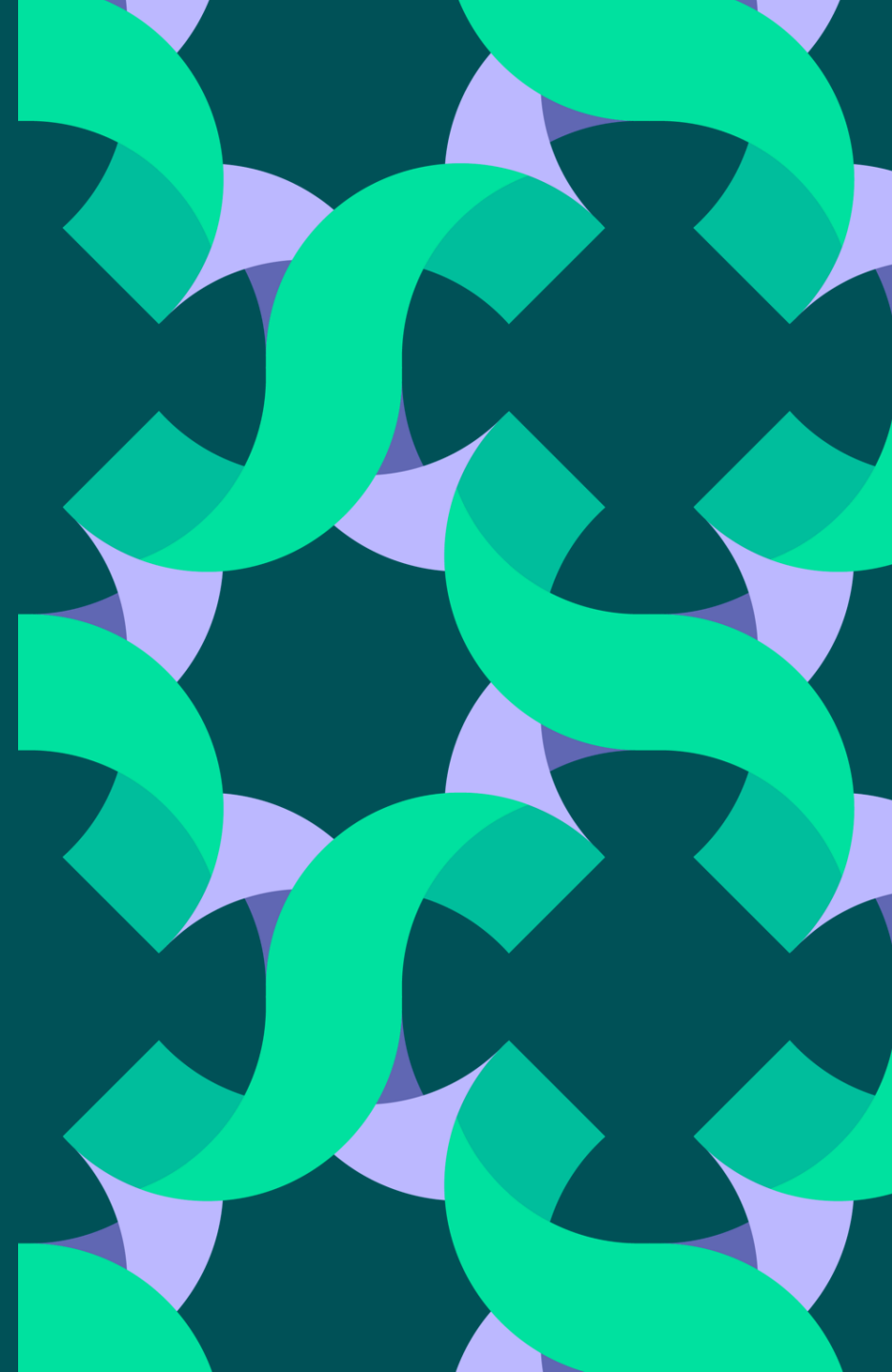


Huoltovarmuuskeskus
Försörjningsberedskapscentralen
National Emergency Supply Agency

The NESAs strategy for 2024–2027





Introduction to the NESA's strategy for 2024–2027

During its previous strategy period (2021–2023), the National Emergency Supply Agency (NESA) focused on the internal development of its operations and establishing the basic preconditions for security of supply operations. During this strategy period (2024–2027), the focus must be on genuinely aligning the content and scaling of preparedness work with the requirements of the changed security environment.

The successful implementation of the new strategy requires smooth and effective cooperation between many actors. In recognition of this, the strategy was prepared in extensive cooperation with the NESA's networks. In addition to the staff and security of supply secretaries of the NESA, the workshops and feedback comments were contributed to by the sectors, pools and committees of the National Emergency Supply Organisation (NESO); the National Emergency Supply Council; the NESA's Board of Directors; the Ministry of Employment and the Economy and the senior management of companies and organisations relevant to security of supply.

During the new strategy period, the NESA will carry out preparedness planning according to the risk-based approach developed during the previous strategy period, which involves identifying the main security of supply risks and interdependencies of sector-specific threats and disruptions.

The risks and threats to security of supply – the continuity of vital functions – have become more concrete. They are also more serious and complex than before.

Because of this, the preparation of this strategy has involved considering what kind of crisis tolerance and preparedness the extremely uncertain global situation and the growing threat of Russia require of us. The tasks assigned to the NESA by security of supply legislation (safeguarding the livelihood of the population, safeguarding the functions and systems essential for the economy, safeguarding the functions and systems essential for national defence) must be examined in relation to the new threat environment.



In the current security situation, it is important, and essential, to focus on developing security of supply arrangements so that society's capacity to withstand crises and disruptions, especially serious ones, is strengthened. With its new strategy, the NESAs aims to respond to three key scenarios:

1. a military threat
2. broad-spectrum influencing
3. severe disruptions of the global economy.

This means that all areas of security of supply work (situational awareness, planning and various implementation mechanisms) need to be further systematised and sharpened.

During this strategy term, the NESAs will extensively acknowledge the increased international importance of security of supply and activities that create new opportunities for implementing national security of supply.

For example, the resilience and preparedness work carried out in the context of the EU and NATO also facilitate more effective safeguarding of national security of supply.

Although Finland's established approach to security of supply provides a good basis for development, it is not enough by itself. What is needed is a systematic approach to elevate security of supply arrangements to the same level as the needs of the 'war economy'. In addition to this, what is needed is a strong commitment to developing the capabilities of the NESAs and its network, close cooperation with the defence administration and the development of preparedness arrangements for critical infrastructure.

The results of risk analyses and situational pictures will guide the NESAs to identify key security of supply measures and the necessary preparedness levels in a coordinated and comprehensive manner. In relation to this, the NESAs will engage in cooperation with critical actors and key authorities with the support of the security of supply network. This will require the development and reinforcement of material preparedness arrangements and the alignment of programme work to prepare for major crises and disruptions in priority sectors.



Ensuring society's capacity to prepare for serious crisis situations, including the possibility of military conflict, requires strengthening the activities of the NESAs and its network and sufficiently ambitious strategic objectives. At the same time, Finland's concept for comprehensive security needs to be re-evaluated. The 'performance' of security of supply should be examined, especially in relation to the required level of comprehensive defence – in the current situation, it is justified to consider security of supply as a part of comprehensive defence.

The NESAs current resource base is insufficient for fully achieving the objectives set out in the strategy to strengthen preparedness. If the financial resources required to address acute funding needs cannot be secured, the objectives set out in the strategy will need to be scaled down.

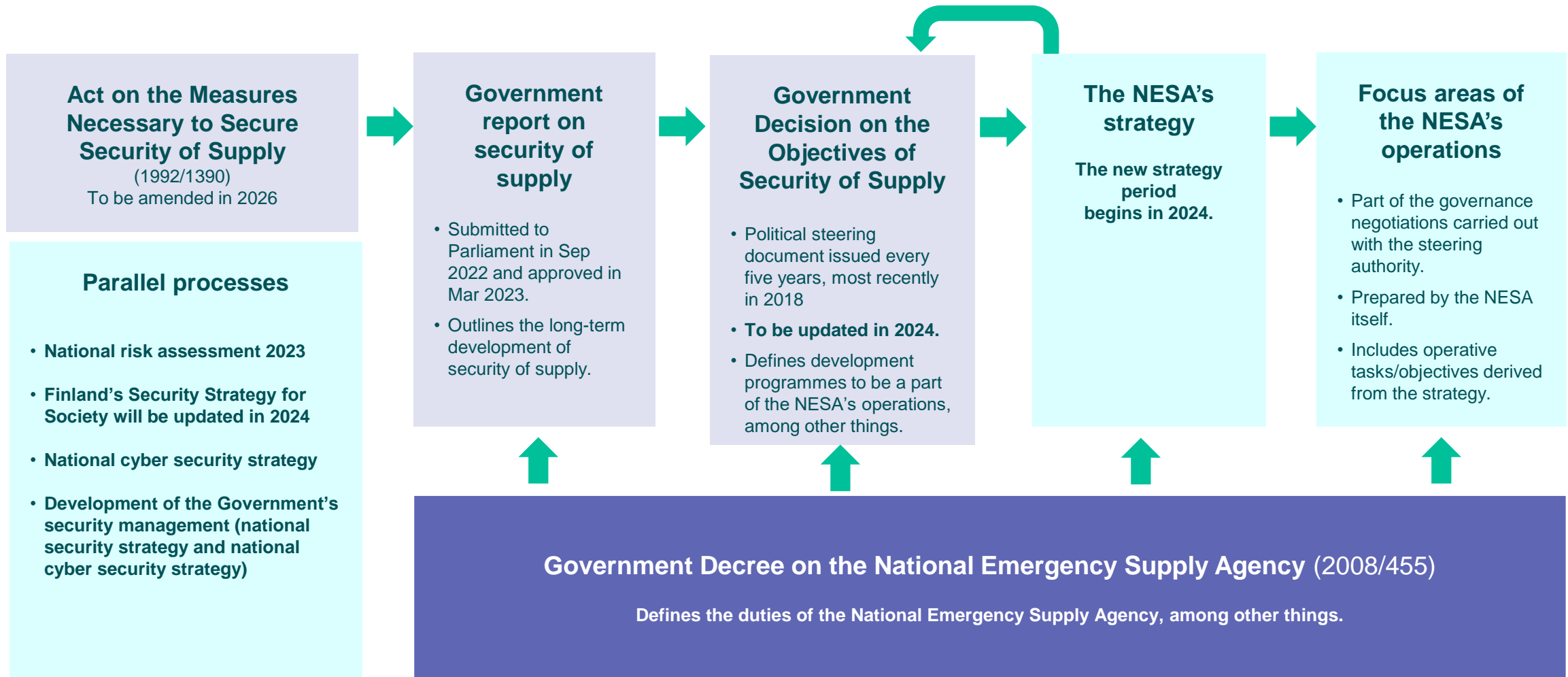
The NESAs will carry out an interim evaluation of the adequacy of the funding system in relation to its strategic objectives so that measures can be aligned with the financial situation in the 2025 budget. A separate implementation plan with indicators will also be drawn up to support the strategic objectives.

This plan will be implemented taking into account the resources of the National Emergency Supply Fund in annual budgeting so that operations can be prioritised in an organised manner, if necessary. This is the NESAs own strategy, but it affects the implementation of national security of supply and the functioning of the security of supply network as a whole.

The importance of strategic communication will also be emphasised during the new strategy period. It is important to strongly highlight the importance of security of supply in the current security situation, to increase understanding of its importance and to increase the effectiveness of activities through communication as well. Through communications, we can reach a considerably larger number of actors critical to security of supply in all circumstances than through contractual arrangements, for example. This kind of interaction is crucial for security of supply work. Information about matters such as business continuity management, jointly established situational awareness and security of supply measures should be provided actively. These matters must also be kept highlighted as part of the broadly defined deterrent of comprehensive defence and comprehensive security. From the perspective of normal conditions in particular, it is also important for all of the NESAs activities to be seen as socially responsible.

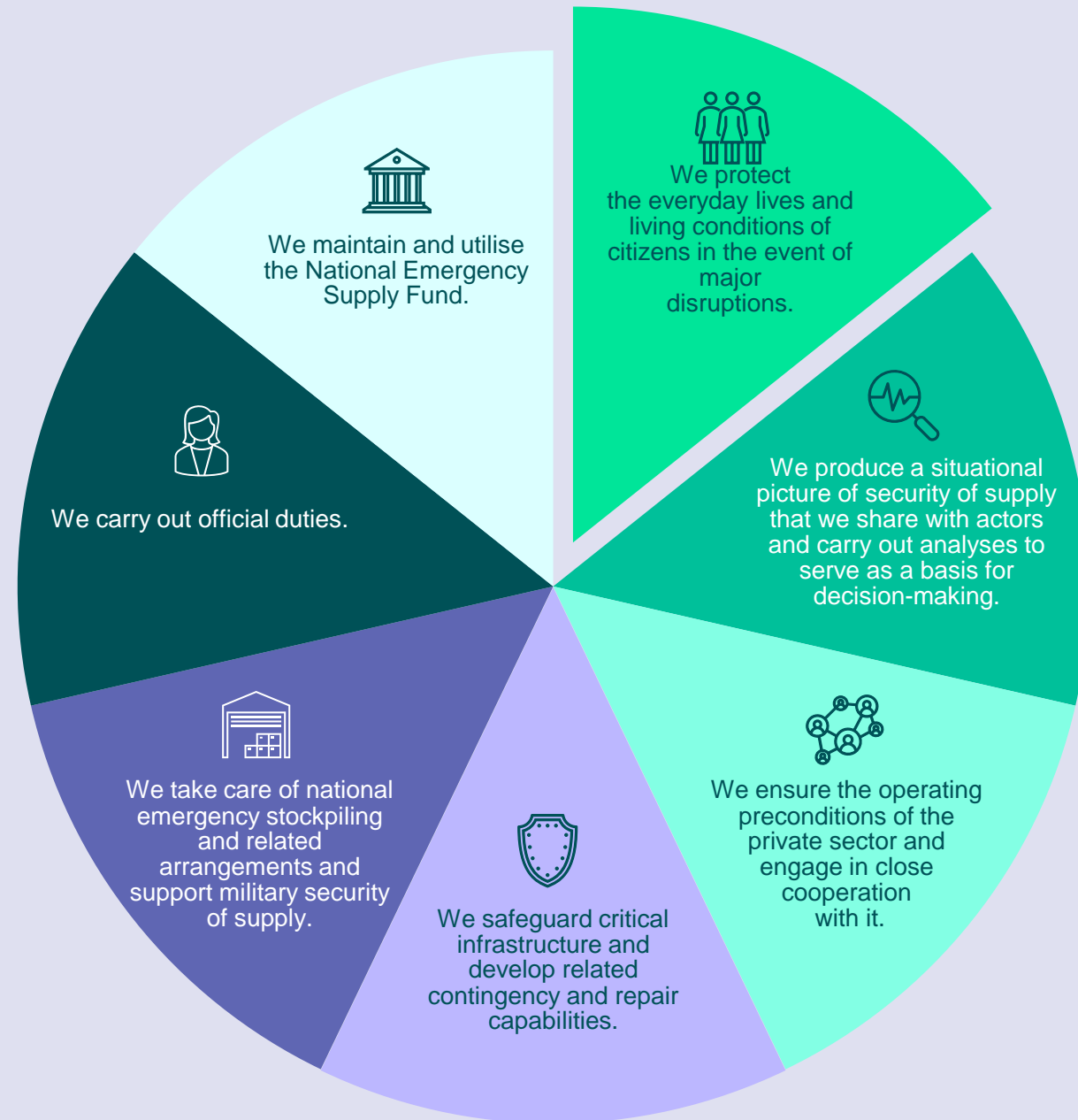


Legislative framework of the NESA's operations





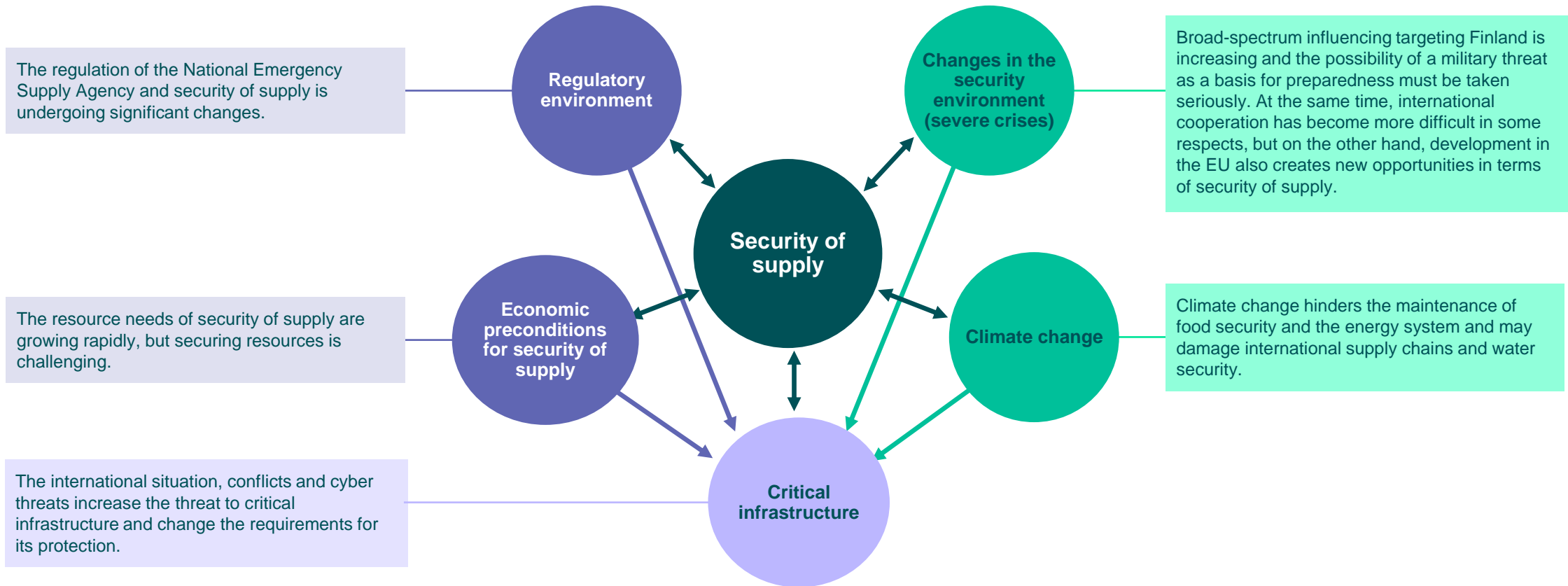
The tasks of the National Emergency Supply Agency





Threats to security of supply increasing – operational prerequisites also changing rapidly

KEY PHENOMENA IN THE OPERATING ENVIRONMENT DURING THE 2024–2027 STRATEGY PERIOD



A more detailed look at the phenomena in the operating environment



The regulation of the National Emergency Supply Agency and security of supply is undergoing significant changes.

- The comprehensive reform of security of supply legislation during the current Government term coincides with the development/implementation of EU directives (e.g. CER, NIS2) and the reform of Finland's Security Strategy for Society.
- Regulations more tangentially related to security of supply are about to be updated (e.g. ESG criteria, DORA).

The resource needs of security of supply are growing rapidly, but securing resources is challenging.

- Competition for public financial resources is becoming fiercer, but at the same time the public acceptability of and demand for security of supply operations are increasing.
- The financial situation will not improve during the new strategy period, as Finland's productivity growth has been poor, while the development of the global economy and its forecasting are also uncertain.

The international situation, conflicts and cyber threats increase the threat to critical infrastructure and change the requirements for its protection.

- Broad-spectrum influencing activities targeting Finland may include activities affecting critical infrastructure.
- Conflicts and hybrid influencing activities may hinder the availability of imported fuels.
- Digitalisation and dependence on technology increase the impacts of potential cyber attacks on infrastructure.

Broad-spectrum influencing targeting Finland is increasing and the possibility of a military threat exists. At the same time, international cooperation has become more difficult in some respects, but on the other hand, development in the EU also creates new opportunities in terms of security of supply.

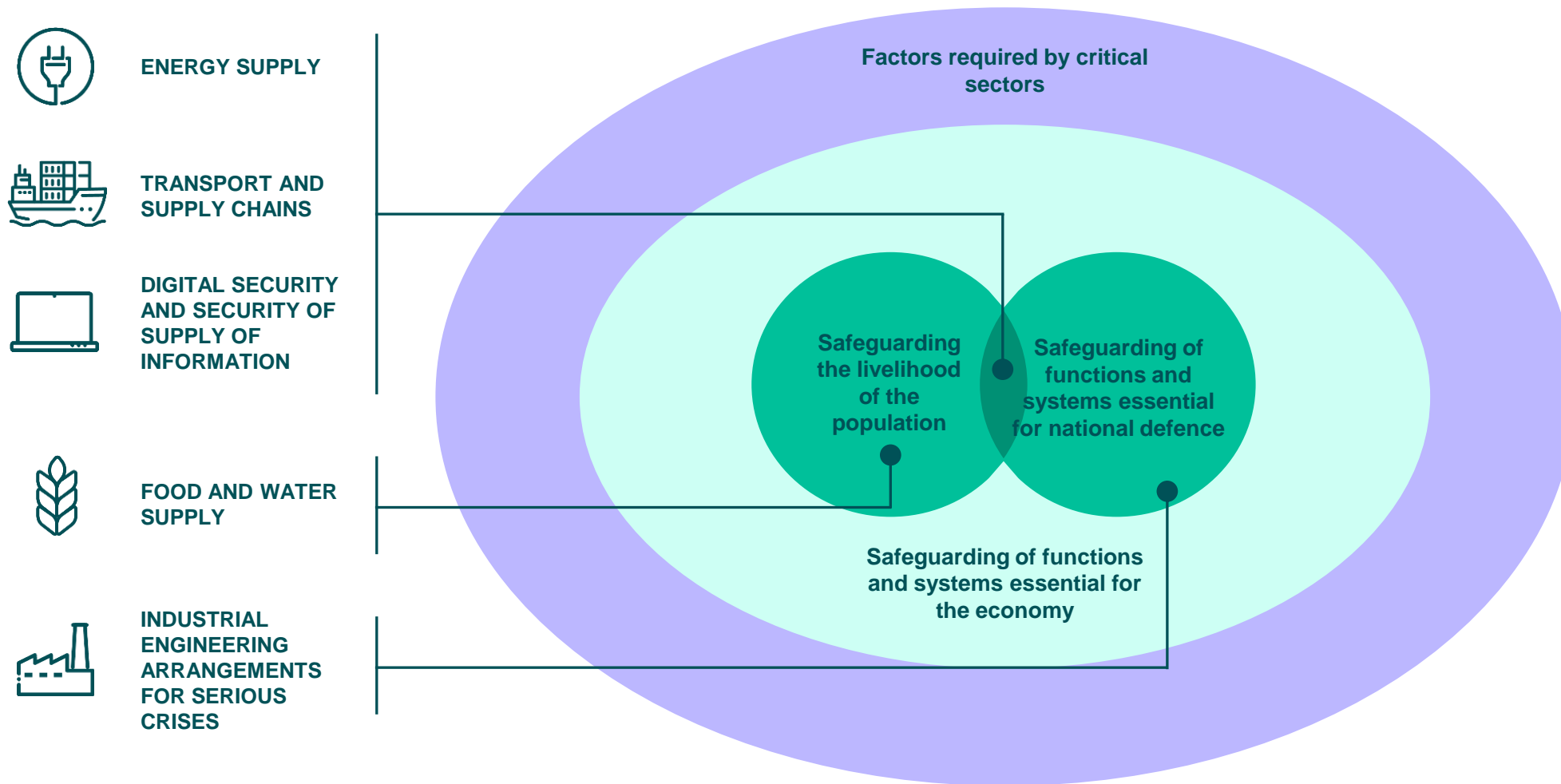
- Russia has supported its military invasion of Ukraine with measures such as extensive hybrid influence activities targeted especially at Ukraine, but also countries supporting Ukraine, which may also include information and cyber influencing.
- Reforms within the EU and the selection of the new Commission enable the EU to develop towards a preparedness union while the international situation and the development of the EU also hinder effective cooperation through a number of international agreements and institutions.
- Finland's membership of NATO increases cooperation in terms of security of supply as well, creates new opportunities for international cooperation arrangements and changes threats against Finland.

Climate change hinders the maintenance of food security and the energy system and may damage international supply chains and water security.

- Increasing extreme weather phenomena may hinder the maintenance of food security and the energy system, for example, and create migration.
- Outside Finland's borders, climate change affects international water security and industrial and trade supply chains, hindering access to key raw materials, components and commodities.



Strategic focus areas linked to key security of supply interests





Strategic focus areas address significant threats that require additional investment

PRINCIPLES STEERING THE SELECTION OF STRATEGIC FOCUS AREAS

- The strategic focus areas communicate where **the National Emergency Supply Agency wants to achieve specific results and impacts during the strategy period.**
- **The number of focus areas is limited** so that they can help **guide the use of the NESAs limited resources in accordance with the planning system within the NESO and in other network activities.**
- Based on operating environment analysis, the selection emphasises areas where **the combination of the impact of the threat and the probability that it will be realised during the strategy period or in the medium term is significant and subject to notable interdependencies.**
- In the current security situation, it is important to note that **the ability of civil society to operate under military conflict conditions** also strongly determines the level of comprehensive defence.
- The focus areas are **highly relevant to the National Emergency Supply Organisation** (cf. themes concerning individual departments).
- **The focus areas are areas where the NESAs specifically can develop preparedness and readiness.**

STRATEGIC FOCUS AREAS DURING THE STRATEGY PERIOD



ENERGY SUPPLY



FOOD AND
WATER SUPPLY



TRANSPORT AND
SUPPLY CHAINS



DIGITAL SECURITY
AND SECURITY OF
SUPPLY OF
INFORMATION



INDUSTRIAL
ENGINEERING
ARRANGEMENTS
FOR SERIOUS
CRISES



The strategic focus areas require further development of capabilities

STRATEGIC FOCUS AREAS DURING THE STRATEGY PERIOD



ENERGY SUPPLY



FOOD AND
WATER SUPPLY



TRANSPORT AND
SUPPLY CHAINS



DIGITAL SECURITY
AND SECURITY OF
SUPPLY OF
INFORMATION



INDUSTRIAL
ENGINEERING
ARRANGEMENTS
FOR SERIOUS
CRISES

REQUIREMENTS RELATED TO CAPABILITIES

- Ability to maintain situational awareness and aggregate data across sectors
- Understanding the operating mechanisms of broad-spectrum influencing/hybrid threats and ability to prepare for different scenarios and combinations thereof
- Ability to leverage network partnerships and the private sector to safeguard the strategic focus areas and, if necessary, convert production
- Accumulating substantive competence related to telecommunications connections, digital security and information security
- Ability to implement not only traditional material preparedness measures but also new operating models and combinations thereof

















Developing capabilities strengthens the security of supply implementation model

COMPONENTS OF THE IMPLEMENTATION MODEL



PRIORITIES IN THE DEVELOPMENT OF CAPABILITIES

 <p>Risks and phenomena Situational picture, analysis and foresight</p>	 <p>Situational awareness of risks and threats over different time frames and continuous monitoring of the situation</p>	 <p>Knowledge-based management</p>
 <p>Strategy/vision Development and updating of the strategy (comprehensive view)</p>		 <p>Knowledge-based management</p>
 <p>Preparedness planning Planning of preparedness work in sectors & monitoring of industries and sectors</p>	 <p>Development and standardisation of the planning system and renewal of operating models</p>	 <p>Knowledge-based management</p>
 <p>Implementation Project work, programme work, material management, practical pool cooperation</p>	 <p>Development of performance for effective operation as a preparedness and emergency management organisation and scaling operations during disruptions</p>	 <p>Knowledge-based management</p>
 <p>Follow-up Monitoring operations and assessing their effectiveness</p>	 <p>Development and standardisation of the planning system and renewal of operating models</p>	 <p>Knowledge-based management</p>



Operational prerequisites of security of supply work



Sufficient resources and legal support for security of supply work



Developing international operations and deepening expertise in security of supply



Existing operating models will be consolidated and new ones will be built during the strategy period

	AREA	STRATEGY PERIOD 2021–2023	STRATEGY PERIOD 2024–2027
Operative activities	 Preparedness work	Preparedness planning Preparation of definitions for assets to be protected and sector-specific contingency plans	Integration of assets to be protected and contingency plans into operations
		Management of networking First steps in the systematic management of the National Emergency Supply Organisation (NESO)	Development of the NESO's management and strengthening of new operating models
Strategic activities	 Situational picture, foresight and analysis activities	Reform of the situational picture process and development of monitoring and reporting	Development of the capability to understand the operating environment, changes in it and their interdependencies in order to more effectively identify vulnerabilities and improve foresight
	 Regulatory environment and cooperation	Influencing of national resource allocation and the financial capacity of the National Emergency Supply Fund	Knowledgeable support for regulatory reforms to ensure a strong legislative framework
Cross-cutting activities	 Knowledge-based management	Systematisation of the operational management of the NESO and the management of the NESO Utilisation of communications as a strategic activity	Systematic development of knowledge-based management and strategic communications (incl. operational management of the NESO, management of the NESO and knowledge-based management regionally, at national level and in international partnerships)
	 Operating models and processes	Implementation of an extensive organisational reform, creation of operating models, renewal of processes (e.g. operational and financial planning processes) and development of cooperation between authorities in preparedness work	Strengthening of new operating models (e.g. cooperation with the private sector, training, exercises and responsiveness as the level of preparedness increases)
	 Resources	Diversification of human resources and review of the required resource level	Securing of resources in normal conditions and scaling as the level of preparedness increases
	 Organisation	Cultural change and development of the preparedness organisation	Development of performance for effective operation as a preparedness and emergency management organisation



Effectiveness sought at all levels

LEVEL OF SECURITY OF SUPPLY

EXAMPLES OF ACTIVITIES STRENGTHENING SECURITY OF SUPPLY



International

Joint stockpiling of fuels in the Nordic countries and practising of joint stockpiling, management of Baltic Sea security and international logistics bottlenecks with other Nordic countries, increasing redundancy of international communications connections



National

Organisation of exercises critical to security of supply (e.g. Tieto24), contributing to legislative drafting through expert insights and dialogue, safeguarding of critical infrastructure



Regional

Development of regional water supply preparedness (e.g. pilot project for turning seawater into drinking water) and private sector preparedness (e.g. the NESO's ELVAR Committees that develop private sector preparedness)



Individual/household

Raising the preparedness level of households (e.g. 72 h preparedness)

The National Emergency Supply Agency's strategy for 2024–2027: summary



MISSION

We work together to build a crisis-resistant society so that even in a crisis, Finnish society will keep functioning and life will continue with minimal disruptions.



VISION

Shockproof Finland

KEY PHENOMENA IN THE OPERATING ENVIRONMENT

Changes in the security environment

Climate change

Requirements for critical infrastructure

Changes in the regulatory environment

Economic preconditions for security of supply

FOCUS AREAS DURING THE STRATEGY PERIOD



ENERGY SUPPLY



FOOD AND WATER SUPPLY



TRANSPORT AND SUPPLY CHAINS



DIGITAL SECURITY AND SECURITY OF SUPPLY OF INFORMATION



INDUSTRIAL ENGINEERING ARRANGEMENTS FOR SERIOUS CRISES

STRATEGIC OBJECTIVES

1. Security of supply in the priority sectors has improved significantly thanks to the work of the NESA.
2. The NESA has developed industrial engineering arrangements for serious crises in cooperation with its network.
3. Critical infrastructure assets have been identified and sufficient contingency arrangements and repair capabilities have been built for them at least in the focus areas.
4. The NESA steers security of supply work and related interaction through knowledge-based management.
5. The NESA has established operating models for preparedness and readiness planning and a range of services offered to the network. The structure of the National Emergency Supply Organisation corresponds to security of supply needs.
6. There are sufficient resources and legislative support for security of supply work.

PRIORITIES IN THE DEVELOPMENT OF CAPABILITIES



Development and standardisation of the planning system and continued renewal of operating models



Situational awareness of risks and threats over different time frames and continuous monitoring of the situation



Knowledge-based management



Development of performance for effective operation as a preparedness and emergency management organisation and scaling operations during disruptions



Development of international activities



Deepening of security of supply expertise



Huoltovarmuuskeskus

Fiksua huoltovarmuutta
yhdessä.

Varmuuden
vuoksi.

huoltovarmuuskeskus.fi

varmuudenvuoksi.fi