



Security Strategy for Society

Government resolution

Security Committee



Publications of the Finnish Government 2025:3

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Security Committee

Finnish Government Helsinki 2025

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Abstract

The Security Strategy for Society describes the concept for comprehensive security, in which the vital functions of society are taken care of in collaboration between the authorities, business community, organisations and citizens. The objective of the strategy, adopted as a Government resolution, is to provide all actors with a common framework for implementing comprehensive security from their perspectives. Comprehensive security forms the foundation of resilience in Finnish society.

The principles of comprehensive security have been updated in the Security Strategy for Society for the fifth time. Alongside preparedness, a new theme in the strategy is response to disruptions and crises. In addition, the role of individuals as key actors of security is emphasised. The link to the evolving resilience work in the EU and NATO has been strengthened.

Section 1 of this strategy describes the vital functions of society, assessment of related risks, strategic tasks to secure the functions, as well as the involvement of different actors. The strategic tasks defined for the administrative branches are described in Section 2 of this strategy.

An essential aspect of the execution of the strategy is monitoring its implementation. In Finland, comprehensive security reporting is carried out through a Security Report for Society which is submitted to the government annually, as well as other assessments and reviews published regularly.

Keywords

societal resilience, comprehensive security, vital functions of society, preparedness, response, collaboration, government resolution

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Yhteiskunnan turvallisuusstrategia Valtioneuvoston periaatepäätös

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Tiivistelmä

Yhteiskunnan turvallisuusstrategiassa kuvataan kokonaisturvallisuuden toimintamalli, jossa yhteiskunnan elintärkeistä toiminnoista huolehditaan viranomaisten, elinkeinoelämän, järjestöjen ja kansalaisten yhteistoimintana. Valtioneuvoston periaatepäätöksenä hyväksytyn strategian päämääränä on tarjota jokaiselle yhteinen viitekehys kokonaisturvallisuuden toteuttamiseksi omista lähtökohdistaan. Kokonaisturvallisuus muodostaa perustan suomalaisen yhteiskunnan kriisinkestävyydelle eli resilienssille.

Kokonaisturvallisuuden periaatteet päivitetään Yhteiskunnan turvallisuusstrategiassa viidettä kertaa. Uutena kokonaisuutena varautumisen lisäksi käsitellään häiriötilanteisiin ja kriiseihin vastaamista eli vastetta. Lisäksi korostetaan yksilöitä turvallisuuden avaintoimijoina. Kytköstä EU:n ja Naton kehittyvään resilienssityöhön on vahvistettu.

Strategian osassa yksi kuvataan yhteiskunnan elintärkeät toiminnot, niihin liittyvien riskien arviointi, toimintojen turvaaminen strategisten tehtävien avulla sekä eri toimijoiden osallistuminen. Hallinnonaloille määritellyt strategiset tehtävät kuvataan strategian osassa kaksi.

Olennainen osa strategian toimeenpanoa on sen toteutumisen seuranta. Suomessa kokonaisturvallisuuden raportointi toteutetaan vuosittain valtiojohdolle laadittavalla Yhteiskunnan turvallisuusraportilla sekä säännöllisesti julkaistavilla muilla arvioilla ja katsauksilla.

Asiasanat yhteiskunnan kriisinkestävyys, kokonaisturvallisuus, yhteiskunnan elintärkeät toiminnot, varautuminen, vaste, yhteistoiminta, valtioneuvoston periaatepäätös

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Säkerhetsstrategi för samhället Statsrådets principbeslut

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I säkerhetsstrategin för samhället beskrivs en verksamhetsmodell för den övergripande säkerheten, där myndigheter, näringslivet, organisationer och invånarna tillsammans sörjer för samhällets vitala funktioner. Syftet med strategin, som statsrådet godkändt genom ett principbeslut, är att erbjuda alla en gemensam referensram för att trygga den övergripande säkerheten utifrån sina egna utgångspunkter. Den övergripande säkerheten utgör grunden för det finländska samhällets kriställighet, det vill säga resiliens.

Principerna för den övergripande säkerheten uppdateras för femte gången i denna säkerhetsstrategi för samhället. En ny helhet som behandlas utöver beredskapen är hanteringen av störningssituationer och kriser, det vill säga respons. Dessutom betonas individernas roll som nyckelaktörer när det gäller säkerheten. Kopplingen till EU:s och Natos progressiva resiliensarbete har stärkts.

I den första delen i strategin beskrivs samhällets vitala funktioner, bedömningen av de risker som är förknippade med dem och tryggandet av funktionerna med hjälp av strategiska uppgifter samt olika aktörers deltagande. Förvaltningsområdenas strategiska uppgifter beskrivs i den andra delen i strategin.

En viktig del av verkställandet av strategin är att följa hur den genomförs. I Finland sker rapporteringen om den övergripande säkerheten genom en årlig rapport till statsledningen om samhällets säkerhet och genom andra utvärderingar och översikter som publiceras regelbundet.

Nyckelord samhällets kriställighet, övergripande säkerhet, samhällets vitala funktioner, beredskap, respons, samarbete, statsrådets principbeslut

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Section 1:

Concept for comprehensive security

1 Introduction

The Security Strategy for Society describes the concept for comprehensive security, in which the vital functions of society are taken care of in collaboration between the authorities, business community, organisations and citizens. Comprehensive security forms the foundation of resilience in Finnish society.

The objective of the Security Strategy for Society, adopted as a Government resolution, is to provide all actors with a common framework for implementing comprehensive security from their perspectives. Section one of this strategy describes the vital functions of society, the assessment of related risks, the strategic tasks to secure the functions, as well as the roles of various actors. The strategic tasks assigned for the administrative branches are described in Section two of this strategy.

The principles of comprehensive security have been updated in this Security Strategy for Society for the fifth time. The first, *Strategy for Securing Vital Functions for Society*, was published in 2003. It described threat scenarios for societal preparedness, the strategic tasks of ministries and the fundamentals of crisis management. The 2006 strategy focused on the management of disruptions and introduced an extensive matrix to support preparedness planning. In 2010, the strategy was renamed as the Security Strategy for Society. This change reflected the overall development in society as a result of which security operations extended to new areas, services and functions. Non-governmental organisations (NGOs) were also incorporated in the preparedness measures. The 2017 strategy was a practical interpretation of shared and general principles of preparedness. The strategy depicted comprehensive security primarily as a collaboration model, in which actors share and analyse security-related information and develop plans, conduct exercises and work in collaboration. This marked a shift from a state-centric approach to a whole-of-society model.

Similarly, in the current strategy comprehensive security concerns society as a whole. Alongside preparedness, a new theme in the strategy is response to disruptions and crises. Instead of focusing on the vital functions and security actors, the strategy emphasises action. The changed security environment, Finland's membership of the North Atlantic Treaty Alliance (NATO) and the lessons learnt from crises support this development. The prolonged COVID-19 pandemic, which required declaring a state of emergency, and other disruptions in our society such

as damage to critical infrastructure, instrumentalised migration and energy issues have demonstrated that Finland's concept for comprehensive security as such provides a solid foundation for resilience. However, these disruptions have also highlighted areas for improvement in our system. The lessons learnt from Russian's invasion of Ukraine are also being incorporated in the development work. The government has launched several projects to address the observations.

Administrative changes, such as the establishment of the wellbeing services counties, also necessitate renewal of the strategy's particulars. The aim has been to write the strategy to stand the test of time. Describing local-level actors, in particular, in a detailed manner is difficult due to several ongoing reforms. In such cases, the language chosen is intentionally more general. The strategy does not define new tasks or responsibilities for actors but describes the current state to reinforce a consistent and unified foundation for action.

The Finnish concept for comprehensive security has also raised extensive interest internationally as a result of Finland's NATO membership and the evolving security situation. Finland itself also promotes the preparedness ideology as part of European operating models. In the strategy, the concept is presented in a manner that is internationally understandable and does not require the reader to have a detailed knowledge of Finnish legislation or societal structures. The importance of the European Union (EU) and NATO to the security of our society is also expanded upon.

The writing of the strategy was harmonised with the preparation of the Government Report on Finnish Foreign and Security Policy and the Government's Defence Report. In addition, consistency with other documents which are central to comprehensive security, such as the Government Report on Internal Security and the National Risk Assessment, has been ensured. Based on the Government Programme of Prime Minister Petteri Orpo, several security-related projects are being prepared simultaneously. These projects are related to the development of the operating model for government security management and the national implementation of the EU's Critical Entities Resilience (CER) directive, among others. It is important that they encompass security consistently. The European standard on crisis management (EN ISO 22361:2022) and the NATO Crisis Response System manual have been applied in the formation of the new strategy. Where applicable, the used terminology is based on the Vocabulary of Comprehensive Security, which will also include the new key concepts of security for society in the future.

An essential aspect of the execution of the strategy is monitoring its implementation. In Finland, comprehensive security reporting is carried out through a Security Report for Society that is annually submitted to the state leadership, as well as other assessments and reviews published regularly. These will ensure that different actors stay informed of the state of security in Finnish society.

1.1 Concept for comprehensive security in brief

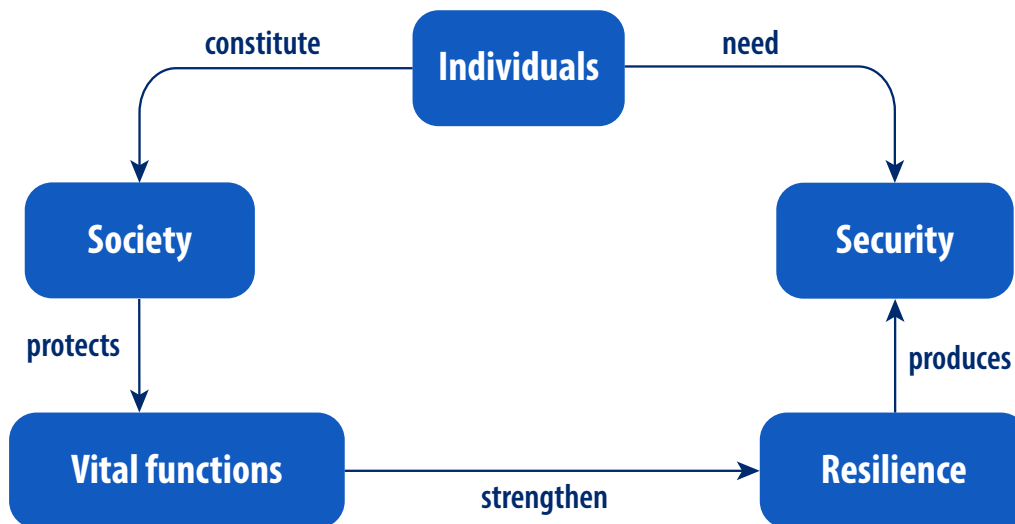
Comprehensive security is the foundation of resilience in Finnish society. In the concept for comprehensive security, the vital functions of society are taken care of in collaboration between the authorities, business community, organisations and citizens in all circumstances and at all levels of society. The basis is the arrangements and legislation in normal conditions.

The vital functions of society are critical for the functioning of society and are subject to various threats. These threats may stem from human actions, technological developments, or natural causes. They are prevented and addressed through strategic tasks defined for different actors.

The strategic tasks are sets of duties based on legislation, formalized through agreements and complemented by voluntary activities. Executing the tasks in all security situations requires both preparedness and response – in other words, measures to respond to threats. Preparedness reduces the likelihood of threats realising and promotes society's readiness to face threats. Preparedness is based on response needs. Response minimises the impacts of realised threats and promotes the recovery of the vital functions of society. Response readiness stems from preparedness.

Individuals are key security actors in society. They have a constitutional right to security but also a responsibility to act within their abilities in a manner that enhances security and the sense of security in communities and society. The functional capacity of individuals and their knowledge, skills and security-strengthening attitude constitute the foundation of comprehensive security. Mutual trust among people is a vital element in upholding society.

Figure 1. The concept for comprehensive security in brief.



1.2 Key concepts

1. Info box. Comprehensive security = A concept in which the vital functions of society are taken care of in collaboration between the authorities, business community, organisations and citizens.
2. Vital function of society = Functions that are essential for a functioning society.
3. Threat = A potential event or series of events which, when realised, may cause disruptions or crises that endanger the vital functions of society.
4. Strategic task = A task defined to safeguard the vital functions of society.
5. Preparedness = An activity that reduces the likelihood of threats realising, promotes readiness to face threats and creates the prerequisites for response.
6. Response = An activity used to respond to a threat, minimise the impact of realised threats and promote the recovery of the vital functions of society. End of info box.

To enhance the consistency of security in a changing operational environment, it is also necessary to recognise how different cross-cutting security concepts are linked to comprehensive security. From comprehensive security perspective, *cybersecurity* refers to implementing comprehensive security in the cyber domain. *Information security* means implementing it in the information environment. *Total defence* emphasises defence capability as one the vital functions of society and strengthening the capability through the collective resources of society. *Security of supply* is an element of the foundation of comprehensive security and highlights preparedness by the business community. In the context of *national security*, the implementation of the concept for comprehensive security is emphasised in situations in which national sovereignty, freedom of action or the living conditions of the population are under serious threat.

2 Vital functions of society

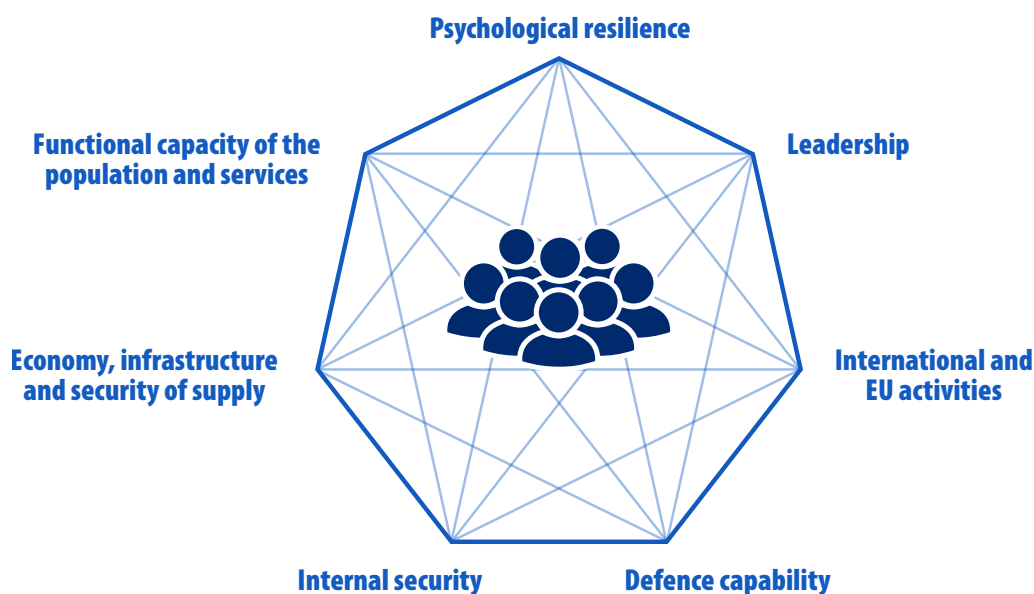
The vital functions of society are essential for the functioning of society and must be maintained in all situations. The functions are highly interdependent.

The vital functions of society form the basis of implementing comprehensive security. They serve as the foundation for planning practical tasks and responsibilities based on risk assessment. The vital functions of society are:

- Leadership
- International and EU activities
- Defence capability
- Internal security
- Economy, infrastructure and security of supply
- Functional capacity of the population and services
- Psychological resilience.

The vital functions of society are depicted in the shape of a diamond. The shape illustrates the interconnections and strong interdependencies between the vital functions. In the centre of the diamond the important role of individuals for the security of society is highlighted.

Figure 2. The vital functions of society.



2.1 Leadership

Leadership is a function that enables actors to effectively coordinate and implement measures related to preparedness and response. Leadership capability must be secured in all situations and at all levels of operation. Effective management of disruptions and crises requires clarity in leadership. Clear leadership requires coordinated and consistent situational awareness, planning, organisation, decision-making, implementation and assessment.

The importance of leadership becomes even more critical in times of large-scale disruptions and crises. Managing threats to the vital functions requires leadership that is supported by collaboration and coordinated operations among all actors. Foresight and information-sharing improve the effectiveness of planning, enhancing responses to threats, mitigating their impacts, and recovery. The operations are led by the competent authorities or other actors in accordance with their statutory tasks and powers.

Situational awareness and leadership are ensured by verifying the functionality, protection and maintenance of technical systems that support operations. In addition, the leadership structures should be sufficiently clear and known to all actors. Regular testing, exercises and monitoring ensure the functioning of

leadership instruments, structures and methods. The coordination and information flow must be secured by the different authorities, business community and organisations working in collaboration. Using intelligence data to support leadership is particularly important in the current security environment.

Communication strengthens the management of organisations. In disruptions and crises, the importance of monitoring the information environment is highlighted. This helps support the leadership and communication by the authorities and other security actors. The same principles and methods are applied in external and internal communication as in communication during normal conditions.

2.2 International and EU activities

Building security is a cross-border activity. Finland operates in a networked world in which security measures are also inevitably intertwined with a broader international context. Vital functions are also influenced from outside of our country, and our own security situation is reflected in Finland's external security. The European Union is Finland's most important political and economic frame of reference and community of values. After becoming a NATO member, Finland is part of a military alliance. The membership strengthens the security of Finland, Europe and the Alliance as a whole. When it comes to supporting European security, NATO's and the EU's roles complement and strengthen each other.

The goal of Finland's foreign and security policy is to safeguard Finland's independence and territorial integrity, prevent Finland's involvement in a military conflict, and ensure the security and wellbeing of its people. Finland finds it important that security in Europe is comprehensively strengthened. Finland supports the EU's objectives of strengthening its geopolitical role and increasing the credibility of the Union's external operations. Actors from various sectors and all levels of our society participate in the preparation of EU decision-making. At the same time, the decisions made in the EU impact society as a whole. By influencing in the EU, Finland promotes projects and decisions important for comprehensive security, which enhance the preparedness and response of the EU and its member states. This approach ensures that national best practices are considered and can be applied throughout the Union, while also verifying their compatibility with EU legislation. These efforts make it possible to provide and receive external assistance between the EU member states.

Cooperation within the North Atlantic Alliance enhances comprehensive security. NATO's strong deterrence and defence and the Alliance meeting the requirements of the changing security environment are important to Finland. As a member of

the Alliance, Finland maintains and develops its national capacity and the Alliance's collective capacity to defend against attacks. Through collaboration and active participation, Finland strengthens its deterrence against external influencing attempts, contributes to shaping NATO's defence policies, and helps coordinate actions that comprehensively enhance security. The membership entails rights and responsibilities concerning providing and receiving assistance. In NATO, building resilience is both a national duty and a collective commitment based on Article 3 of the North Atlantic Treaty. This commitment aims to secure the continuity of the vital functions of society, the state's functional capacity and support for the implementation of the Alliance's military operations.

Finland is also a member of other international organisations such as the United Nations (UN), the Council of Europe (CoE), the Nordic Council of Ministers, and the Organization for Security and Co-operation in Europe (OSCE). Finland promotes its foreign and security policy objectives through active bilateral and multilateral cooperation and maintains up-to-date situational awareness in all circumstances. At the same time, Finland strengthens national, regional, and international stability and security, as well as its capacity to respond to potential disruptions and crises and to recover from them.

The international and EU activities are also linked to operations at regional and local levels. The authorities, companies and organisations work in international cooperation at several different levels. Ensuring such cooperation and the continuity of the operations are often essential for both the actors themselves and the security of society.

2.3 Defence capability

The goal of maintaining defence capability is to deter the use of military force and the threat thereof. If necessary, military threats against Finland will be countered by using military force jointly with NATO allies. Deterrence encompasses preparedness and other activities by society as a whole, as well as communication about them. NATO membership and international defence cooperation strengthen Finland's defence capability. Finland engages in defence cooperation on the basis of its own premises and common interests.

Finland's defence is a combination comprised of the military defence system and other actors in total defence. The defence system responds to military pressure, a rapidly developing military threat and the use of military force of varying degrees,

including a full-scale military attack. It also responds to military threats as part of combatting hybrid influencing and, for its part, provides restraints against other means of influencing that threaten the vital functions of society.

Military defence is an integral part of Finnish society. A defence solution based on conscription relies on the high will of citizens to defend their country, which is maintained and developed as part of comprehensive security. Finland utilises all resources to defend its territory, population and society. To this effect, different actors in society work in close collaboration with each other. For example, the medical care in the Finnish Defence Forces depend on the social welfare and healthcare system of the civilian sector. Rapid access to the required resources is secured in accordance with the principle of total defence through partnership and security agreements, letters of intent, and joint exercises. A competitive Finnish defence and security industry and its international networks are key to maintaining functioning national defence and comprehensive security, as well as to developing new capabilities, especially in competence areas for critical defence systems which cannot be acquired elsewhere.

2.4 Internal security

Internal security refers to the capability to prevent criminal activities, accidents, environmental damage and other similar threats targeting Finland and its population, as well as to manage their consequences. Internal security is a state in which people can enjoy the rights and freedoms guaranteed by the legal system without fear or insecurity caused by criminal activities, disruptions, accidents, and other equivalent national and international phenomena.

Internal security is based on safeguarding human rights, the rule of law, democracy and freedom, stability, wellbeing, and non-discrimination and equality in all spheres of activity. The maintenance of social peace links internal security to other vital functions, primarily psychological resilience.

Above all, the maintenance of internal security is based on prevention. Accidents, disasters, criminal offences and other disruptions must be prevented as much as possible. Addressing the root causes of security issues requires action from society as a whole. For their part, employment, income, education, social inclusion and the health and wellbeing of people form a basis for security. Their effective functioning ensures that people can rely on society to help them when encountering the most serious threats. The internal security services are provided throughout the country rapidly, efficiently and equally to ensure people get the help they need. This calls for well-functioning collaboration between the authorities at all levels.

Hybrid threats set new kinds of requirements for the operations and collaboration of authorities. Hybrid threats can, for example, take the form of terrorist attacks, sabotage of critical or symbolically significant targets, intelligence gathering, manipulation of public opinion, instrumentalised migration, provocation of violent riots, or cyberattacks. Changes in the security environment have blurred the line between external and internal security. This sets special requirements for coordination and situational awareness. Combating hybrid influencing also requires consideration of how response measures might impact the hybrid actor and the broader security environment.

Internal security activities are linked to fostering a sustainable security environment, combating emerging threats, protecting against terrorism and organised crime, and a strong international security ecosystem. Finland's international cooperation and memberships in the European Union, the Schengen system, and NATO are also important for internal security, and vice versa.

2.5 Economy, infrastructure and security of supply

Securing the functioning of the economy, infrastructure and security of supply provides the funding and other resources necessary to maintain vital functions. Measures are taken to secure the domestic and international infrastructure, organisations, structures, services and processes essential for vital functions.

Ensuring the sustainability of public finances and the financial and personnel resources required by public administration is key. At the same time, the state's capacity to raise funds and make payments must be secured. Moreover, processes concerning operations, financial planning and budgeting must be maintained. When necessary, financial resources are reallocated, and the availability and sufficiency of public administration's personnel resources and appropriate facilities are ensured in all circumstances.

It is important to secure the stability of the financial system and the continuity of the financial market services essential for the functions of society in all circumstances through adequate regulation, effective supervision and preparedness to manage crises. The authorities and business community work in collaboration to further develop the national operating model established for securing the continuity of the financial market services essential for the functions and security of society, as well as the required national backup systems. To secure the vital functions, it is important to safeguard the essential communications networks and services, information systems, digital services, and data. In addition, critical transport networks and services must be ensured, and energy supply must

be safeguarded. The capacity to conduct research and generate innovations is essential to ensuring competencies. The economy, infrastructure and security of supply are built on technologies. Attention must therefore be paid to critical technological readiness.

The food supply ensures sufficient and safe nourishment for the population. Profitable primary production, competence and ensured continuity are among the basic prerequisites of food supply. In addition to the production inputs required by food supply, the availability of skilled workforce and food inspection are central factors. Ensuring the supply of daily consumer goods is also essential for the population's functional capacity. Individuals must independently prepare for serious disruptions in the supply of such goods. It is also central to comprehensively secure the chain of operations in water supply, as well as to ensure access to water for large population centers, the vital functions of society and food production. The environmental monitoring system and functioning wastewater management have integral links to these.

Preparations for disruptions and crises are made by securing housing and ensuring sufficient construction capacity. Flood and drought risks are managed, and dam security is monitored. The impacts and risks of climate change are taken into account in preparedness work. Domestic solutions and international cooperation ensure the supply of energy. Diverse, affordable and sufficient domestic electricity production capacity is the foundation of power supply. Securing energy supply is a prerequisite for protecting vital functions.

Security of supply refers to securing the critical production, services and infrastructure essential for the livelihood of the population, the country's economy and national defence during serious disruptions in normal and emergency conditions. It is based on functioning national and international markets as well as diverse logistics chains in industry and other production, stable general government finances and a competitive national economy. Safeguarding security of supply is closely linked to well-functioning international political, economic and technological connections and their continuity.

The measures required for maintaining security of supply are designed to ensure that the livelihood of the population, vital functions of society, food supply, water supply, wastewater management, social welfare and healthcare services, availability of medicines and vaccines, as well as the material basis for national defence, are not endangered. From the perspective of security of supply, interaction between

different actors in matters related to preparedness at different levels is key. While preparedness for crises through security of supply measures is always a national responsibility, it is complemented by international cooperation and preparedness.

2.6 Functional capacity of the population and services

Individuals capable of functioning are the prerequisite of a functioning of society. Functional capacity encompasses the physical, psychological, social and ethical elements. The population's functional capacity and wellbeing are secured by maintaining the central basic services, which promote the population's ability to cope independently in all circumstances.

Maintaining, developing, and securing functional capacity require both sufficient social security and social welfare and healthcare services. The need for urgent services becomes especially critical during disruptions and crises. Municipalities and wellbeing service counties ensure that people receive urgent and necessary care in all situations, regardless of their location or the time of day. A functioning infrastructure and support services also play an important role in securing services for the population.

Ensuring essential education and training services and research activities secures the availability of competence critical for the security of society. Sustaining the education, training and research system also strengthens psychological resilience, which is itself a vital function. To this end, disruption-free central education and training services must be secured, ranging from early childhood education and care to higher education. It is key that the population trusts the functioning social welfare and healthcare services and the continuity of education services at different levels, both during crises and in preparing for such situations.

2.7 Psychological resilience

Psychological resilience refers to the ability of individuals, communities and society to withstand the stress caused by crisis situations and to recover from their impacts. The foundation for psychological resilience is created in normal conditions, and it plays a key role in the maintenance of functional capacity during crisis. Good psychological resilience promotes recovery from crises.

Psychological resilience is manifested in the will to take action to maintain the stability of society, the population's living conditions, security and ultimately, the state's sovereignty. Building, strengthening and maintaining psychological

resilience is long-term work that takes place throughout society as a whole. The wellbeing, income, health and functional capacity of individuals influence the psychological resilience of society. Its importance becomes particularly pronounced during prolonged crises. Monitoring psychological resilience can support leadership.

Individuals' trust in each other and in the authorities and society are key factors in psychological resilience. The maintenance of trust is essentially influenced by the actions of the authorities, organisations and other communities, as well as by communication supporting them. The critical media literacy and digital skills of individuals strengthen democracy and civic participation and help identify information influence activities. The importance of media in strengthening psychological resilience is emphasised.

Education services create the prerequisites for psychological resilience. Education, cultural services, protection of cultural heritage, activities of religious communities, youth work and activities, civic sports activities, other activities of organisations, and voluntary activities strengthen individuals' knowledge and skills needed in a changing society. At the same time, they increase inclusion and communality. The social welfare and healthcare services and organisations support the resilience of the population through their activities by providing the essential services. Disruptions and crises increase the need for services, counselling, guidance and information. Addressing these needs helps safeguard the population's resilience.

Voluntary organisations play an important role in promoting the security culture and engaging individuals in developing security. Organisations also produce information about the security needs of people and communicate it to society's decision-makers. Civil society provides people with a social framework that helps build trust, encourages people to engage in social activities and prevents social exclusion.

Individuals should take responsibility for promoting their own security and the security of their immediate community. Independent preparedness is an important aspect of security overall and the resilience of society. The population's preparedness and mastery of basic skills enable the authorities and other security actors to use their resources appropriately.

From the perspective of psychological resilience, managing stress factors and being able to carry on daily routines during disruptions and crises are also important. Doing so maintains a sense of security, increases trust in the future, provides strength to act in all situations and promotes recovery. Individuals are responsible for maintaining their own functional capacity. Good physical capacity also supports psychological coping.

3 Threats targeting the vital functions of society

The vital functions of society face diverse threats arising from human action, technological developments and natural causes. Assessing risks related to them provides grounds for preparedness and response. Realised threats can cause disruptions and crises.

3.1 Threat environment

Our operating environment is in constant flux, and societies are increasingly interdependent. While this brings opportunities, it also introduces threats and identified risks. The vital functions of society often reflect global mega trends that impact security, as well as their associated international and national developments. As the operating environment changes, new uncertainties emerge, challenging the security of society. Security threats have become increasingly diverse, while they also emerge at much shorter notice than before. This poses challenges to preparedness, response, and their management.

Threats to the security of society may appear independently, simultaneously or consecutively, or they may be coordinated, such as hybrid threats. They can emerge in all operating environments, including the cyber domain, information environment and space. The sources of these threats may include human actions, technological advancements, or natural events, and they can originate from within society or externally.

The threats and their changes are often unpredictable, cross-border, rapid and variable in terms of their duration, impacts and scope. There are considerable differences in the predictability of threats. For example, hybrid influencing, cyber influencing and foreign information manipulation and interference operations can impact society's known vulnerabilities by using new and difficult-to-predict tools and tactics. Most of the time, the threats impact more than one vital function. Realised threats also impact one another, and their financial perspectives should also be considered.

Figure 3. An example of a diverse threat environment. (Source: adapted from the National Risk Assessment 2023)

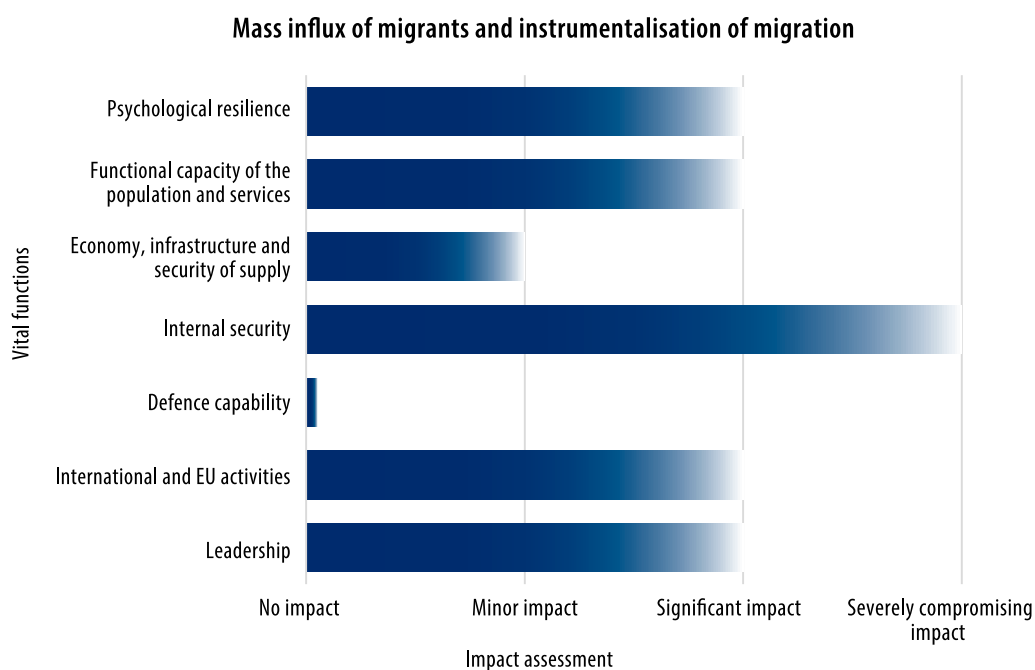


3.2 Risk assessment

Securing the vital functions of society calls for preventive risk assessment. It underscores the understanding of the direct impacts of threats and the multiplier effects they have on vital functions. Assessing risks involves uncertainties because it is often difficult to define the causes, precise targets and the extent and impact of the prevalence of threats in detail, as well as their likelihood and ramifications.

Risk assessment is an ongoing process. Risks stemming from a changing operating environment should be identified and included in the risk assessment. Risk assessments are based on threats identified in the operating environment analysis and on the estimates of their impacts and likelihood. Among other questions, the risk assessment answers the following: What kind of threats target the operations? What is the likelihood of them realising? What is the impact of the realised threats?

Figure 4. An example of the estimate of the impacts of risks. (Source: National Risk Assessment 2023)



Identifying society's vulnerabilities is a requirement for the assessment of risks. Vulnerabilities refer to exposed or weak areas in the structures, services or processes of society through which threats may realise. Identifying them often requires collaboration in which they are reviewed in detail. Risk assessments prepared by the EU and NATO must also be applied.

The National Risk Assessment assesses the impacts of realised risks on the vital functions of society. The National Risk Assessment is the foundation of preparedness outlined in the Security Strategy for Society. The assessment is conducted in broad-based collaboration. The topics covered include disruptions and crises that develop relatively quickly and require resilience and preparedness. Their occurrence may cause significant impacts on the lives or health of people, the economy, the environment and society.

Risks targeting different regions may vary, which is why regional risk assessment are conducted separately alongside the National Risk Assessment. The regional risk assessments are primarily conducted in accordance with the division between the wellbeing services counties, are commensurate, and are implemented through common methods. They are based on the best available information and identify

and assess risks that have regionally significant impacts. Incidents such as floods, storms and wildfires are often regional, but several simultaneous large-scale incidents may require national measures. In addition to national and regional risk assessments, local as well as sector- and function-specific risk assessments are important. They should also include considerations for supply chains and subcontracting chains. All risk assessment should also consider special groups, such as children, separately.

3.3 Disruptions and crises

Realised threats cause disruptions and crises. Disruptions are events or situations which do not cause long-term or significant harmful impacts on society's operating conditions. Crises are abnormal or exceptional events or situations that threaten the functions or existence of society as a whole.

Disruptions may require extensive resources but rarely threaten society as a whole. Their impacts are usually short-term and local, affecting only certain functions. Disruptions can usually be anticipated, although their timing, type and impact cannot be accurately predicted. They can often be resolved by adhering to pre-prepared plans. Disruptions may include situations that have a short-term or limited impact on the vital functions of society, such as interruptions in water supply, temporary interruptions in payment transactions, or brief power outages.

Crises may arise independently or escalate from a disruption that has been unsuccessfully controlled. They may be actively aggravated either from within society or through external hostile influencing. Crises call for strategic, adaptable and timely responses to ensure that society's operating conditions are preserved. Crises are typically one-off and rare events or situations which often extend across organisational, geographical and sectoral borders. Some crises can be anticipated, but the moment of their occurrence and their impact are often difficult to estimate. The extent and duration of the impacts of crises may be considerable. They can rarely be resolved by means of predefined operating methods and plans alone but require proactivity and flexibility. Examples of crises include the use of military force and a pandemic.

Table 1. Characteristics of disruptions and crises. (Source: adapted from EN ISO 22361:2022)

Characteristic	Disruptions	Crises
Occurrence	Often	Rarely
Impact	Limited	Threatens existence
Complexity	Minor	High
Response level	Operative	Strategic

As a rule, the goal is to manage disruptions and crises in society in all circumstances by means of the regular powers that the authorities apply in normal conditions. However, the most serious crises or disruptions may require the declaration of a state of emergency as referred to in the Emergency Powers Act. Such situations include an armed attack or another attack with equivalent severity or a threat thereof, a particularly serious major accident, and a very widespread dangerous communicable disease. Additional powers may be invoked in emergency conditions.

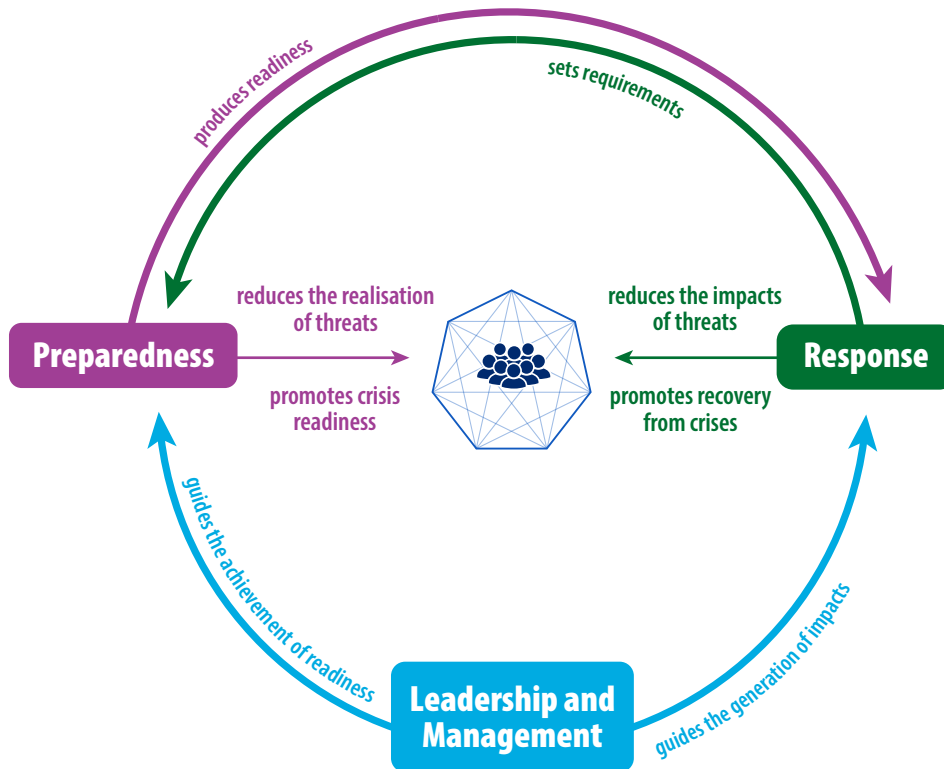
4 Securing the vital functions of society

The vital functions of society are secured through strategic tasks. The tasks include managed measures for both preparedness and response. They are implemented through uniform principles.

4.1 Strategic tasks

The vital functions of society are secured by implementing strategic tasks based on legislation, confirmed by agreements and complemented by voluntary activities. Carrying out the tasks in all security situations requires both preparedness and response – in other words, measures to respond to threats. Preparedness reduces the realisation of threats and promotes society's readiness to face crises. Response needs set requirements for preparedness. Countermeasures reduce the impacts of realised threats and support society in recovering from crises. Response capacity stems from preparedness. Preparedness is managed to achieve readiness, and the goal of response management is to achieve the desired impacts. The strategic tasks carried out to safeguard vital functions are described in section two of this strategy. Responsible ministries have been assigned to the tasks. The first assigned ministry is in charge of coordination related to the task and compiles reports with the support of other actors.

Figure 5. The implementation of the strategic tasks.



Leadership and management are required for the preparation and carrying out of strategic tasks. Preparation ensures in advance that the resources needed in the implementation are sufficient and useable. The implementation applies resources to meet the objectives. The characteristics of preparedness and response are different. Preparedness is an ongoing activity that comprehensively considers threats. The goal is to achieve readiness to act. Response is limited in duration, focuses on the threats at hand at any given time and applies the capability achieved through preparedness. It aims for the intended impact. The emphasis of preparedness is on time periods outside disruptions and crises. Response, on the other hand, usually takes place during disruptions and crises. The complexity and concurrence of crises requires the capacity to carry out simultaneous preparedness and response.

Table 2. Characteristics of preparedness and response.

Characteristic	Preparedness	Response
Threat	Extensive	Identified
Duration	Continuous	Limited
Participants	All	Required
Activity	Building capacity	Applying capacity
Mutual relationship	Enables	Sets requirements
Goal	Readiness	Impact
Emphasis	Outside crises	When a threat realises

Safeguarding the vital functions of society is based on legislation. As a rule, the authorities apply their regular powers in the management of disruptions. The general obligation of the public administration to be prepared to carry out its duties in emergency conditions is also laid down in the Emergency Powers Act. The Act also lays down the authorities' additional powers required to manage emergency conditions. In addition, sector-specific legislation includes several provisions that complement or are comparable to the preparedness obligation of the Emergency Powers Act and target actors in different sectors of society.

In addition to the national provisions and agreements, preparedness and response are also steered by EU regulation, bilateral and multilateral agreements, and other international obligations binding Finland. As a NATO member, Finland takes the Alliance's basic requirements concerning resilience into consideration when developing society's resilience and coordinating it with the Allies. Despite the international obligations, the responsibility for safeguarding the vital functions of society always lies with us.

4.2 Preparedness

The goal of preparedness is to reduce the likelihood of threats realising, promote readiness to face threats and create the prerequisites for response. It builds and maintains the capability needed for implementing a response. Preparedness is based on the goals and objectives defined in connection with planning, the predefined operating methods and the identified resource requirements.

Preparedness is based on the preparedness obligation laid down in the Emergency Powers Act, Rescue Act and other legislation, agreements and voluntary action. It is managed, supervised and coordinated by each ministry in their respective sectors.

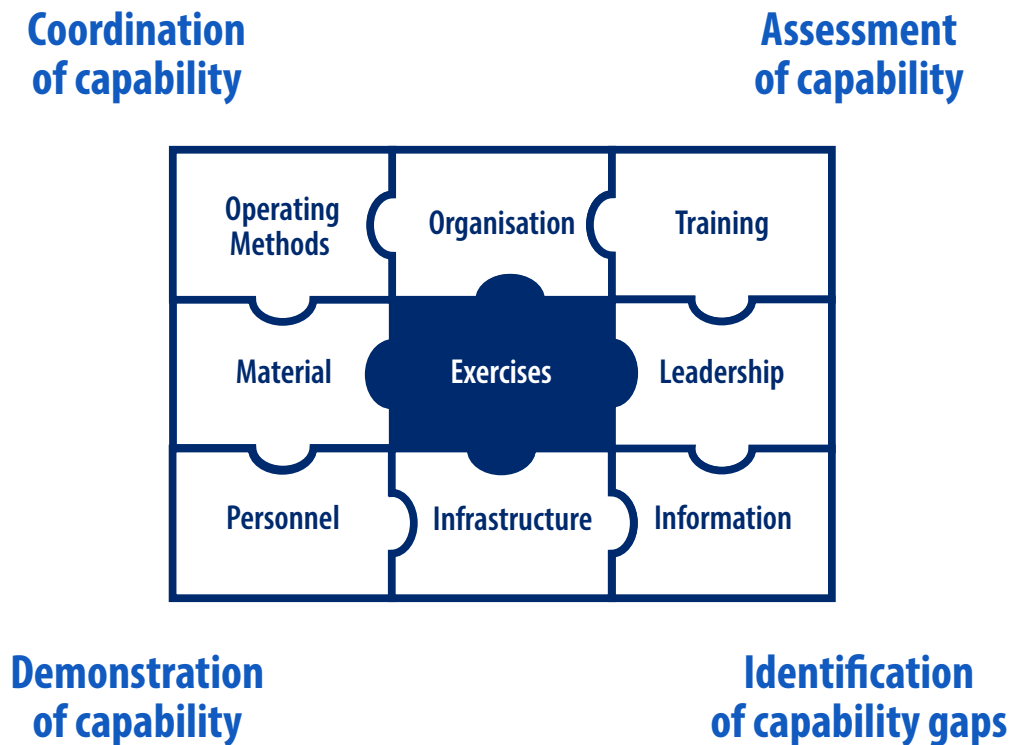
Preparedness extends to all levels of operations and encompasses the coordination of the activities of the business community, organisations and other communities with the public sector measures. It often also requires cross-border measures. Preparedness by the authorities and other actors in public administration alone is insufficient to safeguard the vital functions of society. For preparedness to be effective, the participation of society as a whole is required. Everyone is also responsible, according to their abilities, for their own preparedness.

An essential aspect of preparedness is the acquisition and maintenance of the resources required by the task. At least the following areas need to be considered in preparedness:

- the operating methods that steer the use of resources to achieve the goals
- the organisation in which the resources are organised as required by the task
- training that develops the competence required by the task
- the material with which actors are equipped
- leadership to steer the activities to achieve objectives
- sufficient personnel with appropriate competence
- infrastructure that supports the implementation of the task
- information needed for the activities.

Preparedness is implemented by coordinating operating methods, organisation, training, material, leadership, personnel, infrastructure, and information through collective planning and joint exercises. The goal is to produce readiness and to demonstrate the capacity to execute it. Good practices include the National Defence Courses, preparedness exercises led by the public administration and the exercises by the National Emergency Supply Organisation. Exercises bring together different areas of capability and hone their collaboration to reach the collective goals. This also increases mutual trust and credibility by demonstrating the capacity to carry out the planned task. Joint exercises also help identify the links and interfaces between activities, areas in need of development in the preparedness plans, and shortcomings in the resources required for their implementation.

Figure 6. Joint exercises are at the core of preparedness.



4.3 Response

The goal of response is to minimise the impact of realised threats, promote the recovery of the vital functions of society and provide grounds for preparedness. Response applies the capability built and maintained through preparedness to achieve the desired impact. Response is based on the duties and normal powers of authorities and other organisations with statutory preparedness responsibilities. These may be expanded in separately identified emergency conditions which cannot be controlled through the regular powers. As a rule, response is carried out in accordance with the normal operating procedures and organisation in normal conditions, following the principle of the competent authority. Society's other resources can also be allocated to support the competent authority. Attention is paid to securing the basic services of society when considering such allocation.

Contingency plans that provide grounds for preparedness are drawn up to implement response. Preparing for response involves regulating the availability of resources, for example through different levels of readiness. There must be capacity

to regulate readiness flexibly. At the highest level of readiness, all resources in accordance with the contingency plan are deployed. When necessary, additional resources are obtained as part of the preparation and their use is prioritised in advance. The goal is to ensure that the resources and powers required by the situation, threat and need are available in a timely manner. Sufficiently accurate and up-to-date situational awareness and timely decisions are prerequisites for this. The preparation must also consider the additional powers that may be deployed in disruptions and crises. When necessary, it must be possible to enforce the additional powers granted pursuant to the Emergency Powers Act, which strengthen the authorities' capacity to carry out their duties.

Society may experience several disruptions and crises simultaneously, and they may also extend beyond state borders. Such cases highlight the capacity to cooperate, exchange information, act flexibly and make agile changes in resource allocation. Disruptions and crises may also become long-lasting. In such cases, particular emphasis is placed on actions related to individuals' well-being, who must be capable of balancing the workload and enabling recovery from the strain caused by operational readiness.

Due to the diversity of threats and the complexity of situations, it is not always possible to prepare for each situation separately. The emphasis is therefore on general resilience built through long-term preparedness. This resilience enables the ability to cope with unexpected situations and act flexibly and effectively even in unforeseen circumstances. Once a threat realises, capability built through preparedness is used to reach the objectives set for the operations. The measures countering the threat aim to minimise its impacts, much like the measures taken to contain a forest fire. As a rule, the goal is to eliminate the threat. The objectives of measures can include restricting, directing, delaying or mitigating the threat. When containing the situation, active and proactive measures are taken to seize the initiative. When resolving the situation, a maximised impact is usually pursued by means of focused operations.

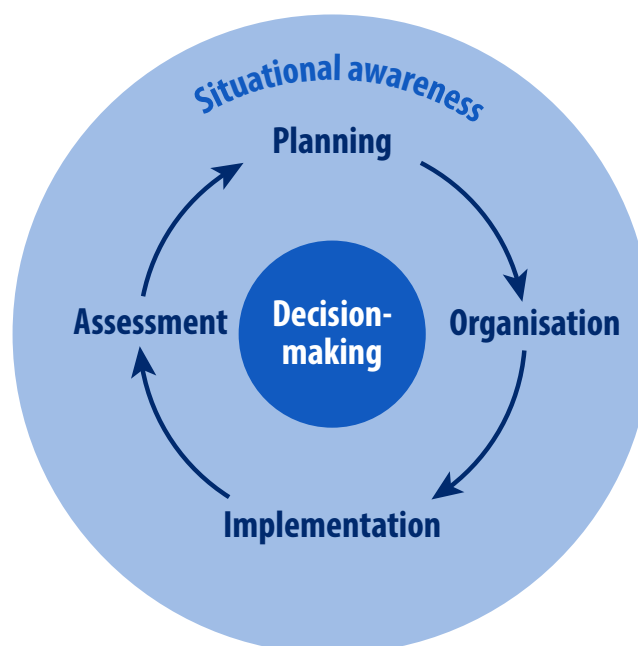
Response also includes measures to protect one's own operations by decentralising and multiplying critical operations and by, for example, warning the population. The objective of these measures is to ensure continuous and disruption-free operations. The objectives of the measures may include protecting the operations or promoting recovery. As a rule, the objective is to ensure the continuity of a vital function. The use of response can also restore resources to use in potential further measures. At the same time, resources not engaged in the operations are allocated to promote recovery as much as possible.

In Finland, the implementation of response measures is regulated by the competent authorities and decision-makers. In situations that extensively challenge society, such as hybrid influencing, coordination of activities and collaboration between actors is crucial. In NATO, the implementation of response is guided by the NATO response system, which, as the system that defines the Alliance's level of readiness and response, is intended to ensure readiness and support for comprehensive decision-making in all types of crisis situations. Increased interdependencies also call for increased capacity to use EU-level, Nordic, and global structures.

4.4 Leadership in preparedness and response

Safeguarding the vital functions of society requires leadership in preparedness and response. Leadership encompasses the establishment of situational awareness, planning, organisation, implementation, assessment and decision-making. It emphasises goal-oriented interaction. Establishing situational awareness provides a foundation for all leadership. Planning, organisation, implementation and assessment often require broad-based collaboration by specialists. Decision-making is based on powers, and the right to make decisions is often assigned to an individual based on their position. Effective leadership must be based on the same operating methods, principles and structures in all situations.

Figure 7. The elements of leadership.



Situational awareness involves forming an understanding of the factors affecting activities, based on the situational picture. The forming of situational awareness related to preparedness emphasises foresight to identify changes taking place over the long term. Monitoring the trends and weak signals in the operating environment, applying intelligence data and reviewing scenarios increase the readiness to plan and allocate the required measures in different situations. Real-time awareness of the effects of one's own actions is essential in the establishment of situational awareness related to response. It highlights awareness of the vulnerabilities in the vital functions of society and the factors that threaten them, as well as the understanding of the goals of one's own actions and the resources available to reach them.

Planning aims to prepare the use of resources in advance to achieve the desired effects. Identifying gaps in the practical implementation and preparing a plan to fill such gaps are part of preparedness. It is important to consider financial and time constraints in this. The contingency plans drawn up to implement response describe the measures to take in realised threats, the safeguarding of the continuity of one's own operations, and the measures to restore disruption-free conditions. The plans are prepared in advance, reviewed regularly and updated to align with the changes that have taken place in the operating environment. Contingency plans provide grounds for implementing and monitoring response and set requirements for preparedness.

Organisation arranges the actors in a manner that is relevant for the goal. This is typically done by means of predefined lines of authority and compositions. In the organisation of preparedness, the emphasis is on the capacity to define solutions that stand the test of time. The organisation of response underscores the ability to implement rapid changes in the line of authority and the use of resources based on priority.

Implementation directs the operations to achieve the set objectives. When implementing measures that support preparedness, the emphasis is on committing to long-term objectives and using established operating methods. The implementation of response underscores the readiness to change the operations in progress swiftly or redirect them with minimal delay.

Assessment monitors the actions and their effectiveness and assesses the achievement flow of objectives. Monitoring should be based on predefined indicators used to continuously assess the measures tied to the performance of the tasks and the impacts of the operations overall. Exercises provide excellent opportunities to collect preparedness information and to measure capability. Using

feedback, audits and assessments by specialists is a central aspect of the continuous improvement of preparedness. Both preparedness and response must be assessed and monitored regularly. In Finland, comprehensive security reporting is carried out through a Security Report for Society that is submitted to the government annually, as well as other regularly published assessments and reviews. They will ensure that different actors stay informed of the state of security in society.

Decision-making is based on situational awareness. Factors influencing the decisions include the available information regarding the issue in question, the prevailing situation, the achieved results, and the resources and objectives. In decision-making related to preparedness, comparing different options in advance by means of different methods, such as scenario exercises, is important. This improves the reliability of decision-making. In contrast, decision-making related to response is generally more time critical. In this case, the decision-maker's own experience is highlighted when making decisions concerning the activity for which they are responsible.

4.5 General principles

The general principles of safeguarding the vital functions of society are democracy, rule of law, a focus on the individual, collaboration, inclusion, competence and openness.

Democracy means that the powers of the State in Finland are vested in the people, who are represented by Parliament. Democracy entails the right of the individual to participate in and influence the development of society and their living conditions.

Rule of law means that the exercise of public powers must be based on law, and in all public activity, the law must be strictly observed. As a country based on the rule of law, Finland also respects and secures the basic and human rights and promotes equality and non-discrimination.

Focus on the individual highlights the role of citizens as key actors in our comprehensive security. Everyone has the right to security, but individuals must also provide it according to their abilities, both for themselves and for others as members of communities and society. At individual level, it is important to maintain adequate physical, psychological, social and ethical functional capacity, and to identify, anticipate and respond decisively to the factors that threaten it. Ultimately, it is a question of a security attitude and a will to maintain and develop security.

Collaboration is emphasised, as interdependencies in our society are constantly growing. The use of resources in different situations must be optimised in a manner that best serves the overall situation. This calls for the capacity to recognise the purpose of one's own actions as part of a larger whole, the readiness to bear responsibility that is greater than oneself, the willingness to help, and altruism to be ready to give up something personal for the common good if necessary. Mutual trust based on transparency, predictability and commitment is the cornerstone of collaboration.

Inclusion is necessary for the efficient and appropriate use of limited resources in safeguarding vital functions. This requires that collaboration between the public sector, business community, organisations and networks has been secured in all sectors and levels of operation. Adequate resources must be secured for preparedness and response. Cost-effectiveness is promoted by developing and coordinating procedures and systems in normal conditions so that they can also be applied during disruptions and emergency conditions.

Competence emphasises the statutory obligation and right to participate in security operations. Safeguarding the vital functions of society is based on the competent authority model. Strategic tasks are based on legislation and the responsibility of the competent authority. Other actors support the competent authority and maintain the capacity to carry out their primary duty in an appropriate manner.

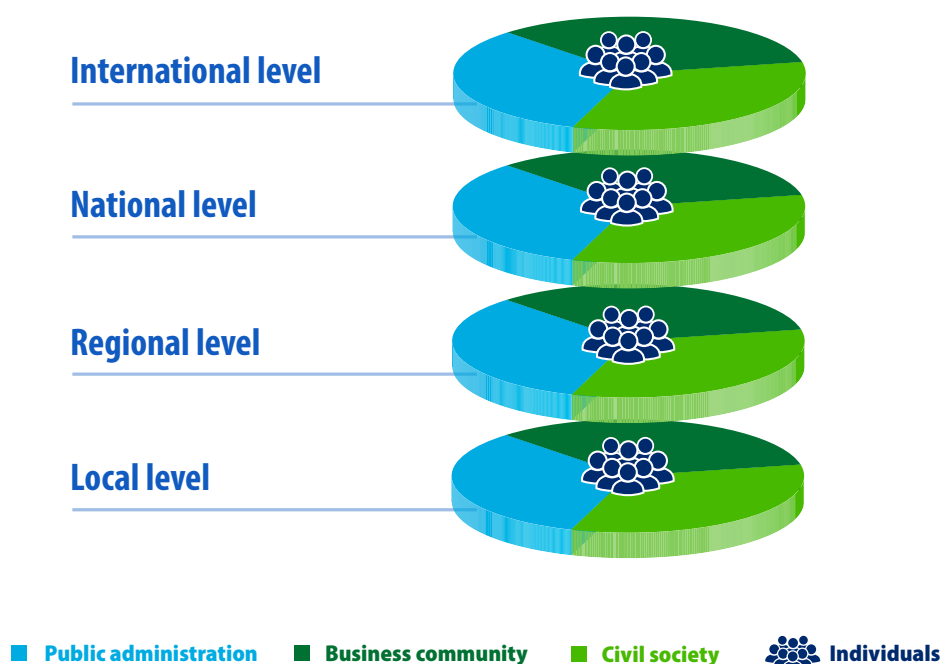
Openness increases and harmonises individuals' security awareness, promotes commitment to security measures and strengthens psychological resilience. It also contributes to preventing threats. Information related to preparedness and security should be as open as possible, although for security reasons, not all information can be extensively shared.

5 Actors in comprehensive security

All actors in society participate in the safeguarding of vital functions together. Collaboration extends from local to international level. Individuals are key actors in comprehensive security.

The strength of the Finnish comprehensive security concept is that it covers all sectors and levels of society. In addition, it considers the international obligations and makes use of the support provided by the international system for the security of Finnish society. The actors in public administration, business community and civil society form networks of comprehensive security that apply uniform principles and operate at different levels of society. Information exchange, setting of shared objectives and a commitment to collaboration between the international, national, regional, local and individual levels build a foundation for security in society. Finland actively participates in international cooperation to maintain and develop preparedness and response. The flexibility and continuity of collaboration between different sectors and levels in society are among the basic prerequisites of strengthening resilience.

Figure 8. Sectors and levels of activity in society.



5.1 Public administration

The government and ministries are in charge of the preparation of legislation, the general policies, resource allocation, operating principles, strategic steering, preparedness and response, as well as collaboration. Each ministry manages, supervises and coordinates, and steers preparedness in their respective sectors in accordance with the Emergency Powers Act and sector-specific legislation. A party responsible for the preparedness is responsible for preparedness related to their statutory duties and for harmonising it with their collaboration partners. The authorities in different administrative branches play an important role in the planning and implementation of preparedness and response measures and in the maintenance of situational awareness. They operate in accordance with their statutory duties and in collaboration with their stakeholders. The Security Committee is a permanent collaboration body in preparedness in the field of comprehensive security and an expert body in emergency conditions when necessary, assisting the government and ministries in the coordination of comprehensive security.

The authorities carrying out the duties of central, regional and local administration, as well as the wellbeing services counties, and municipalities play a key role in safeguarding the vital functions of society. They are obliged to direct, supervise, instruct, assist, coordinate, support and alert, and gather, analyse and share information about the security situation to support decision-making and the development of operations. They provide public services in collaboration with the business community and ensure the security, risk and contingency management and preparedness of services.

For the Åland Islands, the state and regional authorities together take care of those administrative tasks and measures concerning preparedness in civil defence, security of supply and general preparedness that usually belong to the state authorities. In fields of law that fall under the region's legislative power, the regular crisis preparedness in normal conditions is the responsibility of the self-government. In Åland, drawing the line between this kind of crisis preparedness and preparedness for normal conditions requires case-specific discretion in the division of powers between the region and the state, as well as close collaboration in establishing situational awareness and in planning.

Implementing regional preparedness tasks consists of several measures. Key collaboration platforms include the regional collaboration structures for preparedness and security, such as readiness committees and regional preparedness forums. In practice, these structures are instruments for information-sharing, and they establish shared situational awareness. In addition, the regional preparedness authorities coordinate the actors' contingency planning, support

municipalities' contingency planning and organise readiness exercises. Regional preparedness tasks include organising regional defence courses which promote regional and local collaboration between different sectors of society in accordance with the concept of comprehensive security. The regional collaboration and situational awareness measures in preparedness by the regional administration will be reformed to support the safeguarding of the vital functions of society.

The wellbeing services counties, the Joint Authority HUS, the City of Helsinki and the Ålands hälso- och sjukvård are important comprehensive security actors through their provision of social welfare and healthcare and rescue services. Preparedness in the wellbeing services counties is based on risk-based contingency plans prepared in advance. The contingency plans include the collaboration arrangements between the authorities, municipalities, the business community and organisations in preparedness and response. The wellbeing services counties maintain their readiness through regular exercises and other means. Regional councils, as the statutory joint municipal authorities in their respective regions, are tasked with developing their respective regions and regional land use planning, both of which are also linked to the security of society.

At the local level, the core actors are the municipalities, which have considerable powers in several areas of security. In many cases, they are an essential actor from the perspective of individuals, organisations and other communities, as well as companies, in preparedness for and response to disruptions and crises. Municipalities and other providers of early childhood education and care play a key role in creating and maintaining resilience in the educational sector by promoting wellbeing and health and conducting youth work. A resilient structure of society is promoted through local business policy, as well as the planning of land use and construction. The operations of municipalities in disruptions are based on contingency planning pursuant to the Emergency Powers Act. The tasks of the central administration at local level are taken care of by police departments, the National Enforcement Authority, the National Prosecution Authority, courts, the legal aid and guardianship offices of the Legal Services Authority, TE services, tax offices, and Customs.

Institutes of higher education, research institutes and networks play a considerable role in foresight and in the development of society. High-quality national and international research, development and innovation activities are an essential prerequisite for competence development. Adequate technological and industrial competence and production capacity are secured in collaboration with the educational and research system. Other key actors in public administration include the independent institutions governed by public law, the Social Insurance Institution of Finland (KELA) and the Bank of Finland.

5.2 Business community

Businesses produce a significant share of the services related to the vital functions of society. The majority of society's critical functions are privately owned. It is important to secure the continuity of the business community. Value and supply chains are global and increasingly interdependent, which is why the multiplier effects have highlighted the importance of international collaboration between business operators. The role of the business community is emphasised in disruptions which affect international logistics chains or require functional logistics chains for their management. Business community own and operate the majority of the infrastructure, services and production that are critical for security in society. In many sectors, statutory requirements have been set for businesses to ensure the continuity of their operations in all circumstances.

The National Emergency Supply Organisation (NESO) plays a key role in preparedness by the business community. The participants of security of supply collaboration include companies, authorities and organisations that are critical for security of supply. The National Emergency Supply Organisation's sectors, pools and committees form a collaboration structure which broadly covers the value and supply chains essential for security of supply and their key actors. The National Emergency Supply Council supervises the work of the sectors and pools and confirms the general objectives of their operations. As part of security of supply work, the Regional Preparedness Cooperation Committees (ELVAR) develop preparedness regionally.

5.3 Civil society

In addition to organisations and associations, the comprehensive security actors of civil society include social networks, non-profit organisations and social movements that are based on the voluntary participation of people. Actors' mutual trust is an essential part of maintaining society's resilience. Civil society actors support individuals and communities in their preparedness for and response to disruptions and crises. At the same time, they strengthen the psychological resilience of people.

Organisations coordinate the participation of volunteers in activities that support the authorities and maintain and provide special expertise related to security. They also play a significant role in forming situational awareness and in foresight. In disruptions, the willingness to help by individuals who do not belong to any organisations is coordinated through established collaborative organisations to support the overall operations.

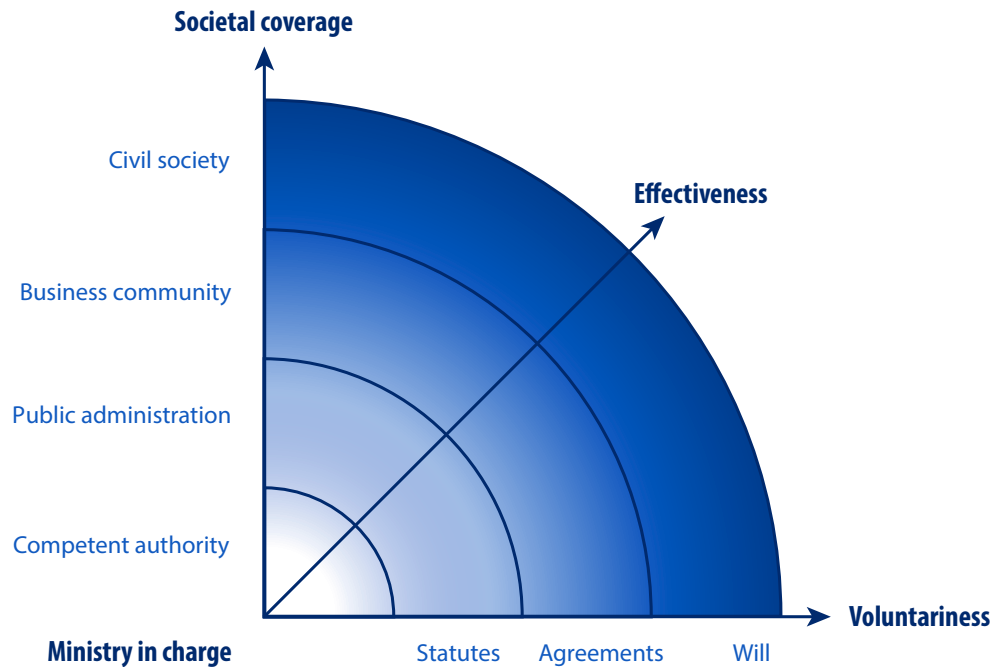
Civil society actors promote inclusion, organise preventive activities and training, and play a key role in information-sharing. In addition to organisations, religious communities also play an important role in strengthening psychological resilience, and in providing psychological and spiritual guidance as part of overall psychosocial support. Organisations recognise their roles and tasks as part of security in society. In addition, they aim to ensure the continuity of their operations. It is also important for the authorities to recognise the voluntary actors that are essential to the authorities' own operations.

5.4 Individuals as security actors

Individuals' functional capacity, as well as knowledge, skills and security-strengthening attitude, form the foundation of society's resilience. In addition to all-round education and media literacy, the ability to function securely in the digital environment is an important aspect of civic competence today. The willingness to participate and help is evident not only through organisations and volunteer activities but also in the actions of family or community members, as neighbourly assistance, in village communities, social media networks, various groups, and through individual preparedness by citizens.

In addition to voluntary participation, individuals participate in ensuring society's resilience based on their civic duties. The national defence duty, compulsory education and liability to pay taxes solidify our society in different ways. In addition, individuals participate in safeguarding vital functions through their work duties. Broad-based participation of individuals in safeguarding the vital functions of society in different roles considerably increases the impact of comprehensive security.

Figure 9. The impact and extent of comprehensive security.



Everyone has the right to live in a safe and secure society. This perspective also emphasises the functional capacity of individuals based on the wellbeing of the body and the mind as a key factor of security. Individuals should maintain sufficient physical, psychological, social and ethical readiness. In addition, it is important to recognise factors that endanger the functional capacity, and to prepare for such threats in advance and take determined action to counter to them. Fundamentally, it is all about security attitude and a willingness to safeguard Finnish society.

6 Future of comprehensive security

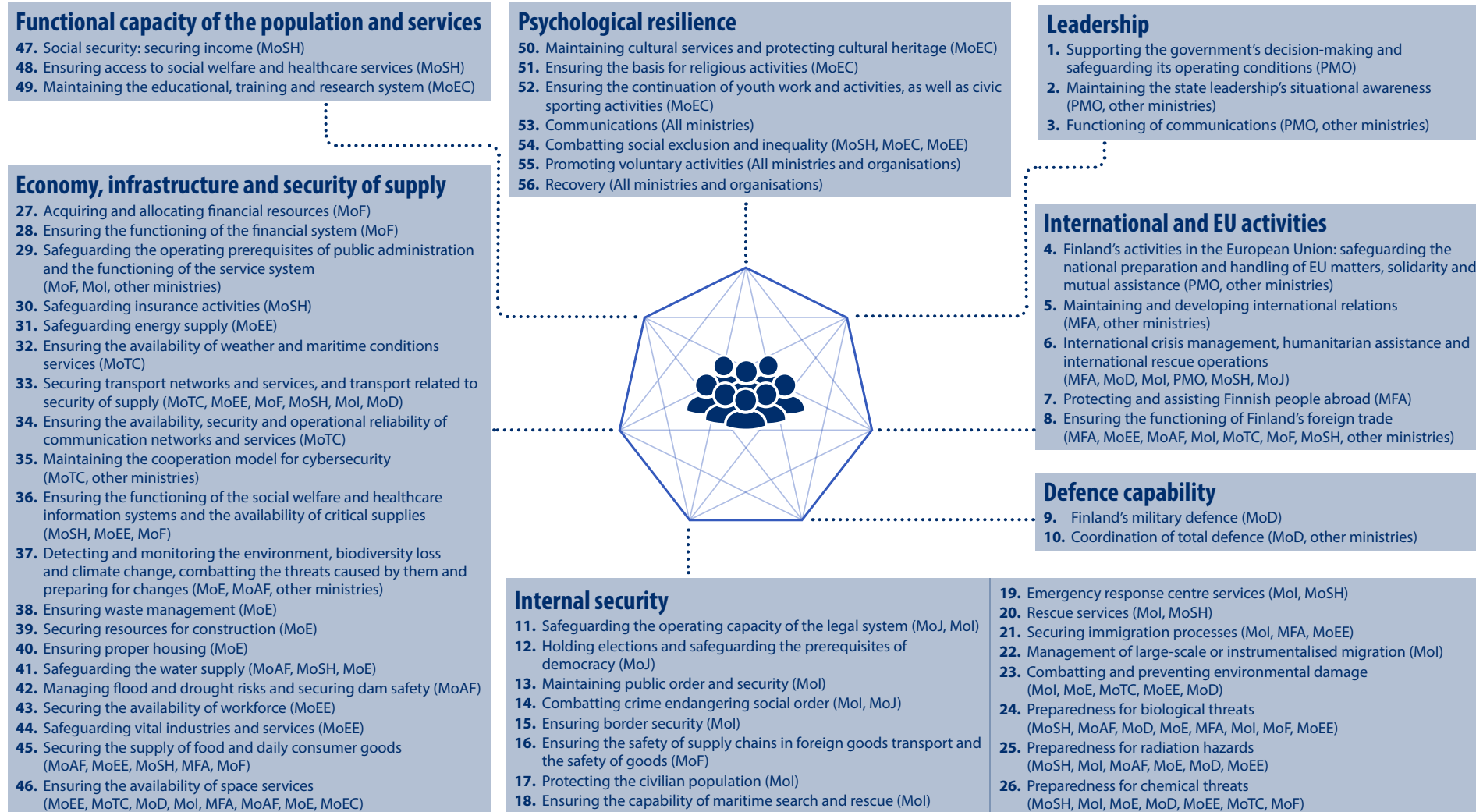
In the future, the evolving preparedness activities of the European Union and Finland's NATO membership will require linking the concept for comprehensive security more closely to the international frameworks. This must be done by fostering the unique characteristics of our own model and strengthening our security. The strength of the Finnish solution lies in its nature of involving society as a whole.

In addition to the serious disruptions to our society, the observations made from Russia's illegal war of aggression against Ukraine have repeatedly demonstrated the importance of situational awareness in decision-making. Safeguarding the vital functions of society in the future will require even better situational awareness, supported by sufficient technical systems and leadership arrangements. The importance of international connections is key to maintaining situational awareness. Given our limited opportunities to influence the operating environment, special attention must be paid to the clarity of leadership and administrative structures.

When regional and local structures are reformed, the consideration and coordination of security measures must be ensured. The structures must support preparedness and response measures to disruptions and crises and also promote recovery. At the same time, it should be borne in mind that international cooperation in security is already common at local and regional levels.

Climate change, demographic trends, technological development and other global trends will challenge the current operating solutions of our society and place more and more responsibility on the individual in the future. The significance of individuals' functional capacity as part of comprehensive security will become increasingly important in the future. Measures related to safeguarding psychological resilience will play a key role in the security of society. The COVID-19 pandemic underscored the importance of recovery and restoration in prolonged crises in particular. Ensuring an adequate level of personnel in terms of numbers, competence and commitment is essential to safeguarding the vital functions of society.

Section 2: Strategic tasks

Figure 10. Strategic tasks.

Leadership

1. Supporting the government's decision-making and safeguarding its operating conditions

Ministry in charge: PMO

Purpose and objectives

The objective of the strategic task is to ensure decision-making by the government in all security situations. The goal is to secure the arrangements, response readiness and operating conditions related to the preparation of the government's national, EU, NATO and international decision-making through appropriate preparedness measures related to situational awareness, security and disruption management, as well as through other preparatory work.

Concept of operation

The government's operating conditions are secured by ensuring the general functioning of the government and specifically its capacity to make decisions in government plenary sessions and the presidential sessions of the government. In addition, their preparation in the relevant ministerial committees, government negotiations and other preparation by the government, as well as collaboration between the government and the President, are secured in both normal and emergency conditions.

Collaboration between the government and the President of the Republic takes place specifically in the joint meetings of the Ministerial Committee on Foreign and Security Policy and the President of the Republic, as well as in accordance with other agreed collaboration practices. The role of Parliament and the operating conditions of the supreme guardians of legality are taken into consideration in both normal conditions and emergency conditions. The government also informs Parliament in disruption and crises in accordance with the legislation. Care is taken to ensure the functioning of the required facilities, technical systems and shared services, as well as the information needs essential for decision-making. When necessary, leadership by the government can be supported in disruptions by strengthening and coordinating the government's and its ministries' joint situation awareness, foresight, drafting of provisions and decisions, communications, and with international collaboration networks.

The continuity of the core functions and critical services of central government is ensured by identifying threats and risks, planning preparedness measures together, coordinating plans, and maintaining facilities required by leadership and operations. The operating capacity and leadership are ensured through joint exercises and training.

The security of the government and the continuity of its operations are ensured in all circumstances.

Actors

The Prime Minister's Office is in charge of the overall coordination of disruptions management by the government, the government's collective preparedness for emergency conditions and disruptions, and situational awareness in collaboration with the other authorities. The Prime Minister's Office is also in charge of declaring the state of emergency referred to in the Emergency Powers Act and the issuance of a commissioning decree. Preparedness is managed and supervised by the government and by each ministry in their respective sectors. The Ministry for Foreign Affairs is in charge of the preparations for the joint meetings of the government's Ministerial Committee on Foreign and Security Policy and the President of the Republic (TP-UTVA).

Each ministry coordinates preparedness in its own administrative branch. For its part, the Prime Minister's Office is in charge of ensuring the continuity of the critical functions and services of the government, as well as of other preparedness in collaboration with the other ministries and authorities, and the coordination of the related matters in disruptions and emergency conditions.

2. Maintaining the state leadership's situational awareness

Ministry in charge: PMO, other ministries

Purpose and objectives

The goal of the situational awareness activities is to ensure that the state leadership has access to up-to-date and analysed situational awareness concerning security in all circumstances. Situational awareness established, analysed and shared

extensively from various sectors supports the measures taken by the government and different authorities, as well as their collaboration in the management of various disruptions and in preparedness.

Concept of operation

The Government Situation Centre collects and analyses information about the security situation and such disruptions and threats that endanger the vital functions of society. The ministries, agencies and departments are under an obligation to report to the Situation Centre on accidents, hazardous situations, exceptional events, or other equivalent disruptions or threats related to their respective administrative branches which may be relevant to the establishment of situational awareness. Strategic-level situational awareness established through continuous monitoring in cross-administrative collaboration provides a foundation for decision-making and crisis management in particular. Sharing situational awareness between the authorities and ministries participating in the operations enables effective collaboration which helps manage different situations and prepare for threats.

Notwithstanding secrecy provisions, the Government Situation Centre has the right to receive, under certain exceptions defined by law, the information deemed necessary by the competent authority and to disclose information to the President of the Republic, government and the competent authorities. Situational awareness is maintained and shared in real time as much as possible in normal conditions and during disruptions and emergency conditions. The importance of accurate and timely situational awareness is emphasised in disruptions and emergency conditions, and the operations of the Situation Centre can be strengthened when necessary as part of the arrangements supporting the government's crisis management.

The Government Situation Centre develops and maintains connections with the EU and some international parties and functions. It also serves as a point of contact with certain international crisis response organisations. The ministries and other authorities are responsible for the EU and international connections within their respective administrative branches. The Situation Centre works in collaboration with various regional actors in the maintenance and development of regional situational awareness.

Joint operating models for situational awareness in the ministries and other authorities, as well as information technology solutions, are harmonised and developed to ensure rapid and secure transfer of information. The situational

awareness activities and collaboration between different actors are developed and carried out in the Prime Minister's Office as part of the government's shared crisis management model.

Actors

Maintaining shared situational awareness between the government and the authorities is a strategic task of the Prime Minister's Office, and it is supported by other ministries. Pursuant to its statutory duty, the Government Situation Centre is responsible for establishing and analysing situational awareness around the clock. The Government Situation Centre communicates the analysed situational awareness to the government, the required authorities and other actors in a manner that is as timely as possible. All ministries, agencies and regional authorities participate in the establishment of situational awareness as necessary and are in charge of establishing security-related situational awareness as part of their other preparedness activity and of sharing information with their respective administrative branches. In future, the obligation to provide information about security events to the Government Situation Centre will also be extended to other critical actors in society.

3. Functioning of communications

Ministry in charge: PMO, other ministries

Purpose and objectives

Communications is an essential and integral part of leadership and preparedness. It means sharing information, constructing meanings and creating connections. Communications supports meeting objectives, protects the population in disruptions, and strengthens society's resilience and preparedness for new incidents. In addition, communications maintains and secures relationships with allies and promotes Finland's operations and objectives as a member of the international community. In crises and disruptions, the authorities have a special obligation to ensure that people living in Finland have access to information. The media's role in this is also important. In crisis situations, citizens are issued warnings about the known dangers.

Concept of operation

Communications should be reliable, open and timely. The government's operations and decision-making are best supported by communications that is a seamless part of comprehensive leadership. Successful communications requires leadership and communication to share the same situational awareness, including an analysis of the information environment. To ensure shared situational awareness, the communications units of the government and its ministries participate in the decision-making processes and in groups to be set up to support the management of the situation. In disruptions, the internal communications of the government and its ministries is ensured through timely and shared situational awareness.

Systematic and goal-oriented strategic communication based on the analysis of the information environment strengthens society's resilience and reduces the effectiveness of information influence activities targeting Finland. Preparedness for and response to information influence activities are based on close collaboration between the authorities and key stakeholders. In prolonged crises and disruptions, communications is supported by shared contingency plans and plans prepared separately by different administrative branches, as well as special operating models. Readiness for communications in disruptions is developed through joint training and exercises.

Actors

The Prime Minister's Office coordinates communications of the ministries and the government. The ministries are in charge of communications in their respective administrative branches. The competent authority is also responsible for communication related to its operations during crises.

During crises and disruptions, as well as in other cross-administrative situations or situations with far-reaching impacts, the responsibility for handling the government's joint communications can be assigned to the Government Communications Department. This decision is made by a government plenary session based on the proposal of the Prime Minister or another minister. In the same context, decisions can be made to implement the readiness pool of Government Communications and the strengthening of the government's joint communication.

The Prime Minister's Office is in charge of the immediate management of government's communications in emergency conditions to secure the population's access to information and to coordinate communication by the authorities. Under emergency conditions in accordance with the Emergency Powers Act, a government communications centre can be established when necessary.

International and EU activities

4. Finland's activities in the European Union: safeguarding the national preparation and handling of EU matters, solidarity and mutual assistance

Ministry in charge: PMO, other ministries

Purpose and objectives

The objective of the strategic task is to ensure the operations of Finland's national EU coordination system so that it enables timely and effective influencing and participation in EU decision-making in all potential disruptions and crises or emergency conditions. Finland promotes more intensified EU cooperation to anticipate and prevent disruptions and crises, and to develop the capacity to manage and recover from them. Strengthening EU's resilience is an important aspect of strategic competitiveness and the Union's capacity to operate independently. Crisis preparedness is a rapidly evolving policy area in the EU, and this development will actively continue in the coming years. Finland's goal is that shared EU-level objectives are defined for both the Union and member states to strengthen comprehensive security. Cooperation at EU level supports and complements national preparedness.

Concept of operation

EU membership is of key importance to Finland in terms of both internal and external security. EU member states have become increasingly interdependent in matters related to both internal and external security. Disruptions and crises are increasingly multisectoral.

Finland is committed to strengthening EU cooperation in internal and external security and in defence so that the Union and its citizens can be protected. The connections between the internal and external security of the Union must be strengthened. Regarding Finland, it is essential to continue to develop the EU in a manner that ensures the unity and functional capacity of the Union in all situations. Coordination and practices at EU level should be further developed. It is essential to apply different tools effectively and avoid overlaps.

It is important that procedures related to the national preparation of EU matters function well. Systematic preparatory work by the ministries, a well-functioning coordination system and strong political involvement are essential. Finland must be capable of making decisions rapidly when necessary, which is why national readiness to fully participate in EU collaboration and decision-making in disruptions and crises must be secured.

The EU and member states have access to several arrangements based on collaboration or joint responsibility in the event of disruptions and crises. The European Union solidarity clause (TFEU Article 222) and the mutual assistance clause (TEU Article 42 (7)) strengthen the Union as a security community and increase mutual solidarity between member states. In addition to the integrated political crisis response (IPCR) arrangements, the EU Hybrid Toolbox and Cyber Diplomacy Toolbox, and the Union Civil Protection Mechanism (UCPM), the EU has several sector-specific mechanisms for crises and disruptions. The EU's integrated political crisis response (IPCR) arrangements are supported to enable the EU to efficiently support its member states in crisis management.

Actors

The handling of EU affairs at national level in Finland is based on the Constitution and subordinate statutes laying down further details on its provisions. The government is responsible for the preparatory work at national level for decisions to be made by the European Union and decides on measures taken by Finland that are related to these decisions unless this must be approved by Parliament. Parliament participates in the national preparatory work concerning decisions to be made by the EU, as provided in the Constitution.

The Prime Minister leads the activities of the government and takes care of the coordination of drafting and handling of matters in which decisions are made in the EU. The Prime Minister's Office coordinates the drafting and handling of matters in which decisions are made by the EU. Each ministry is responsible for the EU matters that belong to their respective sectors. Parliament also plays a key role in the national drafting of EU matters. The Permanent Representation of Finland to the European Union is also important in the system for drafting EU matters.

In addition to member states, the key EU actors include the European Council (EUCO), the Council of the EU, the European Parliament (EP), the European Commission (EC), the European External Action Service (EEAS) and the European Central Bank (ECB). The Government Situation Centre acts as the Finnish contact point for situations in which the IPCR and the EU's civil protection mechanism are applied.

5. Maintaining and developing international relations

Ministry in charge: MFA, other ministries

Purpose and objectives

The goal of the operations is to ensure that the connections and forms of cooperation with allies, partner countries and other central international actors promote Finland's foreign and security policy objectives. This creates conditions for guaranteeing the security and wellbeing of Finland and people in Finland in both normal conditions and disruptions. For preparedness, the central factors include functioning and extensive cooperation relationships, a working and competent diplomatic corps, readiness arrangements that secure functional capacity, as well as telecommunications solutions that ensure a timely flow of information. Ensuring up-to-date situational awareness and thus national decision-making, as well as relying on international cooperation more broadly and promoting Finland's objectives in disruptions are key.

Concept of operation

The Ministry for Foreign Affairs is in charge of international matters important from the perspective of foreign and security policy and of international relations in general. Finland's most important international relations include bilateral connections with allies and partners and other central actors, as well as activities in the most important multilateral organisations. To achieve this, the Ministry for Foreign Affairs maintains and develops a properly planned and appropriately located, competent network of missions. This network supports the influencing and information needs of the government as a whole in both normal conditions and disruptions.

Preparedness emphasises functioning cooperative relationships, as well as bilateral and multilateral structures and operating models, which make it possible for Finland to promote its foreign and security policy objectives in all situations. The Ministry for Foreign Affairs and its network of missions maintain situational awareness and establish relationships with the authorities and key actors in different countries. Additionally, other administrative branches maintain and develop direct connections with the authorities and international actors within their respective sectors. Continued advocacy in the European Union and NATO to promote Finland's objectives is particularly important. The network of missions plays an important role in maintaining and strengthening Finland's advocacy work.

This strengthens the wellbeing of Finland and its population, promotes regional stability, and reduces the risk of the realisation of threats and their unexpected nature. The measures to strengthen readiness to face threats include competence related to the operating environment; the assessment, prevention and monitoring of threats and potential risks; readiness and crisis planning; regular decision-making exercises bilaterally at EU level and in NATO; as well as through flexible production, reception, processing and transmission of classified information.

The measures highlighted in a crisis situation include using networks and competence suitable for the operating environment, preparedness arrangements which promote international cooperation, the maintenance of situational awareness and functional capacity, the assessment of the impacts of threats occurred, and crisis recovery. The production and transmission of classified information must be safeguarded in all situations. Response measures are essentially connected with the promotion of Finland's foreign and security policy objectives and securing the national decision-making capacity in all circumstances. Business community, as well as Finnish and international organisations, participate, as applicable, in the gathering and sharing of information with the authorities and vice versa.

Actors

Foreign policy is led by the President of the Republic in cooperation with the government. The Ministry for Foreign Affairs is tasked with enhancing the security and wellbeing of Finland and people in Finland, as well as taking measures for a world that is secure and just. The Ministry for Foreign Affairs maintains and develops international relations. Finland works in closer bilateral cooperation with allies and partners and also pursues coordinate dialogue and cooperation opportunities with countries that are not within our reference group. Additionally, the Ministry for Foreign Affairs provides support to other ministries in their separate international relations when necessary. Among the international actors, the most central to Finland are the European Union (EU), NATO, the United Nations (UN) and its special organisations, as well as the Organization for Security and Co-operation in Europe (OSCE). The representatives of the business community and civil society actors in the international arena have their own complementary roles in the implementation of the task.

6. International crisis management, humanitarian assistance and international rescue operations

Ministry in charge: MFA, MoD, MoI, PMO, MoSH, MoJ

Purpose and objectives

Crisis management is a central tool in Finland's foreign, security and defence policy, and its objective is to bear responsibility for international peace and security, and to promote security in Finland, conflict areas and globally. Participation in the military and civilian crisis management of the UN, NATO, EU and OSCE also develops national readiness and capabilities related to crisis management. It also helps prepare for different crisis situations and the response to them. Finland emphasises the importance of continuity in securing the impact and credibility of crisis management. Crisis management and prevention are among the three core tasks defined in the NATO Strategic Concept. Finland's crisis management operations promote the objective of the more extensive participation of women in building peace and security.

Humanitarian aid saves human lives and alleviates human suffering in crises. It improves the opportunities of countries and communities to survive and recover from crises. Finland also strengthens security and stability through development cooperation, which reduces uncontrolled migration. Moreover, development cooperation promotes sustainable development and impacts the root causes of crises.

Concept of operation

The instability of Europe's neighbouring areas has increased the need for crisis management and international assistance, while the predictability of the operating environment has weakened. The changes in the operating environment and the increased challenges and diversification of the needs for crisis management have also increased the need for national operations in accordance with the Act on Decision-Making on International Assistance, Cooperation or Other International Activities (418/2017).

Finland participates actively and in accordance with the principles of comprehensive crisis management in military and civilian crisis management by the UN, NATO, EU and OSCE. By doing so, Finland actively influences both the stability of its partner countries and regional and global stability. The participation also develops national readiness and capabilities related to crisis management and

helps prepare for different crisis situations and the response to them. Development cooperation supports democracy, the rule of law, civil society and human rights, including the rights of women, girls and minorities. Finland responds to acute crises by participating in international operations, providing humanitarian aid and participating in international assistance and rescue operations. Assistance is provided on a need basis to the victims of crises and disasters.

Functioning collaboration between administrative branches and other actors ensures that military and civilian crisis management, development cooperation and international rescue operations, and material and humanitarian aid are coordinated to achieve the best possible joint impact and sustainable outcomes. From the perspective of preparedness and response, it is important to flexibly coordinate the prevention of crises, humanitarian aid, peacebuilding and reconstruction, as well as development cooperation. The various stages of assistance exist on the same continuum and support each other. The comprehensive approach is promoted through the collaboration of administrative branches (the Ministry for Foreign Affairs, the Ministry of Defence, the Ministry of the Interior), which is coordinated by the Ministry for Foreign Affairs. Crisis management collaboration is carried out with the Crisis Management Centre Finland (CMC Finland), and collaboration partners in humanitarian aid and rescue operations include the administrative branch of the Ministry of the Interior, as well as international organisations and civil society. Among the organisations, the Red Cross and its disaster response units, material readiness and human resources, in particular, provide the authorities with support in crises occurring in Finland and operate in accordance with their respective independent roles in the receipt and provision of aid.

In their humanitarian aid operations and international rescue operations, the authorities work in close collaboration with different sections of the UN system, the EU's Civil Protection Mechanism and various non-governmental assistance organisations, and other states. The support and assistance allocated by Finland to other countries or international organisations is provided through appropriate international channels. Using these same channels, Finland itself may request international assistance falling under the rescue services. Assistance may take the form of rescue teams or expert or material assistance. Finland hosts two EU-level rescEU stockpile reserves which, at the request of the European Commission, can send material aid to respond to CBRN incidents and cross-border health threats in major accidents or crisis areas. Preparations are made for effective receipt and use of bilateral aid and support within the framework of the EU's Civil Protection Mechanism (UCPM), such as rescEU capacities, by creating the relevant operating models and practising their use.

Actors

The ministries in charge regarding military crisis management are the Ministry for Foreign Affairs and the Ministry of Defence. The Ministry of Defence assigns the tasks required by military crisis management to the Finnish Defence Forces and steers and supervises military crisis management. CMC Finland, which operates under the Ministry of the Interior, takes care of the tasks concerning civilian crisis management assigned to it in the Act on the Participation of Civilians in Crisis Management (1287/2004). The decision on Finland's participation in international military crisis management is made by the President of the Republic on the government's proposal in accordance with the Act on Military Crisis Management (211/2006). Matters concerning civilians participating in crisis management are the responsibility of the Ministry for Foreign Affairs, and matters concerning domestic preparedness fall within the authority of the Ministry of the Interior. The Ministry for Foreign Affairs is in charge of the development policy, as well as humanitarian aid and policy.

The Ministry of the Interior makes decisions on assistance provided abroad by the rescue services and is nationally in charge of the coordination of the provision and receipt of assistance in accordance with the EU Civil Protection Mechanism. Assistance by the rescue services can be provided as a response to a request for assistance, which can be expressed either bilaterally or through the EU Civil Protection Mechanism, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) or NATO's Euro-Atlantic Disaster Response Coordination Centre (EADRCC). The assistance provided by the rescue services is primarily channelled through the EU Civil Protection Mechanism. Finland also has regional and bilateral agreements with countries in its neighbouring areas concerning mutual assistance and procedures.

7. Protecting and assisting Finnish people abroad

Ministry in charge: MFA

Purpose and objectives

The objective is to maintain sufficient readiness to protect and assist Finnish citizens and permanent residents of Finland, as well as Finnish communities, when they need protection and assistance outside the borders of our country. The preparedness measures pursue permanent readiness to carry out evacuation operations or other demanding activities by the authorities in rapidly developing disruptions in fragile and failed states in particular.

Concept of operation

The Ministry for Foreign Affairs maintains a functioning on-call and alarm system, as well as timely situational awareness concerning the development of the security situation in different countries. The functional capacity required by the Consular Services Act is built by means of sufficient resources, tools, regular training and exercises. Finnish missions abroad maintain readiness and evacuation plans, as well as functioning connections with the authorities of their respective host countries and the missions of international partners. The Ministry for Foreign Affairs regularly updates travel advisories based on situation information to support the travel decisions of passengers.

During disruptions and crises, contacts and communication are primarily conducted through the system for registration of Finns abroad, social media and websites. In one-off emergencies and crises, Finns are assisted in accordance with the Consular Services Act. The Ministry for Foreign Affairs maintains its capacity to evacuate Finns as required in any given situation and when necessary in cooperation with national and international partners. The Ministry for Foreign Affairs is also prepared to carry out evacuation and assistance tasks based on separate decisions made by the government. The capacity to implement consular protection is ensured by maintaining telecommunications connections that are essential for the task. Telecommunications solutions are used to ensure that the Ministry for Foreign Affairs also has sufficient capacity to receive information and inform travellers in emergency situations.

If there is no Finnish mission in a target country, assistance can be obtained from the missions of other Nordic countries. In accordance with the EU's consular protection directive, Finnish citizens and permanent residents of Finland outside the EU are also entitled to receive consular protection from a mission of another EU country if Finland does not have a mission in the country in question. Correspondingly, Finnish missions can also assist nationals of other EU countries which do not have a mission in a country.

Actors

The ministry in charge of consular protection abroad and the competent authority is the Ministry for Foreign Affairs. Other key authorities who can participate in international assistance operations at the request of the Ministry for Foreign Affairs are the Ministry of Defence, the Prime Minister's Office, the Ministry of the Interior, the Ministry of Social Affairs and Health, and the sector authorities operating under these ministries. In addition, regular connections are maintained with the business community, travel and tourism actors, educational institutions and associations

such as the Red Cross when helping parties in need of assistance. In crisis situations, close contacts are maintained with the Nordic countries, the EU countries and with the authorities of other countries as required. In international operations, the most central cooperation partner is the EU.

8. Ensuring the functioning of Finland's foreign trade

Ministry in charge: MFA, MoEE, MoAF, MoI, MoTC, MoF, MoSH, other ministries

Purpose and objectives

Securing foreign trade is among the most important tasks of the Ministry for Foreign Affairs. The objective is to secure the export and import necessary for the living conditions of the population and the functioning of the business community in all circumstances. Another objective is also to support the functioning of foreign trade and the safeguarding of security of supply during disruptions. The goal of the EU's trade agreements is to improve the access of Finnish companies to the market, reduce costs and add predictability to trade. Strategic partnerships regarding critical raw materials aim to safeguard the availability of these raw materials important to society in the digital and clean transition and in the defence industry, among others.

Concept of operation

Foreign trade refers to trade between Finland and other countries, or in other words, both the EU's internal and external trade. Safeguarding foreign trade supports Finland's security of supply and the implementation of the objectives mutually agreed and enforced by the National Emergency Supply actors. In safeguarding the prerequisites of foreign trade, a variety of exceptional situations must be anticipated and taken into consideration, including the possibility to implement powers pursuant to the Emergency Powers Act in emergency conditions.

The functioning of foreign trade and safeguarding security of supply are supported by actively participating in the development and implementation of the EU trade policy in a timely manner and in building partnerships. Finland emphasises a market-based, rule-based and open trade policy that best serves a small country like Finland. Resilience should be increased by opening new markets and diversifying sources of production through trade policy measures, including general

and sector-specific trade agreements. An extensive agreement partner network which includes different kinds of EU-level agreements reduces dependency on one or a few actors in disruptions.

The measures taken to strengthen the EU's economic security and resilience must be based on a careful impact assessment and be limited and appropriately proportioned in nature. Finland safeguards the prerequisites of foreign trade and, in particular, the availability of strategic products by complying with regulation concerning the EU's trade policy. When necessary, the prerequisites of foreign trade are safeguarded through national measures. For its part, the promotion of a responsible export control policy concerning dual-use items supports security of supply and comprehensive security. The objective of export control of dual-use items is to prevent their unwanted military use. Another objective is to ensure the availability of foreign dual-use items in Finland and the access of Finnish companies to the international technology markets. This is important for the availability of the products and for Finland's comprehensive security.

Functioning collaboration structures domestically and with foreign partners, as well as the national operating mechanisms agreed in advance for disruptions between the authorities in charge, are at the core of preparedness. When the security situation requires it, the authorities will negotiate with the European Commission and other EU countries on such national measures that affect the functioning of the internal market or foreign trade. When necessary, close cooperation is carried out with other Nordic countries. The NATO dimension is also taken into consideration. As a result of its analysis tasks, Finland's network of foreign missions plays a key role in anticipating potential disruptions of foreign trade and in sharing situational awareness and best practices. The operations consider the key interests of Finland's business community and Finnish companies through active interaction, guidance and consulting. The corporate service to be established in the Department for International Trade in the Ministry for Foreign Affairs streamlines companies' access to information and guidance provided to them.

In emergency situations and potential disruptions of the EU trade policy, the Ministry for Foreign Affairs relies on other competent authorities and international partners. These parties work in close cooperation to ensure that Finland's goals are met in safeguarding foreign trade. Regulation concerning the EU trade policy and the internal market is primary. The Ministry of Social Affairs and Health makes the appropriate arrangements for granting insurance guarantees in emergencies when necessary. Finnish Customs ensures the management of the goods flow and the enforcement and management of the related restrictions when receiving foreign assistance.

Actors

The authorities responsible are the Ministry for Foreign Affairs, Ministry of Economic Affairs and Employment, Ministry of Agriculture and Forestry, Ministry of the Interior, Ministry of Social Affairs and Health, Ministry of Finance, Ministry of Transport and Communications, Customs, and the Finnish Food Authority. The Ministry for Foreign Affairs is the coordinating ministry. When necessary, other authorities, Finance Finland, the National Emergency Supply Agency and other actors in the business community such as the Confederation of Finnish Industries (EK), the Finland Chamber of Commerce and the Federation of Finnish Enterprises are involved.

The national measures are coordinated at EU level with the European Commission and the other member states. When necessary, close cooperation is carried out with the other Nordic countries, and Finland's NATO membership is taken into consideration. The national measures are also communicated to the Permanent Representation of Finland to the European Union and the Permanent Mission of Finland in Geneva due to the dimension concerning EU trade policy and the World Trade Organization (WTO).

Defence capability

9. Finland's military defence

Ministry in charge: MoD

Purpose and objectives

Finland's territory is monitored and its territorial integrity is safeguarded in all domains as part of the North Atlantic Treaty Organisation's collective defence. The living conditions and basic rights of the people living in Finland and the government's freedom to act are safeguarded, and law and order are defended in all circumstances. Finland's military defence is based on the rule of law, international law and the international rules-based system.

Concept of operation

Finland prepares for the use of military force and hybrid warfare against Finland always and in all circumstances. Successful foreign policy, security policy and defence policy, as well as diplomacy, are methods to maintain security in normal and emergency conditions. As the last resort, Finland ensures the security of its territory by military defence.

Finland's defence capability is based on strong national defence and a military alliance, as well as the deterrence it provides. Finland is part of NATO's collective defence and deterrence, which is based on a collective command structure, collective defence planning process and exercises. As a member of the Alliance, Finland maintains and develops the national and the Alliance's collective defence capability against armed attacks in all operational environments.

Finland's military defence as part of NATO's operative plans is linked to a system that extends beyond the country's borders to defend the Alliance's territory as a whole. Strategic competition requires the maintenance of the unity of the European Union and the strengthening of the independent functional capacity. Active bilateral and multilateral defence cooperation strengthens the capacity of Finland and our allies to execute collective defence.

In preparedness, key actions include defining functional and operating principles, organising resources, building of sufficient human and material readiness, ensuring leadership capabilities, training and developing the competence of conscripts and hired personnel, and constructing appropriate infrastructure. All preparedness measures are carried out as part of the Alliance so that they serve both Finland and NATO.

Permanent and continuous regulation of the defence systems readiness, its demonstration of this readiness and the use of capabilities are essential to defence capability. Defence administration regulates preparedness by intensifying or elevating it. In addition to national readiness and response mechanisms, Finland is integrated into NATO's equivalent systems. The plans are tested through systematic exercise activities. At the same time, defence readiness is developed and demonstrated both nationally and jointly with the Allies.

A strong will to defend the country is the cornerstone of our defence capability and conscription-based defence solution. Perceiving Finland and the Finnish way of life as worthy of defence is at the heart of the will to defend the country. Maintaining the will to defend the country also creates a foundation for total defence and comprehensive security, while strengthening the resilience of our society.

Actors

In addition to the defence administration, the Finnish Border Guard plays a key role in defence capability. The key actors in the business community include the strategic partners of the defence administration, as well as the defence and technology industry. The actors also include the agencies and unincorporated state enterprises providing services essential for defence.

A key organisation in national defence training is the National Defence Training Association of Finland (MPK). Other reservist and national defence organisations also support Finland's defence capability and strengthen people's will to defend the country.

Of international actors, the most significant for the implementation of the task is NATO. The EU also plays a significant role from the perspective of European legislation and defence resourcing.

Total defence in which the entire country participates, is critical to defence capability.

10. Coordination of total defence

Ministry in charge: MoD, other ministries

Purpose and objectives

Preparing for the worst possible threat against Finland and the Allies: war. Identifying, coordinating and anticipating the measures which ensure the operating conditions of military national defence in all security situations. Ensuring the maintenance of society's basic functions at a level that is appropriate for the overall situation as part of the concept for comprehensive security.

Concept of operation

Total defence includes all national and international military and civilian activities that secure the prerequisites of military national defence in all security situations. The coordination of total defence ensures that there is a shared understanding in society of the needs of military national defence and resource allocation in emergencies that require military action. This ensures that in the worst-case scenario, different actors in society know how to prepare for war. Finland's comprehensive security is maintained and developed by threat-based approach to meet the demands of the operating environment and the requirements of the military alliance. It is essential to ensure in a cross-administrative manner that the planning of total defence is based on timely and realistic situational awareness of threats and the available resources, as well as on the understanding of the tasks and operations of different administrative branches. Coordination is the responsibility of the Ministry of Defence, which plans and executes the required forms and methods of collaboration.

In the current operating environment, total defence and its coordination require the allocation of resources in all administrative branches. The operating conditions of military national defence must be considered not only in preparedness for emergency conditions but also proactively in normal conditions – for example, in the drafting of regulations, infrastructure development, protection of the population and international collaboration. For its part, NATO's resilience work and response activities are linked to total defence.

As a NATO member, Finland's total defence arrangements must cover the Allied troops on Finland's territory in addition to the troops of the Finnish Defence Forces. This must be considered for example in the development of the medical care capacity and the transport network. For their part, the statutory task of each

administrative branch is also to prepare for emergency conditions. Preparedness also creates the prerequisites for responding to hybrid warfare and other threat situations and disruptions in normal conditions. The security of supply system is a key tool for supporting the objectives of total defence in overall national preparedness.

Voluntary national defence is an efficient resource for Finland's total defence. It brings together all citizen groups and strengthens people's will to defend Finland. Voluntary national defence is developed based on the needs of society and the Finnish Defence Forces in particular.

Actors

In addition to the defence administration, all administrative branches play an important role in the implementation of total defence in all situations. The business community provide all the services required by comprehensive defence. The research and innovations provided by the scientific community make the development of total defence possible. Organisations carry out important work that supports the objectives of total defence in several different fields. The most central international actors regarding the implementation of the task are NATO and the European Union.

Internal security

11. Safeguarding the operating capacity of the legal system

Ministry in charge: MoJ, Mol

Purpose and objectives

Among other things, safeguarding the functional capacity of the legal system in all circumstances means that the rights and obligations of citizens are provided by law, citizens enjoy legal protection, and the powers of the authorities and the exercise of public powers are based on law.

In accordance with the rule of law, oversight of legality is carried out, for example, by ensuring that the Chancellor of Justice of the Government and the Parliamentary Ombudsman monitor the legality of the activities of courts, authorities and other parties performing public duties, the legality of the official actions of the Government and the President of the Republic and safeguard the realisation of fundamental rights and human rights.

The criminal investigation authorities are in charge of the preliminary investigation of crimes, and the National Prosecution Authority is responsible for the consideration of charges and potential prosecution. The independent judicial system takes care of the legal protection of the parties concerned, imposing punishment on them and resolving disputes, as well as the handling of applications and complaints regarding matters falling under the Administrative Procedure Act. The Supreme Courts and the Supreme Administrative Court exercise the highest jurisdiction and oversee legality in their administrative branches. The public legal aid assists the parties concerned in criminal matters and disputes.

The Prison and Probation Service of Finland is in charge of the enforcement of imprisonment and community sanctions. The Legal Register Centre is in charge of the execution of financial penalties and the maintenance and development of the information systems in the Ministry of Justice's administrative branches. As a central authority, the Ministry of Justice takes care of tasks related to international judicature. The National Enforcement Authority Finland takes care of the execution

of neglected obligations, and the freezing of EU and UN sanctions, and of terrorist assets. The authorities executing and overseeing the sanctions ensure effective supervision and close national and international cooperation. The rule of law is respected in all circumstances, and fundamental and human rights are safeguarded.

Concept of operation

The powers and resources of the law enforcement and judicial authorities are maintained in accordance with the requirements of the changing operating environment and the tasks. The different stages of the criminal process and the entity formed by them as well as the prompt handling of criminal and civil cases comprise a package of operating models and information systems required by law. The readiness to use the aforementioned operating models is maintained, and its preparedness is developed, through training and exercises. This includes effective collaboration between criminal investigation authorities, prosecutors, judges and legal counsels as well as preparedness for on-call and accelerated operations.

The security, functioning, and critical dependencies of law enforcement and administration of justice, and the critical information systems required in these activities are ensured, and information flows are secured in all situations. This is ensured by further developing the information systems of the authorities and judicial bodies in the law enforcement and judicial process and their interoperability, supervision and security, as well as by improving the safety of the premises of the authorities for example in the planning of the police and judicial premises and in facility projects. The human resources and the competence of the criminal investigation authorities, the National Prosecution Authority and the court system are also ensured in preparedness for disruptions and emergency conditions, and in developing operations and information systems. In addition, the availability and quality of legal aid services and interpretation and translation services needed in the law enforcement and judicial process will be improved. The Prison and Probation Service of Finland prepares for threats by developing its operations and information systems and the management, preparedness and readiness of their disruptions. The internal risks of prisons are addressed by competent personnel, security arrangements of institutions and regular risk management. The conditions and treatment of prisoners are developed taking into account the obligations of international agreements. The National Enforcement Authority Finland and Customs develop their operational preparedness and prepare for potentially rapidly intensifying collaboration between authorities in the implementation of EU and UN sanctions.

Actors

The ministries in charge of safeguarding the functional capacity of the judicial system are the Ministry of Justice and the Ministry of the Interior. The ministries in charge of matters related to sanctions are the Ministry for Foreign Affairs, Ministry of Justice, Ministry of Finance, Ministry of the Interior, and Ministry of Transport and Communications. In addition, each ministry participates in the implementation of sanctions in their respective sectors.

The authorities related to safeguarding functional capacity include the authorities operating in the administrative branches of the Ministry of Justice and Ministry of the Interior, and regarding oversight of legality, the Chancellor of Justice of the Government and the Parliamentary Ombudsman. The Ministry for Foreign Affairs, the Ministry of Finance, and Customs also participate in matters concerning sanctions and in the supervision of operations. In addition, the national authorities have their respective international counterparts such as the EU agencies (e.g. Europol, EPPO, Eurojust and eu-LISA) and other international bodies (e.g. Interpol and ICC).

In particular, the key actors supporting the authorities' operations include attorneys and legal counsels, as well as service providers and subcontractors related to critical information systems, facility services, and translation and interpretation services.

12. Holding elections and safeguarding the prerequisites of democracy

Ministry in charge: MoJ

Purpose and objectives

The objective is to safeguard the operating conditions required by holding regular general elections in all security situations and to maintain ongoing readiness to hold an early general election. The organisation for holding the elections, the election material and the required critical data systems and their security are maintained and developed in accordance with the requirements of the operating system, in particular those concerning functionality, timing and security. The objective is to hold functioning and secure general elections and to safeguard trust in the electoral system in all circumstances and situations. Trust in elections requires reliable information about the candidates, holding the elections and the results of the elections. The election authorities and the media support this through timely transfer of information and cooperation.

Every effort is made to safeguard the operating prerequisites of political parties in crisis situations as well. Organisations can strengthen security and support the authorities in crisis situations. A dialogue is maintained between the authorities and organisations, and the operating conditions of organisations are secured in crisis situations. In addition, electronic democracy services such as the kansalaisaloite.fi and otakantaa.fi websites, as well as the hearing of drafting of regulations, are safeguarded in different situations. Citizens' opportunities to influence are secured by providing everyone with access to up-to-date information and ensuring citizens' and organisations' freedom of assembly and freedom of speech, which improves opportunities for civic engagement.

Concept of operation

The Ministry of Justice manages the organisation and execution of elections and election preparedness. To meet the objectives, the readiness and security requirements of the elections concern the Ministry of Justice, the Legal Register Centre, electoral district committees, county election boards, the municipal election authorities, and the Digital and Population Data Services Agency. The opportunities of Finns living or otherwise residing abroad to participate in elections is maintained in cooperation with the Ministry for Foreign Affairs. The readiness of election-related funding, communication and information system is maintained. Preparations for holding early general elections are part of the training and exercises. Preparatory work for elections consists of broad-based cooperation and risk assessments, scenario work, and instructing and training election officials and political parties, among other things.

In preparing for elections, the Ministry of Justice is supported by a cooperation group on election security, which carries out cross-administrative cooperation between the authorities, providing support to ensure the security of elections and for preparedness work related to general elections. Responses to disruptions occurring during elections include several preparedness measures such as practised operating models, the cooperation group on election security, the Election-VIRT network and on-call duty systems.

The influencing prerequisites of citizens are safeguarded by providing and securing citizens' access to up-to-date information and participation channels. In addition, preparations are made for changes in the operating environment, and the capacities of the authorities and citizens to identify and combat potential information influence activities for their part are developed. Developing service management guidelines related to democracy services, communication plans for disruptions, and continuous communication and information system readiness is also necessary.

Actors

The ministry in charge of the execution of elections and the prerequisites of democracy is the Ministry of Justice. The election authorities that participate in holding elections include the Ministry of Justice, Ministry for Foreign Affairs, the Legal Register Centre, electoral district committees, county election boards, municipal election authorities, and the Digital and Population Data Services Agency.

The election authorities conduct international cooperation in the EU's election cooperation network, in Nordic cooperation and with the election authorities of other countries, among others. In addition, cooperation regarding election observation is carried out with international organisations.

There is extensive cooperation with other ministries, authorities and organisations to safeguard the prerequisites of democracy. Cooperation is also carried out with the corresponding international authorities and organisations. In addition, the media plays an important role in safeguarding the prerequisites of democracy.

In particular, the key actors supporting the authorities' operations include service providers and subcontractors related to critical information systems and facility services.

13. Maintaining public order and security

Ministry in charge: Mol

Purpose and objectives

Maintaining public order and security is part of the core of internal security and is among the key tasks of the police. For its part, it ensures social peace. Public order includes the stability of society. Safety means a state in which people and communities can enjoy their basic rights without fear of violation of their personal integrity or property. The purpose of public order and safety is to create and maintain a stable living and operating environment, combat and prevent violations of rights and disruptions in advance, and eliminate disruptions and investigate violations of rights.

Concept of operation

Public order and safety are ensured by means of targeted supervision led by information, efficient completion of emergency duties and effective preventive work. The vital functions of society and the capacity to combat disruptions and hybrid influencing endangering social balance are safeguarded in close collaboration with various actors. The police and other security authorities have response readiness, identify threats in advance and provide an appropriate response to security threats in all circumstances. As the operating environment changes, the structures, legislation and operating methods of public safety and security actors are continuously reviewed and developed to align with the evolving conditions.

Actors

The Ministry of the Interior is the ministry in charge. The police are in charge of maintaining public order and safety. Collaboration between the security authorities such as the police, Border Guard, Finnish Defence Forces, Customs and the rescue authorities, is established and further developed in accordance with the changes in the security environment. The police work in close cooperation with communities and residents, as well as organisations and the business community such as the private security sector.

14. Combatting crime endangering social order

Ministry in charge: Mol, MoJ

Purpose and objectives

Crimes endangering social order are combated, and threats are responded to by exposing, preventing or solving suspected crimes through both crime intelligence based on information and incident management. The goal is to prevent crimes endangering social order from gaining ground in Finnish society. Such crimes include potential hybrid attacks, terrorism, sabotage, cyberattacks, violent extremism and radicalisation, or gang formation. The objective is to prevent organised groups of criminals expanding their activity into the legal economy and the structures or decision-making systems of society, for example.

Concept of operation

Combatting crimes is strengthened through information-based cooperation with the authorities and stakeholders, irrespective of the crime category. The crimes and threats that are most harmful for society and individuals are combated and prevented systematically and efficiently by means of a wide range of methods. The focus of combatting crime that endangers social order is on preventing crime as early as possible. This approach encompasses the capacity to obtain and analyse information, create and share situational awareness, as well as the capacity to make an efficient operational response through sufficient coercive methods and high-quality criminal investigation measures, among other things.

Actors

The Ministry of the Interior is the ministry in charge. The police bear the main responsibility for combatting crime that endangers social order. Combatting crime that endangers social order is based on collaboration, particularly information-sharing, between all authorities and social actors. The capacity to combat crime that endangers social order encompasses prevention and effective operational response, cooperation between the police, Customs and the Border Guard, as well as the intelligence-gathering capacity of the Finnish Security and Intelligence Service.

15. Ensuring border security

Ministry in charge: Mol

Purpose and objectives

The maintenance of border security helps prevent the violation of the provisions concerning the crossing of the nation's border and the threats to public order and security arising from cross-border passenger traffic, to combat cross-border crime, and to ensure the safety and smooth flow of cross-border traffic. It also helps monitor and ensure Finland's territorial sovereignty. The maintenance of border security strengthens Finland's security and effectively prevents security threats targeting Finland and Europe. Resilience and readiness to take quick action in evolving security disruptions are strong.

Concept of operation

Security threats are combatted jointly by the authorities under the coordination of the Finnish Border Guard. The border security operations are based on the European Integrated Border Management (EIBM). Illegal immigration is combatted in the countries of origin and transit with the help of contact persons and international cooperation. Measures that improve stability at the border are developed jointly with the bordering states and other key countries.

Border control based on risk assessment develops the capacity to detect new security threats and influence them by means of new technology. The safety of cross-border traffic is ensured with smart border control technology and sufficient infrastructure. The control of the eastern border is strengthened and the information systems implemented in the EU are applied in full in the maintenance of border security. Serious crime related to illegal immigration is combatted and extensive illegal immigration or instrumentalised migration are controlled by means of cooperation between the authorities and through preparedness measures. Multinational border security operations are carried out in land and sea areas to maintain and strengthen border security.

The Border Guard continuously develops its strategic capabilities and control systems. These include offshore patrol vessels, surveillance aircraft, multipurpose helicopters, the eastern border barrier fence and other technical surveillance, as well as radio technical surveillance. Similarly, the powers, tactics and operating methods, operative information systems, and intelligence and analysis capability are developed to respond to the changing and increasingly unpredictable operating environment. The capacity to use, control and combat unmanned systems is also developed. The operative and technical needs determine the development of personnel competence.

Readiness to transfer resources, restore internal border control and respond to serious border security disruptions and other security threats is maintained at a high level. The goal is also to improve the maintenance of border security at internal borders. The capacity to receive European assistance is developed – in particular, border security operations by Frontex, the European Border and Coast Guard Agency. The Border Guard operates on land, sea and air. The Border Guard's readiness, powers and capability are used in the monitoring and safeguarding of territorial integrity, as well as in various control operations within the economic zone.

Actors

The Ministry of the Interior is the ministry in charge. The Border Guard is the operational actor responsible. Other key authorities include the police and Customs. The cooperation partners include the Ministry for Foreign Affairs, Ministry of Finance, Ministry of Defence, Ministry of Transport and Communications, Ministry of Social Affairs and Health, the Finnish Immigration Service, the Finnish Security and Intelligence Service, the Finnish Transport and Communications Agency Traficom, the Finnish Transport Infrastructure Agency, the Finnish Defence Forces, the Regional State Administrative Agencies, the Centres for Economic Development, Transport and the Environment, municipalities, and the wellbeing services counties.

16. Ensuring the safety of supply chains in foreign goods transport and the safety of goods

Ministry in charge: MoF

Purpose and objectives

The compliance and security of actors involved in the logistics chains of goods shipped in foreign transport and goods transport are ensured. The objective is to identify the risks related to the actors of the logistics chain and the cross-border transport of goods comprehensively and efficiently by means of modern technology. In addition, identified threats which cause danger to society, citizens, fauna and flora, or the environment are addressed without delay.

Concept of operation

The safety of supply chains and goods is ensured by proactively identifying risks related to actors and through comprehensive acquisition of information and analysis work targeting goods transport. The risk assessments are continuously updated. Inspections are conducted of supply chain actors and goods transports to maintain risk assessments, verify identified deviations, and prevent dangerous goods or goods endangering security entering Finland. Comprehensive and efficient identification of risks requires extensive rights to access information about Finland's cross-border transports and capabilities to analyse the information collected. Risk management and inspections aim to identify deviations and the emerging threats as early as possible to minimise the impacts of the realisation of risks. Retrospective inspections and crime prevention measures enable the

response to realised threats. The goal is to apply these measures to identify and remove goods from legal and illegal markets that have already entered Finland, which cause a danger to society, citizens, fauna or flora, or the environment.

Disruptions and emergencies are prepared for by means of timely contingency planning, and relevant advance preparations and exercises. The activities in emergency conditions are based on the operating model applied in normal conditions. In emergency conditions, the crisis management model in accordance with the contingency plan is applied. The sufficiency of personnel resources and monitoring tools is ensured and based on the service and control need in the prevailing situation, personnel are transferred to the border crossing points where the traffic volumes are highest. Measures are taken to ensure electricity distribution and the usability of information systems, and preparations are made to implement backup measures when necessary. Foreign transports are analysed based on the information available in the situation, and monitoring is targeted and prioritised as required by the Emergency Powers Act and security of supply needs. Collaboration between the authorities and the exchange of information are intensified, and preparations are made to expand mutual administrative support in inspections conducted in, for example, passenger transport.

Actors

The Ministry of Finance is the ministry in charge. Customs is the competent authority, and goods safety is ensured under the leadership of Customs in collaboration with the other authorities. The key cooperation authorities are the Border Guard, police, the Finnish Food Authority, the Finnish Transport Infrastructure Agency, the Finnish Defence Forces, the Radiation and Nuclear Safety Authority, and the Tax Authority, as well as the Ministry for Foreign Affairs, Ministry of Defence, Ministry of Social Affairs and Health, and the municipalities. Ensuring goods safety also requires extensive and close international cooperation between the authorities, particularly with the customs authorities of different countries.

The key business community actors include actors in the logistics chain, such as shipping companies, airlines, freight forwarders and port operators, and sector organisations in particular. Ensuring goods safety is primarily the responsibility of actors in foreign trade and logistics, as well as passengers. This is supervised by Customs.

17. Protecting the civilian population

Ministry in charge: Mol

Purpose and objectives

Society aims to protect the life and health of the civilian population in all security situations. The objective is to have the capacity to protect the population in accidents and other hazards in normal conditions and in emergency conditions so that no human lives are lost due to insufficient rescue operations and sheltering opportunities. The capacity to protect the population and safeguard the functional capacity of society must also be ensured in the face of a potential military threat. Activities that are carried out during armed conflicts to protect the civilian population from dangers caused by hostilities and accidents, to help them cope with the immediate impacts, and to provide prerequisites for survival, are called civil defence.

Concept of operation

Readiness to protect the population from accidents and other hazardous situations is maintained continuously. In emergencies, basic readiness has already been established in normal conditions to ensure that the population can be protected in targeted areas, and that more extensive measures can be made ready in a timely manner. Preparations are made for the protection arrangements required by threats in emergency conditions through arrangements and expenses that can be realistically implemented. For its part, protection against the hazards of wartime is based on the obligation to build and maintain emergency shelters. Preparations are made to protect the population in accordance with risk assessments and threat situations in indoor areas that provide as much shelter as possible, in emergency shelters and by evacuation. Being able to take shelter in a timely manner requires a rapid system to warn the population.

The authorities' operating models, division of work and competence are developed by organising readiness exercises and preparedness training. The authorities are ensured sufficient powers in normal conditions and in emergencies. Preparedness for wartime threats requires collaboration between the civilian authorities and the Finnish Defence Forces. The capabilities of protecting the population are developed in alignment with the risks, and operative plans, including evacuation planning, are kept up to date. Warning and leadership systems play a key role in timely and properly targeted sheltering and rescue operations. The role of organisations as

actors supporting the authorities is recognised. The independent preparedness and security competence of the population promote sheltering and increase societal resilience as a whole.

Actors

The operating model is based on networked and coordinated collaboration. The Ministry of the Interior and the rescue services play a key role. The rescue service authorities coordinate the activities and plans required by the rescue operations and other civil protection tasks for which they are responsible. Each ministry leads, monitors and coordinates preparedness in their respective sectors, including the tasks related to protecting the population. The authorities are in charge of the operations in their sectors and preparing for them. Collaboration between the authorities encompasses all the authorities whose duties include tasks that are included in the protection of the population or are integral to it. The collaboration is coordinated by the Ministry of the Interior. The key actors include the ministries, state authorities, wellbeing services counties, municipalities, organisations and the business community. The key international actors are NATO and the EU. The Emergency Services Academy Finland provides preparatory training in the field of preparedness.

18. Ensuring the capability of maritime search and rescue

Ministry in charge: Mol

Purpose and objectives

The capability of Finland's maritime search and rescue services to carry out its tasks, ranging from minor maritime search and rescue assignments to major accidents and compound accidents, is ensured. The objective is to allocate urgent and appropriate assistance, without delay, to the search and rescue of people in danger within Finland's maritime search and rescue area, provide rescued people with the necessary emergency care, and effectively manage communication and dissemination of information related to the emergency situation. Every effort is made to anticipate accidents to prevent them from escalating and to minimise the damage arising from them.

Concept of operation

Appropriate capability is ensured through active collaboration between the authorities, coordinated by the Finnish Border Guard, preparedness planning and the use of voluntary organisations. Harmonised national operating models based on the operating models laid out in the mass rescue operation plan (MoMeVa) and the supplementary plans are drawn up through preparedness planning. To support national coordination and planning, the Border Guard is assisted by the SAR Coordination Committee established by the Ministry of the Interior.

The responsibility area of the maritime search and rescue operations is divided into the West Finland Search and Rescue Sub-Region and the Gulf of Finland Search and Rescue Sub-Region. The maritime search and rescue operations and the coordination of the operations of regional actors related to SAR in the West Finland Search and Rescue Sub-Region are coordinated by the commander of the West Finland Coast Guard District. In the Gulf of Finland Search and Rescue Sub-Region, these operations are coordinated by the commander of the Gulf of Finland Coast Guard District. As the leader of the maritime search and rescue operations, the commander of the coast guard district is assisted in the planning and coordination of cooperation by the management team of the maritime search and rescue sub-region, which includes representatives of the regional collaboration partners. Both search and rescue sub-regions maintain their respective regional maritime search and rescue plans based on legislation and national plans and guidelines. The search and rescue tasks in the maritime search and rescue operations are led from the Turku Maritime Rescue Command Centre (MRCC Turku) in the West Finland Search and Rescue Sub-Region and from the Helsinki Maritime Rescue Sub-Centre (MRSC Helsinki) in the Gulf of Finland Search and Rescue Sub-Region.

International cooperation is subject to international maritime search and rescue agreements. Finland has conventions in place on maritime search and rescue with its neighbouring countries (Sweden, Estonia, and Russia). The SAR protocols guiding the practical cooperation have been prepared based on these conventions. Maritime search and rescue tasks are practised, and cooperation is developed with neighbouring countries. In maritime SAR tasks outside the archipelago, the assistance of maritime SAR units from neighbouring countries is also used when necessary.

Actors

The responsible ministry for the task is the Ministry of the Interior. The Border Guard is the operational actor responsible and is Finland's highest SAR authority. The actors participating in maritime search and rescue operations and their tasks

are laid down in the Maritime Search and Rescue Act (1145/2001). Other key actors participating in maritime search and rescue are the Emergency Response Centre Agency, the Finnish Meteorological Institute, and the rescue authority of the wellbeing services county, referred to in the Rescue Act (379/2011) (including Helsinki City Rescue Department), the Finnish Transport and Communications Agency, the Finnish Transport Infrastructure Agency, the police, the Finnish Defence Forces, the social welfare and healthcare authorities, Customs, and the environmental authorities. In addition, the providers of flight route and air navigation services and vessel traffic services, as well as the voluntary sector (the Finnish Lifeboat Institution, Ålands Sjöräddningsällskap and Finnish Red Cross) participate in maritime search and rescue.

19. Emergency response centre services

Ministry in charge: Mol, MoSH

Purpose and objectives

The emergency response centre operations refer to the services provided by the Emergency Response Centre and the statutory tasks related to emergency calls forwarded by the Emergency Response Centre Agency Finland, and that require immediate measures by the rescue services, police, social welfare and healthcare, or the Border Guard with the support of the Emergency Response Centre Agency Finland. The purpose of the emergency response centre operations is to promote the security of the population, organise the provision of the emergency response centre services and improve the availability and quality of the services. The operating readiness has a considerable impact on the lives and health of people, significant property values, or the maintenance of security and order.

Concept of operation

The Emergency Response Centre Agency Finland ensures the provision of the emergency response centre services and the related support services in all circumstances through active multi-sector collaboration of the authorities and development activities, preparedness planning, and the use of technology. The emergency response centre operations are safeguarded in all situations, including emergency conditions. The emergency response centre operations encompass cooperation between the authorities participating in the operations to handle the emergency. Collective planning is carried out to create harmonised national operating models to enable networked emergency response centre operations

throughout Finland and the task-specific situational awareness required in emergency response centre operations. The basic prerequisites of networking consist of shared operating models of the authorities participating in the emergency response centre operations and the networked and secured information systems. This promotes more efficient use of limited resources and equal and timely access to services by people in emergency conditions. Cooperation processes and systems for establishing situational awareness between the different authorities are developed to ensure more effective anticipation and handling of emergencies together. The emergency response centre information system, with the mutual field operations system for the authorities (KEJO), provides a shared operational platform.

Assessed threats are prepared for by systematic development of the emergency communications system, and disruption management in the emergency response centre is practised jointly by the authorities and service providers. Measures in accordance with the contingency plan of the Emergency Response Centre Agency are practised, and in addition, the measures required by the facility programme and facility life cycle are carried out. The response required of sectors by disruptions and accidents is timely and targeted through the emergency response centre operations. The required capabilities are directed to the scene in a centralised manner and to mitigate the impacts of disruptions and accidents.

Actors

The emergency response centre services are provided by the Emergency Response Centre Agency, the general steering and supervision of which is the responsibility of the Ministry of the Interior. The Ministry of the Interior and the Ministry of Social Affairs and Health are jointly responsible for the operational steering of the Emergency Response Centre Agency (ERC). The Emergency Response Centre Agency provides the emergency response centre services across Finland, except for Åland. The task of the ERC Agency is to receive and assess emergency calls and to forward them or tasks to an appropriate authority or a partner that performs the authority's tasks based on agreements. The other authorities participating in the emergency response centre operations include the rescue services, police, social services, healthcare and the Border Guard. Other cooperation partners include the Government ICT Centre Valtori, the providers of systems and services, the Finnish Transport and Communications Agency and its National Cyber Security Centre, the Ministry for Foreign Affairs, the Safety Investigation Authority, Finland, the Radiation and Nuclear Safety Authority, the Finnish Defence Forces, Kela (the Social Insurance Institution of Finland), and volunteer organisations, as well as vehicle manufacturers.

20. Rescue services

Ministry in charge: Mol, MoSH

Purpose and objectives

The objective of the rescue services is to improve people's safety and security and reduce accidents. The tasks of the rescue services include the prevention of fires and other accidents, the protection and rescue of people, property and the environment, and civil defence and rescue services preparedness. For their part, as an actor in internal security, the rescue services maintain society's preparedness for disruptions while taking emergencies into consideration.

The objective of the rescue services includes a good security culture, the reduction of accidents and containment of damage, quick and effective assistance, the maintenance of civil defence preparedness, and the coordination of their related plans and measures with other actors. The government confirms the national strategic objectives for the organisation of rescue services every four years. The objectives take the national, regional and local needs of the rescue services and various accident threats into consideration.

Concept of operation

The rescue services are planned and implemented so that they can be provided in a manner that is as effective and appropriate as possible, and so that the measures required in accidents and hazards can be implemented without delay and effectively in every different security situation. The service level of the rescue services should be aligned with the national, regional, and local needs and accident threats. Rescue services personnel prepare for civil defence tasks that belong to their sector through adequate plans and advance preparations and ensure that the plans and measures for which they are responsible are coordinated with the other authorities, institutions, and commercial enterprises. The operations are practised, and personnel are trained in advance for various major accidents, in particular, as well as for tasks in emergency conditions.

The rescue services are based on risks emerging in normal conditions and on threat assessments prepared for emergencies. The risk and threat assessments also consider the requirements arising from changes in the operating environment for the maintenance of the capability of the rescue services, as well as for preparedness for disruptions in normal and emergency conditions. The operations in emergency conditions are based on the rescue services arrangements in normal conditions,

which are strengthened or expanded in alignment with plans and other advance preparations. The rescue services are also prepared to provide and receive international assistance in, for example, fighting large wildfires. The objective is to apply the resources of the rescue services extensively in society and support the other authorities nationally and internationally.

Actors

Rescue services are led, steered and supervised by the Ministry of the Interior. The wellbeing services counties and the City of Helsinki are responsible for organising the rescue services in their respective areas. A wellbeing services county or the City of Helsinki can also procure services that belong to the rescue operations from a contract fire brigade or another organisation within the rescue sector, based on agreement. Contract fire brigades are a key part of the rescue services system, especially in sparsely populated areas. Actors supporting the rescue services and preparedness include the Finnish National Rescue Association SPEK, the Finnish Lifeboat Institution, the Finnish Red Cross, the Finnish Air Rescue Association, search-and-rescue dog organisations and the Voluntary Rescue Service Vapepa. The regional state administrative agencies maintain oversight of the rescue services and their coverage and quality within their respective areas of operation. The Emergency Services Academy Finland and Helsinki Rescue School provide training in rescue services.

21. Securing immigration processes

Ministry in charge: Mol, MFA, MoEE

Purpose and objectives

Functioning immigration processes are a prerequisite for international labour and investments in Finland, as well as for the growth, productivity and internationalisation of Finland's entrepreneurial and innovation activities, and the prevention of the misuse of the system. The availability of foreign labour also has a key impact on Finland's security of supply. Functioning immigration processes combat illegal immigration and illegal stays in the country. Voluntary and forced return are essential in preventing and combatting illegal stays. Individuals who are in the country illegally risk committing crimes or being exploited by criminals or becoming victims of human trafficking.

Good integration of immigrants into Finland is important from the perspective of both society and the immigrants themselves. Successful integration prevents social problems caused by social exclusion.

Concept of operation

The quality and effectiveness of the residence permit application process is ensured in all situations. This also prevents misuse and helps detect and address potential security threats. The required practical and legislative measures are taken to ensure that sectors critical to security of supply receive the necessary workforce.

Individuals who have received a negative residence permit decision, or who are otherwise illegally in the country will leave, or they are removed from the country. Cooperation between the authorities concerning enforcing voluntary and forced returns is effective. The support and resources of the EU in enforcing returns is utilised in full.

Good relationships among the population, interaction, positive attitudes, and the sense of security and inclusion promote two-way integration in both communities and society more broadly. The work to promote relationships among the population jointly carried out by the authorities and the third sector is strengthened at both national and local levels.

Actors

Safeguarding the immigration processes is one of the duties of the administration of internal affairs. The Ministry of Economic Affairs and Employment is responsible for the performance management of the labour- and training-based immigration processes with the Ministry of the Interior. In addition, the Ministry for Foreign Affairs and its missions, as well as the administrative branch of the Ministry of Justice, participate in the safeguarding of the immigration processes. The regional and local administration and organisations also have their own tasks covering immigration. Functioning processes require seamless cooperation between both the authorities and all relevant actors.

In addition, EU-level and international cooperation is required. The management of the immigration processes requires functioning EU legislation and close connections not only with neighbouring areas but also with immigrants' countries of origin and transit. Good operational partnerships are particularly important when individuals are removed from the country, for example.

22. Management of large-scale or instrumentalised migration

Ministry in charge: Mol

Purpose and objectives

Large-scale migration refers to a situation in which a large number of citizens of third countries or the Union arrive in Finland within a short period. Such a situation may also arise from a massive displacement of people resulting from an abrupt conflict. Instrumentalised migration means a situation in which a third country directs migrants to Finland with the objective of weakening Finland's stability or pressuring Finland or the European Union. Instrumentalised migration is not necessarily large scale, but it should always be combated. The most important goals in large-scale or instrumentalised migration are to maintain a controlled situation at the border and at border crossing points, keep the asylum and reception system functional in all situations, and ensure general order and security in society as a whole.

Concept of operation

The capacity to manage both large-scale and instrumentalised migration is based on the sufficient powers of the authorities. The capacity is built through comprehensive contingency planning, shared exercises and sufficient resources. Shared situational awareness, analysis and foresight concerning how the situation will develop form the foundation of preparedness planning and the control of the situation.

Border security is maintained, and entry is controlled at the nation's border and in its vicinity in all circumstances. Migrants are registered, and their prerequisites of entry are investigated. The required asylum and residence permit processes are implemented, and the reception of migrants is carried out. Those who have received a residence permit are integrated into municipalities, while those who have been issued a negative decision are returned. Based on assessments of the situation and risks, measures are taken to curb the phenomenon, targeting the countries of origin, transit and destination. In certain situations of instrumentalised migration that seriously endanger Finland's sovereignty or national security, entry can be prevented, and applying for international protection can be restricted in separately defined areas at Finland's border, pursuant to the Act on Temporary Measures to Combat Instrumentalised Migration and considering the exceptions referred to in the act. The authorities operate in accordance with their respective

powers, but cooperation is intensified, and the operations are scaled according to the situation. When necessary, the European Union's operational and financial support is used. Consistent and timely communication by the administration is necessary for the continuation of society's normal operations and the maintenance of trust.

Actors

The Ministry of the Interior is the ministry in charge. It directs preparedness and manages the operations in the event of large-scale or instrumentalised migration. The Finnish Immigration Service, Border Guard and police are the most important authorities for handling the situation. The Finnish Immigration Service is in charge of processing the residence permit applications and organising the reception of asylum seekers. With the police, the Finnish Immigration Service has the readiness to establish reception centres for the registration of migrants if it is necessary due to the large number of migrants. The police maintain general order and security. The Border Guard maintains border security and is responsible for managing the influx of migrants at the border. Regional collaboration takes place in collaboration groups which, in addition to the police and the Border Guard, include Customs, the Finnish Defence Forces, the municipalities, the Regional State Administrative Agencies, the Centres for Economic Development, Transport and the Environment, as well as the social welfare and healthcare authorities, and rescue authorities. In addition to the authorities, collaboration involves organisations such as the Finnish Red Cross and parishes and other religious communities, which operate in accordance with their respective principles to provide support in the situation.

23. Combatting and preventing environmental damage

Ministry in charge: MoI, MoE, MoTC, MoEE, MoD

Purpose and objectives

To prevent, combat and contain damage caused to the environment by oil and chemical spills, accidents caused by vessels, emissions and hazardous waste in land and water areas. The funding and other resources for the actors are secured to maintain preparedness and the capacity to combat environmental damage. Participation in the development of the security requirements of vessels and the tracking, supervision and guidance systems in maritime transport are ensured.

Concept of operation

Several authorities and other actors work in collaboration to prevent and combat environmental damage. The principles of further developing the measures to combat environmental damage confirmed in the “National Strategy for the Prevention of and Response to Environmental Damage extending to 2035” document, approved as a Government Resolution on 16 February 2023, are promoted. The strategy supports the authorities in their preparedness work, sets requirements for the planning of activities and demonstrates Finland’s resolve to support the planning of resources.

Oil and chemical spills in land areas are prevented through effective risk management, both during the transport chain and in facilities. Permit orders are imposed on actors, and their implementation is reviewed and monitored at defined intervals. Facilities and ports that store and use oil and other hazardous chemicals obtain equipment to prevent and contain accidents and prepare a plan on arrangements to combat accidents. The plan is practised and monitored to ensure its functioning. Collaboration between the authorities and companies is expanded and developed to ensure better response to accidents involving hazardous substances.

An effective vessel traffic and pilotage services reduce the risk of oil and vessel chemical accidents at sea. The capacity to contain and combat the consequences of environmental damage quickly in accordance with the operating environment is developed, and continuous readiness to combat environmental damage is maintained. This also enhances the functioning of maritime traffic important for Finland’s security of supply. Readiness to combat environmental damage in the open sea is provided by the Border Guard’s and the Navy’s combined vessels and through contract arrangements with private actors. Compensation is given for the discontinuation of the Finnish Oil Pollution Compensation Fund and the decrease in external funding through budget preparation, as well as in the planning of the wellbeing services counties’ vessel and damage prevention equipment purchases, to ensure that the strategy’s targeted level of oil spill prevention and response is achieved. Discretionary grants can be awarded from the Environmental Damage Fund. The grants partly cover the costs of purchasing equipment used in rescue operations for the prevention of environmental damage.

In international cooperation, the management of accidents in the Baltic Sea region is developed with the neighbouring countries in particular. Cooperation with the European Maritime Safety Agency (EMSA) is further developed to consider the needs of northern Baltic Sea better than is currently the case in the support allocated to member states by the EU.

Actors

The Ministry of the Interior is in charge of the leadership, steering and supervision of the rescue operations in oil and chemical accidents. As part of the rescue operations, the Border Guard bears the general leadership responsibility for combatting vessel oil and chemical spills that occur in the deep-sea areas of Finland's waters and economic zone. The Border Guard's patrol vessels and patrol aircraft are used for combatting environmental damage. In addition, the Border Guard coordinates preparedness for combatting deep-sea environmental damage. As part of the rescue operations, rescue departments are in charge of urgently combatting oil and chemical spills in their respective areas of responsibility.

The Ministry of the Environment is in charge of tasks related to environmental liability legislation, as well as steering the post-spill clean-up, remediation, restoration and waste management of oil damage in special situations. The wellbeing services counties ensure that the readiness of their respective rescue departments to combat oil damage and other environmental damage remains at the level defined in the risk assessment.

The Finnish Transport and Communications Agency, the Finnish Transport Infrastructure Agency and the Finnish Defence Forces participate in combatting oil and chemical spills. The Finnish Safety and Chemicals Agency (Tukes) issues permits and supervises large-scale chemicals and explosives facilities. The Regional State Administrative Agencies, the Centres for Economic Development, Transport and the Environment, and the municipal environmental protection authorities are in charge of environmental permits. Correspondingly, the regional rescue authority supervises small-scale industrial handling and storage of hazardous chemicals and processes the notifications concerning the operations. The environmental damage on-call service of the Centres for Economic Development, Transport and the Environment, and the Centre of Excellence for Serious Chemical Threats provide support in combatting environmental damage. The Finnish Environment Institute is in charge of the renovation of wrecks and the organisation of care for animals contaminated due to oil and chemical spills.

The overall steering of the prevention of environmental damage that occur during transport is the responsibility of the Ministry of Transport and Communications. Municipalities are responsible for the post-spill clean-up of oil in their respective areas. Organisations participate in onshore response in accordance with the operating model for oil spill response of the third sector.

24. Preparedness for biological threats

Ministry in charge: MoSH, MoAF, MoD, MoE, MFA, MoI, MoF, MoEE

Purpose and objectives

A biological threat refers to a risk of mass illness in people caused by a microbe or a biological substance that cannot be managed with regular measures or resources. The situation may involve an unintentional or intentional spread of a toxic substance produced by a microbe or a toxin, or a biological organism, such as bio harassment, bioterrorism or biological warfare. The majority of biological pathogens are of natural origin. Various pathogens can spread quickly between people around the world, which is why national preparedness and response must also consider international measures. The objective of preparedness is to prevent, identify and combat biological threats, as well as to respond to realised threats and to reduce their harmful impacts.

It should be noted that dangerous situations or threats thereof caused by chemical substances (C), biological pathogens and toxins (B), radioactive materials (R), nuclear weapons (N) and high-yield explosives (E) and their intentional or unintentional use are generally referred to as CBRNE threats. The terminology includes both intentional acts and certain accidents. When realised, intentional CBRNE influencing is large-scale by nature. It can be based on a military, terrorist or criminal motive. The European Union and NATO consider CBRN threats to be considerable cross-border threats, which may have impacts of varying degree to the vital functions of society.

Concept of operation

The majority of known and new microbes causing serious epidemics and pandemics originate from wild animals, from which they spread to production animals and humans. Some of the pathogens are also spread from the environment and, for example, through food and water. That is why cooperation concerning preparedness for and response to threats between the human, animal and environmental health sectors is important. Epidemics burden the healthcare system in particular, but support from the other authorities is essential to safeguard security of supply or decontamination of materials and waste management. Distinct roles are played by the police and Customs (Ministry of Finance), the Ministry for Foreign Affairs (export control of dual-use goods) and the defence authorities (arms export and preparedness against the use of biological weapons) in preparedness for and response to the intentional spread of microbes or toxins.

There are several international agreements and commitments guiding preparedness for biological threats. For example, the International Health Regulations (IHR) obligate actors to detect and combat biological, chemical, radiation and unknown threats which may cause danger to human or animal health. If there is a risk of a health threat spreading beyond a country's borders, other countries must be notified within 24 hours. The UN's Biological and Toxin Weapons Convention prohibits member countries from using microbes and toxins for other than peaceful purposes. United Nations Security Council resolution 1 540 obligates state actors to prevent the proliferation of weapons of mass destruction and expertise related to their use to non-state criminal actors such as terrorists.

The number of people who become ill or die in global epidemics and pandemics may be very high, which poses a threat to the vital functions of society. Contingency planning, as well as emergency and obligatory stockpiling, is key in preparedness for pandemics in all administrative branches and levels in both the public and private sectors. Key factors in responding to threats include general measures taken for public health, the availability of critical medicines, and strong healthcare systems. A reserve stockpile under the EU Civil Protection Mechanism has been established in Finland to prepare for CBRN threats.

Actors

The Ministry of Social Affairs and Health is the ministry in charge, and it collaborates with other ministries. The primary competent authority is the Finnish Institute for Health and Welfare (THL), which, among other things, maintains the Centre for Biothreat Preparedness jointly with the Finnish Defence Forces and the Finnish Food Authority. From the perspective of diagnostics, treatment and combatting communicable diseases, key roles are played by the wellbeing services counties, especially clinical microbiology laboratories and the infectious disease authorities. In addition, the municipal health protection authorities and the Finnish Institute of Occupational Health are important actors. Other public sector actors include the Finnish Food Authority, and Zoonosis Centre operating under it, as well as the rescue services, the Finnish Environment Institute (Syke), the police, Customs, the Finnish Defence Forces, the National Emergency Supply Agency, universities and the Finnish Biosecurity Network. The most important international actors for the implementation of the task are the World Health Organization (WHO), the European Centre for Disease Prevention and Control (ECDC), the European Medicines Agency, and the European Commission's Directorate-General for Health and Food Safety (DG SANTE) and the Health Emergency Preparedness and Response Authority (HERA).

25. Preparedness for radiation hazards

Ministry in charge: MoSH, MoI, MoAF, MoE, MoD, MoEE

Purpose and objectives

A radiation hazard may arise in Finland or its neighbouring areas as a result of a nuclear power plant accident or another serious radiation accident, a regular accident, a terrorist act (e.g. a dirty bomb), or the use of a nuclear weapon. A serious radiation hazard is a threat impacting all vital functions of society and it concerns all administrative branches. The objective of preparedness is to prevent radiation hazards and to provide the capacity to manage the impacts of or resulting from a radiation hazard situation. A large-scale radiation hazard is a national but also an international incident, and its line of authority must be clear at all levels, situational awareness must be shared and cooperation must function well. International cooperation plays an important role in preparedness for a radiation hazard and the related measures.

It should be noted that dangerous situations or threats thereof caused by chemical substances (C), biological pathogens and toxins (B), radioactive materials (R), nuclear weapons (N) and high-yield explosives (E) and their intentional or unintentional use are generally referred to as CBRNE threats. The terminology includes both intentional acts and certain accidents. When realised, intentional CBRNE influencing is large-scale by nature. The motive may be military, terrorist or criminal. The European Union and NATO consider CBRN threats to be considerable cross-border threats, which may have impacts of varying degree to the vital functions of society.

Concept of operation

The most central measure in preparedness for a radiation hazard is radiation monitoring. The Radiation and Nuclear Safety Authority maintains a nationwide monitoring network. Similarly, it supervises the operations of the users of nuclear energy and radiation and their preparedness arrangements. A serious radiation hazard is divided into early, intermediate and recovery phases. The measures taken by the authorities and the line of authority depend on the current phase.

In an extensive radiation hazard situation, the primary protection measure is to take shelter indoors, which reduces the exposure of people to radiation and potential radioactive materials such as radioactive emissions from a nuclear power plant. In a nuclear power plant accident caused by a radioactive emission, taking shelter indoors is complemented by taking iodine tablets as instructed by the authorities.

During the rescue operations in the early phase, the general leadership responsibility lies with the rescue authorities. The environmental health authorities are responsible for protecting the living environment, primary production and household water, and they bear the leadership responsibility in the intermediate phase. The Ministry of the Environment directs the actors in its administrative branch on the provision of expert assistance in environmental protection and nature conservation during radiation hazards. The Ministry of the Environment is also responsible for safeguarding waste management. The measures taken during the recovery stage are based on the recommendations and advice issued by the authorities and experts, as well as on the local situation and social conditions. Timely and reliable communication by the authorities plays a key role in all phases of radiation hazards.

Intentional spread of radioactive materials or a local accident related to them causes a disruption that can usually be managed in the early phase under the leadership of the regional rescue authorities, supported by other actors. A radiation hazard situation resulting from nuclear weapons or nuclear power plants is always a national and international incident. It requires cooperation planned in advance by the ministries and other actors and shared situational awareness. From the beginning of the early stage until long-term recovery, cooperation between several authorities, business community and civil society is important to ensure that the implemented protection and other measures to manage the situation are appropriately sized and effective from the perspective of people and society, the radiation exposure is limited efficiently, and the harmful impacts of the situation to society are as minimal as possible. A reserve stockpile under the EU Civil Protection Mechanism has been established in Finland to prepare for CBRN threats.

Actors

The key ministries are the Ministry of Social Affairs and Health (health protection, social welfare and healthcare), Ministry of the Interior (rescue services and public order and security), Ministry for Foreign Affairs (international relations), Ministry of Agriculture and Forestry (food safety and animal welfare) and Ministry of the Environment (waste management, environmental protection). The key actors include the Radiation and Nuclear Safety Authority (radiation situational awareness and radiation monitoring, procedural recommendations), the Finnish Meteorological Institute (spread forecasts), the National Supervisory Authority for Welfare and Health Valvira and the Regional State Administrative Agencies (regulations and instructions concerning health protection, supervision of social welfare and healthcare, as well as environmental healthcare), the police and the Border Guard (public order and safety, movement restrictions and border

security), Customs and the Finnish Defence Forces (radiation monitoring; mutual administrative support for the other authorities), and the Finnish Food Authority (food safety). Practical measures are carried out by the wellbeing services counties (social welfare and healthcare and the rescue services), as well as the municipalities' environmental healthcare and other municipal actors. International cooperation (IAEA, EC, NEA) is considerable. Voluntary actors are also needed. In a situation caused by the possible use of a nuclear weapon, the actors related to Finland's military defence nationally and internationally must naturally be considered.

26. Preparedness for chemical threats

Ministry in charge: MoSH, MoI, MoE, MoD, MoEE, MoTC, MoF

Purpose and objectives

Chemical substances refer to all industrial chemicals and chemical warfare. Chemical substances are used as part of the normal operations of society, which also increases risks for accidents for its part. All accidents and intentional methods related to or that involve chemical substances constitute a significant threat from the perspective of people and the environment. A chemical threat can arise independently, or as part of another accident or an intentional act. The objective of preparedness measures is to identify, prevent and combat situations and to prepare for action that is as effective as possible when threats realise. Realised chemical threats may have long-term and extensive impacts on the vital functions of society.

It should be noted that dangerous situations or threats thereof caused by chemical substances (C), biological pathogens and toxins (B), radioactive materials (R), nuclear weapons (N) and high-yield explosives (E) and their intentional or unintentional use are generally referred to as CBRNE threats. The terminology includes both intentional acts and certain accidents. When realised, intentional CBRNE influencing is large-scale by nature. It can be based on a military, terrorist or criminal motive. The European Union and NATO consider CBRN threats to be considerable cross-border threats, which may have impacts of varying degree to the vital functions of society.

Concept of operation

The primary aspect of the operations is to reduce the likelihood of chemical threats through measures that increase security. Operators should act in accordance with legislation concerning chemical safety and take care of the servicing, maintenance and inspections of the equipment in production facilities, and the related technical security arrangements. Safety and security must also be considered in the transport of chemical substances. A key aspect of preparedness is the maintenance and development of the capabilities of the internal security, environmental healthcare and environmental protection authorities. The competent authorities must have access to sufficient information on combatting damage caused by chemicals, their health impacts and their prevention, and on protection against them.

In addition to the safety and security measures taken by the operators, supervision carried out by the chemical safety authorities is used to reduce the likelihood of chemical accidents. The likelihood of intentional situations is reduced through risk assessments, supervision and intelligence activities. International cooperation is also needed to prevent and combat disruptions.

The primary preparedness measures include extensive cooperation between the authorities and the establishment of shared operating models and situational awareness measures. Regarding chemical threats, special attention must be paid to building sufficient material preparedness and to continuous and planned development of competence. Systematic exercises are an essential part of the identification and management of situations, mitigation of impacts, and promotion of recovery. The purpose of exercises is to test and develop plans and operating instructions, as well as to promote cooperation between the authorities and the business community.

In accidents, the rescue services bear the general leadership responsibility. In a situation caused by an intentional act, the leadership responsibility is divided between the police, the rescue services and the Finnish Defence Forces, depending on the nature, phase and development of the situation. As a rule, in normal conditions, the Finnish Defence Forces provide mutual administrative support for the authorities in charge of the situation. The initial phase actors are the environmental healthcare and environmental protection authorities when the accident may cause harm to health, such as contamination of household water and swimming water, food and primary production, as well as harm related to housing health. Handling situations and accidents related to chemical threats requires the resources of several authorities – for example, the social welfare and healthcare authorities – in addition to those mentioned above. The competent authorities are in charge of engaging with and informing experts and the ministry whose

administrative branch is responsible for handling the situation. Situations may also call for international cooperation. A reserve stockpile under the EU Civil Protection Mechanism has been established in Finland to prepare for CBRN threats.

Actors

The key ministries are the Ministry of the Interior, the Ministry of Social Affairs and Health, the Ministry of the Environment, the Ministry of Defence, the Ministry of Transport and Communications, and the Ministry of Economic Affairs and Employment, which is responsible for chemical safety legislation, among other things. The key expert parties include the Finnish Institute of Occupational Health (occupational safety and health and protection, instructions concerning substances that entail a risk of accident), the Finnish Institute for Health and Welfare (THL) (health protection, laboratory operations), the Centre of Excellence for Serious Chemical Threats, the Finnish Safety and Chemicals Agency (Tukes), the Customs Laboratory, the National Bureau of Investigation, the Finnish Food Authority, the HUS Poison Information Center, the Finnish Transport and Communications Agency Traficom, the Finnish Defence Forces, the Finnish Institute for Verification of the Chemical Weapons Convention (VERIFIN), the Finnish Environment Institute (Syke), and the Centres for Economic Development, Transport and the Environment. The key actors include the wellbeing services counties, municipalities' environmental healthcare and environmental protection, the police, the Finnish Defence Forces, the Finnish Security and Intelligence Service, the EU Civil Protection Mechanism, and business community.

Economy, infrastructure and security of supply

27. Acquiring and allocating financial resources

Ministry in charge: MoF

Purpose and objectives

The availability of the economic resources required to ensure the functioning of the public sector is ensured. The objective is to safeguard the funding of general government finances. The aim is to safeguard, in all circumstances, the reallocation of government borrowing, cash management, payment transactions, taxation (including Customs) and financial resources, as well as the functioning of the operating, financial planning and budgeting processes of the economy.

Concept of operation

A key aspect of preparedness in normal conditions is to ensure the financing position of general government financing. In its broadest sense, this means strengthening the growth conditions of the economy and aligning the expenses and income of general government financing in a manner that is sustainable in terms of the development of indebtedness. This also creates prerequisites for the state's access to the debt market in crisis situations. The importance of borrowing as a source of financing is emphasised in crises. The trust of investors in Finland's capacity and willingness to meet its obligations is built in normal conditions through a long-term economic policy which considers the financial capacity of general government finances. The stronger the financing position of general government finances is when facing a crisis, the better the state's operating conditions. The spending limit system of the general government finances provides a key instrument for planning and implementing a long-term fiscal policy.

The preparedness of the government's financial services such as debt and cash management and payment transactions, as well as systems critical to them, is developed in accordance with the requirements set by cyber threats in particular. In addition, methods are developed to ensure the payment transactions and collection of taxes. The government uses two payment service banks which can be

used for paying expenses and receiving income. In addition, the functioning of the government's payment transactions is secured through an agreement signed with an emergency bank.

In disruptions, the starting point is to operate in accordance with the regular budget procedures, and a supplementary budget provision can be used to cover the required additional resources. Political decision-making related to the acquisition and allocation of financial resources is part of the budget drafting process, in which the available resources are allocated as required by the current situation to safeguard the vital functions of society. In a crisis situation, appropriations must be prioritised to ensure the state's functional capacity regarding vital functions. This requires cooperation with all administrative branches as part of the preparation of budgets. For example, to safeguard financing in a crisis situation, international cooperation with the EU, partner countries and international organisations is used as much as possible.

Actors

The Ministry of Finance is in charge of tending to the strategic task. The task is carried out in collaboration with all ministries, the State Treasury, The Finnish Government Shared Services Centre for Finance and HR (Palkeet), the Finnish Tax Administration, Customs, the Bank of Finland, and the banks responsible for the state's payment transactions. Tending to the task emphasises international cooperation with the EU, the partner countries, and various international organisations such as the IMF to safeguard the availability of financing, among other things.

28. Ensuring the functioning of the financial system

Ministry in charge: MoF

Purpose and objectives

The objective is to safeguard the continuity of the financial market services vital for the society's functions in all circumstances. The goal is to secure the availability of financing, payment transactions and the functioning of the securities market. In particular, such functions must be safeguarded that are key to the security of supply, citizens' minimum income, and government finance, liquidity and payment transactions.

Concept of operation

The operations of the financial market are international and based on the services and systems maintained by the financial sector companies. Finland's national legislation sets a preparedness obligation for credit institutions and other companies providing key financial market services in the event of serious disruptions and in emergency conditions. The public authority guarantees the operations through central banking operations, regulation and supervision, as well as by maintaining crisis management preparedness. The objective of the Cooperation group for incident management in the Financial Markets, appointed by the Ministry of Finance, is to support the authorities and private companies in the promotion of preparedness in the financial market and ensure the establishment of shared situational awareness in disruptions and emergency conditions. The Bank of Finland and the Financial Stability Agency maintain a backup system for daily payment transactions in serious disruptions.

Finland is a member of the EU's banking union, in which the authority concerning the supervision of the capital adequacy of credit institutions and the management of financial crisis situations has been transferred to the EU's Single Supervisory Mechanism and the Single Resolution Mechanism. The Financial Supervisory Authority and the Financial Stability Authority are the Finnish institutions operating as part of these arrangements. The Bank of Finland is part of the European central bank system. National leeway in safeguarding the operations of the financial system is limited by the significant share of powers are vested in the decision-making bodies of the European Central Bank.

The focus in the measures taken by individual member states is on preparing for financial market threats that do not involve economic disruptions. The authorities in the member states also have main responsibility for taking operational measures during disruptions in collaboration with the companies providing financial market services. The financial market companies operate an infrastructure that is critical for the vital functions of society, and the usability of this infrastructure requires sufficient operating models and backup systems to be established in advance. Safeguarding the vital functions of society in all security situations also requires ensuring the availability of critical financial market services if access to the international services is prevented. This calls for safeguarding the financial market services essential for the functioning of society through national resources. The financial market services are completely dependent on the functioning of telecommunications and ICT systems, as well as the related supply of electricity, which is why the management of disruptions requires active collaboration with ICT and cybersecurity actors.

Actors

The Ministry of Finance is the ministry in charge of safeguarding the operations of the financial market. There are also interfaces with the administrative branches of the Ministry of Social Affairs and Health, the Ministry of Transport and Communication, and the Ministry of Economic Affairs and Employment. The authorities related to the operations of the financial market include the Bank of Finland, the Financial Supervisory Authority, the Financial Stability Agency, the State Treasury, the Finnish Transport and Communications Agency Traficom, and the National Land Survey of Finland.

The companies in the banking and financing sector, as well as their partners and subcontractors, are key actors in the sector. Telecommunications, electricity supply and commerce sector companies are important actors for securing financial services. The international authorities include the European Commission, the European Central Bank, the EU's Single Resolution Board, the European Systemic Risk Board and the European supervisory authorities. The international market actors include the European payment and securities systems such as the TARGET Services, EBA-Clearing and certain central counterparties.

29. Safeguarding the operating prerequisites of public administration and the functioning of the service system

Ministry in charge: MoF, Mol, other ministries

Purpose and objectives

The objective is to secure the functional capacity of the authorities that are key to the vital functions of society and the continuity of the services important for the functioning of citizens and the business community provided by the authorities. The goal is to prevent disruptions and crises, strengthen society's resilience, and maintain the trust of citizens and the business community in the authorities. The goal is also to implement the EU's objectives concerning the protection of critical actors and infrastructure and NATO's objectives concerning resilience activities.

Concept of operation

The preparedness and leadership responsibilities of the authorities are determined by sector. The operations of the administration in disruptions and emergency conditions are based on the structures and operating models of normal conditions. In disruptions and crises, the existing structures are activated to monitor the situation, establish and share situational awareness, launch the measures that secure the continuity of tasks, and assess the impacts of the situation and the measures required to manage them.

In normal conditions, preparedness and the development of legislation and operations ensure that the operations of the administration can continue in large-scale disruptions and emergency conditions, while minimising the impacts of the crises. The focus is on the tasks of the authorities and the public services that must continue in all security situations to protect the population and safeguard income, the country's economic life, judicial system, basic and human rights, and the vital functions of society.

The scale of crises can be large, and their impacts extend to several sectors of society, which is why collaboration needs and cooperation structures should be identified, and operating methods should already be established in normal conditions between actors important for the operations of the authorities and the functions of society. The authorities in charge of the public administration's shared services take care of the continuity of the services and the service provision which they are responsible for organising, as well as of the organisation of the related cooperation with subcontractors to the full extent of the procured service.

Harmonised planning criteria and operating models are applied to secure the information, basic information pools, digital services and information systems essential for the vital functions of society, for which public administration is responsible, as well as the infrastructure and the service provision chains required by the above. The information security of the information used in the authorities' operations is secured in accordance with needs and based on regulations and instructions. Leadership, communication between the authorities and information provided to citizens are secured by the arrangements required by the operations. Shelters, ensured leadership and information systems, and telecommunications that support operations are set up for the actors vital for the functioning of society. Personnel resources are secured when necessary by the mandates given in the Emergency Powers Act or other emergency legislation. Exceptional arrangements may include deviating from regular working hours and annual leave, as well as

transferring government employees from one administrative branch to another. Personnel competence is developed, thus securing the conditions for flexible use of personnel in crisis operations.

Actors

Each ministry is responsible for safeguarding the operating prerequisites and service systems of public administration and coordinating preparedness in their respective sectors. The preparedness of the central, regional and local administration and their operations in disruptions are coordinated in the structures of leadership and collaboration applied in normal conditions.

The Ministry of Finance steers the Regional State Administrative Agencies and is responsible for the general steering of the preparedness, readiness and security of the public administration's ICT services and service provision, as well as for the general steering and operating prerequisites of the administration and finance of the municipalities and wellbeing services counties. The Ministry of the Interior is responsible for the collective preparedness of the regional administration for emergencies and disruptions.

The public administration's service tasks and other tasks important for the wellbeing of the population are largely the responsibility of the wellbeing services counties and municipalities. Their capacity to act and provide services in disruptions in normal and emergency conditions is key for safeguarding the functional capacity and wellbeing of the population and the psychological resilience of citizens.

30. Safeguarding insurance activities

Ministry in charge: MoSH

Purpose and objectives

The objective is to safeguard the operations of the insurance sector and thus the uninterrupted functioning of society and the income of the population. Earnings-related pension security is the source of income for a large part of the population. In addition, insurance policies are part of the risk management of the population and companies. The availability of insurance protection is a prerequisite for business operations and thus also for the uninterrupted functioning of society. Regarding the safeguarding of insurance operations, it should also be noted that in the scale of

Finland, the employment pension institutions have considerable investment assets. The disruption-free operations support investment activities and the solvency of insurance companies.

Concept of operation

The stability and disruption-free operations of the insurance sector are safeguarded as much as possible in all circumstances through the effective supervision, regulation and maintenance of preparedness. For the preparedness of the insurance sector, the functioning of payment transactions and telecommunications, as well as the supply of electricity, is vital. By law, actors in the insurance sector should make advance preparations during normal conditions for various situations as they must be able to pay insurance benefits in all situations. To this effect, each actor has prepared for different kinds of disruptions by means of measures defined in their continuity plans, such as backup systems and processes for emergency conditions. Safeguarding insurance activities also requires close collaboration between different authorities and other actors in both the insurance sector and the financing sector as a whole. The insurance sector pool operating under the National Emergency Supply Agency is a key cooperation forum for the authorities and business community.

During disruptions, the insurance sector's operations are maintained as normal for as long as possible through the actors' advance preparedness. For example, alternative methods are in place in the event of telecommunications disruptions, enabling the submission of the details required for making payments to the bank and the safeguarding of the income of the population. In exceptional situations, the authorities have powers pursuant to legislation to carry out safeguarding measures concerning insurance sector actors. Such measures include granting extra time for meeting the solvency capital requirement. In extreme situations, the Emergency Powers Act provides more extensive opportunities to safeguard the operations of the insurance sector from the perspective of both the actors and the population.

Actors

The Ministry of Social Affairs and Health is responsible for ensuring the functioning of the insurance operations insofar as this concerns the drafting of insurance legislation and the overall steering of the safeguarding of insurance operations. Safeguarding insurance operations is primarily the responsibility of insurance companies and other insurance and pension institutions. In addition, the central

cooperation bodies include the Finnish Centre for Pensions and the Employment Fund. The Financial Supervisory Authority supervises compliance with the preparedness requirements by the insurance institutions.

From the perspective of implementing this strategic task, the central organisations include Finance Finland and the Finnish Pension Alliance TELA. The Social Insurance Institution of Finland is one of the pension system actors and is in charge of the national pensions and guaranteed pensions. The State Treasury plays a special role in the central administration because it compensates for occupational accidents and diseases of government employees, among other things.

31. Safeguarding energy supply

Ministry in charge: MoEE

Purpose and objectives

Sufficient procurement, transfer and distribution of electricity, heat and gas and the capacity of other infrastructure, as well as the functioning and recoverability of systems, are ensured. The availability of fuel is ensured by maintaining a wide range of fuels and sources of procurement, promoting the procurement of domestic fuels, emergency stockpiling and preparedness planning. The availability of energy affects all functions of society, and disruptions may endanger the critical functions and the wellbeing of the population.

Concept of operation

Security of fuel supply is based on the obligatory stockpiling of imported fuels by companies and the state's emergency stockpiling. Utilisation of stockpiles requires efficient distribution and transport logistics. To safeguard the critical energy infrastructure, the state's majority shareholdings and control in the main grid operator for electricity, the natural gas transmission network operator and the company operating a large-scale LNG terminal are ensured.

Transmission and distribution networks of electricity are critically important. The production and consumption of energy are distributed over a large geographical area, the transmission distances are long, and energy is transmitted in networks which are often unprotected physically and exposed to snow and storms. There must be capacity to repair damaged energy transmission and transport

connections. Electricity infrastructure and communications networks are highly interdependent. Network companies promote the reliability of electricity distribution by installing underground cables in their medium voltage network, increasing network automation and ensuring multiple routes for electricity distribution during disruptions. The control systems of electricity networks are automated and can be exposed to cyber threats.

Overload situations are managed by means of brief cycling interruptions in electricity supply. An extensive disruption of supply may require the implementation of powers in accordance with the Emergency Powers Act. In emergencies, there may be restrictions to the consumption of electricity, or electricity may only be made available to uses essential for security of supply. The security of the power supply is based on arrangements in effect during normal conditions, which can also be extensively applied during crises.

The district heating sector prepares for power outages and disruptions in the availability of fuels. Production plants should have sufficient fuel storages. Using domestic fuels requires adequate harvesting and transport equipment, safeguarding the fuel supply for the equipment, and skilled workforce.

Actors

The Ministry of Economic Affairs and Employment is in charge of safeguarding energy supply. The practical measures are implemented by the sector companies. Preparedness is guided through the operations of the National Emergency Supply Agency and the energy supply sector of the National Emergency Supply Organisation as well as the pools operating under it. Fingrid Oyj, the main grid operator for electricity, and Gasgrid Finland Oy, the transmission network operator for gas, are responsible for the functioning of the transmission systems. The functioning of the electricity and natural gas markets and, as part of it, the transmission network operations and preparedness are supervised by the Energy Authority.

The Ministry of Finance is responsible for safeguarding the state's majority shareholdings in and control of the main grid system operator, the natural gas transmission network operator and in a company operating a large-scale LNG terminal. Customs is in charge of the customs control of goods imported to and exported from Finland. The Finnish Safety and Chemicals Agency (Tukes) is responsible for the issuance of permits and controls the facilities that handle and store chemicals and the inspection institutions.

32. Ensuring the availability of weather and maritime conditions services

Ministry in charge: MoTC

Purpose and objectives

The availability of weather and maritime conditions services necessary for the security and functioning of society is secured in disruptions and emergency situations. In particular, the disruption-free provision of weather and conditions services supports the authorities' anticipation of and preparedness for disruptions, the parties maintaining the critical infrastructure, and other actors of business community, their operations in disruptions, situational awareness activities, as well as the management of disruptions. International cooperation is a prerequisite for the provision and development of the weather and maritime conditions services.

Concept of operation

The Finnish Meteorological Institute provides and develops weather and maritime conditions services and considers the needs of those who need the services. The obligations concerning preparedness by the Finnish Meteorological Institute are set in legislation. The Institute's operations emphasise foresight concerning the impacts of conditions that cause danger and harm. The readiness of the Finnish Meteorological Institute to provide services in disruptions and emergency conditions has been secured through planning, advance preparation, preparedness and exercising. When necessary, the service provision can be continued through backup arrangements.

The LUOVA Natural Disaster Warning System is a service intended for the authorities. It warns of natural disasters taking place in Finland and abroad that cause danger and harm. The system monitors several different phenomena, including severe storms, floods, heavy snowfall and solar storms. In addition, the Finnish Meteorological Institute can issue warnings about hazards related to weather and maritime conditions through hazard alerts and alerts by the authorities. The Institute participates in international cooperation and information exchange in its sector. It also monitors internationally natural phenomena causing hazard or harm.

Actors

The Ministry of Transport and Communications is the ministry in charge. The Finnish Meteorological Institute is the responsible authority. The Finnish Meteorological Institute provides observation and research data on the atmosphere and seas, as well as weather, sea and climate services for the needs of general security, business community and citizens. The Finnish Meteorological Institute provides weather information to safeguard national defence and to secure the other operations of the Finnish Defence Forces.

The Finnish Transport and Communications Agency ensures that required bandwidths have been designated for the radio systems required in the provision of meteorological observation services. When necessary, the authorities in the administrative branches of the Ministry of the Interior and Ministry of Defence secure the integrity of the physical infrastructure in accordance with their duties. Protecting the critical infrastructure is primarily the responsibility of the owners and those operating in target infrastructures.

The participants in the collaboration related to the provision of weather and maritime conditions services also include the Government Situation Centre, the Finnish Defence Forces, the Ministry of the Interior's Department for Rescue Services and rescue departments, the Emergency Response Centre Agency, the Border Guard, the Finnish Environment Institute, and the Radiation and Nuclear Safety Authority.

33. Securing transport networks and services, and transport related to security of supply

Ministry in charge: MoTC, MoEE, MoF, MoSH, Mol, MoD

Purpose and objectives

The objective is to secure the transport networks required by society, the market-based transport services and the critical shipments required by security of supply. Transport networks and services are the prerequisite for the functions of society. The goal is to ensure that all forms of transport are safe. The transport system supports Finland's national defence and international defence cooperation.

Risk assessments and threat models are used in preparedness. Preparedness for disruptions and emergency conditions is part of the sector's normal operations. The critical transport networks include the central hubs of the transport system such as

ports and airports and the critical transport routes. The critical transport services include shipments critical for the income of the population and for the business community, commuter traffic and the transport services provided by society. Functioning maritime transports is of critical importance to Finland's security of supply. Marine traffic is secured in the winter as well.

Concept of operation

Preparedness has been implemented by setting statutory preparedness obligations to sector actors in accordance with society's service level requirements. Actors who do not have any statutory preparedness obligations must ensure the continuity of their operations by other means. Collaboration between the public and private sectors in preparedness is important.

Sufficient seafaring connections and services are safeguarded. If necessary, Finland is prepared to grant a government guarantee to non-life insurance issued by an insurance institution: it can take the place of a reinsurer in situations in which commercial guarantees are not available.

Legislation is developed. Finland participates in the development of regulation and the transport system in the European Union, NATO and other international forums. International cooperation is important. The transport system is global. The international operating environment is considered in preparedness. In cross-administrative collaboration, the authorities are prepared to implement additional powers and emergency arrangements pursuant to the Emergency Powers Act.

Actors

The ministries in charge are the Ministry of Transport and Communications, the Ministry of Economic Affairs and Employment, the Ministry of Finance, the Ministry of the Interior, and the Ministry of Defence. The competent authorities include the Finnish Transport and Communications Agency, the Finnish Transport Infrastructure Agency, Customs, the Border Guard, and the Finnish Defence Forces. The Centres for Economic Development, Transport and the Environment (ELY), and the National Emergency Supply Agency operating under the Ministry of Economic Affairs and Employment play a role in preparedness and in handling disruptions and crises.

The Finnish Transport and Communications Agency steers the transport sector with the necessary guidelines and orders. The agency also monitors compliance with the regulations.

The Finnish Transport Infrastructure Agency is responsible for the development, planning, construction and maintenance of the transport infrastructure network and the organisation of traffic control. The Centres for Economic Development, Transport and the Environment (ELY Centres) are responsible for the road maintenance of their respective areas in accordance with the instructions provided by the Finnish Transport Infrastructure Agency. The Finnish Transport Infrastructure Agency guides the preparedness of the ELY Centres in the transport sector.

The permanent cooperation group for readiness and preparedness in the administrative branch of the Ministry of Transport and Communications provides the framework for organising cross-administrative collaboration in serious disruptions and emergency conditions.

In the administrative branch of the Ministry of Finance, Finnish Customs supervises import and export goods flows. The Finnish Customs enforces the necessary regulation of foreign trade and plays its part in the efforts to ensure an uninterrupted transport chain.

In accordance with task 31, the Ministry of Economic Affairs and Employment is in charge of safeguarding the supply of energy. The Ministry of Economic Affairs and Employment and the National Emergency Supply Agency operating under it promote and support readiness in the sector. The business community and the third sector participate in the preparedness collaboration in accordance with their roles.

Transports related to social welfare and healthcare services fall within the responsibility of the Ministry of Social Affairs and Health. School transports are under the responsibility of the Ministry of Education and Culture.

The insurance guarantees in emergency conditions are administered by the insurance guarantee committee for emergency conditions established by the Ministry of Social Affairs and Health. It supports the ministry in matters related to the application of the act on insurance guarantees.

The administrative branch of the Ministry of the Interior is responsible for organising the rescue operations related to the transport system operations. It is also responsible for the supervision of persons crossing external borders and the smooth functioning of border crossing.

The Finnish Defence Forces is responsible for safeguarding territorial sovereignty. The Border Guard participates in the monitoring and safeguarding of territorial integrity. Through its operations, the Finnish Defence Forces secures the prerequisites for using sea routes in emergency conditions.

When necessary, the authorities in the administrative branches of the Ministry of the Interior and Ministry of Defence secure the integrity of the physical infrastructure in accordance with their duties. Protecting the critical infrastructure is primarily the responsibility of the owners and those operating in target infrastructures.

34. Ensuring the availability, security and operational reliability of communication networks and services

Ministry in charge: MoTC

Purpose and objectives

The objective is to safeguard the communication networks and services required by society. The continuity of the critical functions of communication is also safeguarded in the emergency conditions referred to in the Emergency Powers Act. Risk assessments and threat models are used in preparedness. Preparedness for disruptions and emergency conditions is part of the sector's normal operations.

Critical communications networks include domestic and international telecommunications, the mobile network, mass communications networks, and networks for the authorities' communication. Critical communications services include emergency calls and mass communication, as well as the services of the authorities' networks.

Concept of operation

Preparedness has been implemented by setting statutory preparedness obligations to sector actors in accordance with society's service level requirements. Actors who do not have any statutory preparedness obligations must ensure the continuity of their operations by other means. Collaboration between the public and private sectors in preparedness is important.

Legislation is developed. Finland participates in the development of regulation in the European Union, NATO and other international forums.

The Finnish Transport and Communications Agency has established a cooperation group for disruptions. The group is tasked with supporting the handling of and preparedness for disruptions. The Advisory Board for Network Security appointed

by the government comprehensively assesses the realisation of national security in communications networks. In cross-administrative cooperation, the authorities are prepared to implement the additional powers and emergency arrangements pursuant to the Emergency Powers Act.

Actors

The Ministry of Transport and Communications is the ministry in charge. The competent authority is the Finnish Transport and Communications Agency. The Finnish Transport and Communications Agency steers the sector with the necessary guidelines and orders. The agency also monitors compliance with the regulations. The permanent cooperation group for readiness and preparedness in the administrative branch provides the framework for organising cross-administrative collaboration in serious disruptions in normal and emergency conditions. The members of the incident cooperation group pursuant to the Act on Electronic Communications Services (917/2014) include the teleoperators, network operators and distribution network operators referred to in the Electricity Market Act (588/2013), contractors, and other actors whose participation is considered appropriate.

The network security committee pursuant to the Act on Electronic Communications Services includes representatives from the administration of internal affairs, defence administration, foreign affairs administration, the Ministry of Economic Affairs and Employment, and other administrative branches key for the security of communications networks, as well as the key teleoperators' representatives and lobbyists.

The Ministry of Finance plays a key role as the supervisor of preparedness, readiness and security of the shared ICT services and service provision of the public authority networks and central administration. The Ministry of Economic Affairs and Employment, the National Emergency Supply Agency and National Emergency Supply Organisation operating under it, promote and support readiness in the sector. The business community and the third sector participate in the preparedness cooperation in accordance with their roles.

When necessary, the authorities in the administrative branches of the Ministry of the Interior and Ministry of Defence secure the integrity of the physical infrastructure in accordance with their duties. Protecting the critical infrastructure is primarily the responsibility of the owners and those operating in target infrastructures.

35. Maintaining the cooperation model for cybersecurity

Ministry in charge: MoTC, other ministries

Purpose and objectives

The objective of cooperation is to ensure the close collaboration of society's key actors in preparedness in all circumstances. The collaboration ensures the capacity to anticipate, prevent and observe, as well as to withstand cyber disruptions and to recover from them. The principles of the national cybersecurity cooperation model in Finland corresponds to the collaboration concept for comprehensive security. Cybersecurity is considered in each task of this strategy. Cyber disruptions are prepared for and responded to in close collaboration with the public sector, the business community and civil society.

Concept of operation

The foundation of preparedness is formed by the statutory obligations, rights and tasks of the actors, as well as procurements and cooperation agreements. In cyber disruptions, the competent authorities oversee incident management in accordance with their respective duties and powers. The competent authorities and the harmonisation of and support for the operations are defined in accordance with the model of society's crisis management, when necessary.

Actors

Cyber disruptions are prepared for and responded to in close collaboration with the public sector, business community and civil society. The Office of the National Cyber Security Director within the Ministry of Transport and Communications bears the national responsibility for the coordination and harmonisation of cybersecurity development, planning and preparedness, and the preparedness of the critical ICT infrastructure.

The National Cyber Security Centre of the Finnish Transport and Communications Agency uses its expertise to support the competent authorities and provides situational awareness of cybersecurity. It collects and analyses information about information security threats and breaches and, for its part, investigates technical disruptions concerning information security that target Finland. Voluntary information exchange groups maintained by the Cyber Security Centre form an extensive national network. The network plays a significant role in the establishment of situational awareness of cybersecurity by the business community.

The police investigate cybercrimes and work to prevent them. The police maintain national situational awareness in cybercrimes. The duty of the intelligence authorities is to obtain, analyse and report information to support the operations of the security authorities and the government. Intelligence information helps anticipate cyber threats targeting Finland and helps combat them.

In accordance with the EU's cybersecurity directive, the key actors must assess risks targeting the security of the communications networks and information systems used by the actors. The actors must also manage these risks and notify the supervisory authorities in their sectors of significant deviations in communications networks and information systems.

To implement information security, those registering and processing personal data must take the appropriate technical and organisational measures as required by the data protection legislation. Information security breaches concerning personal data must be reported to the Data Protection Ombudsman operating under the Ministry of Justice. The Ombudsman monitors the regulations related to the processing of personal data.

Actors in public administration are obligated to ensure the information security of their data and information systems in accordance with the Act on Information Management in Public Administration. The Ministry of Finance supervises the information management of public administration.

The cybersecurity coordination group led by the National Cyber Security Director ensures that the national ministries in charge of cybersecurity, cyber defence and cyber diplomacy, and the cybersecurity authorities have consistent situational awareness concerning the state of society's cybersecurity, events impacting cybersecurity and the changes in the cybersecurity environment. The group ensures that the situational awareness of the authorities and the business community is established so that it supports the information needs and decision-making of the government.

When necessary, the authorities in the administrative branches of the Ministry of the Interior and Ministry of Defence safeguard the integrity of the physical infrastructure. In Finland, the critical infrastructure is largely owned by companies. The role of companies in the safeguarding of Finland's cyber environment is essential.

36. Ensuring the functioning of the social welfare and healthcare information systems and the availability of critical supplies

Ministry in charge: MoSH, MoEE, MoF

Purpose and objectives

The operations of social welfare and healthcare depend on the key social welfare and healthcare supplies such as medical devices, medicines, medical oxygen and blood derivatives, as well as information systems supporting the operations. The objective is to safeguard the continuity of the social welfare and healthcare services, the availability of and access to the key supplies and medicines in social welfare and healthcare, as well as the reliability of information systems. The sufficiency and appropriate allocation of supplies and medicines in social welfare and healthcare in all circumstances are key to the preservation of the population's wellbeing and functional capacity.

Concept of operation

The availability of and access to critical supplies in social welfare and healthcare are based on functioning global and national markets. The functioning and resilience of Finland's markets and logistics chains must be ensured as part of preparedness. For its part, the obligatory stockpiling of medicines safeguards the availability of some medicines. Preparedness takes into consideration that in disruptions, the need of medicines may be considerably higher than in normal conditions.

Preparedness requires Finland to participate in EU and international cooperation, and national preparedness is complemented by the EU's shared reserve stockpiles. In addition, readiness to make complementary purchases is maintained as necessary. The functioning of the blood donation chain is safeguarded, and donation activities are scaled for the needs of society. Preparedness for cyber disruptions is enhanced at all levels of administration through the national and EU-wide (NIS2) risk management obligations for high-quality cybersecurity. The transfer of diagnostic and other patient and customer information and digital services, as well as the cybersecurity of social welfare and healthcare equipment connected to networks, are secured. As a result of expanded services provided at home and the pharmacy operations, threats in this respect also extend beyond social welfare and healthcare units.

Issues in the availability of medicines in disruptions can be addressed nationally through generic substitution by pharmacies as part of the pharmacies' regular activities, as well as through measures taken by the authorities, such as restricting or targeting the distribution, sales or release for consumption of medicines, and ensuring the availability of the required information provided by the authorities. Domestic and EU-level reserve stockpiling and EU Joint Procurement mechanisms may be required for medicines that are needed in emergencies and serious disruptions and that are rare (crisis-specific medicines, e.g. vaccines), as well as for medical devices. The availability of blood products can be safeguarded by organising targeted recruitment of donors or providing mobile donation stations.

Backup arrangements must be put in place to safeguard the operating reliability of the social welfare and healthcare information systems and digital services in all circumstances. Customer and patient information must be available. The importance of national information system services (the Kanta services) increases in crisis situations if local information systems are unavailable. Important elements of the operating reliability of social welfare and healthcare in all situations include the Prescription Centre, the national information repositories and other national registers such as the Finnish National Vaccination Register, and the Finnish National Vaccination and Infectious Diseases Register, as well as the register of social welfare and healthcare professionals. Reserve stockpiling and operating reliability must be ensured as part of preparedness.

Actors

The Ministry of Social Affairs and Health leads the preparedness of social welfare and healthcare. The practical preparedness work is carried out by the social welfare and healthcare service system – in other words, the wellbeing services counties, the City of Helsinki, the HUS Joint Authority, and Åland. Other key ministries include the Ministry of Finance, the Ministry of Economic Affairs and Employment, and the Ministry of Transport and Communications. The competent authorities include the Finnish Medicines Agency Fimea, the National Institute for Health and Welfare (THL), the National Supervisory Authority for Welfare and Health (Valvira), the Finnish Social Insurance Institution, the National Emergency Supply Agency, Regional State Administrative Agencies, the Finnish Social and Health Data Permit Authority Findata, the Finnish Transport and Communications Agency's National Cyber Security Centre, and the Financial Supervisory Authority, as well as the Health Emergency Preparedness and Response Authority (HERA) operating under the European Commission and the European Medicines Agency (EMA) at EU level. The Finnish Red Cross Blood Service is the only blood service provider in Finland and as such, serves a critical purpose. The Ministry of the Interior, the National

Institute for Health and Welfare, and the Finnish Social Insurance Institution are jointly responsible for the operations of the Kanta services. The most key actors of the business community include the manufacturers and distributors of supplies, providers of information systems, and the sector's national and international advocacy organisations.

37. Detecting and monitoring the environment, biodiversity loss and climate change, combatting the threats caused by them and preparing for changes

Ministry in charge: MoE, MoAF, other ministries

Purpose and objectives

Preparedness to detect, monitor and anticipate changes in the environment, as well as climate change and society's preparedness to combat the threats caused by the changes and to adapt to the changes, is also maintained in disruptions and emergency conditions. Due to the impacts of cross-border environmental changes, this broadly includes Finland's participation in the drafting of, entering into and executing international agreements, including environmental, climate and biodiversity agreements.

Concept of operation

At national level, environmental threats such as climate change and biodiversity loss may cause danger to people, cause considerable property and environmental damage and weaken the conditions of economic activities. Through functioning detection and monitoring systems, it is possible to detect and anticipate harmful impacts on the environment to ensure that their negative impacts can be prevented, and the damage sustained can be repaired as quickly as possible.

The monitoring of the state of the environment and information registers, as well as the weather observation network, is maintained and developed through new satellite and artificial intelligence methods, among other things. Monitoring the condition of the environment also helps prepare for detecting and managing environmental accidents. Impacts of environmental accidents on the environment can be modelled quickly by using monitoring information. Weather observations and climate models are applied in the monitoring of the changing climate and

the assessment of future changes. The information provided by monitoring and assessment helps develop measures to reduce risks caused by changes in the environment when other strategic tasks are implemented by different administrative branches.

Finland will continue its participation in international cooperation concerning the environment, climate and biodiversity. Cooperation will also be continued to improve the condition of the Baltic Sea and to control other harmful changes currently taking place in the environment.

Actors

The Ministry of the Environment is tasked with generally steering and developing the monitoring of the condition of the environment and generally directing preparedness for changes in the environment in collaboration with other administrative branches. The Ministry of Agriculture and Forestry is responsible for coordinating the adjustment to climate change nationally. In addition, all ministries are responsible for preparedness for climate risks and adjusting to climate change in their respective administrative branches.

Central administration authorities monitor the state of the environment in the areas of responsibility. The regional administration ensures the regional organisation and implementation of water, air, soil and organism monitoring. Municipalities are responsible for monitoring the state of the environment in their areas.

The Finnish Environment Institute monitors and assesses the condition and burdening of the environment, studies changes taking place in the environment and their causes, and develops methods to prevent harmful environmental changes. The Natural Resources Institute Finland studies how sustainable use of natural resources can be promoted in a manner than causes minimal harm to the natural environment. The Natural Resources Institute Finland also continuously develops new methods for the renewal of natural resources. In addition, the Institute safeguards the national energy supply by providing information about the availability of biomasses for energy use in Finland and, with the assistance of the Finnish Forest Centre, monitors and anticipates the occurrence and spread of plant diseases and pests that cause forest damage. The centres produce information with the aim of slowing down and stopping biodiversity loss and new operating models for livelihoods based on natural resources.

The Finnish Food Authority maintains plans for preparedness against hazardous pests and is in charge of measures to control them. The Finnish Meteorological Institute in the administrative branch of the Ministry of Transport and Communications is responsible for weather observations, monitoring the progress of climate change, and future climate scenarios. Research centres produce information about the mitigation of and adjustment to climate change. The Radiation and Nuclear Safety Authority is responsible for monitoring the levels of radiation in the environment. The two agencies participate in international cooperation in their capacity as experts.

38. Ensuring waste management

Ministry in charge: MoE

Purpose and objectives

The purpose of safeguarding waste management is to ensure the reliability of waste management operations, the sufficient capacity of waste management and operations that are as disruption-free as possible in disruptions, and to promote and maintain related preparedness. The preparedness measures ensure that the functioning of waste management in different disruptions is as disruption-free as possible. They also ensure the controlled and systematic organisation of the collection, transport and handling of abnormal types and volumes of waste, while considering environmental safety and health security. Moreover, the capacity to recover from threats is promoted by the advance planning of the waste disposal sites and maintaining readiness to organise alternative capacity for waste collection, transport and handling. The capacity to recover from threats is also improved by promoting the recycling of materials and the circular economy.

Concept of operation

The Ministry of the Environment is in charge of the overall steering, monitoring and development of waste management. In addition, the ministry is responsible for drafting legislation concerning the organisation of waste management in disruptions. The regulation concerning waste management in disruptions will help prepare for the organisation of waste management in cases of exceptionally large oil or chemical spills, radiation and nuclear accidents, and animal diseases, in which the volume or type of waste endangers human health, the environment or the

reliability of the waste management operations. Furthermore, the intention is to include provisions concerning the management of municipal waste in disruptions in the regulation.

The regulation would specify the powers and responsibilities of the authorities to ensure smooth functioning in a disruption. A sufficient level of preparedness would be secured by means of advance planning of the disposal sites for waste generated in the disruptions and by maintaining readiness to organise alternative capacity for the collection, transport and handling of waste by applying contract-based preparedness. Allowing deviation from the regular environmental or other permit procedure in an incident would safeguard a response in the disruption that is as flexible and quick as possible for the reception and handling of the generated waste.

The operations of recycling plants are ensured to preserve the production of fertilisers and other raw materials. In addition, the Ministry of the Environment supports the participation of its administrative branch in the work of the National Emergency Supply Organisation. The authorities and companies collaborate on an efficient and anticipatory basis.

Actors

The ministry in charge is the Ministry of the Environment. In the public sector, actors such as the Centres for Economic Development, Transport and the Environment (in future, the Finnish Supervisory Agency), and the municipal authorities for the environment, health protection, environmental healthcare and waste management, as well as the Ministry of Social Affairs and Health play an important role. On a case-by-case basis, safeguarding the waste management operations in disruptions may also require collaboration that involves the animal disease authorities, environmental authorities, safety and chemical authorities, authorities in charge of radiation and nuclear safety, healthcare authorities, the rescue services, municipalities, and private and municipal waste management companies, for example. The Waste Management Pool operating in the National Emergency Supply Agency plays a key role in securing the security of supply of the waste management sector in disruptions of varying severity.

39. Securing resources for construction

Ministry in charge: MoE

Purpose and objectives

Safeguarding construction resources means directing the resources to construction that is essential in emergency conditions pursuant to the Emergency Powers Act and in disruptions during normal conditions. The Covid-19 pandemic demonstrated the need to secure the sufficiency of construction products also in situations other than an armed attack or a threat thereof. In the future, preparedness may be important due to flood damage caused by climate change, for example.

Concept of operation

Essential construction includes the projects by the Finnish Defence Forces and construction required for the protection of the population, social welfare and healthcare, and security. Essential construction also includes safeguarding transport and communications networks, construction work required by energy supply, and the maintenance of water supply and sewerage networks. Completing unfinished projects and urgent repairs can also be considered such work.

Construction required by military national defence is prepared for through the contingency construction arrangements of the Finnish Defence Forces Logistics Command. Contingency construction refers to construction based on the needs in emergency conditions or preparedness for it. For its part, the objective of contingency construction is to ensure the capacity of the Finnish Defence Forces to render its defence system functional before a military crisis breaks out and to ensure that the system is in proper operating condition in military operations. The builder resources required for contingency construction and their performance are secured with partnership and security agreements as well as letters of intent signed with companies with regional responsibility (regional builders). In addition, extensive contingency construction also requires a significant portion of capacity from Finnish infrastructure construction. The availability of materials needed in construction is secured with framework or other procurement agreements and manufacturing reservation agreements entered into with companies producing or supplying such materials. Contingency construction arrangements are not used in construction during normal conditions unless the construction is directly linked to practising or developing the maintenance of contingency construction.

Preparedness related to construction must increasingly consider safeguarding the critical infrastructure of society. Access to and availability of construction resources, materials and competence must be secured particularly during military conflicts and serious disruptions.

When construction is regulated, construction projects are suspended. Projects underway may be continued if an appropriate permit is issued. New projects must receive a start permit. The permits are primarily issued for essential construction.

When construction supplies are being regulated, the operator selling them is allowed to sell or otherwise release construction supplies only against a purchasing authorisation. A purchasing authorisation is not needed when selling or releasing construction products to wholesale or retail, for Defence Forces projects, or the acquisition of construction products from abroad. The purchasing authorisation for construction projects is issued by the construction supervisory authority of the municipality that is the primary location for the project.

Actors

The Ministry of the Environment monitors the impact of disruptions and emergency conditions on construction. Actors in the construction sector include the Finnish Defence Forces, the National Emergency Supply Agency, the construction pool and its regional committees. In emergency conditions, a construction advisory committee is established, consisting of representatives of the construction industry, developers and the public sector. It is tasked with monitoring the development of the construction need and factors of production. When necessary, the advisory committee submits a proposal to the Ministry of the Environment on the implementation of regulatory powers and stopping regulation. During regulated construction, permits for new projects and the continuation of projects underway are issued by the municipal construction supervisory authorities. Nevertheless, when a construction project uses regionally significant resources, the start and continuation authorisation is issued by the ELY centre (after the reform, the Finnish Supervisory Agency). When the project is of national significance, the authorisation is issued by the Ministry of the Environment. Regionally and nationally important projects are defined in a government decree.

40. Ensuring proper housing

Ministry in charge: MoE

Purpose and objectives

Ensuring proper housing means regulating the housing stock pursuant to the Emergency Powers Act and preparedness for such regulation. The objective is to secure housing in emergency conditions when large numbers of people must be relocated from one location to settle into another. Regulating the use of the housing stock in accordance with the Emergency Powers Act could be invoked in a situation in which a large number of people should be settled to another location due to their original areas of residence becoming uninhabitable and dangerous, for example. The function of ensuring proper housing becomes topical if population has been temporarily housed, and it becomes evident that they cannot return to their original areas of residence. Ensuring proper housing is important for the population's functional capacity, security and wellbeing.

Concept of operation

According to the Constitution, the public authorities must promote the right of everyone to housing and the opportunity to arrange their own housing. In normal conditions, safeguarding housing can be promoted through housing policy by contributing to balanced housing markets and sufficient and high-quality housing production, and by preventing homelessness. The Ministry of the Environment is responsible for developing the housing conditions. In disruptions and emergency conditions, securing housing can be promoted through various support or aid systems.

Housing stock regulation in emergency conditions is prepared for through contingency plans drawn up by the authorities and through regular exercises. Section 7 of the Emergency Powers Act prescribes the regulation of the use of the housing stock in emergency conditions. Primarily, residents also arrange their own housing independently in disruptions and emergency conditions, and official methods or support measures are implemented only as required. To secure housing, the use of the housing stock can be regulated during an armed attack or its threat, and in the aftermath of a particularly serious major accident. There are three levels in the regulation of the use of the housing stock: 1) notifying the regulatory authorities of housing offered for rent; 2) notifying the regulatory authorities of available housing and housing becoming available and other premises suitable for

housing for rent; and 3) notifying the authorities of vacant rooms. The maximum amount of rent increases and the termination of leases can also be regulated through a decree.

Actors

The Ministry of the Environment is the ministry in charge because it is responsible for developing housing conditions. In disruptions and emergency conditions, the Ministry of the Environment directs the implementation of the measures affecting the housing market and required for the regulation of the housing stock and monitors the impacts on the housing market and housing construction. In emergency conditions, the municipality designates one of its bodies to regulate the housing stock or establishes a housing stock regulatory authority for the task.

In disruptions and emergency conditions, extensive collaboration between the authorities and other key actors such as the private and third sectors is important. In disruptions and emergency conditions, housing market information can be provided by housing market actors and organisations representing them, and they can also assist in organising activities.

41. Safeguarding the water supply

Ministry in charge: MoAF, MoSH, MoE

Purpose and objectives

Water supply is an essential service. The objective is to ensure the availability of clean household water, as well as wastewater management appropriate from the perspective of health and environmental protection. This calls for good management of water reserves, safeguarding sources of raw water, long-term management of the performance of water supply and related property, public ownership, and a structural change in the sector. Water utilities and networks are critical infrastructure for the functions of society, and other vital functions such as healthcare, food supply and rescue services depend on the water supply services. The goal is to organise water supply services so that there are minimal disruptions, and they operate reliably in all situations. This calls for preparedness for sudden disruptions, harmful influencing in the physical and cyber environment, and increased extreme weather conditions as a result of climate change. Moreover, securing the supply of the commodities and services necessary for water supply and international cooperation are important.

Concept of operation

Water supply is safeguarded through preparedness measures and countermeasures taken by the water utilities and the authorities together. Safeguarding the quality of household water is based on advance preparedness and risk management, which aims to minimise the impacts that compromise the quality of water in the event of disruptions. The risk management plan for the household water production chain is updated regularly in accordance with separately defined criteria. Water utilities must manage risks throughout the water production chain, ranging from raw water to the delivery of household water. The municipal health protection authority must draw up an up-to-date disruption plan for the coordination of the operations of the authorities and water utilities, which will help limit the impacts of disruptions targeting the quality of household water and initiate recovery from the disruption.

Water utilities are in charge of the availability of the water supply services in properties connected to their networks in disruptions occurring in normal conditions. The utilities must collaborate, maintain an up-to-date preparedness plan for disruptions and take the required measures based on the plan to safeguard the services. These measures prevent or reduce harm caused by the incident to the water utility's customers. A wastewater treatment plant subject to an environmental permit must draw up a preparedness plan, including operating guidelines, based on risk assessment and practise the measures to take in disruptions. Water utilities are responsible for the management of their assets, the condition of the critical infrastructure, and information security in their operations.

Actors

The ministries in charge are the Ministry of Agriculture and Forestry (general organisation of water supply), the Ministry of Social Affairs and Health (the quality of household water), and the Ministry of the Environment (wastewater treatment). The Southern Savo ELY Centre is in charge of the supervision of the preparedness planning in accordance with the Act on Water Services. The National Supervisory Authority for Welfare and Health (Valvira) draws up a plan for safeguarding the quality of household water in accidents and other equivalent disruptions. The municipal health protection authorities supervise the quality of household water and the assessment of risks concerning household water. The ELY Centres supervise the operations of wastewater treatment plants subject to an environmental permit, and the municipal environmental protection authorities supervise the property-specific treatment of wastewater. Municipalities are responsible for the development of the water supply, and the water utilities are in charge of providing the service. Investigating waterborne epidemics and coordinating the measures to

manage such epidemics are the responsibility of a multi-member working group set up by each municipality. The Water Supply Pool of the National Emergency Supply Organisation coordinates security of supply regarding water supply.

42. Managing flood and drought risks and securing dam safety

Ministry in charge: MoAF

Purpose and objectives

The objective of flood and drought risk management is to reduce floods, prevent and mitigate losses caused by floods and drought periods, and enhance preparedness. Dams are part of the critical infrastructure for the functioning of society and are used in the production of hydropower, water intake, flood control and the mining industry. The purpose of dam safety activities is to ensure supervision at all stages of the dam's life cycle and to prevent accidents arising from dams – in other words, dam breaches.

Concept of operation

Preparedness for flood risks is directed by the Act on Flood Risk Management and the Government Decree. They are the basis of a nationally comprehensive assessment of flood risks, flood hazard and risk maps for identified flood risk areas, and flood risk management plans. The management plans contain measures to reduce and prevent risks, as well as responses in cases of flood. The ELY Centres support flood and drought risk management measures in their respective areas. The risk assessments, maps and plans are reviewed at least every six years and whenever necessary. The Flood Centre, a joint service provided by the Finnish Environment Centre and the Finnish Meteorological Institute, issues forecasts and warnings of floods and drought periods based on weather forecasts, hydrological monitoring data, and the watershed simulation and forecasting system. The rescue departments and municipalities also have more detailed plans in place for measures in the event of flood situations.

Official duties in dam safety are based on the Dam Safety Act and the Government Decree on Dam Safety, which include provisions on the planning, building, maintenance and use of dams, preparedness for accidents, and the supervision of

dam safety. The Dam Safety Act and Decree apply to all dams: water storage dams, flood embankments, waste dams and mine dams. The supervision and obligations target the hazard arising from dams.

Dam owners are responsible for the condition and safety of their dams. Based on the hazard, the dam owners must prepare hazard reports and safety plans for class one dams and other dams specified by the authorities concerning the measures to take in accidents and disruptions. In addition, the owners must draw up a monitoring programme for all classified dams. The rescue authority establishes a rescue plan for dams for which it deems such a plan necessary from the rescue services' perspective. The dam owner's responsibility is to limit damage caused by a dam disturbance, provide the required information, and submit the necessary notifications to the rescue authority and supervisory authority. Alongside the Dam Safety Act and Decree, a dam safety guide has been prepared.

Actors

The Ministry of Agriculture and Forestry is the ministry in charge. The Kainuu Centre for Economic Development, Transport and the Environment is the authority supervising the safety of dams. The owners of dams are responsible for the safety of their dams. Preparedness for floods and drought is the responsibility of property owners and residents. The Centre for Economic Development, Transport and the Environment coordinates cooperation between the authorities and directs the measures taken in waterbodies, and with the Flood Centre, monitors the water situation. If a flood situation calls for rescue operations and involves the authorities from several sectors, the overall leadership responsibility in the situation rests with the rescue department.

43. Securing availability of workforce

Ministry in charge: MoEE

Purpose and objectives

Preparations are made to direct workforce and, when necessary, additional workforce to safeguard sufficient competent workforce for companies that are vital for the functions of society, public administration, national defence and sectors related to the basic security of the population. Safeguarding the availability of

workforce supports security of supply. Vocational education and training and tertiary education ensure that competence needs related to security of supply and other critical sectors are addressed sufficiently.

Concept of operation

Today's societies are increasingly based on electronic operating environments. This strongly increases the importance of and need for special competence and expertise, including the definition of the needs, which is especially emphasised in disruptions and emergency situations. The objective is also to regulate the use of personnel resources (workforce) first by means of regular job intermediation measures in emergency conditions. In situations defined in the Emergency Powers Act as emergency conditions, measures to direct workforce also include compulsory employment placement, the restriction of the right to give notice and a general obligation to work.

To safeguard the vital functions of society during disruptions and crises, it is important that all administrative branches and companies critical for society, as well as other actors, ensure, as part of their preparedness, the availability of the workforce required by their key tasks by reserving personnel in accordance with the Conscription Act (exclusion of persons from being called into service). The assessment of training needs and foresight concerning workforce and competence needs are taken into consideration as a continuous cross-administrative preparedness measure. The usability of persons in non-military national service as providers of comprehensive security is developed. Securing the availability of foreign seasonal workforce and safeguarding their position is developed by reforming legislation on seasonal work.

Actors

The Ministry of Economic Affairs and Employment coordinates collaboration between the authorities in the acquisition and direction of workforce so that the continuity of the vital functions of society can be ensured. The key partners of the Ministry of Economic Affairs and Employment in central administration include the Ministry of Social Affairs and Health concerning information related to the healthcare personnel, and the Ministry of Education and Culture concerning the anticipation of educational needs, and other ministries from the perspective of security of supply. Other cooperation partners include the Digital and Population Data Services Agency, the Finnish National Agency for Education, and the key organisations of the business community and entrepreneurs. Regional and local parties responsible for employment services are the Centres for Economic

Development, Transport and the Environment (ELY Centres), the Development and Administration centre for ELY Centres and TE Offices (KEHA Centre), and the TE Offices.

In emergency conditions, the operating model relies on the use of the additional powers referred to in the Emergency Powers Act when necessary. Depending on the situation, the Ministry of Economic Affairs and Employment can establish a work obligation registry. In particular, the registry would be used by the employment authorities operating in the area, who are familiar with the situation in the area's production and service sectors, and who have experience of job intermediation and the organisation of employment services.

From the beginning of 2025, municipalities and their cooperation areas (employment areas) will be responsible for providing the employment services. The state's regional administration reform will also affect the authorities and powers of various parties.

44. Safeguarding vital industries and services

Ministry in charge: MoEE

Purpose and objectives

The purpose of vital industries and services is to produce goods and services which safeguard the vital functions of society. Regarding preparedness and security of supply, the focus is on the essential production and distribution, functioning infrastructure, the operating prerequisites of the export industries, the capacity to maintain and repair the materiel and systems of the Finnish Defence Forces, emergency stockpiling of the most critical raw materials, components and other production inputs and securing their import channels, partnership between the private and public sectors, and international economic cooperation. In conditions falling under the Emergency Powers Act, the definition of the priority, urgency and other importance of measures and ultimately, the rationing mechanisms, is emphasised.

Concept of operation

Preparedness and the related risk management is based on legislation, agreements and independent operations by businesses. Central government authorities, unincorporated state enterprises and municipalities have a statutory obligation to ensure that they can perform their tasks with minimal interruptions during disruptions occurring in normal conditions and in emergencies. Preparedness by companies in the manufacturing industry is primarily based on their independent business-driven risk management and the voluntary nature of participating in the pool work of the National Emergency Supply Organisation. In the key sectors, EU regulation requires several different measures to manage security risks, and certain companies, including those in the defence industry, also have various contract arrangements with the Finnish Defence Forces. The operations of the pools are based on pool contracts between sector organisations in different fields and the National Emergency Supply Agency. The pool contracts do not include legally binding obligations on individual companies. Contract-based preparedness is complemented by the statutory emergency stockpiling of certain critical commodities (goods, materials).

In disruptions, it is in society's interests to ensure the functioning of companies and networks that are important for security of supply. Interdependencies are emphasised in a networked society. Attention is paid to securing the supply of important mineral raw materials and the preservation of expertise in the mineral sector. The European Critical Raw Materials Act on secure and sustainable supply chains includes certain measures which promote the preparedness of the member states and companies operating in their areas for disruptions in raw material supply chains – for example, by improving awareness of risks related to supply chains risks. The development of companies' continuity management accounts for a significant share of the security of supply work included in critical production. Finland maintains emergency and security stockpiles of several important raw materials and products.

It is important to intensify contacts between the key actors and establish and maintain centralised situational awareness within the limits provided by competition legislation. In its regular situational awareness updates, the National Emergency Supply Agency also covers risks related to supply disruptions of raw materials and other commodities when necessary. The measures in disruptions can be carried out on market terms within the framework of the National Emergency Supply Organisation for as long as possible by seeking a solution that is optimal for the overall operations between actors and experts in the sector and the authorities.

In the most difficult and prolonged situations, imports and exports of raw materials and their use in industries are steered in accordance with the Emergency Powers Act.

Actors

The steering and coordination of the preparedness arrangements in critical production are the responsibility of ministries, the National Emergency Supply Agency, and the industrial sector and pools of the National Emergency Supply Organisation. The development of security of supply and the coordination of preparedness measures are the responsibility of the Ministry of Economic Affairs and Employment. The ministries develop security of supply in their respective sectors. The pools of the National Emergency Supply Organisation steer and support preparedness in companies and business locations in their sectors, promote collaboration between companies and the authorities, formulate and maintain information about the companies which are critical for security of supply in the pool's sector, and organise preparedness exercises and training events. The necessary regulation of the export and import of goods is enforced by the Finnish Customs in cooperation with the other relevant authorities and companies. The Ministry of Economic Affairs and Employment, as well as the Centres for Economic Development, Transport and the Environment, is responsible for their assigned special tasks in emergency conditions, related to securing commodities production and distribution.

45. Securing the supply of food and daily consumer goods

Ministry in charge: MoAF, MoEE, MoSH, MFA, MoF

Purpose and objectives

Securing food supply ensures the availability, quality, and safety of nutrition for the population. Food supply refers to the comprehensive system that comprises primary production, the food and feed industry, food services, and the trade and distribution of daily consumer goods. The availability of food products important for the wellbeing of the population and certain other staples, as well as the continuity of the conditions for mass catering, is secured in all security situations. Disruption-free imports and exports are part of securing food supply. The operating prerequisites of fisheries are secured by ensuring that fish resources are used and managed sustainably.

Concept of operation

Food supply is assisted in adapting to the changes arising from climate change. The resilience of production systems is developed through the use of renewable and recyclable production inputs, among other things. Continuity of production is safeguarded through emergency stockpiling and securing the availability of critical foreign production inputs and food contact materials required in production, as well as by ensuring the admittance of workforce to Finland. Emergency stockpiling is reviewed in the context of threats and market conditions. The aim of influencing the EU's agricultural policy is to ensure that the Common Agricultural Policy and national measures enable the economic operating prerequisites in northern conditions for safeguarding adequately self-sufficient production throughout Finland. Developing the profitability, reliability and continuity management of food supply as a whole ensures the availability of food products in all situations. Order–supply chains are secured (including foreign trade) in collaboration with the authorities and the business community. Impacts on food supply are assessed in societal decision-making such as land use planning, the maintenance of the vitality of rural areas, and statutory requirements. The population's independent preparedness is developed. Preparedness arrangements in normal conditions create the prerequisites for emergencies.

The supply of daily consumer goods is based on functioning markets, domestic primary production, and the food industry and its processing capacity, as well as on the operating capacity of food logistics and retail trade. The functioning of the markets, logistics, payment systems, information systems and data connections, as well as the electricity and water supply, plays a key role. In food supply, the authorities, jointly with the business community and commercial actors, secure the operating prerequisites of the markets, the use of resources, and the steering of actors within the framework of the EU's competition laws in all security situations. The primary operating method is actor-driven preparedness, the establishment of centralised situational awareness, and close cooperation between the EU and bordering countries, among others, as well as cooperation with international authorities.

The methods to adapt to situations in which resources become scarcer include securing the continuity of primary production, the focus of the food and feed industry on manufacturing the most important basic products, and the direction of the use of raw materials and the distribution of products in a coordinated manner. The government, municipalities and wellbeing service counties safeguard the continuity of the food services for which they are responsible in serious disruptions and emergency conditions. Information flow between the authorities,

organisations and the business community and collaboration in the development of preparedness and competence and in establishing situational awareness play a key role.

Actors

Safeguarding primary production and food and feed safety is the responsibility of the Ministry of Agriculture and Forestry. Enforcement is the responsibility of the Finnish Food Authority, the Finnish Safety and Chemicals Agency (Tukes), the Centres for Economic Development, Transport and the Environment, the Regional State Administrative Agencies, and municipalities. Natural Resources Institute Finland produces information and research for the food safety chain and inventory information about natural resources. Safeguarding the processing and distribution of food products and the supply of daily consumer goods are the duties of the Ministry of Economic Affairs and Employment, and the Ministry for Foreign Affairs is responsible for securing foreign trade. The Ministry of Social Affairs and Health is responsible for securing medications and vaccines for animals. Customs supervises the import of food products other than animal-based products and food contact materials and promotes the functioning of transports. The collaboration partners include the Åland Government, the Finnish Medicines Agency Fimea, the National Emergency Supply Agency, the food supply sector, and its pools and organisations.

46. Ensuring the availability of space services

Ministry in charge: MoEE, MoTC, MoD, Mol, MFA, MoAF, MoE, MoEC

Purpose and objectives

The objective is to ensure that space services required for the functions of society and the work of the authorities are available for the security, defence and security of supply actors in all situations. Potential disruptions are prepared for, and the impacts of the disruptions on the operations of the authorities and the functions of society are minimised. This requires national capacity, international cooperation, and strengthening and applying our national special characteristics.

Concept of operation

In particular, Finland strengthens its own national capacity in the processing of satellite signals and operating the terrestrial infrastructure. International cooperation plays a key role in the development of capacities located in space. Finland works actively to achieve the capabilities required in the European Union, the European Space Agency and NATO.

Among other things, large-scale improvements are made to society's preparedness and security by developing the national capability to maintain situational awareness concerning space. In addition, the value chains and infrastructures related to the use of space services are identified, and risks endangering the continuity of their operation are prepared for. The availability of capabilities requiring international cooperation is maintained and verified through cooperation agreements, active participation in the development of satellite systems, and operational cooperation.

For Finland to be an interesting and appealing cooperation partner, we must have the competence and resources needed for cooperation. In addition, we must be able to offer something in return for the capabilities we have received. Our national special characteristics can be harnessed to this end, such as our northern location in the Arctic region, which is interesting from the perspective of operating satellites and certain areas of research excellence.

The National Space Strategy for 2024–2030 describes Finland's objectives, goals and measures in four pillars: exploiting space services in society (incl. defence, security and security of supply); developing the space operating environment; capabilities; and international cooperation. The importance of space services is also considered in the Government Decision on the objectives of security of supply.

Actors

Finland's space administration is decentralised and is coordinated by the Ministry of Economic Affairs and Employment. The content responsibilities have been divided between different ministries and agencies in accordance with the duties of each administrative branch (Ministry of Transport and Communications, Ministry of Defence, Ministry of the Interior, Ministry for Foreign Affairs, Ministry of Agriculture and Forestry, Ministry of the Environment, Ministry of Education and Culture).

The Finnish Transport and Communications Agency Traficom is the permit authority for ground stations and space radar operations, agrees on the use of bandwidths internationally, and promotes the consideration of the security aspects of ground station operations. It is also the authority concerning the Public Regulated Service (PRS) of the Galileo positioning system.

The Universities of Helsinki, Turku, Oulu and Vaasa and the Aalto University provide training and research activities related to space operations. The Finnish Meteorological Institute, the National Land Survey of Finland, the Finnish Environment Institute and the VTT Technical Research Centre of Finland conduct research related to remote sensing and satellite navigation and carry out significant operational activities. The National Emergency Supply Agency promotes the consideration of the space services in emergency supply planning. Business Finland administers the participation of Finnish actors in the programmes of the European Space Agency ESA within the framework of our financing commitments.

Finland's space industry is growing strongly. The key areas of expertise include the design and construction of microsatellites and their component systems, the analysis of satellite data, security-critical software solutions, and secure telecommunications solutions. In addition to civilian actors, Finnish satellite operators offer their services globally to the security and defence sector.

Functional capacity of the population and services

47. Social security: securing income

Ministry in charge: MoSH

Purpose and objectives

The purpose of social security is to secure sufficient income and care in all life situations. It also prevents poverty and social exclusion. A person has the right to receive social security benefits in situations where their opportunities to obtain income have ended, been interrupted or weakened due to a change in their life situation. The right to receive different benefits is stipulated by laws that define the criteria (for example, age, form of housing, disability or illness) that should be met for a person to receive the benefit in question. In disruptions and emergencies, an increased need may arise for securing income, and the number of recipients of various benefits may grow considerably and very quickly. When necessary, actors must have the readiness to handle an increasing number of applications and contacts via different channels and to streamline the services and decision-making.

Concept of operation

The payment of benefits in crisis situations is secured by ensuring a nationally comprehensive service network and service channels that are adapted to crisis conditions. Preparedness is based on collaboration prepared in advance between the parties enforcing social security. This collaboration is supported by the central government actors in their own operating areas. In disruptions, the operations are mainly carried out as normally as possible, and the payout of all benefits will continue normally for as long as the service and payment systems function. The Social Insurance Institution of Finland takes care of the processing and payment of the benefit of last resort – namely, basic social assistance. In crisis situations, disruptions and emergency conditions, the wellbeing services counties also prepare to pay the supplementary and preventive social assistance for which they are responsible.

Backup systems are in place for the payment of benefits in the event of ICT-system failures and large-scale disruptions of banking and payment systems. It is important that the actors that pay social security benefits also ensure the national coverage of their service points and the existence of functioning service channels. Because the number of functioning service channels may be restricted in a crisis situation, the availability of functioning channels to all parties enforcing social security must be ensured when necessary. Operating methods required by the emergency conditions can be applied flexibly in collaboration with the other authorities such as the Bank of Finland. To secure the necessary payment capacity and income of the population in emergency conditions, the Social Insurance Institution of Finland ensures the payment of benefits to everyone who cannot access their funds to purchase necessary commodities due to payment transaction disruptions.

An operating model is in place for collaboration between payers of benefits to secure the population's income in large-scale disruptions. In emergency conditions, changes can be made to the amount and payments of benefits by means of a Government Decree. Changes affecting income require communication by the authorities through multiple channels and in multiple languages, and the importance of this is highlighted in disruptions.

Actors

The Ministry of Social Affairs and Health is the ministry in charge. Key actors include the Social Insurance Institution of Finland, the wellbeing services counties and pension institutions. To secure the functioning of the backup arrangements for telecommunications, the basic principles have been established in a centralised manner between the employment pension institutions, the Social Insurance Institution of Finland, the Finnish Centre for Pensions, State Treasury, banks, the Tax Administration, and the Digital and Population Data Services Agency, for example.

48. Ensuring access to social welfare and healthcare services

Ministry in charge: MoSH

Purpose and objectives

The availability of social welfare and healthcare services in all circumstances is critical for safeguarding the population's wellbeing and functional capacity. In disruptions and emergency conditions, social welfare and healthcare services are also needed to support the operations of the other authorities. The objective of the preparedness measures is to safeguard the continuity of social welfare and healthcare services and the treatment and care needed by customers and patients in all situations. The actors must also be prepared for the increasing need for services caused by disruptions and the related special needs for treatment and support. Social welfare and healthcare operations may need to be redirected considerably in accordance with the disruption.

Concept of operation

The wellbeing services counties prepare for disruptions and emergencies through contingency plans and measures prepared in advance in collaboration with the municipalities of their respective areas and their joint area of social welfare and healthcare. The wellbeing services counties also secure the continuity of services when they are provided by a private service provider. The preparedness of social welfare and healthcare is developed through a model of five cooperation areas so that the responses to various threat scenarios are a joint national effort. Preparedness takes into consideration the dependence of social welfare and healthcare on functioning infrastructure, support services, diagnostics, digital information pools and systems, trained personnel, and social welfare and healthcare materials, equipment, medicines and blood derivatives. Situational awareness is established, and contingency planning is carried out, through a uniform model which comprehensively takes specialist medical care, basic healthcare and social services into consideration. Preparedness considers international cooperation between the other Nordic countries in particular and with the EU and NATO. The fact that the Finnish Defence Forces relies on the public social welfare and healthcare is considered in preparedness.

There are five centres for preparedness in healthcare and social welfare which in their cooperation area are tasked with gathering and analysing information about disruptions in social welfare and healthcare and the threats they face, as well as with establishing and maintaining situational awareness that demonstrates the readiness of the service system. In a disruption concerning two or more wellbeing services counties, the Ministry of Social Affairs and Health can mandate one of them to manage and coordinate the situation in social welfare and healthcare. In very severe disruptions, the Ministry can assume the responsibility for managing and coordinating social welfare and healthcare. Decision-making based on consistent situational awareness ensures uniform measures, as well as the competence and resources required by social welfare and healthcare to secure the care of and services for customers and patients. In practice, this may mean the prioritisation of urgent care and the transfer or reallocation of social welfare and healthcare resources. Different disruptions may also call for different kinds of personnel competence and potentially international specialist support.

Actors

The preparedness of social welfare and healthcare for disruptions is led, supervised and coordinated by the Ministry of Social Affairs and Health. The responsibility for organising social welfare and healthcare lies with the wellbeing services counties, the City of Helsinki and the HUS Joint Authority. There is considerable private service provision in social welfare and healthcare. Municipalities are responsible for organising environmental healthcare. Social welfare and healthcare organisations also provide a significant volume of social welfare and healthcare services. In addition, the key actors include the National Supervisory Authority for Welfare and Health (Valvira), the Finnish Medicines Agency (Fimea), the Radiation and Nuclear Safety Authority (STUK), and the Finnish Institute of Occupational Health. There is also cooperation with the Finnish Red Cross, MIELI Mental Health Finland, Victim Support Finland and other organisations. The Regional State Administrative Agencies are the supervisory authorities. Other actors include institutions providing state social welfare and healthcare services under the Finnish Institute for Health and Welfare – in other words, the state mental hospitals, state child welfare services and prisoners' healthcare.

49. Maintaining the educational, training and research system

Ministry in charge: MoEC

Purpose and objectives

The continuity of early childhood education and care, basic education, and higher education is secured in disruptions and emergency conditions. Maintaining early childhood education and care, basic education, higher education and research activities ensures the functional capacity of early childhood education and care, teaching and education, the extent and diversity of competence, and the sufficient availability of competent workforce in accordance with the supply and needs. The disruption-free continuity of early childhood education and care and teaching enables the maintenance of the vital functions of society in disruptions and emergency conditions. The national research system critically assesses, imports, applies and creates new information in all circumstances.

The maintenance of education, training and competence support the population's psychological, physical and social wellbeing by promoting the capacity of individuals to process and face disruptions and emergency conditions. The educational services maintain the nation's psychological and social integrity and inclusion and increase the population's trust in the functioning of society. They also strengthen social balance. Psychological resilience is built by means of the education and research system.

Concept of operation

The preparedness of the municipalities' educational and cultural services and the institutes of higher education, as well as strengthening their contingency planning, are key factors in the maintenance and safeguarding of the educational and research system in disruptions and emergencies. The Ministry of Education and Culture and the Finnish National Agency for Education coordinate and support the preparedness of the aforementioned parties in collaboration with the competent regional administrative authority.

Preparedness for situations in which the need for services may change is ensured. In disruptions and emergency conditions, resources are allocated to different levels and sectors of education as required and in accordance with the supply and need of workforce. The availability of competence critical for security of supply is secured.

The opportunity to transfer from one level of education to another is ensured. The matriculation examination, joint application system, entrance examinations, and student benefits and student welfare are organised pursuant to legislation in all security situations. Activities also consider the international reach of education and research, such as extensive student and personnel mobility.

Education and training convey the values of Finnish society, increase information about the security and responsible behaviour of the population and society, and strengthen citizens' critical information literacy. The conduct of research is sufficiently ensured. The importance of Finland's own research activities and research infrastructure is emphasised in emergency conditions. The ministries are responsible for the supervision of the actors in their respective administrative branches, as well as the changes to research and the use of research funding in disruptions and emergency conditions.

Actors

The Ministry of Education and Culture is the ministry in charge. In addition, the key actors include the Finnish National Agency for Education and its separate units, the municipalities as providers of early childhood education and care, teaching and education, the providers of adult liberal education, the institutes of higher education and other scientific and research institutions, the parties maintaining the national research infrastructure, the Regional State Administrative Agencies, the wellbeing services counties (student welfare), and the Finnish Social Insurance Institution Kela (student benefits). Private actors also provide early childhood education and care, teaching, and education.

Psychological resilience

50. Maintaining cultural services and protecting cultural heritage

Ministry in charge: MoEC

Purpose and objectives

Maintaining the cultural and library services and protecting cultural heritage support the realisation of informational rights, the maintenance of psychological wellbeing and inclusion in society, as well as ensuring a person's right to their culture. They also work to strengthen the functions of an open and democratic society and freedom of speech. The objective is to ensure the operations of cultural services and the preservation of cultural assets and archival information pools in all security situations.

Cultural heritage and sites considered part of national cultural assets play an important role in the preservation of individuals' and communities' identity and their sense of belonging. The information pools of cultural heritage and other cultural assets safeguard the nation's memory, which cannot be restored once lost. Cultural activities improve wellbeing and offer an opportunity to share experiences with others, and process difficult issues and feelings. Securing artistic and creative work and activities in crisis situations is important for the provision of cultural services throughout the country. The methods of media education strengthen the population's critical media literacy and active citizenship, and combat information influence activities.

Concept of operation

Preparations are made for maintaining the cultural services and protecting cultural assets by ensuring the extensive availability of cultural and library services throughout the country, as well as the systematic and long-term planning of the material and immaterial cultural heritage and cultural environments. The planning and provision of cultural services take into consideration the opportunities to offer services in all security situations, ensure sufficient competence of personnel,

support the freedom of expression of artists and their opportunities to express their views through social discussion, and ensure reliable physical and digital infrastructures.

The protection of cultural assets underscores preparedness for secure storage conditions of cultural heritage, plans for the potential relocation of cultural assets, digital documentation, and the long-term preservation of digital cultural heritage. The population's digital information literacy and critical media literacy are taken care of to ensure preparedness for, for example, hybrid influencing. The key aspects of preparedness include the preparedness plans of art and culture agencies and cultural organisations, as well as collaboration between actors.

There is readiness for the provision of services in both physical and digital environments, and the form and content of services can be adjusted according to situation. The national and regional authorities ensure that the geospatial and attribute data concerning the built cultural environment and other sites of cultural assets is up-to-date, available and shareable with different parties. Information influence activities are combated through cooperation between different actors by actively maintaining critical media literacy. Special attention is paid to reaching disadvantaged population groups, promoting interaction and encounters between cultural groups, and to the production of information in the languages of the largest minorities to ensure that they receive accurate and reliable information. National, regional and local cultural institutions and other actors work in cooperation with each other and other actors of society to ensure the appropriate provision of services.

Actors

The Ministry of Education and Culture is the ministry in charge. The competent authorities include the Ministry of the Environment (the built cultural environment), the agencies in charge of culture and the cultural heritage, the Regional State Administrative Agencies, the Centres for Economic Development, Transport and the Environment, and municipalities. Key actors include the national cultural institutions, national organisations in the cultural sector, and other actors providing cultural services.

51. Ensuring the basis for religious activities

Ministry in charge: MoEC

Purpose and objectives

For their part, religious activities support the population's psychological balance and wellbeing, and strengthen social balance. The spiritual support provided by religious communities is part of the overall psychological and psychosocial support in disruptions. The parishes and parish unions of the Evangelical Lutheran Church of Finland are also responsible for the maintenance of general cemeteries. The objective is to support the prerequisites of religious communities to organise religious activities and spiritual guidance and to secure burial services in all security situations.

Concept of operation

The likelihood of threats being realised is reduced by ensuring that religious communities have the opportunity to participate in the discussion in society and provide their views on matters being prepared. The operations of religious communities and dialogue between religions are also supported. Religious communities are encouraged to draw up their own preparedness plans. The parishes of the Evangelical Lutheran Church of Finland are prepared to carry out burial service tasks in all security situations.

Religious communities can provide their members with emergency assistance themselves or in cooperation with other actors. The communities provide opportunities for counselling and in-person discussions. Religious communities organise devotions and other religious events that strengthen the population's wellbeing. Many religious communities also provide material assistance and can channel assistance related to food, clothing and housing to the population. Countermeasures promote the recovery of the population by helping to cope with difficult emotions, bringing experiences of meaningfulness and providing hope. The appropriate burial of the deceased in disruptions and emergency conditions also supports the recovery of their next of kin and society as a whole.

Actors

The Ministry of Education and Culture is the ministry in charge. The responsibilities of the Ministry of Justice include legislation concerning public assemblies, which is significant regarding the operations of religious communities, and the coordination of the national policy concerning basic and human rights.

The key actors include the Evangelical Lutheran and Orthodox churches, their parishes, and other religious communities. When necessary, Yleisradio Oy, the Finnish public broadcasting company, broadcasts previously recorded religious events to support psychological resilience.

52. Ensuring the continuation of youth work and activities, as well as civic sporting activities

Ministry in charge: MoEC

Purpose and objectives

In disruptions and emergency conditions, the purpose of ensuring youth work and activities, as well as civic sporting activities, is to support the psychological resilience and physical functional capacity of the population – especially young people – and to promote comprehensive security. Youth work and civic activities support the psychological and social integrity of citizens, increase the population's mutual trust in the functions of society, and strengthen peace in society.

Organisations and their extensive forms of voluntary civic activities are a special characteristic and a significant resource of the Finnish social system. They promote and maintain citizens' wellbeing, health and physical condition. The maintenance and application of the social networks of civic actors constitute key crisis readiness that supports social balance and trust, and the functional capacity of citizens.

Concept of operation

Youth work and civic activities enable citizens to enjoy the company of other people and, in particular, provide young people with opportunities to spend time with adults and peers. This activity creates safe operating environments and meaningful and purposeful options to engage in a community, and maintains and strengthens citizens' resources, knowledge, skills and readiness to participate in local communities and society. In addition, they promote readiness to face crises and support people in handling crises and coping. The work methods applied alongside the traditional operating models include mobile and outreach activities and digital services.

The civic sporting activities provided by municipalities and the operations of sporting associations are closely linked in the promotion of citizens' physical functional capacity. Civic sporting associations have extensive formal and informal networks, and the readiness and capacity to use the networks as a channel for sharing information and influencing among citizens. For their part, the associations can also support and complement the continuity of educational, rescue and leisure time activities.

Actors

The Ministry of Education and Culture is the ministry in charge. The key actors include the Regional State Administrative Agencies, municipalities, associations and parishes.

53. Communications

Ministry in charge: All ministries

Purpose and objectives

From the perspective of psychological resilience, the objective of communications is to strengthen citizens' trust, sense of inclusion, and faith in the future. Communication means sharing information, constructing meanings and creating connections. The importance of communications is highlighted in disruptions and crises. For its part, the objective of communications is to protect the population in disruptions, strengthen society's resilience, support recovery and enhance readiness for new disruptions. Multilingual and multichannel communications, counselling, and guidance are emphasised in the activities of the organisations responsible for public services. Communications must be included in all contingency and preparedness planning. Alongside, the increasing resource needs of communications in disruptions and crises can be assessed.

Concept of operation

Strategic communication based on the analysis and understanding of the information environment can strengthen psychological resilience and people's trust in the activities of the administration. It can also reduce the impact of hybrid operations in society. The need for strategic communication is underscored in

situations in which Finland is targeted by hostile influencing or an external threat. Understanding the information environment is a prerequisite for customised communications intended for different target groups.

The use of the media and the way of obtaining information have become fragmented, and the target audiences of communications are more diverse. The information environments are becoming increasingly differentiated as the polarisation of society grows. Opinions are increasingly formed based on social media and online discussion groups. The importance of professional journalism and independent media is emphasised as the information environment changes.

General preparedness concerning communications includes being aware of how different population groups, the media and stakeholders communicate, as well as understanding their views, attitudes, knowledge and information needs. Interactive, clear and multilingual, and multichannel communication supports the population in coping optimally, both physically and psychologically.

Actors

Communications is part of the activities, preparedness and resilience of all ministries and their administrative branches, as well as the public sector as a whole. Communications by the authorities must provide a fact-based and truthful picture of the current situation. The communications must be aligned with actions. All impact assessment must consider the impacts of decision-making and strategic communication on the psychological resilience of the population as one of the vital functions of society. Leadership objectives are best met when the planning and implementation of strategic communication that strengthens psychological resilience are an established element of decision-making structures.

The media are tasked with providing information about what is happening in the world. Reliable news operations support the population's trust in Finnish society. Legislation also obligates certain media actors to convey emergency alerts and alerts issued by the authorities.

Organisations play a key role in strengthening psychological resilience, and they can also convey messages issued by the authorities in their own channels. Through their networks, organisations have the capacity to reach a large number of people and special target groups. Organisations communicate in two directions and convey the views of the population to the authorities.

54. Combatting social exclusion and inequality

Ministry in charge: MoSH, MoEC, MoEE

Purpose and objectives

Combatting and preventing social exclusion and inequality is essential for the strengthening of the stability and security of society. The reduction of social exclusion and inequality strengthens citizens' trust in decision-making and justice in society. It also reduces the generation of extremist phenomena among marginalised population groups. The goal of the measures to prevent social exclusion and inequality is to reduce the accumulation of disadvantages among individuals, families, groups or certain population groups, and to strengthen their inclusion and participation in society. The impacts of disruptions and emergency conditions are often particularly severe on those whose position is vulnerable, which may further amplify social exclusion and inequality. Disruptions and emergency conditions may increase other health and social issues and their accumulation over the long term.

Concept of operation

Factors playing a key role in combatting social exclusion and inequality include a sufficient income, functioning basic services, early support, and a preventive work approach, which promotes the wellbeing, health, functional capacity and psychological resilience of people in various life situations. Fair treatment and evenly distributed wellbeing, health and functional capacity prevent the experience of inequality and social exclusion among people and the polarisation of society. Gender equality should also be considered.

Social exclusion and inequality can be reduced by paying increased attention to equality in the planning of services, drafting of strategies and assessment of operations. Municipalities and wellbeing services counties must assess in advance and consider the impacts of their decisions on the wellbeing and health of different population groups, set objectives for the promotion of wellbeing and health, define the measures supporting and parties responsible for these objectives, and compile a welfare report.

Education, meaningful activities and an experience of being appreciated increase inclusion. Finland's education system is based on educational equality and non-discrimination. The wellbeing, participation and community spirit of children, young people and adults are supported through early childhood education and

care, education and training, and the maintenance of expertise and skills. Social exclusion is tackled, civic engagement is encouraged and citizens' capacity to act during disruptions and emergencies is enhanced at all levels of education. Inclusion in employment is strengthened by promoting individuals' employment skills and rehabilitation in the labour market, as well as by influencing labour market activities. With their services and voluntary activities, organisations and religious communities provide people with a social framework that helps build trust, encourages citizens to engage in social issues and prevents social exclusion. Encouraging organisations to foster internal diversity increases contacts between different people and thus reduces discriminating attitudes.

The prevention of social exclusion and inequality is considered in both preparedness and contingency planning, and in decision-making and measures related to disruptions and emergency conditions. During disruptions and emergency conditions, social exclusion can be influenced through the activities of organisations and through community action.

Actors

Combatting social exclusion and inequality is the duty of all administrative branches. The Ministry of Social Affairs and Health coordinates measures aimed at promoting the population's health, well-being, functional capacity and participation. The Ministry of Social Affairs and Health is responsible for general guidance and supervision concerning the promotion of health and wellbeing. Combatting social exclusion and inequality is influenced through the activities of municipalities, wellbeing services counties, organisations and religious communities, and shared measures taken by the authorities, companies and organisations. In addition, key actors include the Finnish Institute for Health and Welfare (THL), the Finnish Institute of Occupational Health, the Regional State Administrative Agencies, and the Association of Finnish Cities and Municipalities. The role of individuals and communities should also be considered.

55. Promoting voluntary activities

Ministry in charge: All ministries and organisations

Purpose and objectives

Promoting voluntary activities improves society's resilience and supports preparedness. Offering diverse opportunities open to all to engage in activities strengthens citizens' agency in society and preparedness, and the viability of volunteer resources important for vital functions is ensured. Voluntary activities support the prevention of crises, as well as operations during crises and the recovery stage.

Concept of operation

The promotion of viable and sustainable voluntary activities requires support at different levels of society. The continuity of voluntary activities is ensured by supporting the opportunities of the related organisations and the volunteers to engage in the activities. The voluntary activities provided by organisations are promoted by developing the legislative basis and predictability of resource allocation in accordance with the concept for comprehensive security. Various strategies and guidance documents support the role of volunteer actors and organisations in safeguarding the vital functions of society and comprehensive security.

The role of voluntary actors in the activities promoting local security and wellbeing is important. Making free and open civic activities possible prevents social exclusion and the experience of exclusion. The timely availability of skilled and committed volunteer resources is among the key factors in the resilience of citizens and in the meaningful activity of individuals.

The cross-border cooperation of authorities and organisations and ensuring the availability of information are prerequisites for the promotion of voluntary activities. This is supported by sharing best practices at national level. Shared communication concerning the role of voluntary activities as part of society builds trust and increases citizens' opportunities to participate and develop and maintain competence.

Actors

The prerequisites of voluntary activities are promoted through continuous collaboration with organisations by all ministries and the institutes and centres operating under them. Close cooperation of wellbeing services counties, municipalities and regional actors with organisations improves the sufficiency of regional and local voluntary resources.

The key actors include the central organisations engaged in the vital functions of society that operate through the Security Committee's network of organisations. In addition, other organisations involved in security for society in the wellbeing, health, preparedness, security, voluntary national defence and resilience sectors are also among the key actors in building security at all levels of society.

56. Recovery

Ministry in charge: All ministries and organisations

Purpose and objectives

Today's society is frequently affected by disruptions at different levels. Recovery means individuals and communities can live in a manner that they themselves find valuable, even if it differs from the situation preceding the disruption or crisis. The prerequisites for the population's recovery are developed in advance because social wellbeing is a strength that also helps face disruptions. The population's recovery is promoted through aftercare, which begins while the disruption or crisis is still in progress. Situational awareness helps assess the long-term effects of disruptions on society and individuals.

Activities supporting recovery reduce the subsequent vulnerability of individuals and communities and aim to prevent new crises. Consideration is given in the recovery plans to the impacts of equality and non-discrimination on minorities and vulnerable population groups. Depending on the disruption, the recovery process is monitored and supported, both in the immediate community and at national level. The aim of aftercare is to develop and support the resilience of individuals and society.

Concept of operation

The support need of the population is identified to enable recovery. In Finland, information suitable for this purpose is collected regularly through School Health Promotion studies and periodic citizen surveys. Occupational health services also gather information about the population's need for support. Contacts by the services of different organisations can also indicate needs, and information can be gathered by customised collection of information carried out by wellbeing services counties and municipalities, for example. A situational awareness analysis requires better coordination at local and regional levels.

Good planning and communication may be decisive in successful recovery. Confrontation can be prevented through communications and inclusive and experimental new operating methods. The actors in the recovery stage are not necessarily the same as those in the initial stage of the situation. In addition to communication, strengthening the sense of inclusion in people is also required. Through their operations, the authorities must create opportunities for exchanging experiences, doing things together, rebuilding and restoring trust.

The required aftercare is initiated, and its implementation is monitored. The planning and implementation of aftercare is supported by means of research. Recovering from disruptions may take a long time, and this requires the assessment of the need for separate financing. Systematic communication is key in aftercare. Open and accessible communication helps calm the situation, restore the sense of security and strengthen the development of psychological resilience.

An important role in recovery is played by the region's social welfare and healthcare, as well as cooperation between multiple authorities and the early childhood education and care units, educational institutions, and organisations. Community support considers families, next of kin, sporting associations and other organisations, which are also active providers of support. Extensive use of the voluntary activities provided by organisations in the aftercare process speeds up the recovery of communities and individuals and strengthens resilience.

Actors

The actors essential for recovery include municipalities (libraries, schools, daycare), wellbeing services counties (wellbeing, healthcare, social services, security), the business community, workplaces, religious communities, organisations, associations and cultural services. Organisations can assist in establishing situational awareness of the population's resilience. The activities of organisations and volunteers strengthen the skills of municipalities, communities and individuals as they recover from the post-crisis situation.



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