



**PERMANENT DELEGATION OF FINLAND
TO THE OSCE**

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VERBAL NOTE

The Permanent Delegation of Finland to the OSCE presents its compliments to the Permanent Missions and Delegations to the OSCE and to the Conflict Prevention Centre and has the honour to convey Finland's Annual Information Exchange on the Implementation of the Code of Conduct on Politico-Military Aspects of Security in accordance with Decision 2/09 of the Forum for Security Co-operation.

The Permanent Delegation of Finland to the OSCE avails itself of this opportunity to renew to all the Permanent Missions and Delegations and to the Conflict Prevention Centre the assurances of its highest consideration.

2 June 2014



Encl.

To all Permanent Missions and Delegations to the OSCE
to the Conflict Prevention Centre

Vienna

FINLAND

*Annual Information Exchange on the Implementation
of the Code of Conduct*

2014

INFORMATION EXCHANGE ON THE CODE OF CONDUCT ON POLITICO-MILITARY ASPECTS OF SECURITY

FINLAND's information, year 2014

Section I: Inter-State elements

1. Account of measures to prevent and combat terrorism

1.1 To which agreements and arrangements (universal, regional, subregional and bilateral) related to preventing and combating terrorism is your State a party?

Conventions and protocols ratified by Finland:

Relevant United Nations Conventions

Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents, done at New York on 14 December 1973

International Convention Against the Taking of Hostages, done at New York on 17 December 1979

International Convention for the Suppression of Terrorist Bombings, done at New York on 15 December 1997 - acceptance 2002

International Convention for the Suppression of the Financing of Terrorism, done at New York on 9 December 1999 - acceptance 2002

Convention on Offences and Certain Other Acts Committed on Board Aircraft, signed at Tokyo on 14 September 1963

Convention for the Suppression of Unlawful Seizure of Aircraft, signed at the Hague on 16 December 1970

Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation, signed at Montreal on 23 September 1971

Convention on the Physical Protection of Nuclear Material, done at Vienna on 26 October 1979

Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, supplementary to the Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation, done at Montreal on 24 February 1988

Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation, done at Rome on 10 March 1988

Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf, done at Rome on 10 March 1988 - accession 2000

Convention on the Marking of Plastic Explosives for the Purpose of Detection, done at Montreal on 1 March 1991 - acceptance 2001

International Convention for the Suppression of Acts of Nuclear Terrorism, done at New York on 13 April 2005 - acceptance 2009

Relevant Council of Europe Conventions

Council of Europe Convention on the Prevention of Terrorism (ETS 196)

European Convention on the Suppression of Terrorism (ETS 90)

Protocol amending the European Convention on the Suppression of Terrorism (ETS 190)

Convention on Cybercrime (ETS 185)

Additional Protocol to the Convention on cybercrime, concerning the criminalisation of acts of a racist and xenophobic nature committed through computer systems (ETS 189)

European Convention on Extradition
(ETS 24) - accession

Second Additional Protocol to the European Convention on Extradition
(ETS 98) - accession

European Convention on Mutual Assistance in Criminal Matters
(ETS 30) - accession

Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters
(ETS 99) - accession

European Convention on the Compensation of Victims of Violent Crimes
(ETS 116)

Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime
(ETS 141)

Other conventions and protocols signed by Finland

Protocol of 2005 to the Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf, done at London on 14 October 2005

Protocol of 2005 to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation, done at London on 14 October 2005

Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism (ETS 198)

Second Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters
(ETS 182)

Third Additional Protocol to the European Convention on Extradition (ETS 209)

Other relevant conventions and protocols signed by Finland

Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation, Done at Beijing on 10 September 2010

Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft, Done at Beijing on 10 September 2010

1.2 What national legislation has been adopted in your State to implement the above-mentioned agreements and arrangements?

A separate Chapter (34a) on terrorist offences was incorporated into the Penal Code on 1 February 2003. The Chapter covers terrorist offences and their planning, direction of a terrorist group, promotion of a terrorist group, and financing of terrorism. The Chapter also contains a provision defining terrorist offences, a provision on the right of prosecution and a provision on corporate criminal liability. Section 1 of this Chapter also criminalises "offences made with terrorist intent". According to Chapter 34a, section 6 of the Penal Code, an offender has a terrorist intent if it is his or her intent to 1) cause serious fear among the population; 2) unjustifiably force the government of a state or another authority or an international organisation to perform, allow or abstain from performing any act; 3) unjustifiably overturn or amend the constitution of a state or seriously destabilise the legal order of a state or cause serious harm to the state economy or the fundamental social structures of the state, or 4) cause serious harm to the finances or other fundamental structures of an international organisation. The definition is based on the EU Council Framework Decision of 13 June 2002 on Combating Terrorism.

On 17 January 2008, Finland ratified the Council of Europe Convention on the Prevention of Terrorism. When the Council of Europe Convention on the Prevention of Terrorism was implemented in Finland, public incitement to an offence referred to in Chapter 17, section 1 of the Penal Code was included among the offences carried out with terrorist intent listed under Chapter 34a, section 1(1)(2) of the Code. On the same occasion, section 4(1) was amended. Chapter 34a of the Penal Code was supplemented with separate provisions on training for the commission of an offence carried out with terrorist intent and on recruitment for the commission of an offence carried out with terrorist intent (sections 4 a and 4 b respectively). These amendments to the Penal Code took effect on 1 May 2008.

1.3 What are the roles and missions of military, paramilitary and security forces and the police in preventing and combating terrorism in your State?

In Finland, the police have the primary responsibility for combating terrorism. However, the capability to effectively fight terrorism requires continuous and consistent cooperation not only between all security authorities but also other authorities and a wide range of other actors. Cooperation between authorities is essential to counter-terrorism in order to make best possible use of the counter-terrorism resources available to the authorities and relevant organisations. Any challenges can be best met by taking advantage of the cooperation that already exists between authorities and of their general 5 preparedness arrangements. In this,

Finland relies on its special strength of an efficient and effective cooperation between authorities.

The Security Intelligence Service is responsible for countering terrorism in Finland. Intensive exchange of information between security and law enforcement authorities is essential in the daily counterterrorism work. This activity is done through several institutions and organisations, such as Interpol, Europol, the PWGT (Police Working Group on Terrorism) and the CTG (Counter Terrorist Group).

The exchange of information with foreign partners focuses on general-level information, needed especially in preventive activity. In addition, operational information is requested and exchanged on case-by-case basis. The supply of information is regulated by the Act on the Processing of Personal Data by the Police.

The counterterrorism activity of the Finnish Security Intelligence Service aims at identifying the dangers threatening Finland at earliest possible stage and preventing them from being realized. The following methods are used for achieving this aim:

1. Monitoring and analyzing of international terrorism and phenomena relating to it
2. Identifying the phenomena relating to terrorism, its development and the criminality connected with it
3. Identifying persons and organizations active in Finland potentially posing a risk
4. Providing situation reports and threat assessments

In order to identify the developments leading to radicalization, the National Police Board – with the collaboration of the Security Intelligence Service, local police, and Police College of Finland are conducting investigation, exchange of information between authorities and training on terrorism and violent radicalization. An analysis is done to anticipate trends in extremism in society. Community policing is seen as a significant activity for the prevention of radicalization and recruitment of potential violent extremists.

The first national Action Plan to prevent Violent Extremism was approved by the Parliament 14 June 2012. The Action Plan seeks to identify and prevent violent acts aimed at promoting extremist ideas or ideologies. The goal of the action plan is among other things to address root causes of violent extremism, increase awareness and provide situation picture for relevant authorities. Implementation of the concrete measures contained in the Action Plan has already begun. The National Cooperation Network for the Prevention of Violent Extremism prepares a situation overview on violent extremism biannually in support of preventive work.

The tasks of the Finnish Defence Forces are 1) defence of the country; 2) supporting other authorities in responding to non-military threats including situations involving terrorism; and 3) participating in international crisis management.

As the substantial part of preventing and combating terrorism per se falls to the mandate of the police, legal and other authorities, the Defence Forces contribute effectively to national and international efforts against terrorism. Nationally the Defence Forces are prepared to support the police in protecting against and responding to terrorist crimes. The full range of the Defence Forces capabilities can be utilized to support the police, including the use of necessary force. However, the operations are always led by the police. The decisions on use of force are also always the responsibility of the police. Internationally the Defence Forces participate in international military co-operation and in crisis management. The Defence

Forces also take part in international and national exercises as well as possible acts concerning Proliferation Security Initiative to interdict trafficking of WMD and related material.

1.4 Provide any additional relevant information on national efforts to prevent and combat terrorism, e.g., those pertaining inter alia to:

- Financing of terrorism;
- Border controls;
- Travel document security;
- Container and supply chain security;
- Security of radioactive sources;
- Use of the Internet and other information networks for terrorist purposes;
- Legal co-operation including extradition;
- Safe havens and shelter to terrorists and terrorist organizations.

National Counter-terrorism strategy

The first National Counter-terrorism Strategy that was approved by the Parliament on 11 March 2010 stands on four primary pillars of EU counter terrorism strategy from 2005; preventing radicalization (prevent), operative actions and revealing financing of terrorism (pursue), protecting citizens and critical infrastructure (protect) and preparedness and consequence management (respond).

The national strategy of 2010 was designed to define and clarify the roles and responsibilities of the various authorities involved in counter-terrorism actions. The National Counter-Terrorism Strategy has now been updated according to the current Government Programme.

The updated strategy covers the time period of 2014-2017. The strategy consists of strategic objective, strategic definitions of policies and 22 timetabled measures to implement the policies. Implementing measures can be roughly divided as follows; measures concerning authoritative actions and capacity, international actions and cooperation, research and enterprises, citizens, legislation and politics. The updated strategy emphasizes topical issues at EU and international level. Other topical issues emphasized in the new strategy are, among other things, protecting critical infrastructure and so called soft targets, increasing awareness of terrorism and consequences related to it, increasing interaction between authorities and citizens through internet and social media, countering cyber threats and cooperative actions in issues related to CBRNE.

In June 2010 the Counter-terrorism cooperation forum was established. The forum consists of representatives of different ministries and authorities. The main duties are to conduct and coordinate implementation of the national counter-terrorism strategy.

Financing of terrorism:

Financing of terrorism is criminalised in the Finnish Penal Code, in Chapter 34a, section 5. A person shall be sentenced for the financing of terrorism to imprisonment for at least four months and at most eight years, if he or she directly or indirectly provides or collects funds in order to finance, or is aware that these shall finance a terrorist offence or an offence of general endangerment as defined in Chapter 34 or Chapter 34 a (1) of the Penal Code. An attempt is punishable. The criminalisation of terrorist financing is consistent with the International Convention for the Suppression of the Financing of Terrorism, ratified by Finland in June 2002, and the EU Framework Decision on combating terrorism. The obligation to freeze terrorist

assets imposed by the UN Security Council has been implemented in the EU by decisions and regulations adopted by the Council.

The Sanctions Act (Act on the Enforcement of Certain Obligations of Finland as a Member of the United Nations and of the European Union, Act No 659/1967), together with the Penal Code, provides for penalties and forfeitures to be imposed for violations of EU Council regulations, including those adopted to implement UN Security Council Resolutions. According to Chapter 46 of the Penal Code, a person who violates or attempts to violate a regulatory provision in a sanctions regulation shall be sentenced for a regulation offence to a fine or to imprisonment for no more than four years.

The new Act on Preventing and Clearing Money Laundering and Terrorist Financing entered into force on 1 August 2008. The purpose of the amended Act is to cover the obligations laid down in Directive 2005/60/EC of the European Parliament and of the European Council of 26 October 2005 on the prevention of the use of the financial system for the purposes of money laundering and terrorist financing, as well as the related FATF recommendations. The purpose of the Act is to prevent money laundering and terrorist financing, to promote their detection and investigation, and to reinforce the tracing and recovery of the proceeds of crime.

The Act on the Freezing of Funds with a view to Combating Terrorism entered into force on 1 June 2013. The Act complements existing EU level freezing mechanisms and enables Finland to freeze funds of persons and entities suspected, prosecuted or convicted of involvement in terrorist crimes in Finland; of persons and entities designated by the Council of the European Union as being involved in terrorism within the EU; on the basis of a well-founded request by another State, persons and entities identified in that request as being involved in terrorism; and entities owned or controlled by any of the above. The Act also prohibits the making available, directly or indirectly, of funds and economic resources to designated persons or entities. As with EU Sanctions, violations of these national freezing measures are criminalized as regulation offences, and are subject to a punishment of up to four years imprisonment.

The Financial Supervisory Authority is the new authority for supervision of Finland's financial and insurance sectors. Since 1 January 2009, this Authority has been responsible for most of the supervisory functions previously undertaken by the Financial Supervision Authority and the Insurance Supervisory Authority. The Financial Supervisory Authority supervises the enforcement of the new Act on Preventing and Clearing Money Laundering and Terrorist Financing by the credit and financial institutions and provides training on the provisions of the new Act. The Financial Intelligence Unit (FIU), which functions in the National Bureau of Investigation, is responsible for detecting and preventing both money laundering and the financing of terrorism.

When money transfer services are provided by banks, full license is required and the services are supervised by the Financial Supervision Authority. Any alternative money transmitting business provided other than by banks requires registration, and AML/CFT laws are applied to it. The authority responsible for registering the business is Regional State Administrative Authority of Southern Finland.

Particularly with regard to the non-profit sector, a special license is needed for money collection and the running of a lottery in Finland. Money collection and the running of a lottery are supervised by the National Police Board. To prevent any misuse and criminal behaviour, the new Money Collection Act defines more efficient license conditions and allows, among

other things, a more efficient supervision of accounts and practical operation on money collection.

Border controls:

The Finnish Border Guard is responsible for border control (checks and surveillance) at external land, sea and air borders in accordance with the Schengen Borders Code and national legislation. Customs and Police carry out border checks at certain border crossing points, namely at ports (cargo traffic) and at some small airports.

Border Guard can prevent and combat terrorism mainly at border checks and by exchanging information with third country authorities. This is done in close cooperation with other law enforcement authorities (Security Intelligence Service, Criminal Police, General Police and Customs). Cooperation is based on Law on Police, Customs and Border Guard cooperation. Cooperation is conducted by common use of databases, common operations, and common intelligence, risk analysis and investigations. The Border Guard is using a national Entry-Exit System (EES) into which third country nationals' border crossings are recorded. Other law enforcement authorities have an access into the EES. Furthermore, the Border Guard is using SIS (Schengen Information System), VIS (Visa Information System) and national databases, including Customs' and Police relevant databases, against which all third country nationals are checked upon border checks. Also EU/ETA/CH nationals are checked against databases on random bases and based on risk profiling.

Police and Border Guard have placed liaison officers in the certain Finnish consulates abroad. Liaison officers are participating visa issuance processes and thus can identify possible terrorism indicators. Also Security Intelligence Service has short term experts posted at the certain Finnish consulates, and they are focusing especially to counter terrorism.

The Finnish Customs is responsible for checks on goods. Customs updates constantly the training program to make sure that Customs officers are able to take the possibility of terrorism into account in their daily work. There has been training concerning e.g. dual use goods and information of chemicals, different kind of biological weapons, radioactive materials and explosives. There are also many kind of equipment in border points in use. Radiation detectors and different kind of x-ray machines are every day tools in ports, airports and land borders.

Travel document security:

Travel documents in Finland are issued with biometric identifiers. Passports are equipped with high quality security features and security printed. The photo is laser-printed.

At the moment into the microchip is stored the same information as on passports data page and a photo of the passport holder. In accordance with the EU regulations latest June 29, 2009 into the microchip will be stored two finger prints.

Passports can be issued only within the national passport data system. The data system is controlled by the national police.

Container and supply chain security:

Due to several regulations concerning EU common security and safety risk analysis Finnish Customs creates new organizational structures (National Risk Analysis Center) and

automated risk analysis systems. These improvements make the risk analysis more effective and better coordinated process.

There will also be national guidelines for security and safety risk analysis and examinations. Finnish Customs has good cooperation with licensing (e.g. dual use goods) authorities. Cooperation includes information sharing, training and common risk analysis.

There is also close cooperation with police and border guard.

Security of radioactive sources:

With regard to security of radioactive sources and the regulatory control of the use of radiation in industry and in medical applications, the Finnish Radiation Act was amended in 2005 to comply with the Import and Export Guidance supplementing the International Atomic Energy Agency's Code of Conduct on the Safety and Security of Radioactive Sources (IAEA, Vienna, 2004). National regulatory guidance has been revised to include specific requirements on the security of radioactive sources. Radiation and Nuclear Safety Authority (STUK) controls the safety and security of radioactive sources by prior authorisation, regular inspections and national register of radioactive sources.

Finnish CBRNE cooperation forum and operative actors within the forum aim to advance measures to deter, prevent, detect, and respond to illicit CBRN activities, and to enhance coordination and cooperation between national authorities involved in the counter-CBRN effort. The cooperation forum is led by the National Police Board, it has members from the relevant authorities and it is linked to several other counter-CBRN expert organizations. The updated national counter-terrorism strategy (2014) includes elements to further develop national CBRNE coordination.

STUK, together with law enforcement authorities, has developed a concept for on-site detection and off-site expert support for analysis, suitable for nuclear security in-field missions (first response with reach-back). The emphasis is on data management: reliable radionuclide identification, real-time data transfer, and off-site expert analysis of radionuclide spectral information gathered by the in-field operative teams.

The Finnish authorities have a joint project to support the development of the national nuclear security detection architecture for nuclear and other radioactive materials out of regulatory control. The authorities have defined common requirements for future detection systems to optimize the compatibility and information sharing. The key operational capability will be based on mobile or relocatable technology with remote expert support for the first-line officers (reach-back). The Radiation and Nuclear Safety Authority is developing novel methods for crime scene management of alpha radiation sources in a European Union FP7-GIFT project (2014-2017).

Finnish Customs controls border crossing traffic of radioactive materials through license control, examinations based on risk analysis and random selection, and also by radiation detection. As part of the national effort to combat illicit trafficking of nuclear and other radioactive materials, Finnish Customs and STUK have a joint border monitoring development project. The project covers procuring new technical equipment, updating the old equipment, and updating operational procedures, such as data transfer to enable expert support by off-site analysis. While the implementation of radiation monitoring at borders is fully under the jurisdiction of the Finnish Customs, STUK's role is to provide expert advice. The cooperation

between the two authorities involves concept planning, technical specifications, and operations: interpretation of alarms and analysis of measurement results.

Joint training courses for the Finnish and Russian Customs authorities are organised within the bilateral cooperation programme of Finland and the Russian Federation in the area of nuclear non-proliferation. The courses include lectures and practical exercises at STUK, at the St. Petersburg Customs Academy, and at Customs points.

Use of the Internet and other information networks for terrorist purposes:

The use of the Internet for both an operational and propaganda purposes (radicalisation and recruitment) will continue to increase in the future. Internet has already had a crucial role in the globalising the extremism ideology and in the future it will continue to have a significant impact for the extremists, especially for the manufacturing and the dissemination of the propaganda material.

Because of the technical and the multinational structure of the Internet, it makes it hard for the national authorities to efficiently control the use of the Internet for the terrorist purposes. Also the increasing technical capabilities of the extremists and the advanced and in many cases free security technology (e.g. anonymity, encryption) and communication makes it easier to communicate, disseminate material and use the Internet as an operational tool.

The Finnish Security Intelligence Service concentrates its resources mainly for monitoring the situation and the websites and forums domestically. The Finnish Police Act regulates the counter-terrorism activities of the Finnish Police in the Internet environment.

The National Cyber Security Strategy was approved in January 2013. This Strategy defines the key goals and guidelines which are used in responding to the threats against the cyber domain and which ensure its functioning. By following the Cyber Security Strategy's guidelines and the measures required, Finland can manage deliberate or inadvertent disturbances in the cyber domain as well as respond to and recover from them. Furthermore, the Strategy aims to improve that the Government and different actors have a reliable, real-time cyber security situation picture of the condition of society's vital functions as well as disturbances which affect their functioning. The Police must be able to identify and prevent possible preparations for a terrorist attack or other crimes and be able to investigate such activities.

The implementation programme of the national Cyber Security Strategy has been completed. Approved by the Security Committee on 11 March 2014, the implementation programme will speed up the implementation of the Cyber Security Strategy by proposing concrete measures to improve cyber security.

Cyber security aims at promoting confidence in the cyber domain by citizens, businesses and authorities. A total of 74 measures which were compiled from the presentations by various administrative branches and the security of supply organisation have been included in the implementation programme to improve cyber security. Individual measures focus on the role of authorities in building security. Training, research and the business community play an important role in maintaining and developing cyber security. Many of the measures presented in the implementation programme strive to find solutions to promote cyber security and business opportunities of Finnish companies and to further cooperation between authorities and companies.

The central development targets of the national Cyber Security Strategy are the following:

- Cyber Security Centre
 - the State's information security 24/7
 - the service integration project of the encrypted data transfer and administrative security network (SATU)
 - the action-taking capacity of the police in combating cyber crimes
- the development of the cyber domain and cyber security related legislation
- research and training programmes and the strengthening of other competences

The Security Committee follows and coordinates the implementation of the Strategy. Ministries and agencies are responsible for implementing the Strategy, carrying out and developing cyber security tasks and managing cyber incidents within their remits.

The National Cyber Security Centre Finland (NCSC-FI) has been established within Finnish Communications Regulatory Authority (FICORA) on 1 January 2014. The NCSC-FI monitors cyber security threats of national interest and produces advanced situation awareness services to its many constituents. To facilitate that, the NCSC-FI collects and correlates information from a variety of sources. FICORA's existing duties in the fields of Incident Response (CERT-FI) and Information Assurance (NCSA-FI) have been merged into the new NCSC-FI. Beginning of 2014 these duties are functions of the National Cyber Security Centre Finland.

Finnish telecommunications providers are obligated by law to report information security incidents to NCSC-FI. According to law, any identified threats to information security must also be reported. To complement the mandatory reporting, NCSC-FI also welcomes voluntary reports from all other organisations in public and private sector as well as from individuals and foreign parties.

NCSC-FI maintains the national information security situation awareness system. The global information security situation is constantly being monitored for threats, anomalous events, security incidents, and vulnerabilities in information systems that may be of relevance to Finnish interest. The situation reports are being circulated in form of blog entries, technical vulnerability notes, advisories and warnings as well as periodicals and technical guides. Public situation reports are being published on a web page. Those organisations that are considered to be part of or operating critical national infrastructures are invited to subscribe to CERT-FI's limited circulation reports.

NCSC-FI provides vulnerability coordination services in an effort to minimise the harmful effects of faulty and vulnerable software to the end users and the public at large.

Following the best traditions of Computer Security Incident Response Teams (CSIRT), the new NCSC-FI is heavily networked. It is in contact on a daily basis with private sector organisations and various government agencies in Finland and abroad. Computer security incident handling is a concerted effort requiring operational level cooperation and active information exchange.

Legal co-operation including extradition:

Finnish legislation contains prohibitions against extradition for political offences. According to Section 2(1) of the Act on Extradition between Finland and the other Nordic Countries, a Finnish citizen shall not be extradited for a political offence. Section 3 of the Act

provides that a person who is not a Finnish citizen may be extradited for a political offence only if the offence or a similar act is punishable under Finnish law. According to Section 6 of the Extradition Act, no one shall be extradited for a political offence.

However, extradition is permitted if a political offence also includes or involves another offence which is not of a political nature, and if the act as a whole cannot be considered mainly political. In the Act on Extradition between Finland and other Member States of the European Union, the political nature of an offence is not a ground for refusing extradition.

In this context, the PIA refers to Finland's withdrawal of its reservation to the European Convention on the Suppression of Terrorism. The ground stated for the withdrawal was the changed interpretation of the concept of a political offence, amounting to the view that offences under Article 1 of the Convention cannot be deemed political in any circumstances. The change of interpretation was influenced by such factors as the anti-terrorist conventions adopted by the UN. These conventions oblige states to criminalise certain acts of violence and to take measures to make the perpetrators liable. Finland did not consider it justifiable any longer to retain the widest possible discretion.

On the basis of the above, terrorist offences cannot be regarded as political offences. This interpretation has been reiterated again for instance in the context of the Council of Europe Convention on the Prevention of Terrorism (Government bill HE 81/2007 vp.). Article 20(1) of the Convention provides that none of the offences referred to in the Convention shall be regarded as a political offence. Other anti-terrorist conventions binding on Finland contain provisions to the same effect. Thus, in practice, Finland cannot refuse extradition on the ground of regarding a terrorist offence as a political offence. Following this principle does not necessitate an express legal provision thereon.

It is a different matter that Finland may refuse extradition on the ground that the person in question would be subjected to political persecution in the state requesting extradition. Section 5(1)(6) of the Act on Extradition between Finland and other Member States of the European Union and section 7 of the Extradition Act contain an express provision to this effect.

Safe havens and shelter to terrorists and terrorist organizations:

Finland is not a primary target for violent radical Islamist or other terrorist organizations. The direct threat posed by organized terrorism to Finland or the Finnish population has remained low. The number of radical individuals with international terrorist connections has increased steadily in Finland during the last years. Their activity is mainly related to ongoing foreign conflicts, like those in Syria and Somalia, and to violent groups operating there. It is possible that efforts may be made from Finland to finance terrorist organisations operating abroad. It is also possible that Finland could be used as a staging post for terrorist activities.

It is difficult to predict the threat posed by radicalized individuals or small groups with different ideological starting points, as well as their actions. The fact that these persons operate independently with no links to organized terrorist networks makes it harder to assess the threat. The motives of individual persons can be difficult to interpret and the targets of their possible violent activity can be unexpected.

There are foreign targets in our country and international events are organized here. They can at times face an above-normal threat. The Finnish Intelligence Service is monitoring the situation and providing situation reports and threat assessments on the subject.

2. Stationing of armed forces on foreign territory

2.1 Provide information on stationing of your States armed forces on the territory of other participating States in accordance with freely negotiated agreements as well as in accordance with international law.

In Finland, military crisis management is regulated by the Act on Military Crisis Management. The act takes into consideration the development of international crisis management activities, in order for Finland to be able to participate in full in crisis management tasks, especially within the framework of the United Nations, European Union and North Atlantic Treaty Organisation. When taking a decision on Finland's participation, it is necessary to consider the rules of international law and the aims and principles of the UN Charter. The Act takes into consideration the role of the UN Security Council as a provider of mandates for the operations as well as the fact that the implementing party of an operation can also be a group of countries. Exceptionally, Finland can participate also in an operation that does not have a UN mandate or a UN mandate cannot be obtained due to the Security Council being incapable of reaching a decision. Even in such case, the implementation of an operation can be beneficial and necessary from the point of view of international security. In this case, its implementation can be based on a request put forward by the host nation or parties involved. According to law, the number of crisis management personnel can be at most 2,000 persons. The Act also includes regulations concerning soldiers' right to use force in crisis management missions.

Finland is taking part in thirteen military crisis management operations with approximately 520 troops. The operations are: led by NATO (KFOR, ISAF), led by the EU (EUFOR Althea, EUNAVFOR ATALANTA, EUTM Somalia, EUTM Mali and EUFOR CAR) and led by the UN (UNIFIL, UNTSO, UNMOGIP, UNMIL, MINUSMA, UNOPCW).

Finland has designated units for the NRF RFP Pool of Forces and EU Battle Group in 2015.

In ISAF operation Finland has deployed some 100 troops. The focus of Finland's involvement is in the Transition Support Unit in Regional Command North (RC (N)). In KFOR, Finland has deployed some 20 military personnel in JRD(C) and KFOR HQ.

In EUFOR Althea, Finland has eight staff officers, and in EUTM Somalia Finland three officers/NCOs. Finland has deployed staff officers to EUFOR ATALANTA.

In the UN operations, Finland has deployed staff officers to UNMIL and is also participating in two UN military observer missions: UNTSO (17) and UNMOGIP (7). These contributions will be maintained.

Finland leads the Finnish-Irish Battalion (FINIRISHBATT) in UNIFIL. At the moment, the Finnish troops include around 350 peacekeepers. In addition, Finland has personnel in the UNIFIL HQ and the Sector West HQ.

3. Implementation of other international commitments related to the Code of Conduct

3.1 Provide information on how your State ensures that commitments in the field of arms control, disarmament and confidence- and security-building as an element of indivisible security are implemented in good faith.

Finland underscores the importance of the UN as the cornerstone of multilateral arms control and disarmament machinery as well as the principal forum for multilateral treaty regimes. Finnish arms control policy highlights the promotion of security and development as well as human rights. Therefore, in the field of arms control, Finland pays particular attention to the

linkage between arms control and international security in order to build up development in a comprehensive manner.

Finland's sincere purpose is to fulfil the various obligations included in international arms control agreements in an open and transparent manner by following not only the letter but the spirit of different agreements and commitments. The provisions of various arms control treaties and other international obligations, in so far as they are of a legislative nature, are brought into force by an Act. As described in Section II of this questionnaire, Finland has constitutionally established procedures to ensure that the performance of all authorities, officials and other bodies of the Government are supervised. Regarding different types of political arms control agreements and commitments Finland implements them as literally as any other legally binding commitment.

3.2 Provide information on how your State pursues arms control, disarmament and confidence- and security-building measures with a view to enhancing security and stability in the OSCE area.

In February 2012 the government published a report called Finnish Security and Defence Policy 2012. The report provides a comprehensive evaluation of Finland's security and defence policy and lays down guidelines for the future extending into the latter half of the 2010s. The report is based on a comprehensive concept of security.

Arms control is increasingly linked with other conflict prevention and crisis management methods as well as development issues. In addition to new treaties and forms of collaboration, the effective implementation of existing treaty regimes and other multilateral arrangements is gaining importance. There is a need to compensate for the absence of formal verification regimes by implementing confidence-building measures (CSBMs). Finland continues to value and implement its commitments in the use of tools such as the 2011 Vienna Document and the Open Skies Treaty. As a member of the OSCE, Finland participates in the OSCE's Forum for Security Co-operation's (FSC) work to update the Vienna Document.

Finland welcomes discussions on the future of conventional arms control in Europe. Finland is supporting endeavours to maintain a regime that contributes to military transparency, predictability and stability in Europe.

Finland shares the vision of full and general disarmament and strives for global reductions in all categories of arms. Finland is active in international cooperation to prevent proliferation and the use of all weapons of mass destruction (WMD) and their means of delivery. The European Union's WMD Strategy paves the way for Finnish action. Finland emphasizes the importance of UN Security Council Resolution 1540 on non-proliferation of WMDs and participates in the intensification of international export controls. Finland stresses the central importance of the Nuclear Non-Proliferation Treaty (NPT) and all of its three pillars: nuclear disarmament, non-proliferation and the peaceful use of nuclear energy. Finland participated in the 2010 NPT Review Conference and underscores the importance of implementing the Action Plans agreed at the Conference.

Finland welcomes the entry into force of the new Strategic Reduction Treaty (START) between the United States and the Russian Federation and possible further steps in the reduction of their nuclear arsenals, including non-strategic nuclear weapons, monitoring any possible effects thereof in our neighboring areas.

Finland employs arms control measures to prevent the proliferation of nuclear, biological and chemical weapons, substances and associated expertise. Finland participates extensively in the implementation of the Global Partnership Program, which was launched by the G8 countries in 2002, and promotes the implementation of UNSCR 1540 in developing countries around the world.

The EU Strategy on small arms and light weapons (SALW) provides the framework for Finnish SALW-related action. Finland fully supports the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons, as well as the regional activities of the EU and the OSCE. During the Finnish Presidency of the OSCE in 2008 Finland aimed at enhancing both OSCE's normative, as well as substantive work on small arms and light weapons (SALW).

Finland, being one of the original co-author of the project, actively contributed to the process aiming at the conclusion of the Arms Trade Treaty (ATT). Finland has ratified the Treaty and deposited the instrument of ratification on April 2 2014. To highlight the ATT's human rights dimension Finland now applies the Treaty's licensing criteria provisionally until the Treaty's international entry into force. Finland continues to promote actively the international entry into force. Finland stands ready to support countries to ratify and implement the ATT.

Finland is a State Party to the Convention on Certain Conventional Weapons (CCW) and has signed all its protocols and amended protocols.

Finland has acceded to the Anti-Personnel Mine Ban Convention in 2012 and complies with it fully (FTS 13/2012). Finland plans to destroy its anti-personnel mine stockpiles by the end of 2016 and has already destroyed over 90% of its anti-personnel mine stockpiles.

Finland supports humanitarian mine action which reduces the post-conflict threat and impact of landmines and unexploded ordnance, cluster munitions included. Finland's annual contribution to humanitarian mine action is six million euros. The activities supported by Finland's contribution are directed towards all aspects of mine action ranging from mine clearance, victim assistance to risk education.

Finland has always considered it important to engage on a global level to alleviate the humanitarian consequences of cluster munitions and anti-personnel mines. Finland acknowledges the role of the Convention on Cluster Munition from the humanitarian perspective and its goals for universalization.

Finland will continue to follow up on the effectiveness of the Cluster Munition Convention and supports the spirit of the Convention through humanitarian mine action. Finland regularly evaluates progress in military technologies and the Cabinet Committee on Foreign and Security Policy monitors the situation on an annual basis also regarding cluster munitions. From the Finnish perspective no such changes in conditions have taken place which would as yet enable accession to the Convention.

Finland monitors developments in the field of international arms control, anticipates their effects on national defence and takes them into account in Defence Forces development programmes. The defence establishment, for its part, fulfils the various obligations included in international arms control agreements as well as supports and participates in inter-authority cooperation relating to arms control.

Finland commends the effort being carried out to use the confidence and security-building measures by the OSCE as models for non-European areas.

Finland's National Strategy for Civilian Crisis Management has been updated in April 2014. Finland participates actively in international military and civilian crisis management. On the basis of Finland's Comprehensive Crisis Management Strategy, published in 2009, the Ministry for Foreign Affairs has established a permanent strategic coordination group to promote a comprehensive approach to crisis management. The group comprises representatives from the MFA's Political Department and Department for Development Policy, Office of the President of the Republic, Prime Minister's Office, Ministry of the Interior, Ministry of Justice, Ministry of Finance, Ministry of Defence and the Defence Command.

In the OSCE area Finland has made substantial contributions, inter alia, to the EU civilian crisis management missions in Georgia (EUMM), and Moldova/Ukraine (EUBAM). In 2013 Finland also seconded civilian experts also in the OSCE missions in Bosnia-Herzegovina, Kosovo and Tajikistan.

Finland has continued to support OSCE's projects and programs through extra-budgetary contributions. In 2013 about 900 000 Euros were channelled to OSCE projects.

The emphasis of the Finland's project cooperation in the OSCE framework is on strengthening stability and security as well as promoting social sustainability through OSCE extra-budgetary projects and programmes. The geographic focus of the project support was in Central Asia. Thematically emphasis was on strengthening stability and security as well as promoting social sustainability in the OSCE area. Special attention was given to gender equality.

Finland is committed to the aims of UNSCR 1325 and subsequent resolutions on Women, Peace and Security, and has integrated them in internal and external policies. Finland underlines the need for comprehensive implementation of the 1325 agenda. Finland will continue to give political and financial support to further these aims in the OSCE and other international forums. Finland, together with Austria, Kazakhstan and Turkey, is a co-sponsor of the initiative to launch an OSCE wide action plan on Women, Peace and Security.

The government adopted a national counter-terrorism strategy in March 2010. The strategy gives guidelines to official preparedness and cooperation in counter-terrorism. The close link between internal and external security becomes particularly evident in the fight against terrorism. The strategy provides an overview of the terrorism situation in Finland and Europe, as well as existing legislation and arrangements that have been made by the authorities. Building on the current situation, the strategy then goes on to propose concrete and timetabled measures to strengthen the work on combating terrorism.

Section II: Intra-State elements

1. National planning and decision-making process

1.1 What is the national planning and decision-making process in determining/approving military posture and defence expenditures in your State?

(This reply also partly covers some aspects of Question 2.1)

The President of the Republic is the Supreme Commander of the Finnish Defence Forces (FDF). The Chief of Defence (CHOD), subordinate to the President, is responsible for all matters related to the exercise of military command, including operational readiness of the FDF. Administratively, the FDF and the CHOD are subordinate to the Ministry of Defence (MOD). The Minister of Defence is responsible for the defence policy guidelines for national defence policy and international defence policy cooperation including resources and the operating framework of the FDF. The Defence Command functions as the supreme headquarters of the CHOD and also as the central administrative authority for the defence establishment. In addition to strategic planning and command, it is also responsible for the development and coordination of the activities of the individual services as well as for international cooperation. The three single service headquarters are responsible for the performance, development and operations of their own service in accordance with the tasks assigned by the CHOD, and will be supported by the introduction of the integrated, network-enabled C4I system.

The Minister of Defence presents the strategic planning matters under the Ministry of Defence to the President of the Republic. The Prime Minister and the CHOD are entitled to be present and to voice their opinion on the matters in question. The CHOD presents other issues related to military command and military appointments and promotions to the President of the Republic.

Finnish Parliament makes the decisions on the central principles of defence by using its legislative, supervisory and budgetary powers in accordance with the Constitution. The Finnish Government is responsible for the highest executive power in all security situations. The Government also draws up reports on security and defence policy for Parliament to discuss and approve.

It is the task of the Cabinet Committee on Foreign and Security Policy to prepare important issues regarding foreign, security and defence policy. As part of the Government and as the leader of its administrative sector, the Ministry of Defence is responsible for defence policy. The Ministry for Foreign Affairs - in cooperation with the MOD, fronts the preparation of the governmental decisions in international crisis management.

All Ministries are responsible for preparations for crises and national defence arrangements in their respective areas of responsibility. Under the leadership of the State Secretary of the Prime Minister's Office, the officials responsible for readiness matters in the Ministries are in charge of readiness preparations in their sector and related work across the state administration. It is the remit of the MOD to coordinate the work of different sectors of government in matters related to comprehensive defence. The Security and Defence Committee follows the development of security and defence policy and estimates their effects.

The Ministry of Finance provides the guidelines for the defence budget, which is approved annually by the Parliament. The Ministry of Defence establishes the financial guidelines for defence planning. The Commander of the Defence Forces executes the financial steering of the Defence Forces.

Part of the defence expenditure is "outsourced", meaning that some areas (infrastructure, some logistics and maintenance), have been contracted at the central level (either by the MoD, Defence Command or any other central level defence institution) with service suppliers from outside the MoD and/or Defence Forces. This is a national trend in Finland concerning all the Ministries and governmental institutions.

A decision to participate in a military crisis management operation is taken, on the basis of a government proposal, by the President of the Republic. Before making its proposal, the government must consult the Parliamentary Foreign Affairs Committee. The decision to place a military unit on standby in, for example an EU Battle Group for military crisis management operations, will also be taken by the President of the Republic on the basis of a government proposal. During the operation the MOD may make minor adjustments to the Finnish contribution.

1.2 How does your State ensure that its military capabilities take into account the legitimate security concerns of other States as well as the need to contribute to international security and stability?

The most important functions of Finland's foreign, security and defence policy are safeguarding Finland's independence, territorial integrity and society's basic values. In accordance with the Governments report on Finnish Security and Defence Policy 2012, Finland maintains and develops a credible defence which is appropriately scaled to its security environment. The Finnish Defence Forces is not scaled or planned to threat any other State. In addition to national defence, the Defence Forces is used only to provide executive assistance to the other domestic authorities and participate in international crisis management operations.

As a Member State of the European Union Finland belongs to a close-knit political grouping, the members of which share common values. One of the aims of the EU is to promote security with a wide range of instruments, such as political dialogue and crisis management. Actions taken by the European Union foster security within the Union, as well as in its neighbouring areas.

Crisis management is Finland's key foreign policy instrument by which it aims to promote the stability of crisis areas in the world. Crisis management is about responsibility and participation in international cooperation. Therefore, Finland also participates in international crisis management in order to promote peace and security as well as development and respect for human rights. Finland regards participation in crisis management as part of Finland's security and international burden sharing.

2. Existing structures and processes

2.1 What are the constitutionally established procedures for ensuring democratic political control of military, paramilitary and internal security forces, intelligence services and the police?

All forces and services mentioned above are subordinated to politically nominated ministers of the Government, which in turn is accountable to the Parliament. The parliamentary committees regularly call in the ministers in their respective fields of competence to hearings on issues of concern. The parliamentary committees are also entitled to monitor the actions of the executive bodies. Individual MP's may pose questions in writing, to which the competent minister has the obligation to reply and also an oral questioning procedure is practiced.

All forces and services mentioned above base their action on relevant legislation, which defines the basis and limitations of their powers. No action may arbitrarily infringe on the

fundamental rights of individuals, which are extensively enshrined in the Constitution since a reform in 1995. In case of violations a range of adequate legal and other recourse is available.

The respective forces and services are subjected as follows:

- armed forces; same authorities and procedures as mentioned in answer to question 1.1.
- paramilitary forces; the Frontier Guard is subordinated to the Ministry of the Interior and through that linked to the parliamentary control.
- internal security forces; no forces belonging to this category.
- intelligence services; no separate governmental intelligence exists. Military intelligence operates within the Defence Command under the Ministry of Defence; The Security Police operates under the Ministry of Interior. These services are based on the relevant laws and controlled by the respective ministries, Government and Parliament.
- police; all police activities are based on law and controlled by the Ministry of the Interior and through that linked to the parliamentary control.

2.2 How is the fulfilment of these procedures ensured, and which constitutionally established authorities/institutions are responsible for exercising these procedures?

The Parliamentary Ombudsman has been charged with legal supervisory competence, which extends over the activities of all authorities and other bodies performing public functions. He or she may act on complaints or at his or her own initiative. The Ombudsman submits an annual report to the Parliament on his or her work, including observations on any shortcomings in legislation. Also the Chancellor of Justice of the Government supervises the lawfulness of the official acts of the Government, the President of the Republic and all authorities and other bodies performing public functions. The Chancellor of Justice submits an annual report to the Parliament and the Government on his or her activities and observations on how the law has been obeyed. The Ombudsman and the Chancellor of Justice may prosecute or order that charges be brought in matters falling within the purview of their supervision of legality. The State Financial Inspectors have the right to control the use of budgetary finances.

2.3 What are the roles and missions of military, paramilitary and security forces, and how does your State control that such forces act solely within the constitutional framework?

By law, the tasks of the Defence Forces are 1) the military defence of Finland, 2) providing support for other authorities and 3) participating in international military crisis management.

The main principles of Finland's defence are the following:

- General conscription
- Territorial defence
- Training conscripts for wartime units in the reserve and providing the units with the necessary material
- Dispersed mobilization based on the preparedness of peacetime headquarters, training centres and military establishments
- Development of the peacetime command and administrative structure primarily to meet the wartime requirements
- Responding to the military threats of various degrees by controlling the readiness of the Defence Forces.

The Army plays a decisive role in defending the country and repelling aggression. Navy and Air Force have important roles in territorial surveillance and in protection of territorial integrity. The controls to ensure that the Defence Forces act solely within the constitutional framework are presented in answer to question 2 in Section II.

The Border Guard is responsible for safe guarding national borders as part of Finland`s internal security, subordinate to the Ministry of the Interior. The main functions of the Border Guard are guarding of the land borders and the territorial waters, passport control at the border crossing points, ports and airports, as well as performing of rescue operations, especially at sea. No forces belong to the category of security forces.

3. Procedures related to different forces personnel

3.1 What kind of procedures for recruitment and call-up of personnel for service in your military, paramilitary and internal security forces does your State have?

Liability for military service is based on the Constitution, the reformed Conscription Act of 2007 and the Conscription Decree of 2007. Every male Finnish citizen is by law liable for military service and therefore subject to call-up. The period of liability is for male citizens between the ages of 18 to 60.

Under the Conscription Act of 2007, Regional Offices organize call-ups in every municipality, beginning no earlier than on 15 August and ending no later than on 15 December. The call-up is applied to 18 to 29 year-old men (only once). Information on and a notice of the call-up are sent by the Regional Office. A medical examination is also done in a municipal health centres in advance to check his ability for military service.

The call-up takes one day during which general information is given. After the medical examination done by a physician, the fitness for military service is determined and the decision for military service is made or a three-man call-up board grants exemption from military service. The board consists of one senior officer, another officer of a lower rank and one representative from the municipality. In general, military service is carried out within the two years following call-up, at the age of 19 or 20 but at the latest before the end of the year when a man turns 30.

Since 1995, it has also been possible for women to perform military service on a voluntary basis. There are no call-ups for women but Regional Offices provide information and medical examinations. A female conscript has the rights and duties equal to those of a male one. The difference is that within 45 days from starting military service she has a right to leave without having to give an explanation or her superior can terminate the service but only for well-justified reasons. After the end of the 45-day period she is equally liable for service as any man till the end of the age of 60.

The total amount of conscripts is around 25 000 of which some 400 conscripts complete their basic military training at the Frontier Guard Units. Conscript service at the Frontier Guard Units is similar to service in Units of the Defence Forces. Conscripts are selected through the call-up organization explained above.

3.2 What kind of exemptions or alternatives to military service does your State have?

Military service is compulsory for men, but on statutory grounds that have been provided in acts and decrees, there are some alternatives to the exemption from military service. For women the military service is possible on a voluntary basis.

A limited or permanent exemption for health reasons can be granted by the military authorities if the health or physical fitness does not fulfil the requirements for military service. A medical certificate is required.

Those registered as permanent residents on the autonomous Åland Islands have a right not to do military service. No alternative service is arranged, yet. No application is required. Those registered as Jehovah's witnesses have a right to get deferment (in 3-year intervals) and

finally be exempted from peacetime service at the age of 29. Special applications for deferment and the final exemption are required.

According to the reformed Civil Service Act (1446/2007) a man who on grounds of conviction is unable to perform any kind of military service within the Defence Forces will be exempted from military service and he will be liable for civilian service instead. A special application for exemption is required.

A Finnish man who has dual (or multiple) citizenship as well as a man who has been granted Finnish citizenship under the age of 30 are also required to perform military service, but if they have performed it in their second or previous country, they can be exempted from peacetime military service in Finland. A free-form application is required.

A Finnish man who has dual (or multiple) citizenship can be exempted from military service in peacetime if he lives permanently abroad, has no family ties in or connections to Finland, has no property in Finland and will receive no legacy from Finland. A free-form application is required. If living permanently abroad has continued at least 7 years, no application is required.

The legislation for all the above-mentioned cases is based on:

- Conscription Act 1438/2007
- Conscription Decree 1443/2007
- Act on Women's Voluntary Military Training 194/1995
- Decree on Women's Voluntary Military Training 266/1995
- Act on the Provision of Health Care in the Defence Forces 322/1987
- Civil Service Act 1446/2007
- Act on the Exemption of Jehovah's Witnesses 645/1985
- Decree on the Exemption of Jehovah's Witnesses 36/1986
- Act on the Autonomy of the Åland Islands 1144/1991

3.3 What are the legal and administrative procedures to protect the rights of all forces personnel as well as conscripts?

Legal and administrative procedures protecting the rights of personnel in the Finnish Defence Forces are based, in general, on law. Protection of the personnel in regular employment is very much the same as with all state civil servants. Detailed provisions are laid down in the State Civil Servants Act. The only major differences between personnel employed by the Defence Forces and other state civil servants is that defence personnel can be transferred to another office without their own consent and that there are certain restrictions on political activities for military personnel.

Legal protection of conscripts is based on clear rules of competence and procedures and on the supervisory function of the higher authorities. The constitution proclaims the basic norms and authorization to issue more specific rules and regulations. Conscripts are guaranteed by law the possibility to appeal over the actions of his/her military superiors. A conscript who is dissatisfied with the actions taken by his/her military superiors may have these actions investigated by a higher military superior. In case a military superior has imposed a disciplinary punishment on a conscript, he/she may appeal to a general Court of First Instance.

A new Act on Military Disciplinary Procedure and Crime Prevention in Defence Forces (255/2014) entered into force 1 May 2014. If, instead of military disciplinary proceedings, a military offence is processed in a court of law, a general court of first instance handles the matter. After the judgment of the Court of First Instance the case can be appealed to Court of Appeal. The difference compared to civil proceedings is that the composition of both the Court of First Instance and the Court of Appeal include nominated military members.

In addition to the above-mentioned, it is possible to have any actions by military personnel as well as complaints about general facilities or medical care etc. in the Defence Forces to be investigated by the Parliamentary Ombudsman. These complaints can be issued in writing or directly to the Ombudsman via internet. The Ombudsman regularly visits several garrisons every year. During these visits, conscripts can discuss privately with the Ombudsman.

4. Implementation of other political norms, principles, decisions and international humanitarian law

4.1 How does your State ensure that International Humanitarian Law and Law of War are made widely available, e.g., through military training programmes and regulations?

International Humanitarian Law and Law of War are endorsed through military programmes and regulations at all levels. They are part of the training and education for officers taking BA and MA degrees as well as for conscripts. There are over 20 legal advisors in the Finnish Defence Forces who teach and advise military personnel on International Humanitarian law thus ensuring that IHL and the Law of War are taken into account in the Finnish Defence Forces.

The Finnish Defence Forces were preparing teaching and information sequences to all personnel and conscripts concerning the Humanitarian Law. This is accomplished by the end of April 2014. This method of training is planned to be implemented within our training organisations during the following years.

Personnel taking part in crisis management missions are given special training prior to the transfer to the area of operation. Personnel training for international operations receive special instructions on humanitarian law, the law of war and combating human trafficking as well as special rules of behaviour, which include among other things a zero-tolerance on human trafficking.

The Defence Forces send participants regularly to the following courses on IHL.

- a course in San Remo arranged by the International Institute of Humanitarian Law
- a workshop on the Code of Conduct arranged by the Swiss General Staff and the Swiss Military College
- a course on the Law of Armed Conflict for senior officers of armed forces medical services arranged by the International Committee of Military Medicine.
- Vienna Course on International Law for Military Advisers organized by the ICRC and the European Security and Defence College
- a course on LOAC for military personnel organized by the Finnish Red Cross

The Finnish National Committee for International Humanitarian Law also promotes and disseminates IHL.

4.2 What has been done to ensure that armed forces personnel are aware of being individually accountable under national and international law for their actions?

To ensure that armed forces personnel are aware of being individually held liable under national and international law for their actions, conscripts are trained to be fully familiar with the Code of Conduct in accordance with Article 83 of the 1977 Protocol I additional to the Geneva Convention. The training includes the basics of the Code of Conduct, the set of ten rules for the soldier (An updated version has been issued July 2013) and internationally recognized distinctive emblems. Each soldier is given a copy of the Soldier's Manual, which deals with the essential matters from the soldier's point of view.

Familiarization with the Code of Conduct takes place, as part of the training in security policy, during the basic training period for all conscripts. The combatant's training during the special training period includes lessons related to the Code of Conduct relevant to the training activities of the conscripts.

The Public Information Division of the Defence Staff has compiled the teaching material on security policies, which also includes material for teaching the Code of Conduct. This material includes instructions for the teacher, slides and videotapes. All company-level units have used this material.

See also answer to 4.1.

In addition Finland has an active national Committee for International Humanitarian Law. This Committee works under the auspices of the Ministry for Foreign Affairs and it brings together IHL experts from different ministries, armed forces and from organisations such as the Finnish Red Cross, the Finnish Branch of Amnesty International and the Finnish Society for the Law of War and Military Law. This national Committee was already established in 1993 with the mandate to especially:

- coordinate the implementation and dissemination of the Geneva Conventions and Protocols and other international humanitarian law instruments as well as
- promote international humanitarian law and raise awareness about the Geneva Conventions and their protocols.
- The committee also shares information about IHL training and different activities in Finland and
- prepares for the International Conferences of the Red Cross and Red Crescent and other relevant international conferences .
- It also monitors new developments in international humanitarian law and consider their implications for Finland.

As a whole, the Committee offers a valuable venue for expert discussions on international humanitarian law. Stakeholders can easily share information and launch initiatives on IHL. We consider their role very important in enhancing both awareness and implementation of the Geneva Conventions.

4.3 How does your State ensure that armed forces are not used to limit the peaceful and lawful exercise of human and civil rights by persons as individuals or as representatives of groups nor to deprive them of national, religious, cultural, linguistic or ethnic identity?

Finland adheres to most of the Conventions of IHL as well as to the human rights conventions. Finland has ratified the International Covenant on Civil and Political Rights (FTS 8/1976) and the International Covenant on Economic, Social and Cultural Rights (FTS 5/1976). Finland is also a party to the European Convention on Human Rights (FTS 19/1990) and Convention on the Rights of the Child (FTS 60/1991) and Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflicts (FTS 31/2002). Finland is also a party to the Hague Conventions of 1907, the four Geneva Conventions of 1949 (FTS 8/1955), The Additional Protocols I, II (FTS 82/1980) and III (of the Geneva Conventions (the declaration provided for in Article 90 of Protocol I was made when the Protocols were ratified) and The Rome Statute of the International Criminal Court (FTS 58/2002). The government of Finland respects these conventions and ensures that all people within its jurisdiction are guaranteed the rights and freedoms enacted in these conventions. The Finnish Constitution guarantees democracy, human rights, individual rights, human dignity, equality and justice.

4.4 What has been done to provide for the individual service member's exercise of his or her civil rights and how does your State ensure that the country's armed forces are politically neutral?

Protection of the personnel in regular employment is very much the same as with all state civil servants. Detailed provisions are laid down in the State Civil Servants Act. The only major differences between personnel employed by the Defence Forces and other state civil servants is that defence personnel can be transferred to another office without their own consent and that there are certain restrictions on political activities of military personnel (one cannot be a member of a political party nor be put up as a candidate for parliamentary elections).

Legal protection of conscripts is based on clear rules of competence and procedures and on the supervisory function of the authorities. The constitution proclaims the basic norms and authorization to issue more specific rules and regulations.

By virtue of the Conscript Act, no person may, without an acceptable reason, be placed in a different position due to age, origin, language, religion, conviction, opinion, state of health, disability, gender, sexual orientation or any other reason related to the individual.

In every Finnish garrison there is a Conscript Committee whose main purpose is to look after and develop the service conditions of conscripts. The members of the Committee are chosen by election among those conscripts who serve in that garrison. Only conscripts have the right to vote in these elections. Finnish conscripts are also free to join the Union of Conscripts, which is a national organization for lobbying and representing the interests of conscripts.

According to the Finnish Penal Code, a soldier or a person in military service in the frontier guards (excluding conscripts), who joins a political party or an association engaged in, or clearly supportive of, party politics, or fails to resign the membership of a party or an association referred to above can be prosecuted for unlawful political activity.

4.5 How does your State ensure that its defence policy and doctrine are consistent with international law?

Under the Constitution of Finland the competence to conclude treaties is given to the President of the Republic in co-operation with the Government. According to the Constitution the acceptance by the Parliament of international obligations and their denouncement is

required for such treaties and other international obligations that contain provisions of a legislative nature, are otherwise significant, or otherwise require approval by Parliament under the Constitution. The acceptance by the Parliament is required also for the denouncement of such obligations. The provisions of treaties and other international obligations, in so far as they are of a legislative nature, are brought into force by an Act. Otherwise, international obligations are brought into force by a Decree issued by the President of the Republic.

Finland follows the so-called dualistic tradition; i.e. treaties become internally applicable law only through a domestic legislative act. The incorporation is normally a statute of blanco, a legislative act, which merely refers to the treaty. The hierarchical level of the statute in blanco is either both an Act of Parliament and a decree issued by the President or merely a decree, depending on the consideration mentioned above.

In accordance with the Governments report Finnish Security and Defence Policy 2012, Finland fosters the strengthening of multilateral cooperation and international law. Finland obeys its international obligations closely. This system is in-built in the Finnish Security and Defence policy so that for example when taking new international obligations Finland brings its internal law and workings into conformity with the obligations.

Section III: Public access and contact information

1. Public access

1.1 How is the public informed about the provisions of the Code of Conduct?

Parliamentary and administrative proceedings concerning defence matters are subject to the general rule on the publicity of official documents to which public access is guaranteed by law – The Act on the Openness of Government Activities. This access may only be limited on grounds of national security or on other grounds specified in law, which, inter alia, regulate classification of documents and handling of classified documents.

The internet website of the Ministry for Foreign Affairs of Finland/Permanent Mission of Finland to the OSCE has a link to the website of the OSCE politico-military dimension which includes information on all OSCE arms control related activities and relevant documentation.

Mass media, the Internet as well as the publicity activities by the Ministry of Defence and the Defence Forces themselves are means to disseminate public information on defence matters. The Ministry of Defence has enhanced the possibilities of the general public to access defence information via a major project on developing communication through new technologies and providing access to Ministry's database. The website works in three different languages: Finnish, Swedish and English. Further information on defence matters is available at the Ministry's website at www.defmin.fi and at the website of the Defence Forces at www.mil.fi.

The Ministry of Defence Information Unit also replies to individual questions and letters from the public. Articles in the major daily papers and TV appearances are a frequent way to communicate to the public on the activities of the Ministry of Defence as well the Defence Forces.

It is highly significant for the Finnish policy of openness that the public not only have access to information but that they also understand the wider framework of our defence planning and the relevant background information related to the armed forces. This is demonstrated for

example by distributing to the general public the Government report to the Parliament on 'the Finnish Security and Defence Policy 2009'.

1.2 What additional information related to the Code of Conduct, e.g., replies to the Questionnaire on the Code of Conduct, is made publicly available in your State?

Besides the Code itself, there are not other publications regarding the Code translated into Finnish language. Naturally, foreign academic research with regard the subject is available through internet for any citizen in Finland.

1.3 How does your State ensure public access to information related to your State's armed forces?

See answer 1.1 of this section.

2. Contact information

2.1 Provide information on the national point of contact for the implementation of the Code of Conduct.

Unit for Security Policy and Crisis Management
Political Department
Ministry for Foreign Affairs of Finland
P.O.Box 420, 00023 Government, Finland
e-mail: pol-10@formin.fi

International Defence Policy Unit
Defence Policy Department
Ministry of Defence
P.O.Box 31, 00131 Helsinki, Finland
e-mail: puolustusministerio@defmin.fi

Implementation of UNSCR 1325 "Women, Peace and Security"

Voluntary information exchange

Finland's gender equality work and the implementation of Resolution 1325 are based on the Act on Equality between Women and Men and the Non-Discrimination Act as well as the Governments Gender Equality Programme and the National Action Plan on Fundamental and Human Rights. Finland's work on UNSCR 1325 and subsequent resolutions on Women, Peace and Security is guided by the principles of human rights -based approach, consistency, openness and good governance. An important instrument in intensifying the implementation of the Resolution is the National Action Plan for the implementation of UNSCR 1325 on Women, Peace and Security. The second National Action Plan, drawn up in interaction with the civil society, covers the period 2012–2016 and contains practical goals for increasing the participation of women in conflict prevention and crisis management and for promoting the position of women in conflicts and reconstruction.

The Finnish Defence Forces has drafted a revised action plan on the development of gender-related activities and on the division of responsibilities in implementing these tasks within the Defence Forces. The revised action plan will ensure the implementation of all the aims concerning the Finnish Defence Forces as outlined in the National Action Plan for 1325. The main goals are related to the recruitment of personnel, the training of gender advisors and their placement in operations, developing operational activities, the education and training of staff in crisis management, code of conduct, research and follow-up.

Participation

All activities in the field of peacekeeping aim at implementing UNSCR 1325 as outlined in the 1325 National Action Plan, including increasing the participation of women. Finland promotes the full participation of women in conflict prevention, peace processes, mediation and peace-building. The Finnish Defence Forces strives for increasing the number of women serving in the military and taking part in crisis management activities through, inter alia, campaigns targeting individual women. The proportion of women in military crisis management operations varies between 3–5 %. In March 2014, 23 out of 530 total staff of Finnish troops in military crisis management operations were women. Finland also supports increasing the number of women in leadership positions in operations. Three female experts from Finland have been appointed as Deputy Head of Mission in OSCE Missions in Bosnia-Herzegovina and Kosovo and in EUPOL Afghanistan. In military operations in March 2014, five officers of the Finnish troops were women.

Finland aims at mainstreaming a gender perspective to the operational activities of Finnish troops in international assignments. Finland supports the recruitment of gender advisors to increase gender awareness in planning, implementing and evaluating peacekeeping operations. Gender focal points have been appointed within the Finnish contingent in ISAF in Afghanistan and UNIFIL in Lebanon. Finland has also seconded a Gender Adviser to Nato ISAF operational headquarters in Kabul.

Protection

Finland promotes the full realisation of human rights of women and girls, including engaging in special measures to protect women and girls from gender-based violence. Ensuring the security of the local population is included in the operational activities in crisis management within the limits of the mandate of the operation. Along with the development of gender activities, more attention is paid to the security and protection of women and girls. Finnish

crisis management forces have taken action to prevent violence and to improve safety. For instance, Finnish crisis management personnel have developed communication with local women and women's organisations to get better information about security threats.

Prevention

Finland underlines, both nationally and internationally, the importance of women's political, social and economic rights and participation, the prevention of violence against women as well as the importance of sexual and reproductive health rights. For instance, good progress has been achieved in Civil-Military Cooperation activities. Finnish crisis management forces in ISAF and UNIFIL operations have paid special attention to developing health care services and education services for women and girls in cooperation with local authorities. Furthermore, Finnish military and civilian crisis management personnel undertake to observe the Codes of Conduct of both the international organisations carrying out the operations and the Codes of Conduct adopted by Finnish public authorities.

When training local security sector personnel, Finnish crisis management forces teach also human rights and physical security of women and girls. At EUTM Somalia, Finnish crisis management forces have paid special attention to human rights education when training the Somali security forces. Similar issues are taken into consideration in ISAF operation in Afghanistan when training local security authorities.

Cooperation and lessons learned

The main tool for implementing UNSCR 1325 is the National Action Plan. Different administrative branches, including the Finnish Defence Forces, as well as non-governmental organisations and the research community participate broadly in the implementation and follow-up of the National Action Plan. A follow-up/monitoring group, led by the Ministry of Foreign Affairs, holds regular meetings to discuss the implementation of the NAP. These meetings are an excellent platform for sharing best practice and lessons learned.

Education and training

Finland stresses the importance of gender equality issues in the crisis management training of both women and men at all levels. Peacekeepers leaving for operations are given mission specific rotation training at the Pori Brigade Crisis Management Centre, including training on gender in practice. The Pori Brigade is also responsible for giving the conscript training that is designated for international operations. This also includes training on gender matters.

Management and experts take part in courses organised by The Finnish Defence Forces International Centre (FINCENT). The Master's level studies at the National Defence University include a section on gender activities, and a similar section is planned to be included in Bachelor's level studies, postgraduate studies and continuing training as well. A section on gender is also planned to be included in the training of non-commissioned officers.

All Finnish Gender Advisers are trained at the Nordic Centre for Gender in Military Operations in Sweden. Currently there are about 20 trained Finnish Gender Advisers. Some gender trainers and representatives of management have also taken part in relevant trainings at the Nordic Centre. Gender is also included in Nordic joint exercises.

Further training on crisis management for both military and civilian experts, both from Finland and from abroad, is organised by The Finnish Defence Forces International Centre (FINCENT)

and its civilian counterpart Crisis Management Centre (CMC) operating together under the auspices of the Finnish Centre of Expertise in Comprehensive Crisis Management.