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# Civilian Capacities for Peace Operations Case Study - Finland

Andreja Bogdanovski



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### Introduction and background

This policy paper examines the Finnish experience regarding the civilian capacities for peace operations. As such, it illustrates how this segment of Finland's foreign policy has been developing over the years and it went through several transformations by way of its own internal reform processes. It begins by looking at the wider context in which the model operates because of Finland's membership in the European Union and its substantial involvement and interaction with other regional organisations such as the OSCE, the Council of Europe and the UN. The text continues by describing Finland's institutional arrangements for sending civilian capacities abroad, by explaining the main state structures in charge of the implementation of the policy (Ministry of Foreign Affairs, Ministry of Interior and the Crisis Management Centre). The policy paper concludes with an analysis of the legal backbone of Finland's civilian participation in, and contribution to, peace operations.

### Finland's CIVCAP management

Finnish civilian contribution to peace operations, even though an independent policy, is still intertwined with a number of other processes and state policies such as the country's foreign policy, the development policy and crisis management operations, while operating in very close cooperation with the Ministry of Interior and the Ministry of Foreign Affairs. This is of utmost importance because the civilian contribution to peace operations should reflect, to the highest degree possible, a country's foreign policy goals and objectives. In the case of Finland this is sufficiently maintained.

The country had its first civilian crisis operation experience in a UN police mission in Bosnia and Herzegovina in 1995. Finland started to substantially commit more to

civilian capacities in international operations in a structured and more cohesive manner in the 2000s, when it first developed a National Strategy for Participation in Crisis management. Civilian capacities for peace operations are an integral part of this Strategy and are embedded in crisis management operations. Institutional backing and support was taking place simultaneously, permitting the Finnish authorities to experiment and try different models to establish the best structure for the policy. For example, the Finnish Ministry of Interior gradually assumed many of the tasks which were originally embedded within the Ministry of Foreign Affairs.

One can clearly assess that Finnish civilian capacities, at their core, function around the EU's crisis management operations. This is a result of Finland's pioneering work within the EU's understanding of crisis management and the use of civilian means. One example is "the use of non-military crisis management methods [which] was incorporated into the European Union's functions in 1997 on the initiative of Finland and Sweden."<sup>1</sup> Additionally, Finland has managed to second experts to almost all EU's civilian crisis management operations.<sup>2</sup>

The country is well advanced when it comes to the standardisation of operations for the deployment of civilian capacities abroad and has detailed legislation in place. Over the years, it has adopted several strategies targeting also deployment of civilian capacities abroad, inclu-

1 Brigadier General Savolainen, Jukka. "Pioneers in Civilian Crisis Management." Accessed March 20, 2016. [http://peacekeepingfinland.fi/?page\\_id=437](http://peacekeepingfinland.fi/?page_id=437).

2 Finland. Ministry of Internal Affairs. Finland's National Strategy for Civilian Crisis Management. August 28, 2008. Accessed March 20, 2016. <http://www.finlandnato.org/public/download.aspx?ID=34485&GUID={A123E955-4D9B-4068-B19A-CE6F-8C003AD6}.p 10>



ding a *National Strategy for Civilian Crisis Management*<sup>3</sup> in 2008 in which civilian capacities for peace operations take a prominent place. Taking into consideration the changing nature of the environment where conflicts emerge, the nature of the conflicts and the various actors involved, the Finnish government has updated Finland's National Strategy for Civilian Crisis Management recently, in 2014. Over the years different countries have been of interest to the Finnish government, including Afghanistan, Kosovo and Georgia. That represents a good example of how government should employ its foreign policy tools in order to quickly respond to the needs on the ground on a worldwide basis. Due to the number of conflicts, the need for more development and the rule of law centred approach, Finland, together with the EU, has also been focusing on the African continent.<sup>4</sup>

Apart from Finland's active contribution to EU's Common Foreign and Security policy, its government also uses other international venues to employ its civilian capacities. For example, Finland utilises UN's peace operations, OSCE's missions and other platforms where it sends experts to provide assistance and expertise. Moreover, Finland has set an *annual quota* of 150 civilian experts to be deployed in civilian crisis management operations. This has been outlined in the country's 2008 National Strategy. Annual quotas can be viewed as a tangible way ahead among the Finnish authorities in charge of the policy, while at the same time it reflects the level of maturity this policy has reached. The quota scheme could also become rather costly for the Finnish state. In 2008 14.6 million EUR from the country's budget were allocated to this activity. The amount covers the costs of approximately 110 experts to be seconded to missions abroad.<sup>5</sup> Over the years, the number of Finnish experts seconded to operations abroad has varied (100-150) from one year to the next.

Over time, the Finnish authorities have acknowledged the added value that the involvement of Finnish experts brings to their own foreign policy objectives and have been actively utilizing them in order to strengthen their foreign policy standing internationally.

3 Ibid.

4 Finland. Ministry of Foreign Affairs. Finland's Comprehensive Crisis Management Strategy. November 13, 2009. Accessed March 22, 2016. <http://formin.finland.fi/public/download.aspx?ID=50401&GUID=%7BBDE-426BA-1404-4216-8239-4AAA91BB84A7%7D> p32

5 Finland. Ministry of Internal Affairs. Finland's National Strategy for Civilian Crisis Management. August 28, 2008. Accessed March 20, 2016. <http://www.finlandnato.org/public/download.aspx?ID=34485&GUID={A123E955-4D9B-4068-B19A-CE6F-8C003AD6}>. p10

"The goal is to second Finnish experts to senior level posts, and other important positions in civilian crisis management missions. When there are enough Finnish experts working within the organs of the EU, UN, OSCE and other international organisations, Finland can influence the development of international civilian crisis management and the planning and implementation of missions."

Source: Finland's National Strategy for Civilian Crisis Management. 2014, p10

## Institutional set-up

Three institutions are at the core of the Finnish state machinery as regards the functioning of the overall civilian crisis management system:

- ➔ Ministry of Foreign Affairs
- ➔ Ministry of Interior
- ➔ Crisis Management Centre

When it comes to how crisis management and civilian capacities are organised within the competence of the national authorities, both the Ministry of Foreign Affairs and the Ministry of Interior play equally important roles. The *political decision* to participate in an operation with civilian capacities and expertise lies within the Finnish Ministry of Foreign Affairs. The *practical side (tactical side)* of the process is then left to the Ministry of Interior, including the selection of candidates, rostering for missions, logistical details, etc. Finland's Ministry of Interior hosts an electronic experts database, which also serves as an electronic platform for registering prospective experts.<sup>6</sup> Depending on the type of mission, questions are referred to the Cabinet Committee on European Union Affairs - if related to an EU mission, or to the Cabinet Committee on Foreign and Security Policy - in respect of other international organisations. Moreover, the Ministry of Foreign Affairs also serves as a national coordination unit when it comes to civilian crisis management within the EU.<sup>7</sup>

When it comes to establishing internal capacities for working on the component of civilian capacities in peace operations, the Finnish Ministry of Interior plays a big role. That can be seen through the tasks it has been given, such as "recruitment and civilian crisis management training, maintaining material and logistical readiness, cooperating

6 Ibid. p19, 20

7 Ibid. p 4



with NGOs, and coordinating the preparation of matters related to the maintenance and development of domestic capacities between different administrative branches.” However, arrangements have not always been the same. In 2003 obligations regarding civilian crisis operations were transferred from the Ministry of Foreign Affairs to the Ministry of Interior. In general, however, this model, involving a clear division of labour between different state institutions, can function well as long as there is a good level of co-ordination between the institutions.

A sufficient, well-maintained and constantly updated pool of experts ready to be sent to civilian crisis missions as civilian capacities is also one of the strategic priorities of Finland’s authorities. *The Finnish Crisis Peace Operations and Management Centre*, originally established in 2007 and serving as a pool of experts for civilian participation, is subordinated to the Ministry of Interior. It serves as a domestic and international training institution. Its tasks include “the training of experts, recruitment to international civilian crisis management posts, maintenance of logistic and material readiness, associated research and development and project management.” The Finnish Crisis Peace Operations and Management Centre has also established a basis for cooperation with other training centres of the same kind, for both EU and UN operations. Apart from the training segment, the Centre has also developed research capabilities concerning civilian crisis management.<sup>8</sup>

Finland also accords special importance to working with Finnish civil society organisations, which is something that adds value to Finnish civilian capacities operations. The driving force behind this extensive cooperation is the fact that some of the civil society organisations have required know-how about the situation on the ground, which can be very beneficial for the Finnish government as well as the CSOs themselves. A number of Finnish CSOs operate in crisis regions around the world, which is a major resource which the authorities in Finland can utilise in order to create, first and foremost, a better assessment of the situation on the ground, but also to familiarise themselves with local needs. The approach taken in the drafting of the Finnish National Strategy for Civilian Crisis Management has been a holistic one, involving civil society organisations in the working group charged with drafting this important document.<sup>9</sup> One example of a network of civil society orga-

nisations which has been involved in this segment is the Civil Society Conflict Prevention Network KATU, a conflict prevention and crisis management organization.<sup>10</sup> This is something that can be seen as clearly being good practice. While one should acknowledge the fact that the countries of the Western Balkans do not have a developed civil society to the extent of the Finnish one, in terms of international activity, various form of expertise can nevertheless be found among domestic CSOs.

Being an EU member, state Finland actively contributes to the EU’s efforts for crisis management through civilian capacities as part of the EU’s Common Foreign and Security Policy. The most tangible and visible civilian expertise that Finland contributes within this framework can be seen through the country’s involvement in, and support for, Kosovo after the conflict, and its state building efforts. Within the UN, Finland also participates in a number of peacekeeping initiatives and promotes several areas which it considers to be a priority, the rule of law and social and gender equality being only two of many. Moreover the country is well known for its mediation roles in conflict resolution. Finland also participates in the work of OSCE through different civilian posts which include “supporting the rule of law, civil society and democracy, and improving the status of women.”<sup>11</sup>

## Legal setup

Participation in international operations is embedded even in Finland’s highest legal act, its Constitution, which stipulates that the country “participates in international cooperation for the protection of peace and human rights and for the development of society.”<sup>12</sup> Finland has adopted the Act on the Participation of Civilian Personnel in Crisis Management in 2004 (which entered into force in 2005). This Act also deals with the status of the civilian personnel deployed to peace operations. According to this document such personnel have fixed-term employment, with the Emergency Services College as their employer. Moreover, the Act outlines that job positions of persons who have been employed by the Finnish State Administration (central government service) are to be protected for the duration of their participation in international ope-

8 CIVCAP.info “Crisis Management Centre Finland.” Accessed March 20, 2016. <https://www.civcap.info/recruitment/national/finland/cmc.html>

9 Finland. Ministry of Internal Affairs. Finland’s National Strategy for Civilian Crisis Management. August 28, 2008. Accessed March 20, 2016. <http://www.finlandnato.org/public/download.aspx?ID=34485&GUID={A123E955-4D9B-4068-B19A-CE6F8C003AD6}>. p 4

10 KATU. <http://www.katunet.fi/?language=en> Accessed March 29, 2016.

11 Finland. Prime Minister’s Office. Finland’s National Strategy for Civilian Crisis Management. October, 2014. Accessed March 20, 2016. [http://www.cmcfinland.fi/download/58169\\_J1014\\_National\\_Strategy\\_for\\_Civilian\\_Crisis\\_Management\\_2014.pdf?3ec86388538bd288](http://www.cmcfinland.fi/download/58169_J1014_National_Strategy_for_Civilian_Crisis_Management_2014.pdf?3ec86388538bd288). p 15

12 Constitution of Finland (Section 1) <http://www.finlex.fi/en/laki/kaannokset/1999/en19990731.pdf>



rations, meaning that the state cannot dismiss them on the grounds of such participation. Further, for the duration of their participation in a civilian crisis management operation the person is granted unpaid leave of absence or a release from work obligations for the duration of the employment.<sup>13</sup> Some of the provisions which govern the participation in missions abroad are also stipulated by the State's Civil Servants Act. Last, the body responsible for monitoring the implementation of the National Strategy for Civilian Crisis Management, which was adopted in 2008 and updated in 2014, is the Advisory Board on Civilian Crisis Management.<sup>14</sup>

## Conclusion

Finnish experience regarding civilian capacities for peace operations falls within the country's civilian crisis manage-

13 Act on the Participation of Civilian Personnel in Crisis Management (1287/2004) – Section 7 [https://www.civcap.info/fileadmin/user\\_upload/Finland/skhlaki\\_en.pdf](https://www.civcap.info/fileadmin/user_upload/Finland/skhlaki_en.pdf)

14 Finland. Ministry of Internal Affairs. Finland's National Strategy for Civilian Crisis Management. August 28, 2008. Accessed March 20, 2016. <http://www.finlandnato.org/public/download.aspx?ID=34485&GUID={A123E955-4D9B-4068-B19A-CE6F8C003AD6}>. p 17

ment portfolio. As such, it has its roots in the 1990s, when Finland was involved in the conflicts across former Yugoslavia. However, a more substantial and systematic approach to this question developed in the 2000s with the adoption of the Act on the Participation of Civilian Personnel in Crisis Management in 2004 and, subsequently, the National Strategy for Participation in Crisis Management in 2008. The period that followed served to modify and fine-tune some of the tasks that have emerged from the Strategy. One of the positive aspects of the Strategy is the setting of national goals concerning the number of experts that should be sent to missions abroad, and the high level involvement of Finnish non-governmental organisations in the process.

The implementation of the country's participation in international operations through civilian capacities involves both the Ministry of Foreign Affairs - when it comes to the political aspect of sending experts abroad as part of missions, and the Ministry of Interior - when it comes to the tactical and operational level of the management of the processes. The structure of Finnish civilian capacities for operations abroad shows similarities to that of the countries across the Western Balkans which are in the nascent phase with regard to deployments with civilian capacities. Similarities are in particular to be found in the division of labour between the Ministry of Foreign Affairs and the Ministry of Interior.

Country	Definition of "civilian"	Normative framework	Main actors	Choice of priority expertise/field of PSO activity	Recruitment, rostering	Training	Deployment	Financing
Finland	Within the context of civilian crisis management	<p>Finland's Constitution</p> <p>Act on the Participation of Civilian Personnel in Crisis Management in 2004</p> <p>National Strategy for participation in crisis management in 2008</p> <p>National Strategy for participation in crisis management in 2014</p>	<p>Ministry of Interior</p> <p>Ministry of Foreign Affairs</p> <p>Crisis Management Centre</p>	<p>Rule of Law</p> <p>Police</p> <p>Gender component</p>	<p>Ministry of Interior</p> <p>Crisis Management Centre</p>	<p>Ministry of Interior</p> <p>Crisis Management Centre</p>	<p>EU civilian missions</p> <p>Kosovo, Georgia, Afghanistan</p> <p>Africa</p>	<p>State budget</p> <p>EU Funds</p>



## ABOUT AUTHOR

**Andreja BOGDANOVSKI** works as a Security Research Fellow at the Analytica think tank in Skopje, Macedonia. He is the author of several studies on democratic governance and reform of the security sector in Macedonia. At the moment his research is focused on Macedonia's peacekeeping contribution abroad and community policing practices in Skopje. Mr. Bogdanovski completed a Master's degree in International Peace and Security at the Department of War Studies at King's College London. His interests include international security, political risk assessment, de-facto states, security sector reforms, intelligence governance.



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## ABOUT PROJECT

Norwegian Institute of International Affairs (NUPI) and Belgrade Centre for Security Policy (BCSP) is conducting three-year project with the aim to support capacity development of the Western Balkans states to roster, train and deploy civilian capacities to peace operations. This three-year project is funded by the by the Royal Norwegian Ministry of Foreign Affairs and implemented by regional partners from Croatia, Albania, Montenegro, Macedonia and Bosnia and Herzegovina.