

# Strategy 2019



**Rajavartiolaitos**  
Gränsbevakningsväsendet  
The Finnish Border Guard



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The Finnish Border Guard

## RAJAVARTIOLAITOKSEN STRATEGIA 2019

Rajavartiolaitoksen strategia 2019 on tänään 18.3.2009 vahvistettu oheisen liitteen mukaisena.

Rajavartiolaitoksen päällikkö  
Kenraaliluutnantti

Jaakko Kaukanen

Rajavartiolaitoksen apulaispäällikkö  
Lippueamiraali

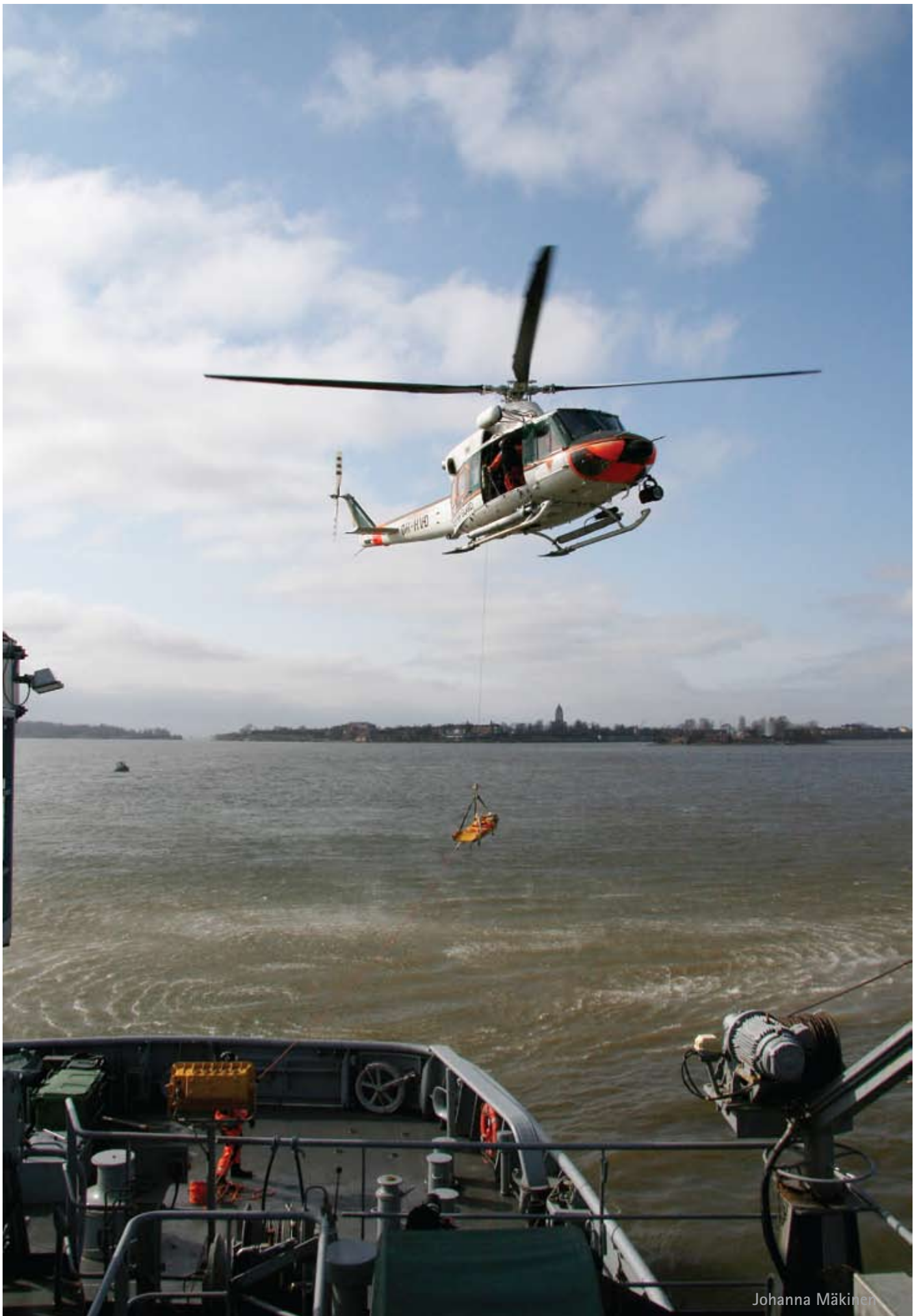
Matti Möttönen

LIITE

Rajavartiolaitoksen strategia 2019

# Finnish Border Guard Strategy 2019

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Johanna Mäkinen

# Background

On 17 March 2005, the Finnish Border Guard adopted a strategy (Strategy 2015) based on a thorough analysis of the then current state of the Border Guard and the developments leading to it. The analysis and estimate of trends in the operating environment were used to determine development points, success factors, areas of core competence requiring further development, and critical functions. The conclusions presented comprised the strategic objectives and measures of the Border Guard.

An overall reform of the Border Guard legislation entered into force on 1 September 2005. Following this reform, the Border Guard is now better able to create added value for internal security. A report on the functioning and application of Border Guard legislation was submitted to Parliament during the autumn session in 2008. A Government Bill concerning revision of the Border Guard legislation (219/2008) was submitted to Parliament together with the report. The revision would secure the potential of the Border Guard to respond to needs in crime prevention and incorporate amendments made necessary by EU legislation.

On 23 November 2006, the Government adopted a Resolution for Securing the Functions Vital to Society and the related Strategy. Under this Resolution, all principal functions of the Border Guard (border security, maritime search and rescue operations, and national military defence) must be managed under all circumstances in order to secure the functions vital to society.

On 8 May 2008, the Government adopted a Resolution on the Internal Security Programme. This Programme determined the target security level for 2015 consistent with citizens' security expectations and supportive of the functioning of society. The Programme further determined key measures to be taken by the Border Guard to attain this target level and the resources required. The Programme policies are taken into account in the Finnish Border Guard Strategy.

In 2009, the Border Guard contributed to the preparation of the Government Security and Defence Policy Report with specific reference to its duties in border security, environmental safety and national defence. The Report states that it is Finland's goal to maintain good border security. The credible border control capacity required in the risk analysis will be maintained along the entire eastern border, with the focus on south-eastern Finland. In sea areas, the focus of border control is on the Gulf of Finland. The functioning of official border crossing points will be secured to ensure smooth and safe border crossings. The stability of border security will be enhanced through close international cooperation. Maritime search and rescue operations must be able to be launched immediately in case of a serious multiple-consequence accident in Finland's neighbouring areas, as part of international official cooperation. Coordinated official cooperation in multiple sectors to anticipate environmental risks and to prevent and combat serious accidents is being developed nationally, regionally by the countries around the Baltic Sea, and at the EU level. The Border Guard participates in Finland's national defence and is an important component in the defence system. The formations, principles of use and defence materiel of the Border Guard forces are being developed.

A strategy for the administrative sector of the Ministry of the Interior will be issued in early 2009. This will define the internal security vision, target outlines and development measures for 2009-2010. The strategy will emphasize the importance of measures to prevent crimes and accidents. The emphases that have emerged during the preparation of this strategy were taken into account in preparing the Border Guard Strategy.

**The Finnish Border Guard Strategy 2019** is an updated version of the Strategy adopted four years ago. It will enable the Border Guard to allocate its resources in a manner consistent with the expectations of society and to improve itself as a border security and maritime safety service authority of high European standing.

The vision and values of the Border Guard are key components of the Strategy. The vision of the Border Guard defines the target state that is the purpose of the implementation of the Strategy. However, attaining the target state is not an end in itself; this is a continuous process in which both the vision and the Strategy will be further specified.

# Operating Environment

The principal factors in the operating environment of the Border Guard are Finland's eastern border, the Baltic Sea and the European Union. The Border Guard evaluates changes in the operating environment and their impacts every year as part of its financial and operations planning. The following are the key factors affecting the operations of the Border Guard.

- Globalisation impacts, climate change
- Trends in Asia and other emerging economies
- Political, economic and social developments in Russia
- Developments in the EU, particularly its border policy and maritime policy, and operational cooperation
- Development of the relationship between the EU and Russia
- Functional capacity of the Russian Federal Border Service
- Border security challenges such as illegal immigration, human smuggling and trafficking in human beings, drug smuggling and the threat of terrorism
- Maritime search and rescue challenges, and environmental threats in the Baltic Sea region
- Trends in cross-border traffic
- Finland's defence solution and defence system development
- Trends in central government finances
- Centralization and ageing of the population, availability of labour
- Development of public administration, including central government group steering, productivity improvement and regionalisation
- Operating capacity of the authorities outside urban centres
- Cooperation between security authorities

## Motto, Vision and Values

### Motto

Finnish Border Guard  
Safety in all circumstances

### Vision

Finland has the most secure border and sea areas in Europe.

The Border Guard is an internationally renowned expert in border security and maritime search and rescue that is eager to work with others. It produces security services to society efficiently and economically.

This status is guaranteed by reliable and professional personnel.

### Values

Reliability, competence, cooperation

# Objectives

- 1. Finland has the best border security in Europe. The safest and smoothest transport connections between Russia and the EU are those that run across Finland's borders. The Finnish Border Guard makes a strong contribution to the EU Border Management Strategy and joint European responsibility.**

Finland has a functioning four-tier border security system involving cooperation between authorities that is actively promoted by the Border Guard, particularly among the 'PTR' authorities (Police, Customs, Border Guard). Border crossing points function smoothly and fulfil international security criteria. Credible border control capacity is maintained in areas between border crossing points.

The Border Guard is aware of border security risks and produces valuable situational information and trend estimates for political decision-making and for the security of society at large. The purpose of Border Guard crime prevention activities is to prevent the impacts of serious cross-border crime on Finland and Europe, in close cooperation with other law enforcement authorities.

The Border Guard actively contributes to the development of the European border security system and contributes troops and equipment to EU border security operations.

- 2. The Border Guard adds to citizens' everyday safety in a variety of ways, particularly in border areas and in the archipelago.**

The activities of the Border Guard in preventing crime, disruptions and accidents improve the wellbeing of citizens and the stability of society. The Border Guard is prepared to assume more responsibility for security in border areas and in the archipelago. Citizens, political decision-makers and partners trust the Border Guard, which maintains a close human presence respecting fundamental rights and is accessible to citizens.

- 3. Finland's maritime search and rescue system is the most reliable in the Baltic Sea region. There is good capacity for command and operational functions in case of multiple-consequence accidents at sea. The Border Guard makes a strong contribution to the implementation of EU maritime policy and maritime environmental safety.**

Maritime search and rescue functions are organised in such a manner that help can be sent immediately and at a scale commensurate with the situation. The Border Guard has competent personnel, reliable equipment and a high readiness for command and operational functions in maritime search and rescue. The maritime search and rescue capacity of interest groups is ensured through regular training and exercises. Joint responsibility among countries along the Baltic Sea in maritime search and rescue is promoted.

The Border Guard maritime search and rescue command system is applicable to the command of other maritime security situations and missions in accordance with the division of duties between responsible authorities. The Border Guard actively develops cooperation for the management of any and all accidents and threats at sea.

The Border Guard actively participates in projects implementing the EU maritime policy and employs its expertise in the development of maritime surveillance systems and cooperation between maritime authorities.

The Border Guard makes a significant contribution to environmental protection. Environmental safety and nature conservation are constantly considered, and cooperation with the Finnish Environment Institute and with other bodies participating in combating the damage caused by shipping accidents, oil spills and chemical spills is continuous. The Border Guard maintains a high oil spill prevention capacity in the open seas with its aircraft and surface vessels.

- 4. The Border Guard is able to safeguard society under any exceptional circumstances and disruptions, even during war. The Border Guard operates on land, on sea and in the air even under difficult weather conditions.**

The Border Guard maintains a high state of readiness and rapid deployment under all security situations. The Border Guard is able to transfer resources to focus areas as the border situation or general security situation changes. The Border Guard is capable of assuming command of any demanding maritime search and rescue operation and of launching operations using its own equipment under all circumstances and in any security situation.

The Border Guard has the capacity to engage in cooperation with the Police and with the Defence Forces in terms of operations, training and equipment, and also to participate in counter-terrorism and other special operations with the Police. The Border Guard has the capacity to engage in joint EU border security operations and civilian crisis management.

The Border Guard is an important component of Finland's national defence, monitoring territorial integrity in conjunction with its border security duties. Border troops are trained to operate as special forces in the national defence system.

**5. The Border Guard organisation is flexible, and its command system is efficient. Operations are transparent and effective.**

The resources of the Border Guard are appropriately allocated, with anticipatory internal development. The necessary resources have been allocated to core functions and growth areas through internal measures. The planning system is of a high quality. The administrative and ancillary functions are light in organisation, and the technology used is reliable. Military order and the concomitant obligation of personnel to transfer translates into potential for anticipatory and flexible use of resources. Internal security and legality control are of a high quality.

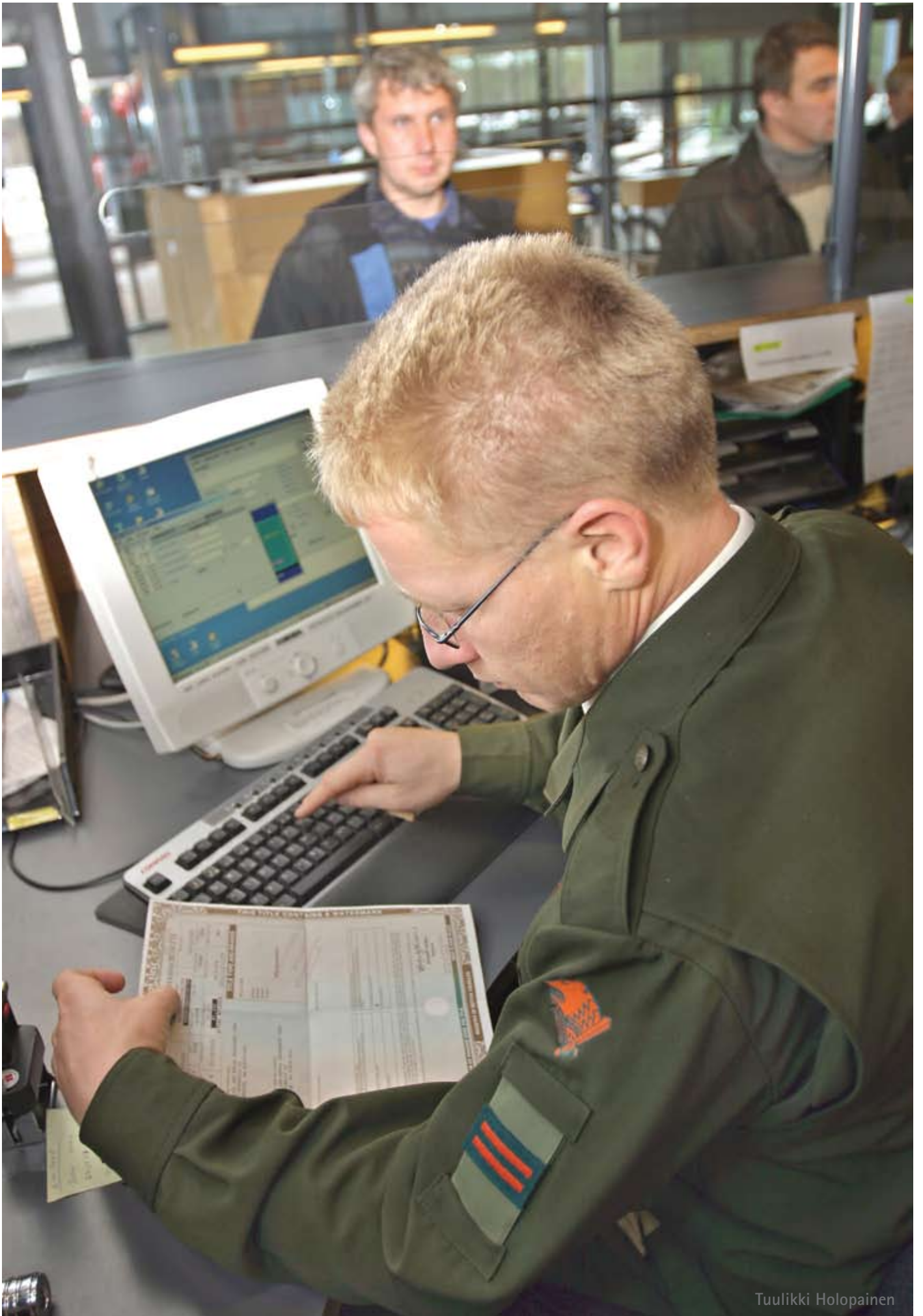
The organisation is transparent and interactive. Decision-making powers are delegated downwards in the organisation. Internal and external communications are transparent and anticipatory.

**6. The competence of the Border Guard is developed with a focus on core functions. Teaching, research and development is networked nationally and internationally. The Border Guard is a good and competitive employer, with professionally competent personnel.**

The Border Guard has its own highly specialised training system providing basic, further and complementary training in border security and maritime search and rescue duties fulfilling national and international requirements. The Border Guard also has competent research and risk analysis functions that enable anticipatory setting of the required level of border security. Research and information services support decision-making and the development of the organisation, tactics, technology and personnel. Research and development focuses on the use of biometrics to enable automated border checks and on the preparation for multiple-consequence accidents at sea.

The organisation has an internationally high level of expertise in border security and maritime search and rescue. The Border Guard personnel are innovative, have diverse skill sets and are adaptable. Supervisors have good leadership and communication skills. In order to improve its expertise, the Border Guard engages in national and international networking.

The Border Guard is a nationally known employer and an attractive place to work, offering its employees opportunities for development at work at all levels of the organisation and in all personnel groups. The Border Guard follows a good HR policy. In keeping with its values, the Border Guard is reliable, competent and cooperative.



Tuulikki Holopainen

# Measures

## Improving societal effectiveness

Estimates of impacts on the resources of the Border Guard (personnel, appropriations) are indicative and will be specified with further planning.

### Situational awareness, risk analysis and research

Task	Timetable		Note
	Planning	Implementation	
A. Continue situational awareness and risk analysis development, taking into account national developments and, on the other hand, broad-based border security cooperation and maritime policy implementation within the EU.	2009	2009–2012	Implemented using existing resources
B. Strengthen border security research and pursue national and international networking to acquire and generate new information. In security research projects, also promote the use of biometrics and the study of multiple-consequence accidents at sea.	Ongoing	2009–2019	Requires safeguarding of the resources of the Border and Coast Guard Academy.

### Border security on the eastern border

Task	Timetable		Note
	Planning	Implementation	
A. Maintain infrastructure, personnel resources and technology at official border crossing points at a level commensurate with the increase in traffic and security risks, in close cooperation with Customs, the Police and the Ministry of Transport and Communications.	Ongoing	2009–2019	Requires an increase of about 70 employees and investment in technology. Use the External Borders Fund.
B. Introduce largely automatic and productivity-improving border checks.	Ongoing	2009–2019	Technology procurement requires additional resources. Use the External Borders Fund and productivity allowances.
C. Maintain efficient border control and reactive capacity on the south-eastern border (south of Värtsilä) commensurate with the risk analysis.	Ongoing	2009–2019	Existing resources
D. Introduce revised border control model along the rest of the border.	Ongoing	2009–2012	Will free at least 100 person-years from the Lapland, Kainuu and North Karelia Border Guard Districts for other resource needs.

### Maritime security

Task	Timetable		Note
	Planning	Implementation	
A. Develop the Border Guard as a multi-discipline maritime law enforcement and security authority.	Ongoing	2009–2019	Implemented using existing resources
B. To improve environmental safety, increase surveillance and engage in closer cooperation with the Finnish Environment Institute.	Ongoing	2009–2011	Implemented using existing resources +

C. Gränsbevakningsväsendets ställning som nationell och internationell aktör inom sjöräddningstjänsten och sjösäkerheten stärks. I utvecklingen beaktas internationella rekommendationer (IMO, ICAO). Genom aktiv kommunikation och upplysning utvecklas det förebyggande säkerhetsarbetet inom sjötrafiken.	Ongoing	2009–2011	Implemented using existing resources
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### Border security in air traffic

Task	Timetable		Note
	Planning	Implementation	
A. Improve the border security arrangements at Helsinki-Vantaa Airport in order to maintain a high level of service, expertise and technology, in close cooperation with interest groups. Prepare to improve border security arrangements at other growing airports, too.	Ongoing	2009–2019	Requires an additional 40 employees or so and technological improvements. Use the External Borders Fund.
B. Introduce largely automatic and productivity-improving border checks.	Ongoing	2009–2019	Technology procurement requires additional resources. Use the External Borders Fund and productivity allowances.

### International cooperation

Task	Timetable		Note
	Planning	Implementation	
A. Develop cooperation with the Russian Federal Border Services so that risks affecting Finland's border security can be identified in time and action can be taken jointly. Focus the cooperation on border checks and crime prevention.	Ongoing	2009–2019	Implemented using existing resources
B. Contribute actively to the development of EU border policy and the European border security system and its transparency for instance by supporting the work of FRONTEX and by sending representatives to other border security bodies. Also contribute actively to projects implementing the EU maritime policy.	Ongoing	2009–2019	European Commission and European Council, Finland's EU Representation, FRONTEX (3 to 5 persons)
C. Promote bilateral and multilateral security cooperation along the Baltic Sea using the expanded operational joint operation principle.	Ongoing	2009–2019	BSRBCC, Baltic Sea Task Force, Helcom, Council of Baltic Sea States, etc.
D. Participate actively in the development of the European external border surveillance network (Eurosur). Prepare for the setting up of a national border security coordination centre. Pilot project along the north-eastern border of the EU.	2009	2009–2011	Jointly with FRONTEX. Use the External Borders Fund.
E. Maintain capacity to contribute expert personnel, aircraft and at least one guard vessel to EU border security operations. Maintain capacity to employ border security experts in EU border security projects and civil crisis management duties.	Ongoing	2009–2019	Maximum of 10-20 persons at any one time.

F. Maintain a network of border security experts at principal diplomatic missions abroad, based on risk analysis.	Ongoing	2009–2019	3 to 7 persons at a time. Use the External Borders Fund.
G. Participate actively in international border security and maritime security training and research cooperation. Strengthen the role of the Border and Coast Guard Academy as a FRONTEX Partnership Academy and improve cooperation between key border security schools.	Ongoing	2009–2019	Requires safeguarding the resources of the Border and Coast Guard Academy, cf. point 13 B.

### Crime prevention

Task	Timetable		Note
	Planning	Implementation	
A. Safeguard operating potential through legislation development.	Ongoing	2009-2017	Implemented using existing resources
B. Centralise crime prevention guidance nationally to enhance the prevention and combating of illegal immigration and trafficking in human beings.	2009	2009	Implemented using existing resources

### Combating terrorism and special circumstances

Task	Timetable		Note
	Planning	Implementation	
A. Equip two readiness platoons with full anti-terrorism equipment and make them compatible with Police special forces units in training, equipment and methods.	Ongoing	2009-2012	Requires equipment procurement and training.
B. Downgrade other readiness platoons to readiness squads capable of initiating situation control measures within the area of the relevant Border Guard District.	2009	From 2009	
C. Maintain the capacity of Coast Guard Command Centres to function as command and communication posts in case of special circumstances at sea.	Ongoing	From 2009	
D. Improve capacity to transport Border Guard and Police special forces units to the relevant location at sea, mainly using Border Guard equipment designated for the task.	2009	From 2009	

### Border area and archipelago security services

Task	Timetable		Note
	Planning	Implementation	
A. Develop an operating model jointly with other authorities to ensure efficient use of limited resources through close cooperation, particularly in border areas and the archipelago.	Current	Started	Implemented using existing resources

## National military defence

Task	Timetable		Note
	Planning	Implementation	
A. Develop capacity for counter-insurgency special forces operations, intelligence and vessel inspections.	Ongoing	2009–2019	Use Defence Forces resources for equipment
B. Maintain operating reserve through high-level conscript training and refresher exercises.	Ongoing	2009–2019	Implemented using existing resources

## Organisation and performance development

### Organisation development

Task	Timetable		Note
	Planning	Implementation	
A. Simplify the command and support organisations in the context of the existing Border Guard District structure and reduce the number of organisation levels. Combine small guard posts into larger functional entities while reducing the number of personnel.	2009	2010–2014	Will release at least 40 person-years for other resource needs.

### Process development

Task	Timetable		Note
	Planning	Implementation	
A. Develop the Border Guard Headquarters into a strategic command.	Ongoing	2009–2010	Implemented using existing resources
B. Improve the quality of the Border Guard planning system.	2009	2010–2011	Implemented using existing resources +
C. Revise the Border Guard administration and support services operating model.	2009	2010–2014	Will release at least 60 person-years for other resource needs.

### Performance development

Task	Timetable		Note
	Planning	Implementation	
A. Equip official border crossing points with biometric identifier technology.	Current	Current	Requires an investment of EUR 2 million. Use the External Borders Fund.
B. Replace obsolescent aircraft and update the border control system used on board the Dornier 228 surveillance aircraft.	Current	2009–2016	DO 228 border control system 2010–2011 AB 206**2010–2013 AB 412**2012–2015 Use the External Borders Fund.
C. Replace patrol boats.	Current	2009–2013	PV08**2009–2011 Use the External Borders Fund.

D. Replace maritime surveillance radar installations and maritime surveillance cameras.	2009	2010–2013	Requires about EUR 5 million in additional resources.
E. Improve surveillance capacity of Coast Guard vessels and underwater operations performance.	2009	2010–2011	Technology procurement requires additional resources.
F. Commission two new vessels for border security and oil recovery duties. Reduce the number of vessel classes in use.	2009–2010	2011–2015	Planning and maintenance require additional resources.
G. Upgrade the Border Guard operations IT system. Introduce secure mobile communications technology.	Current	2009–2011	Requires additional resources. Use the External Borders Fund.
H. Upgrade the information service operating model.	2009	2010–2012	Implemented using existing resources +
I. Develop a next-generation technical surveillance system for land borders (MRTV II).	Current	2010–2013	Requires about EUR 6 million in additional resources. Use the External Borders Fund.
J. Improve operational mobility by replacing the patrol car fleet. Take into account the demands of the new border control model and security duties in the border area.	2009	2010–2015	Requires about EUR 2.4 million in additional resources. Use the External Borders Fund.

## Workplace community, personnel and expertise development

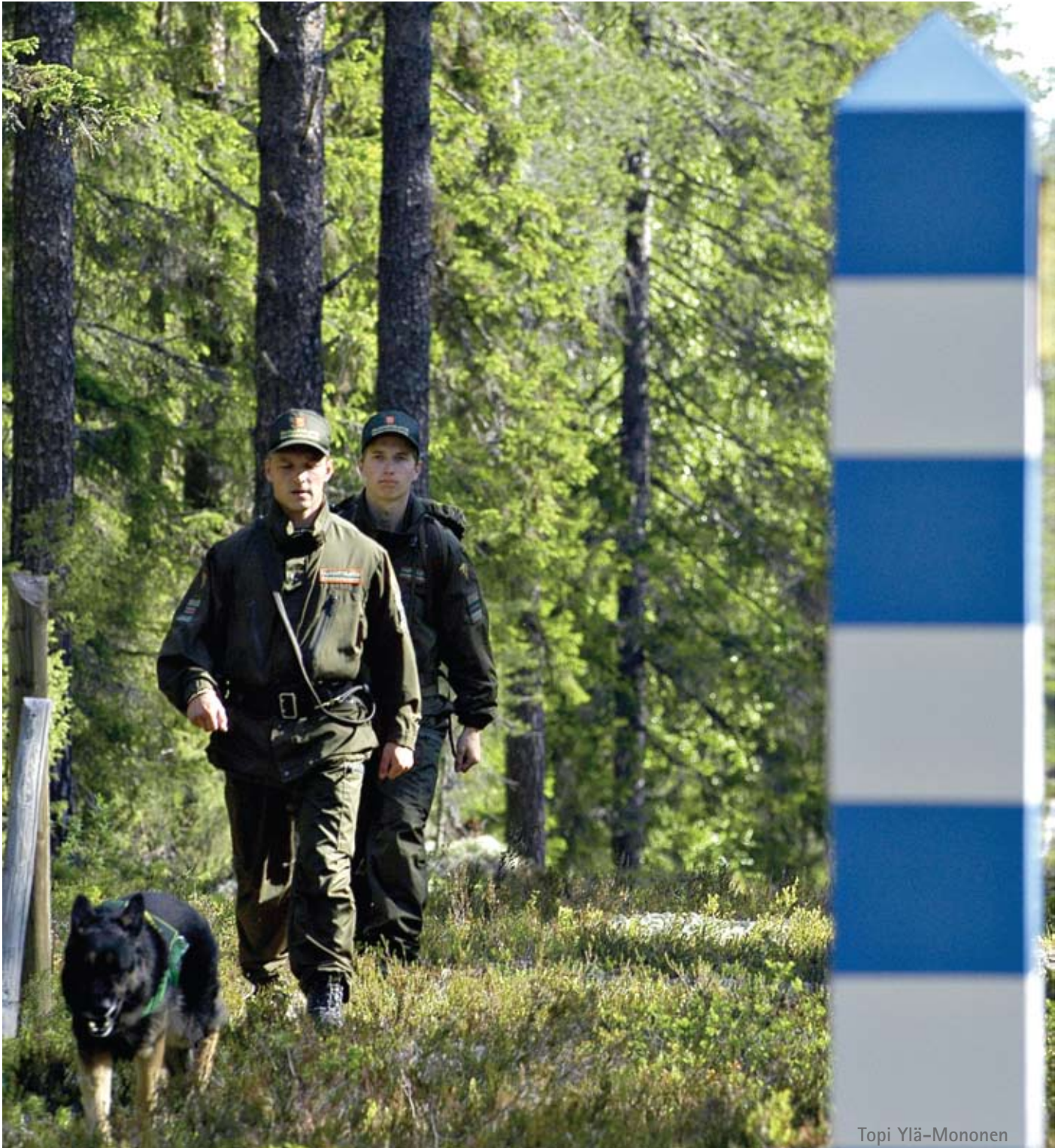
### Workplace community, personnel and expertise development

Task	Timetable		Note
	Planning	Implementation	
A. Ensure the availability and retention of reliable and professionally competent personnel.	Ongoing	2009–2019	
B. Develop the Border and Coast Guard Academy into a networked border security and maritime search and rescue school that is capable of renewal, supports lifelong learning and employs new teaching methods.	Ongoing	2009–2019	Requires an additional 9 person-years in resources for the Border and Coast Guard Academy and development of the learning environment.
C. Ensure gender equality, equitable treatment and wellbeing at work for personnel as part of HR management.	Ongoing	2009–2019	
D. Create a training system preparing personnel for international duties, supported by language learning.	Planned	2009–2019	Cooperation with FRONTEX, the Crisis Management Centre and national and international partners.

# Implementation and monitoring

Plans and action plans for implementing the Strategy in practice will be drawn up separately. The development programmes for maritime functions, international operations, HR management, communications and information administration will be drawn up or updated on the basis of the Strategy.

The Strategy governs the annual preparation of performance plans, action plans and financial plans. Border Guard research will be oriented towards development of the Strategy and planning of its implementation. Implementation of the Strategy will be monitored annually in connection with the planning of operations and financial planning. The Strategy will be reviewed at two-year intervals.



**Publisher**

The Finnish Border Guard  
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