



MINISTRY OF THE INTERIOR

Finland's National Strategy for Civilian Crisis Management

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Finnish Government
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Background to the National Strategy for Civilian Crisis Management

According to the Government Programme of Prime Minister Matti Vanhanen's second Cabinet, Finland will function as an active member of the international community, making its contribution to shared global responsibility and creating its own opportunities for exerting influence.

Under the Programme, the Government will promote Finland's readiness to contribute to international crisis management assignments. It specifically calls for the formulation of a national strategy for and expansion of Finland's participation in civilian crisis management missions.

Mandate and functions of the working group formulating the strategy

On 17 January 2008 the Ministry of the Interior set up a working group to formulate Finland's National Strategy for Civilian Crisis Management. In accordance with the brief and objectives laid down in the Government Programme of Prime Minister Matti Vanhanen's second Cabinet, the working group has aimed to draw up a strong national strategy and to expand Finland's role in civilian crisis management internationally.

The Ministry for Foreign Affairs decides on the civilian crisis management missions and activities in which Finland will participate. If necessary, decisions can be placed before the Cabinet Committee on Foreign and Security Policy and the President of the Republic, and the Cabinet Committee on European Union Affairs. The Ministry for Foreign Affairs' functions also include national coordination of Finland's civilian crisis management within the EU. The Ministry of the Interior is responsible for domestic capacity building for civilian crisis management and related international cooperation. 'Domestic capacity building' means training of civilian crisis management experts, recruitment, and systematic personnel and material management, research and development to support these functions, and functions related to the maintenance of material and logistical readiness and situational awareness.

The strategy has been designed specifically to develop and strengthen domestic capacity building for civilian crisis management. In addition, the working group makes proposals for increasing and improving the effectiveness of cooperation, coordination and interaction between the different parties involved in civilian crisis management.

The working group is paying special attention to European Union development work related to civilian crisis management, also taking into account work in the field done by other international bodies (such as the UN, the OSCE and NATO).

The present strategy and the working group's activities will support the drafting of the next Government Report on Finnish Security and Defence Policy, and the formulation of a comprehensive crisis management strategy. The group's work will be incorporated into the former with particular attention to the comprehensive development of crisis management. The aim is to place the strategy before the management of the Ministry for Foreign Affairs and Ministry of the Interior, and eventually before the Government.

The representatives from the various ministries, NGOs and the Crisis Management Centre Finland (CMC Finland) making up the working group have based their work on the Government Programme in formulating this National Strategy for Civilian Crisis Management. The group has met eight times, and has visited the Crisis Management Centre Finland and Kosovo. The working group has been chaired by Director-General *Antti Pelttari* from the Ministry of the Interior, with *Mikko Kinnunen*, Head of Unit, the Ministry for Foreign Affairs, as vice-chairman. The working group members are as follows: Second Secretary *Anna-Maria Salomaa* and Adviser *Heli Siivola* from the Ministry for Foreign Affairs, Ministerial Counsellor *Hannu Taimisto* from the Ministry of Justice, Ministerial Adviser *Esa Vanonen* and Inspector General of the Police *Kaarle Lehmus* from the Ministry of the Interior, Head of Unit *Mari Eteläpää* from the Ministry of Defence (Personal Deputy, Lieutenant-Colonel *Jukka Tuononen*), Legislative Counsellor *Hannu Taipale* from the Ministry of Finance, Government Counsellor *Heikki Rosti* from the Ministry of Education, Senior Medical Officer *Tom Silfvast* from the Ministry of Social Affairs and Health, Colonel *Esa Pulkkinen* from the General Staff of the Armed Forces, and Director *Ari Kerkkänen* of CMC Finland. The following acted as consultants: Executive Director *Kalle Liesinen* from the Crisis Management Initiative (CMI) organisation (Personal Deputy, Programme Director *Kristiina Rintakoski*, CMI), Secretary General *Anne Palm* from KATU, the NGOs' conflict prevention network, and Lieutenant-Colonel *Marko Turunen* from the Border Guard Headquarters. Senior Specialist *Helinä Kokkarinen* from the Ministry of the Interior acted as general secretary to the working group.

Definition of civilian crisis management and international framework

Definition of civilian crisis management

■ *There is currently no precise definition of 'civilian crisis management'. It is usually described as action used to restore the necessary conditions for a functioning society by sending non-military assistance into crisis areas. Civilian crisis management involves actions used to prevent conflicts and to maintain peace and stability, but also longer-term operations of a non-permanent nature designed to strengthen public administration, the rule of law, human rights and democracy. Large-scale disaster relief is not considered as part of civilian crisis management.*

Civilian crisis management in its present form is a new form of activity in international crisis management, and its definition is constantly being reshaped by ongoing operations. The use of non-military crisis management methods was incorporated into the European Union's functions in 1997, on the initiative of Finland and Sweden, based on the Petersberg Tasks that were integrated into the Treaty of Amsterdam. The term 'civilian crisis management' was used for the first time in June 2000, at the European Council meeting in Santa Maria da Feira.

Support for creating crucial societal functions for the state's internal and external security has become a central aspect of civilian crisis management. Civilian crisis management work relates to the restoration of the state's core or other basic functions and the maintenance of functional capability in these areas. This means, for instance, developing a police force, judicial authorities and prosecution system, border security, customs, the prison service and other aspects of governance, and sometimes an overall reform of the target state's entire security sector. The field activities of the Organization for Security and Cooperation in Europe (OSCE) have often involved promoting and monitoring peace processes, minority issues, and human rights and democracy. Finland has underlined the importance of human rights and social and gender equality issues in all crisis management.

It is the aim of both civilian and military crisis management to prevent the initiation or renewal of armed conflicts, and to help societies and/or 'fragile states' recovering from violent conflict. Crisis management

further develops the area concerned into a secure and functioning society where permanent peace and just governance prevail. Civilian crisis management and military crisis management use different methods. They do not compete with, but rather complement, each other.

Civilian crisis management is mainly implemented by civilian experts, but often takes place side by side with military crisis management. Those involved in missions are typically police officers and judicial officials ranging from judges to prison guards, border security and customs experts, other experts on civilian administration, and experts from priority areas of civilian crisis management who may be recruited from NGOs or other non-governmental bodies. If necessary, military experts, such as technical advisers, experts on disarmament or observers, may be recruited to civilian crisis management missions.

Military personnel maintain peace, protect civilians, act as deterrents to instigators, and ensure safe operating conditions for others in the area concerned. Increasingly often, the most difficult conflict areas require both military and civilian crisis management. Good examples are Bosnia-Herzegovina, Afghanistan, Kosovo and Sudan's Darfur. In all of these places, civilian and military crisis management personnel work side by side. In civilian crisis management, the emphasis is on helping countries suffering or recovering from conflict to develop their own security structures, thus creating the preconditions for military crisis management forces to withdraw. There is no alternative to civilian crisis management in stabilising such conflict areas.

Civilian crisis management, development cooperation and humanitarian aid often function side by side and have similar aims, but the sectors they cover and their funding are separate. The modes of operation that civilian crisis management and development cooperation take can be very similar, or even identical in issues related to strengthening good governance. Both support the achievement of socially sustainable development. The aim of humanitarian aid is to provide needs-based emergency aid, to prevent and alleviate human suffering and to maintain human dignity. Recovery and reconstruction after conflicts and catastrophes are a challenge in responding to which more attention must be paid to coordinating civilian crisis management, humanitarian aid and development cooperation, to ensuring effective cooperation, and to seeing to it that any transition between these spheres goes smoothly.

The need for civilian crisis management is growing. At the same time, operating environments are getting more challenging and complicated, demanding an increasingly comprehensive approach and capabilities.

International actors in civilian crisis management

The most visible and important forms of civilian crisis management are actual missions. Since the beginning of the 1990s, Finland has taken part in civilian crisis management missions, or activities defined as civilian crisis management, initiated by the European Union (EU), the United Nations (UN), the Organization for Security and Co-operation in Europe (OSCE), NATO and the Council of Europe (CE). Finland has also contributed to a Nordic monitoring mission in Sri Lanka led by Norway. Finland may also engage in bilateral civilian crisis management missions under a specific agreement with another country.

European Union

From the Finnish perspective, at the moment, the most important international civilian crisis management actor is the European Union. The security strategy approved by the EU in 2003 provides a key frame of reference for the Union's crisis management activities. Crisis management under the European Security and Defence Policy (ESDP) has rapidly become a prominent element in the Union's external relations and has strengthened its Common Foreign and Security Policy (CFSP). Since 2003, the EU has carried out altogether 14 civilian crisis management missions or comparable missions on three continents. At the time of writing, in May 2008, there were nine ongoing missions and two in preparation, one in Kosovo and the other in Guinea Bissau.

The ESDP defines common development goals for civilian crisis management. Within the EU, civilian crisis management is being developed both as an element of the CFSP and within the Commission's external relations. The main priorities chosen for EU civilian crisis management are policing, the rule of law, strengthening civilian administration and civil protection, together with monitoring functions and support for the EU's Special Representatives.

The EU has formulated concepts according to which the Union's civilian crisis management missions are planned and carried out. These incorporate an assessment of possible situations in which it may be

necessary to set up a mission, operational objectives, and the values and principles that should guide implementation of a mission. One element in the overall goal of EU civilian crisis management comprises the formation of multifunctional Civilian Response Teams (CRTs).

In the EU's common external relations, the Commission's activities include conflict prevention, civilian crisis management and peacebuilding. It supports a variety of actors through its aid programmes, country programmes or special programmes, working towards crisis prevention, institution building and post-crisis reconstruction and rehabilitation. Activities within the Commission's Stability Instrument funding programme also come close to civilian crisis management. Member states are not involved in planning Commission missions, but often contribute experts on the same basis as to missions under the European Security and Defence Policy (ESDP).

General operational frameworks have been drawn up in the EU, covering support measures both within the ESDP and under the Commission, for the reform of a target country's security sector and the disarmament, demobilisation and reintegration to society of former combatants.

The EU is also developing civilian crisis management training, responsibility for which rests with individual member states as part of their national capacity building. The agreement on common basic principles by member states, the congruency of training programmes, and the cooperation in training provided by the institutions all promote uniformity in civilian crisis management missions and increase the expertise needed in them.

The EU's Lisbon Treaty clarifies and supplements the Union's civilian and military crisis management functions. Article 43 of the Treaty states that the Union's crisis management tasks consist of joint disarmament operations, humanitarian and rescue tasks, military advice and assistance tasks, conflict prevention and peacekeeping tasks, and the tasks of combat forces in crisis management, including peacemaking and post-conflict stabilisation. The Treaty stresses that both military and civilian crisis management methods can be used in carrying out these functions. It also states that all these tasks may contribute to the fight against terrorism.

The new European External Action Service being set up under the Lisbon Treaty will strengthen the Union's Common Foreign and Security Policy. The detailed functions and composition of the service have not yet been agreed on, but basically the functioning of a High Representative as Deputy Chairman of the Commission and the Commission's

participation in the administration of external relations will promote the uniformity and effectiveness of EU civilian crisis management.

Under the Civilian Headline Goal 2008 for civilian crisis management agreed on in 2004, the EU must be able to cope with several civilian crisis management missions at a time, drawing on a variety of resources. A new headline goal for civilian crisis management has been set for the 2008–2010 period.

The new headline goal for 2010 aims to ensure that the EU can engage in crisis management in line with its security strategy by sending a sufficient number of high-standard civilian crisis management experts with the necessary support functions and equipment into the field on short notice. The headline goal takes account of human rights and social and gender equality considerations in its operating principles, implementation and definition of new operating models and/or methods. The main objective is to ensure that the EU can utilise all available means, both civilian and military resources under the ESDP and instruments at the disposal of the European Commission, including cooperation in legal and internal matters, to be able to respond systematically to all the crisis management tasks it has taken on.

United Nations (UN)

Under the UN Charter, the Security Council carries prime responsibility for international peace and security. Though civilian crisis management is not as such an established term in UN usage, it is nonetheless carried out on a broad scale as an element in UN conflict prevention, peacekeeping and peacebuilding missions. Thus, civilian crisis management plays an important role in the UN's crisis management, while also promoting security more generally.

Since 1948 the UN has carried out 63 peacekeeping operations, and is currently engaged in 20. These involve over 100,000 people, many of them in civilian crisis management work. Comprehensive UN operations setting up basic structures of society – particularly in East Timor and Kosovo – have in fact been groundbreaking civilian crisis management projects. In practice, most UN peacekeeping operations have a civilian crisis management dimension. Several UN programmes and special organisations also carry out missions that can be viewed as civilian crisis management. Secretary General Kofi Annan's report 'In Larger Freedom - Towards Development, Security and Human Rights for All' (2005) was a pioneering contribution to the development of comprehensive crisis management within the United Nations.

The Peacebuilding Commission (PBC) and the Peacebuilding Support Office (PBSO) set up at its

secretariat are substantially strengthening the UN's civilian crisis management capacity building. There has also been discussion at the UN on the establishment of a capacity building scheme covering experts for use in peacebuilding. More attention should be devoted to opportunities for synergy between the UN and its regional organisations in civilian crisis management.

In UN civilian crisis management activities, Finland places emphasis on education, social and gender equality, the environment, strengthening the rule of law, and support for the Peacebuilding Commission. The possibility of extending Finnish assistance to concrete promotion of UN peace processes should be studied.

Organization for Security and Co-operation in Europe (OSCE)

In the OSCE, missions comparable to civilian crisis management became more common back in the early 1990s. The starting premise is a broad concept of security in accordance with the OSCE charter which integrates the challenges of several dimensions – politico-military, economic, environmental and human.

The key instrument in the Organization's activities comprises its field operations, where its tasks constitute not only conflict prevention but also the promotion of the rule of law, democracy and human rights, and support for the status of minorities. The OSCE has carried out 28 such missions. At the moment it has 19 missions under way in south-eastern and eastern Europe, central Asia and the southern Caucasus.

The OSCE's institutions support fulfilment of its commitments. For instance, the Office for Democratic Institutions and Human Rights (ODIHR) monitors elections and supports participating states to meet their human rights commitments.

The OSCE currently employs around 3,500 people, with some 2,800 of these out in the field. It has 56 participating states, and is the only organisation that covers every country in the Euro-Atlantic area. Finland is the OSCE chairman in 2008 and will be a member of its troika in 2009.

Council of Europe (CE)

The Council of Europe is Europe's oldest cooperation and human rights organisation. Its basic function is to consolidate human rights and European security by promoting democracy and the rule of law in Europe. Its special strength is its juridically binding standards, such as the European Convention on

Human Rights, the European Social Charter and several others, including agreements on minorities, minority languages, bioethics, human trafficking and other areas of human rights. Many of its conventions are also open to countries outside the CE.

The foundation for the CE's operations is largely similar to the goals of civilian crisis management though its mode of operation differs from that of other international bodies. As decided at the Council of Europe summit meeting in 2005, the organisation's main function is the promotion of human rights, democracy and the rule of law. The CE's great strength is its binding network of human rights agreements, which also incorporates mechanisms for monitoring their fulfilment. The European Convention on Human Rights and several other conventions have created binding standards for the independence of courts of law, for just legal processes, for international cooperation in criminal law and for the treatment of prisoners, for instance.

The CE is also an active source of standards and principles in the promotion of good governance and local democracy, and an important aid and support when states gaining independence or moving towards democracy are setting up new constitutional systems or election procedures. The main focus of the CE's operations is south-eastern Europe and the southern Caucasus. The Council coordinates its operations in the field with those of other organisations such as the OSCE. From the civilian crisis management viewpoint, the Council of Europe is a source of standards and principles for crisis management, rather than an active operator.

North-Atlantic Treaty Organization (NATO)

NATO's functions do not include civilian crisis management as the term is understood in this strategy. Within the Organization, civil response activities are mainly used to support planning and implementation of the Organization's own military crisis management operations. Other tasks include support for national authorities in crisis situations and in protecting the civilian population, and cooperation with partner countries in preparing for catastrophe situations and their management. The Euro-Atlantic Disaster Response Coordination Centre (EADRCC) also plays an important role in civil response activities. Civil response and civil protection are a growing component in the Partnership for Peace and the only sector that is almost completely open to partner countries.

Using budget funding for civilian crisis management, Finland has provided civilian experts for Provincial Reconstruction Teams (PRTs) working

with NATO's International Security Assistance Force in Afghanistan. Under the NATO-Russia Council, Finland also contributes to a training project for Afghan officials combating drug trafficking. NATO is currently developing its comprehensive civilian crisis management concept to deal with the challenges of complex crisis management operations. The new approach emphasises the importance of civil-military cooperation and the interdependence between stability and development.

The present situation in civilian crisis management

Civilian crisis management as part of foreign and security policy

Crisis management is an element in Finland's foreign and security policy. It promotes our foreign policy objectives and furthers our own security. Civilian crisis management is one of the means by which Finland strives to help stabilise areas of world conflict. Such stabilisation furthers Finland's own security by preventing the spread of today's new global threats. Involvement in crisis management means sharing international responsibility and engaging in worldwide cooperation. Under section 1(3) of the Constitution of Finland, Finland "participates in international cooperation for the protection of peace and human rights and for the development of society".

In recent years civilian crisis management within the EU's Security and Defence Policy has come to play a more prominent part in the Union's external relations and has strengthened its Common Foreign and Security Policy (CFSP). Civilian crisis management missions are currently an important approach to external relations, which can be focused according to needs.

Crisis management and related cooperation are also an important element in Finland's relations with individual countries and international organisations. This applies equally to cooperation with the UN, the OSCE, NATO and the other Nordic countries. Participation in crisis management increases Finland's visibility in the world and its opportunities for exerting influence in various forums, and it also supports Finland's campaign for non-permanent membership in the UN Security Council in 2013–2014.

The need for comprehensive crisis management and stabilisation is increasing. This in turn underlines the need for cooperation and coordination between the various approaches – such as civilian and military crisis management, diplomacy, trade policy and sanctions –, between development cooperation and humanitarian aid, and between the various actors.

Act on the Participation of Civilian Personnel in Crisis Management

The Act on the Participation of Civilian Personnel in Crisis Management (1287/2004) came into force on 1 January 2005. It contains provisions on the participation

of civilian personnel in crisis management abroad, on the preconditions for such participation, on forms of domestic capacity building and their maintenance and development, and on the rights and duties of those taking part in crisis management.

Under the division of competence laid down in the Act, the Ministry for Foreign Affairs deals with matters related to the participation of civilian personnel in crisis management, and the Ministry of the Interior with matters concerning domestic capacity building and the provision of assistance falling within the responsibility of the rescue services under section 49 of the Rescue Act.

The Government has placed a bill before Parliament (HE 46/2008) for amendment of the Act on the Participation of Civilian Personnel in Crisis Management and the Act on the Emergency Services College. Parliament's Administration Committee report (HaVM 5/2008 vp) supported the proposed changes. These aim to transfer the operational functions of domestic capacity building for civilian crisis management from the Ministry of the Interior to the Crisis Management Centre Finland (CMC Finland) at the Emergency Services College, which comes under the Ministry. Following approval of the proposals, the Crisis Management Centre will mainly represent the state employer as far as civilian personnel to be sent abroad are concerned.

Civilian crisis management decision-making

As an element in the formulation of Finland's foreign and security policy, the Ministry for Foreign Affairs decides on the civilian crisis management missions and activities in which Finland will participate. If necessary, decisions can be placed before the Cabinet Committee on Foreign and Security Policy and the President of the Republic, and the Cabinet Committee on European Union Affairs.

According to the general justifications of the Government bill (HE 206/2004 vp) concerning the Act on the Participation of Civilian Personnel in Crisis Management, decisions on participation are in general made by the head of the Unit for Civilian Crisis Management in the Ministry for Foreign Affairs' Political Department. However, the decision is made by the head of the Political Department when the mission involves the kind of foreign and security policy or other aspects that are considered to require handling by that official according to the Ministry's

rules of procedure. The justifications also state that, in important cases, matters related to a civilian crisis management mission can be placed before the Cabinet Committee on Foreign and Security Policy, and a decision on participation in EU operations before the Cabinet Committee on European Union Affairs.

Domestic capacity building for civilian crisis management

Domestic capacity building for civilian crisis management refers to all the actions needed to ensure that Finland can fulfil its commitment to supply the number and standard of civilian crisis management experts needed for missions by the EU and international organisations. This calls for sufficient training, expert recruitment, and systematic personnel and material management, research and development to back up these activities, and functions related to the maintenance of material and logistical readiness and situational awareness.

The Ministry of the Interior is also responsible for domestic capacity building in terms of developing the legal status of the experts, providing information, organising cooperation and coordinating work on these matters between various administrative branches and with various authorities, NGOs and other stakeholders. The Ministry of the Interior is responsible for the strategic and financial guidance of CMC Finland.

Civilian crisis management funding and scale of participation

A sum of 14.6 million euros was granted in the 2008 State Budget for the Ministry for Foreign Affairs' civilian crisis management. This means that around 110 Finnish experts can be seconded to civilian crisis management missions. At the end of May 2008, there were some 100 Finnish experts in the field, engaged in various civilian crisis management missions and activities.

The EU's biggest civilian crisis management mission so far – EULEX Kosovo – is being launched on 15 June 2008. It will involve some 65 seconded experts from Finland. When EULEX Kosovo is fully operational, Finland will have a total of some 150 experts in the field.

The civilian crisis management training arranged by the Crisis Management Centre Finland and the various forms of domestic capacity building built up by the Ministry of the Interior are funded out of the

Ministry's own internal budget. The Centre's total budget is 1.3 million euros in 2008, with outside project funding (European Social Fund) accounting for around 500,000 euros. CMC Finland has also been granted separate Community funding for EU training purposes as part of the EU-wide network of institutes providing training in civilian crisis management.

Finland has seconded personnel to nearly all the EU's current and past civilian crisis management missions. Once EULEX Kosovo is fully operational, two thirds of the personnel seconded will be engaged in EU missions. Within UN missions that can be classed as civilian crisis management, there are Finns in Kosovo, Sudan and Nepal. In terms of the number of field missions, the OSCE is the most widely represented of all civilian crisis management actors in south-eastern and eastern Europe, central Asia and the southern Caucasus. There are Finns serving in OSCE field missions in Bosnia-Herzegovina, Kosovo, Moldova, Georgia and Turkmenistan. Finland has also seconded civilian experts to the NATO ISAF operation in Afghanistan, and Finnish training personnel are also working within a NATO-Russia Council anti-drugs project there.

In seconding experts, Finland has given priority to policing, the rule of law and border security expertise as well as human rights issues. In May 2008, out of the 130 experts already serving in various civilian crisis management missions or selected to go to Kosovo, 51.5 per cent represented policing, 15.4 per cent the rule of law sector and 11.5 per cent border security or customs. Human rights experts accounted for 9.3 per cent, civilian administration experts for 5.4 per cent and others (political advisers, personnel management experts, etc.) for 16.1 per cent.

Finnish civilian crisis management: vision and principles

■ *Finland's objective is to be an active participant and forerunner in civilian crisis management missions and development undertaken by the European Union and international organisations.*

■ *The objective is for international civilian crisis management to be well-coordinated action based on expertise, respect for human rights, democracy and equality, promoting peace, stability and sustainable development under rule of law principles.*

Guiding values

■ *The values laid down in this strategy are taken into account in all civilian crisis management activities undertaken by Finnish experts.*

Openness and transparency principles

In civilian crisis management, openness, active provision of information and the widest possible public access to documents are key principles at all levels of activity in both the international and domestic frame of reference. *Openness is part of good governance.* In civilian crisis management, as in most military crisis management, personnel and experts are volunteers recruited from various spheres of society. To further this process, there are legal provisions in Finland about the grant of leave from normal duties and later return to one's post or official position. If success is to be achieved in this operating environment, however, civilian crisis management activities within a civil society must be completely transparent so as to gain broad public acceptance for these activities and their objectives.

Transparent functioning by the administration in charge of capacity building for civilian crisis management furthers participation in the debate about civilian crisis management at all levels of the civil society, among fields of government, NGOs, other stakeholders and the general public. This ensures that all the actors involved get the information they need and can also monitor the actions and decisions of the responsible administration. *Active communications and information provision* also ensure that individual

Finnish experts in various fields get enough information about applying for civilian crisis management training and the recruitment procedures.

Professionalism and reliability

The tasks of civilian crisis management missions are changing and becoming more specialised, while at the same time demands for professional skills are rising. This requires a high level of expertise and professionalism from those sent on missions. The EU and international organisations have been paying special attention to the job descriptions of experts needed for missions and developing their own human resources administration. Professionalism and reliability are also essential qualities in the choice of personnel involved in training and recruitment.

Experts are expected to have a *professional approach to their work* and a *high level of working morale* as these are essential for coping with work in a difficult, and sometimes even dangerous, physical environment. Working side by side with local people and other international staff demands a multicultural approach. In *professionalism*, the main thing is the ability to judge and develop one's own work, capacity for cooperation, and the ability to develop one's personal interaction skills, always giving priority to the objectives of the work in hand. Functional capacity comprises many elements, the most important being mental, physical, social and ethical strengths. Reliability must mark the actions of civilian crisis management experts, and is also an important element in neutrality in crisis areas.

Adaptability

Civilian crisis management is characterised by an open form of administration in which creativity and a systematic approach play a key role, and adaptability and continuity are essential. International civilian crisis management is constantly developing and changing to meet ever-changing demands and needs. *Creativity* involves being alert to the changing international operating environment and adapting domestic capacity building in line with international needs. The basis for domestic capacity building is a *systematic approach* that assesses preparedness in terms of both quality and quantity, and which strives to foresee international needs. The individual plans of different administrative branches must allow for participation by staff members in various civilian crisis management tasks.

Cooperativeness, involvement and proactivity

Civilian crisis management calls for cooperativeness, involvement, proactivity and networking in both the international and domestic environment.

The foundation for planning and implementing domestic capacity building is many-sided and multi-levelled *cooperation*, which demands cooperative capacity and ability from everyone involved. Finland promotes cooperation between many different actors in the international operating environment. Full *involvement* means that all the various actors, administrative branches, NGOs and other stakeholders must be able to contribute to planning and implementing civilian crisis management. *Proactivity* requires close cooperation between the various actors, and more intensive involvement in the planning, implementation and follow-up of civilian crisis management missions, especially within the EU. Interaction is boosted by the creation of *networks* between the various actors.

Respect for human rights

■ *Finland underlines the importance of respect for human rights in the planning and implementation of missions. Those being seconded to civilian crisis management missions must be given sufficient human rights training.*

■ *Finland will continue to second experts to human rights posts in civilian crisis management missions.*

Active human rights policy and respect for international human rights agreements are crucial elements in all crisis management. Special attention must be paid to the rights and protection of women and other vulnerable groups, such as children, the elderly, the disabled, minorities, indigenous peoples and refugees. Other key objectives are to strengthen the rule of law principle and safeguard the functioning of national human rights bodies.

It is Finland's aim to pay sufficient attention to human rights in both training related to crisis management and operational planning, and in

carrying out and assessing the missions. The human rights advisers involved in missions ensure that related obligations are incorporated into the way missions function, so it is important for Finland to continue to have the readiness to nominate human rights experts for and second them to crisis management missions.

The human rights guidelines and rules approved by the European Union guide missions in crisis areas in matters such as children's rights and freedom of action for those defending human rights.

Social and gender equality and tolerance

■ *Finland promotes the principles of social and gender equality and tolerance in all component areas of civilian crisis management. Expertise in these issues will continue to be included in civilian crisis management missions.*

■ *Civilian crisis management incorporates Finland's national action plan related to UN Security Council Resolution 1325.*

In 2000, the UN Security Council adopted Resolution 1325 ('Women, Peace and Security'), to the implementation of which Finland and the other member countries are committed. The aims of the Resolution are to strengthen the role and decision-making power of women in conflict prevention, resolution and peacebuilding, and to substantially increase the security of women and the factors affecting it.

Finland's national action plan is designed as a tool for implementing Resolution 1325 which can be used to promote the status and involvement of women, and the implementation of equality in the situations and tasks encountered in crisis management. Finland is developing crisis management training and research, and seeking new action models for missions based on the Resolution targets. Selection of experts will pay specific attention to the implementation of social and gender equality and tolerance. Equal numbers of men and women in missions, especially in gender-sensitive tasks, will also provide better potential for promoting the implementation of human rights.

Comprehensive approach

■ *The working group proposes that formulation of Finland's comprehensive crisis management strategy should take account of the principles laid down in this National Strategy for Civilian Crisis Management.*

In both Finnish and European thinking, the aim is *comprehensive crisis management*, striving to get the maximum benefit from resources utilised by avoiding overlapping and totally covering the field of interrelated operations. Many other methods are used to influence the situation in target areas in addition to civilian and military crisis management, e.g. diplomacy, trade policy, development cooperation and humanitarian aid. The impact of all these functions must be assessed overall. The basic principle behind this comprehensive approach is that while each operating sector is responsible for its own particular area, the activities of all the different actors are coordinated so as to support the overall input of the international community, *in the interests of achieving lasting peace.*

Finland has consistently underlined the importance of the principle of a comprehensive approach to crisis management. Work is starting under the Ministry for Foreign Affairs on formulation of a comprehensive crisis management strategy.

Ways of strengthening civilian crisis management

Increasing the number of civilian crisis management experts

■ *The aim is to create preconditions for raising the number of Finnish experts seconded to civilian crisis management missions or posts to at least 150 (desirable minimum level).*

■ *This level will call for an increase of the same proportion in domestic capacity building.*

■ *Achieving a level of at least 150 experts is estimated to require additional annual funding of some 5 to 6 million euros.*

■ *The release of personnel from various administrative branches for civilian crisis management posts must be encouraged, and time spent abroad in international postings should be viewed as a positive factor in terms of career development.*

The aims of the Government Programme are to strengthen civilian crisis management and expand Finnish participation. Current State Budget appropriations allow some 110 experts to be sent abroad annually. The EU has greatly expanded its civilian crisis management activities in recent years. The need for experts from member states is growing as the number of missions rises. The EU's biggest civilian crisis management mission so far, EULEX Kosovo, will call for some 2,000 experts. In the first three rounds of applications for this mission, some 60 Finnish experts have so far been selected. EULEX Kosovo offers a good opportunity for expanding Finnish participation. The working group considers that a permanent number of 150 Finnish experts in the field should be declared the desirable minimum participation level in future. At the annual level, this number would cost around 18.5 million euros, compared with the present (2009) framework of 14.6 million.

The need for additional funding as the number of experts rises also applies to domestic capacity building. At the proposed level of participation, the annual cost of domestic capacity building would be around 2.5 million euros. Current costs are around 1.3 million, 500,000 euros of this being fixed-term regional project funding from the European Social Fund.

In the working group's view, the desirable minimum number of experts referred to above should be incorporated into the next Government Report to Parliament on Security and Defence Policy. This would, it believes, be the best way to strengthen Finnish participation in civilian crisis management while at the same time increasing the effectiveness of our international crisis management generally. Considering the launch of the EULEX Kosovo mission, the necessary reallocation of budget appropriations should be taken into account in the central government spending limits for 2010–2013 and possibly earlier, in the State Budget for 2009. The targets set in the strategy will be pursued within the appropriations available at any one time and the central government financial frameworks.

The budget appropriations for participation in civilian crisis management are mainly considered to be part of Finland's development cooperation. In 2006–2007, for instance, about 83 per cent of civilian crisis management spending was put down for statistical purposes as development cooperation expenditure according to Official Development Assistance (ODA) criteria.

Increasing the number of experts participating in civilian crisis management requires that Finland has enough experts who can readily be released from their work in Finland and have the skills needed for international missions. Specifically, getting Finnish civilian experts for international posts at the senior level requires a more systematic and motivating human resources policy and the systematic expansion of civilian crisis management experience by also sending young individuals abroad to perform basic duties.

Improving coordination

■ *Cooperation between competent ministries and authorities must be standardised and intensified.*

The working group considers the decision-making procedures used in current civilian crisis management to be effective and does not propose any changes in them.

To safeguard implementation of this strategy and increase the efficiency of civilian crisis management coordination, however, the working group proposes that there should be close, regular cooperation between the ministries responsible for coordinating civilian crisis management, i.e. the Ministry for Foreign Affairs and the Ministry of the Interior. This regular

cooperation should take place equally at the top political and top civil service level. To ensure effective political control of civilian crisis management the working group proposes that the Minister for Foreign Affairs and the Minister of the Interior should meet to review matters related to civilian crisis management at least once a year.

So far, cooperation between ministries has concentrated on meetings of officials from the ministries of foreign affairs, internal affairs and justice. The comprehensive approach demands not only more regular meetings but also broader integration and participation of civilian actors from various administrative branches and the military, together with civilian personnel involved in military operations, and many stakeholders in civil society. The number of bodies dealing with civilian crisis management is growing, and joint positions and views are being increasingly coordinated, for instance on issues concerning civilian crisis management within the EU.

Comprehensive implementation

■ *Cooperation in civilian crisis management will take account of the broad coverage required by the comprehensive approach and strives to interact extensively with different actors.*

■ *Research and development will be promoted aiming to find synergies and modes of cooperation between civilian crisis management and various stakeholders.*

The future challenge faced by training, recruitment and R & D is to find sensible and synergy-generating modes of cooperation between civilian crisis management and the many related types of operation.

Interaction between NGOs, the media, military crisis management, development cooperation, and experts and research communities on the international justice system and human rights must be intensified and the various actors more widely incorporated into training and research. The aim is to increase civilian crisis management personnel's understanding of these actors, how they operate and their activities in the field. As a conceptual guideline behind training, human security and a wider security approach are important starting points. Smooth integration of these approaches into crisis management missions will continue, backed by research.

Civil-military coordination

■ *The best possible coordination of civilian and military action must be ensured so as to achieve the common goals and optimise the use of limited resources, while also seeking ways and means to develop civil-military coordination.*

■ *The working group proposes that these issues should also be dealt with in more detail in the projected comprehensive crisis management strategy.*

Domestic capacity building for civilian crisis management can be used to help the defence administration with developing and maintaining military crisis management by supplying training officers, and by cooperating in crisis management research, especially in the field of impact assessments and by intensifying the coordination of recruitment. The areas where the defence administration could possibly support involvement in civilian crisis management would mainly be help with training, research, materials, logistics and expertise. Generating and supplying the necessary background information could also be useful in some cases. In all these sectors, domestic capacity building for civilian crisis management could support the defence administration. One possible field for cooperation might be joint situational awareness and reporting on the areas of operations.

In training, the civilian and military administrations are to establish a Centre of Expertise in Comprehensive Crisis Management around the Crisis Management Centre Finland and the Finnish Defence Forces International Centre. This arrangement will spread information and increase understanding concerning comprehensive crisis management and promote the formulation of operational cooperation models. Starting in autumn 2008, the Centre of Expertise will arrange an annual training function for representatives of civilian and military crisis management and NGOs, to promote mutual cooperation. Civil-military coordination is one of the main areas of research at the Crisis Management Centre Finland.

Those involved in civilian and military crisis management should also continue to strengthen Finland's national cooperation capacities in missions. This will promote achievement of the jointly agreed goals of both the civilian and military components.

Utilising synergies between development cooperation and civilian crisis management

■ *The working group proposes that those formulating the comprehensive crisis management strategy should chart the synergy benefits to be gained in similar activities within development cooperation work and civilian crisis management. The aim is to achieve coordination and consistency of missions as part of broad comprehensive support activities, while always respecting the independent role played by each sector. Development cooperation expertise can be utilised more extensively in domestic civilian crisis management planning, training and recruitment.*

Finland has been building up extensive development cooperation expertise since the 1970s. Over this period, certain key modes of operation and principles, such as local ownership, efficient and effective assistance, and economically, socially and environmentally sustainable development, have proved their worth. The same principles also apply to civilian crisis management, which helps societies back onto the road to development.

Stable social conditions are a precondition for development. The basis for sustainable development is the establishment of stability and security, transition towards democracy and the rule of law, consolidation of human rights, especially the status of women, and support for a civil society. Development policy promotes the achievement of socially sustainable development. Civilian crisis management works towards the same ends.

The modes of operation of development cooperation and civilian crisis management may be very similar, in some cases even identical. The recipient may also be the same. In both cases, assistance aims to develop the institutional capacity of actors in the public sector. Activities are, it is true, guided by different political criteria, such as the ODA criteria approved by the OECD (Organisation for Economic Cooperation and Development) Development Assistance Committee and, in the case of EU civilian crisis management, the priorities of the European Council. The bulk of all spending on civilian crisis management goes on development cooperation meeting the ODA criteria. The promotion of common goals and principles and ensuring that modes of operation effectively complement each other while respecting each sector's independent role

can be furthered by intensifying cooperation and coordination. Security Sector Reform, Disarmament, Demobilization and Reintegration are key examples of areas in which the methods of civilian crisis management and development cooperation must be coordinated if sustainable results are to be achieved.

Involvement of NGOs in civilian crisis management

■ *Furthering dialogue with the civil society and diversifying cooperation.*

The operations of NGOs in crisis areas are part of civilian crisis management. Such organisations often work with local people suffering from the crisis who have to continue living in the area once it is over, after all the civilian crisis management experts, military, aid workers and others have left. An important area of activity is human rights monitoring in crisis areas, which promotes the protection and just treatment of those affected by human rights violations and infringements, while also supporting local authorities' efforts to promote human rights. In addition, NGOs can engage in dialogue on human rights with local authorities, aiming to promote decision-makers' respect for the human rights of civilians in crisis areas.

NGOs play a key role in developing and strengthening the strong civil society that is a key element in a democracy. NGOs operating at the international and national level can act as links, helping local organisations to form partnerships. NGOs can also support local women and women's organisations, e.g. by providing training and employment, and by demonstrating that women are a crucial element in society and its decision-making machinery.

In Finland, NGOs have worked for years in civilian crisis management, specifically in cooperation with the Ministry for Foreign Affairs and the Ministry of the Interior. During the Finnish EU Presidency in 2006, the NGOs' conflict prevention network KATU, the Crisis Management Initiative (CMI) and the European Peacebuilding Liaison Office (EPLO) carried out a joint project with the Ministry for Foreign Affairs aimed at furthering cooperation between the EU and NGOs in the field of civilian crisis management. This led to recommendations since approved by the EU. Many NGO representatives have worked for years with local people in crisis areas and have acquired valuable knowledge about local conditions that the authorities would do well to utilise when planning and carrying out missions.

Influencing the civilian crisis management activities of international bodies

■ *Finland will work to influence the future of civilian crisis management by international bodies in line with this strategy.*

■ *Finland will ensure that its civilian crisis management supports and supplements the strategy of the international community in the target country concerned, and further that country's own permanent capacity to guarantee the personal security of all its citizens.*

■ *The posting of a civilian crisis management expert to Finland's Permanent Representation to the EU and Permanent Mission to the UN would increase our opportunities for exerting influence.*

In practice, it is crucial to influence EU civilian crisis management and missions. Here, member states can directly influence both the shaping of resources and the planning and implementation of missions. Exercising these opportunities demands broad expertise from the authorities in charge of civilian crisis management in the member states, and the effective coordination of positions within the Union. Seconding an expert familiar with civilian crisis management resources to the Permanent Representation to the EU would give Finland a greater chance of influencing civilian crisis management within the EU.

In the field of development, training, recruitment, research and follow-up related to domestic capacity building, Finland can develop national methods and procedures that could also be utilised in the EU's Civilian Headline Goal 2010 process.

The normative foundation for the UN's civilian crisis management functions is provided by Security Council resolutions and missions are planned by the UN Secretariat, which restricts the ways individual nations can influence things. Even so, seconding an expert familiar with civilian crisis management to Finland's Permanent Mission to the UN would give us a better chance of influencing the Organisation's civilian crisis management.

Seconding Finnish experts to act as national experts at the secretariats of the EU, UN and other international bodies is a way of promoting our objectives in their future civilian crisis management thinking, and in the planning and implementation of missions in line with this strategy. Also, when such experts return home, their know-how would be extremely valuable in the future development of our domestic capacity building.

Developing domestic capacity building

From the point of view of Finland's visibility and greater participation, the recruitment and consolidation of an adequate reserve of experts is a key task of domestic capacity building. The very functioning of domestic capacity building and future fulfilment of commitments that Finland has already made depend on the success of recruitment. Its aim must be to ensure that in all the main focus areas of civilian crisis management Finland has a register of experts with civilian crisis management training who can be sent out into the field by the deadline set. The EU's targets for resources are one factor guiding this process.

A substantial increase in participation in the civilian sectors of crisis management calls for new operating models. In particular, it should be noted that experts sent abroad often work in Finland in fields that are core functions of the constitutional state, e.g. as police officers, judges, prosecutors, and other legal experts, and in border security and customs expert posts. Releasing such experts for work abroad means ensuring that their work in Finland can be covered efficiently by others. As the importance and difficulty of such experts' work in Finland grows, the impact of their absence will increase. If other similar functions are pursued internationally, their loss is even greater. Successful recruitment presupposes that the management of government departments and agencies must be fully committed to Finland's civilian crisis management policy and the national targets for domestic capacity building.

Making cooperation with domestic capacity building stakeholders more efficient

■ *The Ministry of the Interior is setting up an advisory board on civilian crisis management to support consolidation of domestic capacity building, comprising representatives from various administrative sectors and civil society.*

■ *One of the board's functions will be to monitor the implementation of this strategy.*

The Ministry of the Interior is responsible for cooperation and coordination with authorities, NGOs and other stakeholders regarding domestic capacity building for civilian crisis management. With regard to this capacity building, the principle of a comprehensive approach calls for coordinated cooperation between the various administrative branches, efficient and comprehensive exchange of information between the various domestic capacity building actors as well as between domestic authorities and seconded experts in the field, and systematic monitoring.

With the development of domestic capacity building and diversification of civilian missions, a clear need has emerged for a more extensive and representative forum for discussion and negotiation. The advisory board to be set up to support cooperation and coordination should be given the task of discussing ways of boosting domestic capacity building for civilian crisis management and of acting as the forum for debate between various administrative branches and civil society. The board could set up working groups as necessary.

Developing the operational functions of the Crisis Management Centre Finland

The Crisis Management Centre Finland (CMC Finland) in Kuopio, which operates under the Ministry of the Interior, has been responsible for training civilian crisis management experts and conducting research and development in the sector since 2007. As of summer 2008, CMC Finland will also be responsible for recruitment of experts for civilian crisis management missions and posts. CMC Finland is being developed as a centre of civilian crisis management expertise in line with the objectives of the Ministry of the Interior.

As the necessary recruitment functions are transferred to it, the Centre will also become responsible for seconding civil protection experts to civilian crisis management posts. During 2008, the Ministry of the Interior and the Emergency Services College will examine the preconditions for transferring responsibility for other operational tasks related to international civil protection to CMC Finland.

Civilian crisis management training

- *Training must meet the needs and requirements of a variety of civilian crisis management missions.*
- *Themes common to all missions, such as human rights, ensuring transition to democracy and the rule of law, and equality issues are important features of all training.*

The most important task of all training comprising part of domestic capacity building for civilian crisis management is to ensure that Finland has a sufficient number of experts trained for civilian crisis management and peacebuilding missions by the EU and other international organisations. Training aims at maximum conformity with the training requirements of the EU, UN and OSCE. This can best be achieved by working in close cooperation with other training institutions and with bodies responsible for training at the EU and other international organisations.

Training for crisis management duties is based on a long-term training strategy that takes training needs into account in terms of both quality and quantity. Training for international postings consists of an entity that includes basic training, specialisation training, mission-specific training, and debriefings upon return. The basic training must provide the necessary knowledge and skills for experts who lack previous international experience. It is the first step towards civilian crisis management tasks.

Specialisation training provides further expertise and readiness either in some focus area of civilian crisis management or in some thematic area that runs through several areas. Examples are specialisation training in civil-military cooperation in crisis management operations, comprehensive crisis management, security sector reform and promotion of the rule of law, policing, border security and customs, basic and human rights training, training in the operationalisation of human security and specialisation training related to UN Resolution 1325, such as equality and gender issues. Induction training related to a specific mission provides the training needed for a new or existing mission. The overall training programme also includes information and instructions prior to departure and debriefing training once the mission is over.

CMC Finland selects candidates for training following strategies formulated in a cross-sectoral coordination group led by the Ministry of the Interior in close cooperation with human resources administrations in the various administrative branches and also using the general register of experts. In principle, experts seconded to civilian crisis management

missions must have completed at least the basic training and the induction training for the particular mission concerned.

The most important cooperation partners nationally speaking are the Police College, the Border and Coast Guard Academy, the Customs School, and in the case of civil-military cooperation the Finnish Defence Forces International Centre. Internationally, the most important networks in the EU are the European Group on Training (EGT) financed by the European Commission and the European Security and Defence College (ESDC). Training cooperation should also be furthered with UN training operations focusing on peacekeeping.

CMC Finland has expanded its cooperation with NGOs, especially regarding civilian crisis management training and research. NGO experts are used as instructors and every effort is made to involve such experts in the training process. CMC Finland arranges regular joint seminars and discussion sessions on civilian crisis management with the KATU organisation, which coordinates the civilian crisis management activities of Finnish NGOs.

Developing civilian crisis management recruitment and human resources administration

- *The Ministry of the Interior is formulating a recruitment strategy jointly with the Crisis Management Centre Finland.*
- *Finland will pay attention to the gender equality aspect when recruiting Finnish experts for civilian crisis management posts with international bodies.*
- *Finland will strive to increase the number of women participating in civilian crisis management.*

The civilian crisis management recruitment strategy is a wide-ranging entity. Transfer and concentration of operational duties at CMC Finland will create better potential for development and further formulation of the strategy. The challenge for the future is to get new experts involved. Experts must be actively assisted and motivated to seek work in civilian crisis management. The working group proposes that thought should be given to integrating recruitment of election observers by the Ministry for Foreign Affairs into civilian crisis management recruitment.

Coordination of recruitment at the strategic level and formulation of lines of operation will remain at the ministerial level, while CMC Finland will continue to cooperate with the various ministries under the

direction of the Ministry of the Interior. Close cooperation is needed between the areas of administration responsible for personnel, on the one hand, and for instance NGOs and other key actors, such as trade unions, on the other.

The aim in developing recruitment and the related human resources planning is to promote long-term *personnel plan* based on the recruitment strategy. This should make it easier to predict at the earliest possible stage the personnel needed for different missions and for any rotation of expert personnel. The strategy will have the broadest possible personnel recruitment base, to safeguard the growing and diversifying recruitment needs of the future. The relationship between training and recruitment takes on added importance in the selection of trainees, which must reflect the long-range targets for Finnish participation in civilian crisis management.

Recruitment and good human resources administration include not only good personnel plan and forecasting but also *the creation of a gender equality-based human resources policy* that offers all applicants, regardless of gender, an equal chance of working in civilian crisis management. Gender equality and transparency play a key role, here. The broad-based 1325 Steering Group recently set up at CMC Finland will be making recommendations regarding implementation of UN Security Council Resolution 1325 in training, recruitment and research. In addition, as an element in the Government's Equality Programme, the Ministry of the Interior is carrying out a project on mainstreaming the gender aspect in all functions by CMC Finland.

CMC Finland is integrating the gender aspect into its functions in all sectors in such a way that the results are visible not only in the Centre's own functioning but also in international missions generally through participation by Finnish experts. In 2007, 19.4 per cent of the 72 Finnish experts abroad were women, while the figures on 31 May 2008 were 27.7 per cent of 94 experts. Women have accounted for nearly 50 per cent of appointees to election monitoring posts: in 2006–2008, 47.7 per cent of the OSCE's Finnish election observers were women, compared with an overall figure of 45 per cent for EU election monitoring in the 2005–2008 period.

Human resources administration includes a large number of practical tasks, for the smooth and efficient execution of which CMC Finland has a Human Resources Section. The practical duties of this section are interviewing experts for possible postings, application for security clearance, passport and visa matters, organising health checks, handling the travel arrangements of experts being posted, various financial management tasks related to expert

recruitment and postings, and the pay and local expenses of experts while they are in the field. The Human Resources Section has a capacity to handle a desirable level of 150 experts. If the Centre is made responsible for handling more people at a later stage, e.g. because of recruitment for election monitoring or missions carried out by the Finn Rescue, the section's resources must be adjusted accordingly. Maintaining situational awareness will also call for more resources.

In responding to Government bill 46/2008 vp, Parliament expressed its presumption that the main state negotiating bodies representing personnel would have access to negotiating and participatory systems giving them a real chance of influencing the terms of civilian crisis management personnel's employment conditions. The Ministry of the Interior and CMC Finland meet this requirement in their practical recruiting.

Further developing the register of civilian crisis management experts

■ *The register of experts that is an efficient and reliable aid to recruiting will be further developed. Interaction with similar existing registers will be intensified in a customer-friendly manner. The Crisis Management Centre Finland will formulate clear cooperation procedures for use of the register with the various parties.*

■ *A study will be made of the need to combine the various registers and lists at the Crisis Management Centre Finland, and of how this could be done. The aim is to create a single comprehensive register of civilian crisis management experts.*

The main challenge faced in civilian crisis management is having the capacity to deploy experienced, high-standard experts to crisis areas rapidly as there is a limit to the number of suitable experts available at any one time. The job descriptions for civilian missions are also getting more specialised and detailed all the time.

The Ministry of the Interior has set up and maintains an on-line register of experts which can be updated electronically. The data in the register can be used in recruiting personnel for crisis management as defined in the Act on the Participation of Civilian Personnel in Crisis Management. In addition, several administrative branches and organisations maintain registers for their own purposes. Recruitment of personnel for civilian crisis management utilises the

individual registers of bodies such as the Police, the Border Guard, the Customs and the judicial administration.

When recruitment related tasks are transferred to CMC Finland, responsibility for maintaining the present register of experts will also be transferred to the Centre. The register must be further developed to meet present needs and to ensure that the best possible expertise can be found for a wide variety of civilian crisis management tasks. In this connection, attention must also be paid to ensuring that given civilian crisis management postings know enough about development cooperation and human rights issues.

Interaction and coordination with other similar registers and the full utilisation of such registers in civilian crisis management recruitment must be promoted. From the viewpoint of those applying for posts in civilian crisis management, development cooperation or for instance election monitoring work, the absolute minimum requirement is that the various bodies keeping registers should provide information on their website about other similar registers.

Open provision of information for those interested in civilian crisis management work

■ *The Crisis Management Centre Finland and the Ministry of the Interior are compiling handbooks on civilian crisis management postings and the recruitment practicalities.*

The working group on arrangements for coordinating civilian crisis management, which completed its brief in 2002, noted that those contemplating crisis management work must be provided with sufficient information. The group considered that handbooks should be issued on the related application process and on preparations for postings in the field. These handbooks should provide clear information on the register, but also on training, service conditions and terms, and arrangements related to departure on actual postings.

Material and logistical readiness for civilian crisis management

■ *The Crisis Management Centre Finland is working with the Ministry of the Interior on an account of the procedures and necessary equipment needed to ensure personal safety and security in civilian crisis management missions.*

If needed, domestic operational capacity building includes the capacity to equip experts seconded to a mission with the appropriate equipment and gear. To develop this material and logistical support, the equipment needed in various kinds of civilian crisis management missions is being charted. For instance, the EU's Secretariat-General is drawing up a list of the minimum equipment needed by persons posted to civilian crisis management missions.

The aim is fast and tailored provision of gear and equipment in accordance with central government procurement procedures. However, in the working group's view no large-scale stockpiling of material is viable.

Follow-up and situational awareness in civilian crisis management

■ *The Crisis Management Centre Finland will be provided with the constant capacity to maintain follow-up of missions and situational awareness.*

National direction of civilian crisis management must be based on an active and broad-based follow-up. Multi-sectoral participation in stabilising the target countries selected as focus areas demands the ability to react rapidly and issue the right guidelines. The capacity is needed for integrating and analysing information on complex crisis areas and for moulding it into a whole that correctly describes the actual situation.

Information about a given target country and mission reaches Finland through a variety of channels, in the form of various reports, memos and other data. In order to analyse this and form a comprehensive and uniform position, it is essential for the information to be channelled to all the bodies involved with the target country and/or mission concerned.

Finnish civilian crisis management personnel working as experts usually represent an international body rather than Finland as such. Even so, it is necessary to keep in touch and exchange information with the home country, and proper arrangements must be made for this. Finnish actors must also be able to keep in active touch with each other in the field, to exchange information and provide mutual support. They must get plenty of encouragement from home, and Finnish actors must spend enough time communicating with experts in the field, listening to their experiences and recommendations. Regular interaction with Finnish personnel involved in civilian crisis management missions both in the field and in the home country should be the rule rather than the exception.

CMC Finland is developing activities related to situational awareness and information exchange as part of its personnel sector operations. This will in turn support civilian crisis management training and pre-posting induction.

In cooperation with the Ministry of the Interior, the Centre is formulating methods to ensure efficient information provision in unexpected situations in order to provide decision-makers with quick and reliable information about events.

Civilian crisis management research and development

■ *The Crisis Management Centre Finland does research into the effectiveness of civilian crisis management training and missions. Other research topics include various forms of cooperation related to comprehensive crisis management, such as civil-military cooperation and coordination between civilian crisis management and development cooperation.*

Civilian crisis management research must support both training and recruitment. Centralised research at CMC Finland plays an essential part in targeting skills and expertise into activities that will back up domestic capacity building. The responsibility is carried by the Centre's research sector, whose work is guided by a research plan. The plan's main focus areas are civilian crisis management missions and methods, civilian crisis management training, combined military and civilian crisis management, and technological research on civilian crisis management. All the work done is characterised by networking, through which outside research can be harnessed to serve the Centre's own work. The research generates recommendations relevant to domestic capacity building for civilian crisis management and missions in practice.

Research is able to identify problems in training, recruitment and missions from a comprehensive viewpoint. Study of the various interfaces increases opportunities for experimenting with new forms of coordination and integration in the field.

CMC Finland's research sector is also responsible for evaluating the effectiveness and quality of domestic capacity building, especially training and recruitment. The effectiveness of missions is also assessed. Having its own research sector is essential if the Centre plans to become a centre of expertise and expand its own skills. Publishing is a key element in the research sector's work, and aims to generate information not only for its own educational purposes but also for a broader, to some extent international, readership.

Creating capacity for national and multilateral civilian crisis management activities

■ *National capacity will be created for the national and multilateral civilian crisis management activities that Finland may have to face. There will be a focus on areas in which Finland has special know-how, such as furthering cooperation with and between authorities.*

Domestic operational capacity building must include the ability to plan and implement Finland's own bilateral or multilateral civilian crisis management projects. As well as the conventional forms of capacity building, there must be preparedness to carry out national bilateral civilian crisis management activities in certain specialist areas (cf. long-term development cooperation projects). An example is the training planned by Finland to assist the Afghan authorities in enhancing cooperation between the police and prosecutors. CMC Finland is responsible for the technical implementation of this project.

Cooperation between authorities is a traditional strength of Finnish governance and Finland's official procedures are often held up as best practices within the EU. Against this background, the working group considers missions related to the development of cooperation between authorities best suited to Finland.

Appendix 1

A. Finnish participation in civilian crisis management missions by the EU and international bodies (31 May 2008)

<i>Finnish experts</i>	#	Female	<i>Finnish experts</i>	#	Female
EU			UNMIN (UN Mission in Nepal)	1	-
General Secretariat of the Council of the EU			UNMIS (UN Missio in the Sudan)	1	-
ICO /EUSR Office	2	1	All	19	4 = 20,2 %
EUPT/EULEX Kosovo	19	2	OSCE		
EUSR Office in Afghanistan	1	1	OSCE Secretariat in Vienna	4	2
EUSR Office in South Caucasus	2	1	HCNM	1	1
EUPOL RD Congo	1	1	ODIHR	1	1
EUPOL Afghanistan	9	3	OSCE Mission to Bosnia and Herzegovina	2	1
EUPM	7	1	OSCE Office in Tajikistan	3	1
EUPOL COPPS	1	-	OSCE Mission to Georgia	1	-
EU BAM Rafah	1	-	OSCE Mission in Kosovo	3	2
EU BAM Moldova and Ukraine	5	1	OSCE Mission to Moldova	1	-
Civilian Response Teams	1	-	OSCE Spillover Monitor Mission to Skopje	1	-
All	50	11 = 22,0 %	OSCE Centre in Ashgabad	1	1
OHR	3	1 = 33,3 %	All	18	9 = 50 %
UN			Nato ISAF (Afghanistan operation /PRT)	4	1 = 25,0 %
UNMIK (UN Missio in Kosovo)	8	1			
UNAMID (Afrikan Union/UN Hybrid operation in Darfur)	9	3			

B. Finnish participation in civilian crisis management (31 May 2008)



General Secretariat of the European Union 2
OSCE Secretariat 4
OSCE Office for Democratic Institutions and Human Rights (ODIHR) 1
OSCE High Commissioner on National Minorities (HCNM) 1

CRT = Civilian Response Team
EUBAM = European Union Border Assistant Mission
EUPOL & EUPM = European Union Police Mission
EUPT/EULEX = European Union Planning Team / European Union Rule of Law Mission in Kosovo
EUSR = European Union Special Representative
ISAF/PRT = International Security Assistance Force / Provincial Reconstruction Team
UNAMID = African Union and United Nations hybrid operation in Darfur
UNMI* = United Nations Mission in *
OHR = Office of the High Representative
ICO = International Civilian Office

C. Finnish experts by sphere of missions (31 May 2008)

	#	%
Police	45	47,9
Rule of Law	11	11,7
Border / Customs	10	10,6
Civilian Administration	4	4,3
Human Rights	6	6,4
Mission Support	7	7,4
Others*	11	11,7
Tot.	94	

* advisors / experts in different fields of expertise

Appendix 2**State Budget item 24.01.22 Participation by civilian personnel in crisis management****Use of appropriations 2003–2007**

Year	Granted	Spent
2003	10,925,000	10,925,000
2004	10,363,000	10,188,000
2005	14,392,000	12,464,000
2006	14,411,000	9,912,000
2007	14,573,000	8,460,000

Spending limits (VN 13.3.2008) for civilian crisis management participation

Year	Spending limit
2008	14,573,000
2009	14,557,000
2010	14,651,000
2011	14,651,000
2012	14,651,000

Proposal for definition for the 2009 State Budget

The appropriation can be used for the following:

1) to cover special expenses arising from participation by Finnish civilian personnel in

crisis management missions abroad, and other expenses arising from Finland's civilian crisis management activities,

2) to cover expenses arising from the work of election observers,

3) to cover the costs of personal insurance taken out for personnel working in civilian crisis management posts, and

4) for civilian crisis management projects and training.

4,000,000 euros of the appropriation may be spent on new civilian crisis management projects or to cover any additional expenditure resulting from existing civilian crisis management projects.

Explanation and context The size of the appropriation is scaled to participation in civilian crisis management missions demanding 150 person work-years, taking into account the civilian crisis management projects the Finland is likely to be engaged in, especially in view of the growing civilian crisis management missions of the European Union. Income from organisations is budgeted in item 12.24.99.



MINISTRY OF THE INTERIOR

The Ministry for internal security and migration



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