CONTENT

4    A year of changes
7    Aiming at national security
9    Supo counters terrorism
10   Supo counters espionage
12   Supo protects the society
13   Supo has a special role
15   Security service or intelligence service?
17   Many actors in the world of intelligence
18   Supo in figures in 2015
20   Terrorist threat increased
23   Foreign intelligence uses more aggressive methods
24   Social tension and activation of extremist movements
27   Citizens’ confidence in Supo

Finland’s security environment is more complex and difficult to predict than before. Recent events in Europe and the Middle East, but also in areas near Finland and in the country itself, are a reminder that civilian and military threats to democratic social systems are real.

The operating environment of civilian intelligence in Finland has changed at an unprecedented rate during the last 3–4 years in terms of countering both terrorism and illegal intelligence. The changes have been drastic and in many ways unforeseeable, as was shown by the immense growth in the number of asylum seekers in Finland in 2015.

Intelligence information has always been important, but nowadays it constitutes an even more essential basis for foreign and security political decision-making in a fragmented operating and media environment. In complex situations, the decisions of the state leadership demand the support of timely and reliable intelligence.

More and more often, preventing new kinds of threats and acquiring relevant information about them can only be done through intelligence gathering. Although terrorist attacks and illegal intelligence can never be fully prevented in an open society like Finland, the risk of damages caused by them can be substantially lessened with the help of efficient intelligence gathering by different means. Unfortunately, there are hardly any other effective means available to open societies. The effectiveness of intelligence has already been proven in many countries of heightened terrorist threat, as all large-scale strikes were prevented in Europe for almost a decade until the attacks in Paris in 2015.

The increasing Finnish terrorist connections are without exception linked to international networks. Intelligence gathering by means of data network intelligence presented in the government’s strategic programme – intelligence on data communications and information systems – would significantly improve the ability of the Finnish authorities to combat terrorism. In partner countries, like Sweden, terrorist attacks have concretely been prevented through data network intelligence.

The purpose of intelligence on data communications is to detect, identify, and map extremely serious foreign threats to Finland’s na-
tional security: terrorism, espionage, organised crime posing a threat to social structures, and military threats.

Intelligence on data communications is thus not a means to collect intelligence on any kind of risk or threat but on activities that may disrupt our social and legal order in a serious way. A modern society like Finland will not do without functioning civilian intelligence capabilities that can also keep up with the constant changes occurring in our digital environment.

From the authorities’ point of view, being dependent on foreign states due to lacking national regulation is increasingly intolerable, if information is needed especially about threats to Finland’s vital interests. Every country, including Finland, has a primary responsibility to ensure its own and its citizens’ safety. Without well-functioning and capable security authorities, the citizens’ fundamental rights are not fully realised. In other words, if national security is not fostered, the citizens’ safety is under threat.

The Finnish authorities’ improved capability to monitor data communications and data network activities by means of intelligence would make Finland also a better place to invest in. Predictable legislation and the authorities’ performance and reliability are Finland’s assets. However, now the lack of necessary intelligence legislation causes uncertainty which cannot but affect investment decisions.

Thus, from the point of view of Supo, national security must be given special attention. An intelligence system built on clear legislation is an indispensable element in this. It is currently also an important shortcoming in the field of Finland’s security authorities, already well-organised per se. Now there is an opportunity to create an intelligence system based on close cooperation and division of duties that encompasses the necessary elements of civilian and military intelligence.

The preparation done according to the government programme defines Supo as the civilian intelligence body in Finland. Already now, we deliver intelligence information to the state leadership that it cannot get from anywhere else. Thanks to its national competences, Supo has in-depth experience on the legal use of strictly regulated typical intelligence gathering means. What is more, Supo has created functioning cooperation structures with important international intelligence and security services over the course of several decades. This is a solid basis for the efficient use of the new intelligence competences outlined in the government programme. Supo is thus ready to take more responsibility for guaranteeing Finland’s national security.

Antti Pelttari
Director of the Finnish Security intelligence Service
Aiming at national security

The duty of the Finnish Security Intelligence Service is to prevent such undertakings and crimes that may endanger the security of the state. This field of operation is called national security. The security of the society and the state’s ability to foster it lay at the heart of it.

In Supo’s field, the main threats to national security are espionage by foreign states against Finland, terrorist organisations’ activities spreading to the national territory, and violence based on extremist ideologies.

Threats to national security are combatted by prevention. Supo’s work is based on professional intelligence gathering that provides the basis for assessing threats and choosing the best measures to prevent them. National security is maintained together with several authorities. Supo produces the necessary information in order to support decision-making and action.

Often in intelligence gathering, also crimes in preparation, or already in course of being committed, are detected. They are handed over for investigation to the National Bureau of Investigation or the local police. This standard practice has been followed for several years and will also be followed in the future.

SUPO IS NOW MORE INDEPENDENT

The Finnish Security Intelligence Service’s administrative position changed in the beginning of 2016. Supo is now operating directly under the Ministry of the Interior instead of the National Police Board. The other police units remain nevertheless our most important national cooperation partners.

Reorganising Supo’s administrative position gives Supo better conditions to respond to changes in its operating environment. The main changes are the growth in the amount of individuals with links to terrorism, and the increased exploitation of data networks in intelligence activities against Finland.

The change of the administrative position moved Supo a step closer to its main clients and stakeholders, such as the state leadership and other authorities.
The Finnish Security Intelligence Service is responsible for countering terrorism in Finland. Even though no terrorist attacks have been committed in Finland, our country is not isolated from the developments occurring in Europe or elsewhere in the world. Structures supporting terrorist activity have been established in Finland. The operating environment continues to change in the next few years, which has an increasingly significant influence also on the work done by Supo.

Foreign terrorist organisations strive to use violence and cause fear in order to achieve their aims and to increase their support base both locally and globally.

Terrorist intent has been defined in the Criminal Code of Finland. The national legislature wants to protect the population or parts of it against the fear caused by terrorism and to safeguard the operating conditions of the state, society, and international organisations.

Supo’s intelligence gathering aims at identifying individuals and structures that seek to operate within terrorist networks, create contacts to them, support their actions, or recruit and radicalise others.

Supo is constantly evaluating the extent and activities of terrorist networks and the situation in Finland. The number of target individuals of counterterrorism in Finland has significantly risen in the last few years.

The importance of international cooperation and efficient information exchange has kept increasing. It is nevertheless hard to intervene in developments occurring within the Finnish society only through international cooperation when the aim is to reduce risk factors of radicalisation leading to terrorist activity in Finland and to prevent the undesirable developments in time.

Supo deems it necessary to improve the national ability to identify individuals with connections to terrorism and to interfere in their activity. Supo is constantly developing its preventive activity and cooperation between authorities and takes part in the preparation of legislation.
The duty of the Finnish Security Intelligence Service is to counter foreign intelligence against Finland and prevent the damages in advance. Supo is also responsible for the pre-trial investigation of espionage-related offences.

Finland is a constant target for structured and long-term foreign intelligence activity. Foreign states aim at recruiting clandestine human sources in Finland to provide information which is not publicly available.

The intelligence targets related to current phenomena vary, but also they are underpinned by foreign states’ long-term interest in Finland. In relation to Finland’s population, there is a considerable amount of foreign intelligence personnel in the country. Especially Russia sees Finland as an interesting intelligence target but also other major powers find our country important.

The key objectives of foreign intelligence activity include anticipating and influencing Finnish policy-making. Intelligence organisations strive to recruit individuals who could be used to influence political decision-making and shape public opinion. Also on Finnish soil, foreign intelligence services target often other countries besides Finland as well.

The main targets of political intelligence are the Finnish foreign and security policy, the country’s actions as an EU member, and the cooperation with Nato. In the field of military intelligence, foreign states are continuously trying to map Finland’s military capability, the society’s resilience to crisis, and the security of supply of the country. The aim is also to purchase militarily utilisable technology and know-how to support own armed forces. Scientific-technological intelligence is focused on high technology and its applications. Key objects of interest in Finland are electronics, shipbuilding, and energy industry. Outsourcing the functions and data management of Finnish companies makes them more vulnerable, as also transferring the functions to other countries.

Data network intelligence is a significant threat to Finland. The vital functions of society have been moved to digital systems, which increases their vulnerability. Finnish organisations are constantly targeted by computer network attacks from abroad. Foreign intelligence services aim at breaking into protected information systems and stealing the target organisation’s vital knowledge capital. They might also prepare for causing damage to society structures in times of crisis.

So-called refugee espionage has become a permanent phenomenon in Finland as well. Refugee espionage refers to the efforts of foreign authorities to spy and control individuals living permanently or residing temporarily in Finland. The espionage targets are usually members of the political opposition in their home country or of some other group considered as a threat by the country in question.

Finnish official representatives and economic life are targets of intelligence abroad also. Certain states have been observed to direct intelligence against Finnish authorities also in connection with international cooperation.

COUNTERPROLIFERATION

The duties of Supo’s counterintelligence unit also include the countering of proliferation of mass destruction weapons. The threat of proliferation in Finland continues to be related to the efforts of some states to obtain without authorisation dual-use items and know-how needed in the construction of mass destruction weapons.
WHAT ARE DUAL-USE ITEMS?

Perfectly normal industrial products may also be used for the construction of mass destruction weapons. Such products are called dual-use items.

A dual-use item can be
» a product,
» a service,
» a technology or
» other commodity

which, in addition to its normal use or application, is also suitable for the development or construction of mass destruction weapons or missile systems related to them.

Products exported by Finland include many dual-use items, like for example:
» pumps,
» special metals,
» chemicals and
» electronic equipment.

More about this topic:
www.supo.fi/counterintelligence/counterproliferation
One of the core tasks of the Finnish Security Intelligence Service is to assess threats posed by domestic extremist movements. So far, the activity of the movements has not threatened Finland’s national security or social order.

The extremist movements oppose the Finnish social system and parliamentary democracy. Although our social order is not under threat from extremist action, the movements may endanger domestic security through illegal activity.

Possible modus operandi of extremist movements include violent demonstrations, rioting, sabotage, and political violence. Supo strives to prevent these actions.

LONE ACTORS
From Supo’s point of view, the biggest threat to Finland’s internal security is lone actors. A lone actor is an individual who independently perpetrates a terrorist attack or some other wide-scale act of violence.

SECURITY CLEARANCES
Supo carries out all personal security clearances in Finland. Security clearances are used for preventing the endangering of Finland’s state security, international relations, or many other interests relating to the security of the society or companies. Concise and standard security clearances are mainly used to protect premises, equipment, assets, or information. Comprehensive clearances serve the primary purpose of protecting information handled by those working in key functions of the society.
Supo has a special role

The role and functions of the Finnish Security Intelligence Service differ from those of the other police units. Supo concentrates on preventing threats to state security. In addition, Supo produces security intelligence to the state leadership and other authorities. Pre-trial investigations, or aiming to launch one by gathering intelligence, are not priorities in Supo’s work.

Supo is the only civilian and police authority in Finland that exchanges information and cooperates with foreign intelligence and security services. Intelligence principles are emphasised in Supo’s operation. As is the case with other security services, Supo’s intelligence gathering is based on

» open sources
» official sources and registers
» international intelligence exchange
» own operational activity.

Supo’s operational activity and intelligence gathering also target the activities of foreign states that enjoy immunity from criminal proceedings according to international law.

Supo exercises police powers. Because the nature of Supo’s work is preventive, the powers laid down in the Police Act to prevent and detect crimes are emphasised. In contrast, the powers laid down in the Coercive Measures Act and Preliminary Investigations Act are exercised when Supo is investigating treason or high treason referred to in the chapters 12 and 13 of the Criminal Code of Finland.

Even though Finland’s security interests might occasionally demand it, Supo has no powers to extend its intelligence gathering abroad or to data networks. Finland has no legislation on intelligence gathering, but one is currently being drafted.

SITUATION AWARENESS AND REPORTING

Supo gathers intelligence relating to state security especially through its operational activity. In addition, intelligence is gathered from open sources, police registers, and by national and international cooperation. The analyses drawn up from the collected intelligence are used to produce operational or more comprehensive strategic reports and threat assessments. The reports are delivered to the highest state leadership, ministries, police chiefs, or other police units for information or support for decision-making.

Supo’s tasks also include assessing threats to the state leadership and reporting on them.
The intelligence gathering powers of security services are mostly limited to the national territory. Intelligence services, for their part, usually gather their intelligence beyond the country’s borders. Intelligence directed by intelligence services against their own citizens is often restricted through regulations or rules.

A security or intelligence authority is allowed to use in its intelligence collection all the means that have been defined lawful by its home country. Besides monitoring and exploiting open sources, these means may include the use of human sources, technical information gathering and signal intelligence, intelligence gathering methods comparable with secret coercive measures, and international information exchange.

The difference between criminal intelligence and intelligence is primarily related to the purpose of the activity. Criminal intelligence refers to intelligence gathering done by police or other law enforcement authority to promote the investigation of a committed offence or to prevent an offence expected to be committed. In contrast, security services usually aim through their own intelligence activity at preventing and detecting threats belonging to their field of operation. Finally, intelligence produced by intelligence services is usually meant to promote the interests of the state and to support state-level decision-making.

**SECURITY INTELLIGENCE BY SUPO:**

Detecting internal and external threats to state security, focusing operational intelligence gathering on these threats, analysing the information, and supplying this intelligence at the right time to those who need it.

Supo is a national police unit with a mandate similar to that of foreign security services. There are also intelligence-like features in Supo’s activity. In some European states, one agency performs the functions of both security and intelligence service.
Many actors in the world of intelligence

States conducting foreign intelligence have an authority especially assigned, resourced and trained for intelligence duties. This authority is called an intelligence service. If the activity and intelligence gathering of an authority are mainly restricted to countering internal threats against state security, it is a security service. Traditionally, an intelligence service has the powers to operate abroad whereas a security service only has competence in the home country.

Civilian intelligence services are civilian authorities and usually operate directly under the control of the ministry of their administrative sector.

A civilian intelligence service is tasked with collecting intelligence to counter external security threats and to support state-level decision-making. In the broadest sense, an intelligence service may be tasked with providing the state leadership with intelligence related to economy, external and internal security, domestic and foreign policy, science, and technology.

A military intelligence service is part of the defence administration of the state and has a military structure.

Under normal circumstances, the duty of a military intelligence service is to provide the state leadership and military organisation with intelligence concerning military defence and preparedness for war. In the broadest sense, also military intelligence services collect intelligence to support state-level decision-making, the emphasis being nevertheless on military issues.

Security services can be either civilian authorities or part of defence administration. Some states have intelligence and security services both on the civilian and the military side.

The work done by security services aims at countering threats against internal state security, especially threats against the constitution, fundamental rights, and state institutions. Security services usually have the powers to operate and gather information only within the national territory.

In the work of a security service, the focus can be either on intelligence or criminal intelligence. For example counterterrorism, prevention of illegal activity of extremist movements, counterespionage, countering of proliferation of mass destruction weapons, and countering of international crime fall within the remit of security services. An authority is called security police if its activities are confined to exercising police powers in the prevention, detection, and investigation of offences endangering state security.

In practice, the differences between security and intelligence services are narrowing. Security services responsible for countering internal threats are more and more engaged in international cooperation in order to counter also threats coming from abroad, whereas authorities collecting foreign intelligence also gather intelligence concerning threats to internal state security.
Supo in figures in 2015

DIVISION OF PERSONNEL

288 employees
Men 63%
Women 37%
Average age 43

Policemen 46 %
Policewomen 9 %
Other personnel, men 17 %
Other personnel, women 28 %

Personnel 2014

Policemen 48 %
Policewomen 11 %
Other personnel, men 15 %
Other personnel, women 26 %

ECONOMY

<table>
<thead>
<tr>
<th>Year</th>
<th>Revenues</th>
<th>Project Financing</th>
<th>Allocations</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>17.8 M€</td>
<td>2.1</td>
<td>0.4</td>
</tr>
<tr>
<td>2011</td>
<td>17.5 M€</td>
<td>2.0</td>
<td>1</td>
</tr>
<tr>
<td>2012</td>
<td>17.9 M€</td>
<td>2.0</td>
<td>1</td>
</tr>
<tr>
<td>2013</td>
<td>17.7 M€</td>
<td>1.1</td>
<td>0.4</td>
</tr>
<tr>
<td>2014</td>
<td>20.0 M€</td>
<td>1.4</td>
<td>1.1</td>
</tr>
<tr>
<td>2015</td>
<td>21.3 M€</td>
<td>1.2</td>
<td>1.3</td>
</tr>
</tbody>
</table>

REVENUES
PROJECT FINANCING
ALLOCATIONS
Terrorist threat increased

THE OPERATING ENVIRONMENT OF COUNTERTERROISM BECAME MORE COMPLEX IN 2015. THE FINNISH SECURITY INTELLIGENCE SERVICE GAVE A NEW TERRORIST THREAT ASSESSMENT, ACCORDING TO WHICH THE THREAT OF VIOLENT ACTS HAS FURTHER Risen.

The 2015 terrorist attacks in Paris and Copenhagen are indications of increased terrorist threat in Europe. Nevertheless, the majority of the terrorist attacks are taking place in the Middle East and in African and Asian countries.

The biggest terrorist threat is posed by radical Islamist terrorism and its support functions, such as al-Qaeda’s world-wide network and the terrorist group ISIL, the self-proclaimed “Islamic Caliphate” competing against al-Qaeda. Alongside them, individuals and small groups operating on ideological basis have emerged.

Those travelling to and returning from the Syria-Iraq conflict area occupied Supo significantly in 2015. By the end of the year, at least 70 adults and dozens of children had travelled to the conflict zone. This jihadist travel concerns even a much larger group of people in Finland, if the sphere of influence of those having remained in the conflict zone for a long time is taken into account.

The conflict will continue to affect Finland’s security for a long time. A new generation of Jihadists, among them also Finnish nationals, is growing up on the areas controlled by terrorist organisations in Syria and Iraq. Due to terrorist fighters originating from Finland, also foreign radical Islamists know Finland better than before.

In 2015, there was a record increase in the number of asylum seekers arriving in Finland. This was caused especially by the prolonged war in Syria and Iraq. Many of the asylum seekers come from the same war zones where terrorist organisations take part in the conflict. Supo is striving with other authorities and international partners to screen out the individuals among the asylum seekers who may be posing a threat to national security. The number of people interested in violent radical Islamism may grow also in Finland, as more and more people from the conflict zone enter the country.

The number of individuals targeted by Supo’s intelligence gathering has grown in the recent years especially because of jihadist travel and the Syrian conflict. Radical ideologies and activism often spread via social networks, and the number of target individuals is expected to keep rising.

The developments taking place in Finland led to reviewing the terrorist threat assessment on 3.11.2015. According to the new assessment, the terrorist threat to Finland has increased and become more complex compared to 2014. The risk posed by individual terrorist actions has continued rising, even though the threat of structured attacks by terrorist organisations is still considered low. Finnish people may become targets of anti-Western attacks also abroad.

The change in terrorism is also responded to by developing legislation. Obtaining terrorist training became punishable in the beginning of 2015. In addition, in line with the UN Security Council’s resolution, the government is preparing a proposal for criminalising travelling with terrorist intent.

In 2015, Supo handed over several terrorism-related cases for pre-trial investigation, which is the responsibility of the National Bureau of Investigation.

In Europe, there are still terrorist groups operating against the governments of their territories. What is more, Europe is also a breeding ground for extreme right-wing terrorism.
FOREIGN INTELLIGENCE AGAINST FINLAND WAS ACTIVE IN 2015. IN MANY CASES, THE INTELLIGENCE WAS ALSO CLEARLY MORE AGGRESSIVE THAN IN THE PREVIOUS YEARS. THAT IS WHY THE FINNISH SECURITY INTELLIGENCE SERVICE WAS FORCED TO INTERFERE IN THE ACTIVITY OF SOME INTELLIGENCE SERVICES IN FINLAND.

Again in 2015, Supo became aware of concrete cases concerning the efforts of foreign states to recruit clandestine human sources in Finland. These sources are able to provide information which is not publicly available.

In 2015, foreign intelligence aimed primarily at ascertaining the political situation in Finland after the parliamentary election in the spring, influencing decision-making in energy policy, and obtaining information on the attitude of political leaders and Finnish citizens towards the EU policy and cooperation with Nato. One object of interest was also the attitude of the Finnish business sector towards the economic sanctions of the EU.

Finnish organisations are constantly targeted by data network attacks orchestrated from abroad. In 2015, Supo became aware of several cyber operations suspected to be masterminded by state-level actors.

So-called refugee espionage has become a permanent phenomenon in Finland. Cases related to refugee espionage came to Supo’s knowledge in 2015 as well.

Furthermore, the investigation and prevention of intelligence operations against Finnish citizens abroad was continued.

In its counterproliferation work, Supo concentrated mainly on securing that the education provided by Finnish universities, as well as other know-how, would not end up being used by countries developing mass destruction weapons. International cooperation is emphasised in Supo’s counterproliferation activity.
Social tension and activation of extremist movements

The significant growth in the number of asylum seekers in the latter half of 2015 caused social tension. There was an upsurge in hate speech especially on the internet. At the same time, anti-immigration sentiment and safety fears seemed to have increased. Like in many other European countries, arson attacks against reception centres, or attempts thereof, were seen in Finland.

The asylum seeker situation was directly reflected in organised extremism. Several right-wing extremist groups protested prominently against immigration. Also non-parliamentary civic participation increased. Towards the end of the year, there was an exceptionally high amount of asylum seekers on the one hand, and anti-racist demonstrations on the other hand. Collective power was used to express opinion, but this happened mainly peacefully and appropriately. Both right-wing extremists and anarchists took part in the demonstrations. The opposing parties’ provocative and at times offensive behavior finally caused only little disturbance.

Supo estimates that the rapidly grown number of asylum seekers will activate social mobilisation and extremist groups’ activity also in 2016. Finland’s tough economic situation will also contribute to the discontent and protest mood among the citizens.

On Finland’s Independence Day on 6 December 2015, violent demonstrations and rioting were seen again as in previous years. The anarchists’ “Freedom at stake” demonstration was directed against the simultaneously organised “Birthday Celebration of Independent Finland” procession, an event also known by the name “612”, organised for the second time by anti-immigration and right-wing extremist actors. The anarchists aimed at disturbing and even obstructing the procession. Violence and sabotage were committed at this event, but police preparedness prevented the clashes from spreading.

Also anti-nuclear movement became radicalised. In the summer 2015, there was active protesting near the construction site of a nuclear power plant in Pyhäjoki. In addition to several dozens of suspected minor offences, also aggravated sabotage and several assaults, among others, were reported. In Helsinki, two arson attacks were committed in the context of anti-nuclear activity. The nuclear power plant project is assessed to remain a long-term target of protesting and illegal direct action.

In 2015, no crime or concrete preparation for the commission of a crime in which the perpetrator would have been a so-called lone actor came to light in Finland. The term lone actor refers to an individual who independently commits a terrorist attack or some other large-scale act of violence.

Activity or undertakings significantly endangering the security of the state leadership did not come to light in 2015.
A survey concerning the views of the citizens on Supo’s activity is carried out yearly at Supo’s request. The latest survey was conducted on 30 November – 10 December 2015 and the sample was drawn from people aged 15–79 living in continental Finland.

A total of 1005 interviews were carried out. The margin of error of the results is +/- 3 percentage points.