas Defence Forces' employed personnel give a separate notification of being willing to engage in crisis management duties. For certain duties, retired Defence Forces personnel can be used, if the position in question requires the qualifications that Defence Forces' employees have, but no-one in active service is available for recruitment to the position.

Everyone recruited to military crisis management duties is required to have military training. In the past ten years or so, approximately 1,730 reservists, 150 of them women, have annually applied to serve in military crisis management duties. Not all applicants can

be accepted to the pool of candidates, and it is not possible to find a suitable position for everyone. In practice, approximately 50 per cent of the reservists accepted to be on call are recruited for crisis management service.

In the past two years, the number of Defence Forces personnel applying for crisis management duties has increased. The interest to participate has often grown when Finland participates in new operations. International service is part of the Defence Forces' human resources planning and rotation of duties. International crisis management duties develop the competencies of personnel particularly in managing, maintaining and operating troops in challenging circumstances. Experience of international service, including crisis management duties, is a requirement for selection to the highest positions in the Defence Forces.

The recruitment challenges relating to certain positions have remained unchanged for a long time. Finding suitable applicants for positions requiring special expertise, including health care, technical service skills and the French language, is most challenging. Key measures to increase the number of applicants include more efficient communication for conscripts on the internet and communication in specialist magazines for various professions. Women are encouraged to participate in military crisis management.

Crisis Management Centre Finland is responsible for recruitment to civilian crisis management positions. Since 2007, CMC Finland has provided basic training in civilian crisis management, and persons having completed the training constitute the primary resource for Finland's participation in civilian crisis management. Unlike in many peer countries, in Finland, the recruitment of experts in all professions is centralised with CMC Finland. CMC Finland is responsible for monitoring vacancies internationally and opening the national process of call for applications to suitable positions. CMC Finland prepares a proposal for the Ministry for Foreign Affairs on positions to be made available and the Ministry for Foreign Affairs makes the decision to open the call for applications. The interest in Finland towards civilian crisis management positions is high and in most cases, a sufficient number of applications are received for open positions. Finland has ample experience required in the operations, for example in the various areas of competence in police duties as well as in equality and human rights issues. However, it is difficult to attract applicants for the most demanding expert positions and there are not enough applicants proficient in the French language. In addition, Finland has only had a limited number of suitable applicants for high-level positions in civilian crisis management. The aim in civilian crisis management is to further strengthen the so-called career step approach, which means that the career development of experts is supported in both national and international positions to promote personal development towards the most challenging duties.

Training

The Defence Forces are responsible for the **training** and provision of equipment for personnel in military crisis management duties. The training includes general instruction and courses that prepare for military crisis management duties. Training related to the actual operation is provided for the personnel selected to the operation. The training covers e.g. individual military skills, operating as a unit, the law of war and gender issues. Training about the target country and its culture is also emphasised. The Finnish Defence Forces International Centre FINCENT provides training in military crisis management for Finnish and international personnel. The new challenges in the operating environment place higher requirements on the applicants' functional capacity, performance, equipment and materials. More training is provided for personnel as well. As for military crisis management, in terms of the development of national defence, there is a need to participate in at least one operation with a larger military formation, in addition to which it is possible to participate in several other operations with smaller units for periods of varying duration. In terms of national defence, the most efficient way is to use entire military units for military crisis management. Using entire units improves the assessment and development of the principles of use of the troops, equipment and training better than using individual soldiers.

Crisis Management Centre Finland is responsible for basic training in civilian crisis management. Annually, such training is provided for approximately 50 selected experts. The key criterion for selection to training is an assessment whether the parties implementing civilian crisis management have the need for recruiting this specific expertise within the next couple of years. Regardless of the trainee's professional background, the purpose of the training is to provide the basic capabilities for working in civilian crisis management duties in an international environment, and often in challenging circumstances, including high security risk environments. The course curriculum is based on targeted learning outcomes defined by the EU and international organisations. In addition to basic training, CMC Finland provides various types of specialisation courses on various themes, or assigns experts to such studies, including comprehensive crisis management, advisory work and project management. CMC Finland provides pre-deployment training to all experts selected to civilian crisis management positions, to prepare them for the operation and position in question before deployment.

In addition to training, more attention must be paid to feedback discussions with individuals returning from crisis management missions, and the utilisation of lessons learned by experts in the development of crisis management.

There is also a need to develop long-term support and the related rehabilitation for returnees from crisis management operations, and to allocate the resources required for the purpose. Individuals having served in crisis management duties have the possibility

to use mental support services, funded by the State Treasury, and the services of the Psychiatric Consultation Outpatient Clinic of Helsinki and Uusimaa Hospital District (HUS) for one year after the end of the employment relationship. Problematic situations may occur particularly if post-traumatic stress disorder, PTSD, occurs and that may happen even years after the end of service. The earliest possible identification of PTSD symptoms, and the availability of assistance and treatment are important both for the individual returning from a crisis management operation or mission, and for those close to the individual.



Photo: Finnish Defence Forces

In practice, Peacekeepers Association Finland is the only party offering the necessary mental support for its members having served in either military or civilian crisis management operations or missions, in cooperation with the State Treasury and HUS. The activity is based on discretionary funding granted annually by the Funding Centre for Social Welfare and Health Organisations (STEA). Attention should be paid to the adequate level of funding and the predictability of the financing base.

The establishment of a centre for veterans, e.g. in virtual format, has also been proposed. The State Treasury is responsible for the further development of the concept for the crisis management veterans whose injuries require institutional rehabilitation.

6 Effectiveness of crisis management

The Committee considered the effectiveness of crisis management particularly from the viewpoint of goal-setting and post-evaluation related to participation in operations, and advocacy work within the framework of the EU and UN.

Goal setting and post-evaluation

The Committee commissioned a report on the effectiveness of Finland's participation in crisis management from the viewpoint of the objectives of Finland's foreign, security and defence policy, taking also into account the effectiveness in view of internal security challenges. The report assessed the effectiveness of the UN's UNIFIL and the EU's EULEX Kosovo operations in particular. The background to this was the statement issued by the Parliament's Foreign Affairs Committee in connection with the assessment of Finland's participation in UNIFIL, requiring a comprehensive evaluation of Finland's participation in the UNIFIL operation. Alongside participation in military crisis management in the UNIFIL operation, the aim was to produce an assessment of the effectiveness of participation in a civilian crisis management operation, and Finland's participation in EULEX Kosovo has been long-term, involving a considerable number of experts.

The effectiveness of crisis management has previously been studied, for example, in the 2012 report on the development of impact assessment of comprehensive crisis management operations (KRIHAVA), commissioned by the Ministry for Foreign Affairs, Ministry of Defence and Ministry of the Interior, as well as in the National Audit Office of Finland's audit of military crisis management (2013) and its post-monitoring report (2015), which also reviewed civilian crisis management and the implementation of comprehensive crisis management. The KRIHAVA report included recommendations on how the effectiveness of crisis management can be improved by introducing a comprehensive approach to planning, implementation and assessment. The report by the National Audit Office stated that the objectives for crisis management should be defined more clearly and the assessment and reporting of results developed.

The Parliament's Foreign Affairs and Defence Committees are regularly informed about Finland's participation in crisis management. The structure and scope of contents of accounts and reports on military crisis management to the Parliament have been

developed to meet the need to produce more comprehensive information over a longer time span in support of national decision-making. The accounts and reports have discussed the operations' military and political goals as well as the objectives of national participation. At the end of participation, the Ministry for Foreign Affairs and the Ministry of Defence submit to Parliament an impact assessment on the participation in the operation in question.

The report commissioned takes into account the fact that objectives for Finland's crisis management are set both nationally and internationally at the political and operational levels. The operations have specific objectives in line with the internationally approved mandates, to the promotion of which the troops and experts deployed by Finland contribute. In line with Finland's national policies, the political objectives of crisis management include promotion of stability, peace, democracy, human rights, rule of law and equality, and strengthening of national defence capability and internal security. Operational objectives include good relations with key actors, participation in operations important for Finland, promotion of international cooperation and restricting the impact of terrorism, extremist movements and international crime, and reducing the root causes of irregular migration in the countries of origin.

The preparation and implementation of operations, including the objectives set for operations, are primarily based on the decisions, assessment models and procedures of the party implementing the operation. When decisions on the operations and their mandates are made, the aim is to ensure the availability of sufficient resources for the operations to successfully implement their mandates. Finland can particularly well influence the establishment of EU crisis management operations and the evaluation of the implementation of the operations. Monitoring and assessment reports produced by the EU, UN and NATO can be utilised in national assessments.

On the basis of the report, it can be stated that Finland's participation in crisis management has served the foreign policy, internal security and defence policy objectives set by Finland. Participation has had a positive impact on national defence, crisis management expertise and development of capabilities. However, effectiveness is not easy to prove in concrete and detailed terms at the operational level. The recommendations in the report emphasised the difficulty of assessment in case no clear operational objectives have been set. To develop impact assessment, more detailed objectives are needed alongside indicators suitable for measuring their criteria and effectiveness, and these must be defined in cooperation between administrative branches. Similar assessment at the EU level could also be promoted within the framework of the EU's Civilian CSDP Compact.

The report points out that the possibilities of troops or individual experts seconded by an individual country are based on working as part of the organisation, which is why it is difficult to single out effectiveness as a specific target of assessment. This applies particularly to civilian crisis management, which typically involves the deployment of individual experts. It is also difficult to single out effectiveness from the perspective of an individual participating country and the activities of other participating countries, and the objectives set by the operation or other actors. Effectiveness can in part also be generated through multinational cooperation conducted with the partner countries.

The report recommends the development of a shared monitoring and assessment model for various administrative branches, as proposed in the KRIHAVA report. Clear, jointly approved effectiveness targets should be prepared to provide the basis for systematic assessment. It is stated in the report that making the targets more understandable would also contribute to making it possible for third parties, including citizens and the media, to conduct more reliable impact assessments. Correspondingly, third parties would have better possibilities to contribute new information on the alternative forms of participation, development of operations, and cost efficiency. The KRIHAVA report states that the assessments can be carried out in line with the areas of responsibility of various actors, but the assessment data produced should be combined and interpreted cross-sectorally, and from the perspective of comprehensive crisis management.

To support the Parliamentary Committee's work, reports by Finland's diplomatic missions abroad on peer countries' crisis management participation, and impact assessments, if any, were also utilised. The reports revealed that as for now, very few peer countries carry out impact assessments, and practices are not advanced in this respect. It would be possible for Finland to contribute to the impact assessment of crisis management operations also at the international level.

Finland's influence within the framework of the EU and UN

The Committee discussed the ways of enhancing Finland's effectiveness in crisis management also by further strengthening the advocacy work already carried out particularly in terms of the EU's, but also the UN's and other crisis management actors' conceptual work and decision-making on crisis management, and on the other hand, by aiming at Finns being selected in executive positions in crisis management operations and missions and the organisations that implement them.

As a Member State of the EU and UN, Finland can play a key role in promoting the effectiveness of international crisis management. The nature and decision-making structure of the EU give Finland better opportunities to influence crisis management operations within the EU. Key factors enhancing effectiveness include taking target countries' needs into consideration, and ensuring their ownership, the use of various tools

at the various stages of the conflict cycle in a comprehensive manner, strengthening the inclusion and participation of women, integration of the human rights, gender and equality perspective into the work of crisis management organisations, realistic goal-setting and dimensioning of resources to meet the objectives, well-functioning transitional strategies and independent assessment of the effectiveness of crisis management.



Photo: Finnish Defence Forces

7 Recommendations of the Committee for enhancing the comprehensiveness and effectiveness of Finland's participation in crisis management

1. **Finland must continue active participation in international crisis management in diverse ways.** Crisis management is a key instrument in Finland's foreign, security and defence policy that promotes security in the conflict area and globally. Crisis management not only supports the resolution of conflicts, post-conflict stabilisation and building of safe societies, but also improves the security of the Finnish people. Crisis management is integral to Finland's international burden-sharing and foreign policy influence as a Member State of the UN, EU and OSCE and a NATO partner, and in relation to key countries with highly developed capabilities. Participation in international crisis management also has a positive impact on internal security and develops national preparedness and capabilities.
 - Finland should continue diverse participation in crisis management operations and missions of the UN, EU, OSCE, NATO and international coalitions.
 - Finland should ensure that crisis management planning, decision-making and appropriations facilitate rapid response to changes in the operating environment and focus areas.
 - Finland should develop communications in order to improve broad-based understanding of the nature and development trends of crisis management, the benefits of participation in crisis management for Finland and the possibilities of those interested to apply to work in crisis management operations and missions.
 - Finland should develop long-term support and the related rehabilitation for returnees from crisis management operations and missions and allocate the resources required for the purpose. Finland must secure financial support to these organisations and thereby their operational preconditions.
2. **Finland must enhance comprehensiveness in crisis management at the national and international levels.** The aim is to strengthen the ensemble of humanitarian aid, development cooperation, peace mediation, other

political measures and crisis management to enable sustainable support to stability and security of the target countries. The Ministry for Foreign Affairs coordinates the comprehensive approach.

- Finland should enhance comprehensiveness through joint goal-setting in crisis management and in the implementation of operations, considering the different needs for international support at the various stages of the conflict.
 - Finland must develop proactive assessment of the operating environment of crisis management in cooperation between the parties responsible for crisis management, that is, the Ministry for Foreign Affairs, Ministry of Defence and the Ministry of the Interior, making use of the expertise of civil society and the research community.
 - Finland must develop a common operational culture for comprehensive crisis management, through the key tools of international training provided in Finland and financed or provided by Finland, and influence on crisis management methods in operations.
 - Finland should coordinate military and civilian crisis management as well as development cooperation, humanitarian aid and peace mediation to achieve the best possible synergies and sustainable results.
 - The links between internal and external security should be taken into account in the planning and implementation of participation in crisis management.
 - Finland must seek to influence the planning of operations and promotion of comprehensiveness in international organisations.
3. **Quantitative and qualitative objectives for participation in crisis management.** Quantitative and qualitative objectives ensure the continuous development of Finland's participation in crisis management in a way that corresponds with its significance in Finland's foreign and security policy.
- The objective stated in the Government Report on Finnish Foreign and Security Policy (2020) of at least 150 experts in civilian crisis management as the minimum target level must be maintained so that this is also reflected in the level of appropriations. Simultaneously, the possibilities to raise the target level further should be assessed.
 - In recent years, Finland's participation in military crisis management has declined rapidly. The declining trend in participation in military crisis management should be halted and participation strengthened by setting the 2020 level of participation and appropriations as the minimum.

- Based on the requirements of crisis management, Finland must strive to offer more expert personnel and special equipment than at present for the use of operations. This will be taken into account in training, recruitment, terms of service and planning of appropriations.
 - The efforts to enhance women's participation in crisis management at the national and international level must continue. Women's selection to management positions in crisis management must be actively supported. In civilian crisis management, the aim is a gender distribution of approximately 50–50 among the experts seconded. The aim in military crisis management is to double the share of women from the current less than five percent towards the objective set by the UN (15% of UN troops should be women).
 - National expertise, training and recruitment base related to, e.g. the technologies used in conflict environments, hybrid influencing, cyber threats, terrorism, organised crime, migration, human rights, climate change and environmental issues, health security and peace mediation should be developed so that Finland is able to provide special expertise to crisis management tasks. Training and recruitment measures should also be developed to improve the recruitment base for the French language.
4. **The geographic focus areas of Finland's participation in crisis management must reflect the development of the operating environment and international crisis management needs.** The European neighbourhood remains key. Africa has over a long period become a stronger focus area for international crisis management, due to its conflicts and potential for conflicts, owing to, for example climate change, population growth, weak governance and the resulting lack of future prospects, irregular migration and terrorism.
- Diverse participation in crisis management should continue in various conflict areas and particularly in areas with the most direct security implications on Finland and Europe.
 - Participation in operations in Africa should be considerably strengthened, considering the crisis management needs of Africa and the repercussions of the region's security situation on Finland and Europe.
 - The potential for cooperation with partner countries, the Nordic countries in particular, must be utilised.

5. **Effectiveness of crisis management must be enhanced**

Participation in crisis management supports the realisation of Finland's foreign and security policy objectives. To enhance effectiveness, country- and operation specific goal-setting must be clarified and impact assessment advanced in addition to the broader foreign and security policy objectives of participation in crisis management. Effectiveness also needs to be enhanced through policy and development efforts in the EU and UN in particular.

- Finland must advance clearer goal-setting in cooperation between administrative branches in connection with the decisions to participate in crisis management, and monitoring of the implementation of objectives and effectiveness, including indicators, in line with the recommendations of previous reports.
- The effectiveness of crisis management in the EU and UN in particular must be promoted. Finland should participate actively in the development of capabilities and the implementation of the principles of sustainable development in crisis management, and the improvement of women's participation and status in conflicts and crisis management.
- Finland must strive to enhance the sustainability and comprehensiveness of results from EU operations, taking also into consideration controlled phasing out of operations or transfer to other EU instruments. Finland's position as a developer and forerunner in EU civilian crisis management must be maintained.
- The recruitment of Finns for executive positions in crisis management operations and the organisations implementing them must be supported. Finland must enhance the utilisation of international experience in national duties.

Appendices

Parliamentary Committee on Crisis Management

Tasks, members, permanent specialists and secretariat of the Committee

Term: 6 March 2020–28 February 2021

Starting point of the Committee work: In accordance with the Government Programme, a Parliamentary Committee on Crisis Management will be appointed to develop Finland's crisis management policy, tasked with drafting a comprehensive policy outline, extending over government terms, to improve the effectiveness of activities and the systematic use of resources, and to ensure sufficient participation. According to the Government Programme, Finland aims to strengthen its participation in international crisis management, with an emphasis on UN operations.

Committee tasks: The task of the Committee is to outline Finland's crisis management participation over an extended timeframe from the perspective of national human and financial resources, needs related to national defence capacity development and maintenance, legislation concerning international crisis management participation, effectiveness of crisis management participation and Finnish foreign and security policy profile in the light of international crisis management needs and future outlook as well as to propose related measures and issue recommendations, including possible needs related to the amending of legislation and resources (personnel, funds).

Committee Chair: State Secretary Johanna Sumuvuori

Committee Vice Chair: Member of Parliament Jouni Ovaska

Committee members and deputy members:

Member of Parliament Kimmo Kiljunen (deputy member: Member of Parliament Hussein al-Tae), the parliamentary group of the Social Democratic Party

Member of Parliament Petri Huru (deputy member: Member of Parliament Minna Reijonen), the parliamentary group of the Finns Party

Member of Parliament Ville Kaunisto (deputy member: Member of Parliament Jaana Pelkonen), the parliamentary group of the National Coalition Party

Member of Parliament Jouni Ovaska (deputy member: Member of Parliament Pasi Kivisaari), the parliamentary group of the Centre Party

State Secretary Johanna Sumuvuori (deputy member: Member of Parliament Heli järvinen), the parliamentary group of the Greens

Member of Parliament Merja Kyllönen (deputy member: Member of Parliament Markus Mustajärvi), the parliamentary group of the Left Alliance

Member of Parliament Eva Biaudet (deputy member: Member of Parliament Anders Norrback), the parliamentary group of the Swedish People's Party

Member of Parliament Sari Tanus (deputy member: Member of Parliament Peter Östman), the parliamentary group of the Christian Democrats

Member of Parliament Harry Harkimo, the parliamentary group of the Movement Now

Permanent specialists:

Head of CMI's Asia Programme Oskari Eronen, Crisis Management Initiative

Director Kirsi Henriksson, Crisis Management Centre (CMC)

Director General Janne Kuusela, the Ministry of Defence

Commandant Harri Uusitalo, Finnish Defence Forces International Centre FINCENT

Chief of Planning/Deputy Chief of Staff, Personnel Vesa Virtanen, Finnish Defence Forces

Chair Mauri Koskela, Peacekeepers' Association Finland

Director General Laura Yli-Vakkuri, the Ministry of the Interior

Anni Lahtinen, Finnish Development NGOs – FINGO

Director General Mikko Kinnunen, the Ministry for Foreign Affairs

Executive Director Anne Palm, Wider Security Network WISE

Secretary-General: Sari Rautio, the Ministry for Foreign Affairs

Secretariat members:

Lauri Hirvonen, the Ministry for Foreign Affairs

Sandra Hatzidakis, the Ministry for Foreign Affairs

Anu Konttinen, the Ministry for Foreign Affairs

Helena Partanen, the Ministry of Defence

Mikko Lehto, the Ministry of Defence

Vesa Kotilainen, the Ministry of the Interior

Emma Patovuori, the Ministry of the Interior

Sami Pirkkala, the Prime Minister's Office

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