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# Integrated Country Strategy

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**FINLAND**

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## 1. Chief of Mission Priorities

In this era of resurgent strategic competition when Russia and the PRC seek greater influence in Europe and the Arctic, and following Russia's further invasion of Ukraine, Finland remains a pillar of stability, good governance, and prosperity on Europe's northeastern border. Strongly independent and fully committed to global peace and security, it pursues its interests through leveraging networks, bilateral relations, and multilateral institutions. Together with a commitment to the European Union, Finland increasingly counts upon a strong relationship with the United States for its security and regional stability. The United States benefits from this deepening partnership with Finland through security cooperation and through Finland's like-minded climate, economic, and technology policies.

What the United States brings to Finland and the partnership we create will shape the future of significant parts of the transatlantic relationship. U.S. strategic choices here will strengthen our ability to neutralize Russian attempts to further invade Ukraine, undermine democratic institutions, halt PRC efforts to turn Europe away from the Atlantic, expand free trade for prosperity and jobs, and combine a complementary set of policies to further mutual interests in the European Union, the Arctic, and throughout the world.

This plan outlines objectives and the actions that this Embassy and its talented officers and local staff members will take to realize the President's goals for the nation: promoting our values, realizing prosperity for all Americans, representing the diversity of the American people, and continuing U.S. multilateral leadership to advance our interests around the world.

Our first strategic priority is deepening the strong security partnership that contributes to the security of Europe's northern flank. This mission will support all possible paths to interoperability and maintaining NATO's "Open Door" policy, from defense sales to joint planning, and to strengthening a mutual ability to defend our democratic societies against conventional and hybrid threats. We are mindful that Finland's unique perspective on Russia contributes significantly to that effort.

Secondly, this mission will invest in the future of this strong bilateral partnership, actively pursuing trade, investment, and next-generation technology and innovation by linking U.S. and Finnish companies, expanding youth and academic exchanges, and offering cultural activities that attract and ignite collaboration.

Finally, we prioritize a global partnership with Finland founded in shared values and related policies, to address issues that have no borders, including stewardship and security in the Arctic, countering terrorism, modeling diversity and inclusion, and supporting humanitarian assistance that fosters strong people and vibrant economies instead of dependence.

It is a privilege to lead this mission as we protect Americans and American interests overseas, economically, and effectively. We will cultivate a diverse, inclusive work environment and will seek the best from our people and technology to ensure we have the foundation to carry out our ambitions and our responsibilities in public service.

Ian Campbell, Chargé d'Affaires, a.i.

## 2. Mission Strategic Framework

**Mission Goal 1: Security.** Finland increases its political, material, and personnel contributions to European and regional security.

- **Mission Objective 1.1:** Finland deepens its partnership with NATO. It increases practical defense cooperation and collaboration with the United States by fully utilizing its Enhanced Opportunity Partner status.
- **Mission Objective 1.2:** Finland remains aligned with U.S. policy towards Russia, including on sanctions, and acts in concert with U.S. efforts to assist democratic states in Eastern Europe develop resiliency and strong institutions based on rule of law.

**Mission Goal 2: Strengthen Transatlantic Relationship and Advance American Prosperity.**

- **Mission Objective 2.1:** Trade and investment between the United States and Finland increase as a result of Embassy support for innovation and entrepreneurship, and our effective use of tools to promote U.S. exports and to attract FDI to the United States (e.g. FCS services, SelectUSA).
- **Mission Objective 2.2:** Finland supports U.S. efforts aimed at promoting a free, fair, and rule-based economic relationship with Europe, countering unfair trade practices, and modernizing the rules of multilateral trade regimes.
- **Mission Objective 2.3:** Strengthen people-to-people ties between the United States and Finland across all sectors and demographics; expand engagement with Finnish institutions, civil society, and alumni of U.S. Government programs, in order to sustain the foundations for long-term bilateral relations and global partnership.

**Mission Goal 3: Global Partnerships.** Finland maintains its Euroatlantic orientation, advances shared priorities for the Arctic, and strengthens

engagement on global issues of concern to the United States including climate, crisis management, and development cooperation.

- **Mission Objective 3.1:** Finland works in partnership with the United States and NATO in the Arctic and develops strategies to increase resilience and protect critical infrastructure in the region, especially during this era of emerging great power competition from Russia and the PRC.
- **Mission Objective 3.2:** Finland's close alignment with the United States on environmental policy goals leads to the development of programs and activities that advance cleantech research, the development of alternative energies, and mitigation strategies for the effects of climate change and rising seas.
- **Mission Objective 3.3:** Intensified U.S.-Finnish cooperation on counterterrorism, countering violent extremism, and crisis management leads to cooperation on information exchanges, and enhanced Visa Waiver Program (VWP) security.
- **Mission Objective 3.4:** As a result of consultation and collaboration with the United States, Finland remains engaged on transatlantic and global issues that promote shared security and prosperity, retaining its traditional high level of support and commitment to development, human rights, diversity and inclusion, religious freedom, women's empowerment, peacekeeping, and crisis management operations.

**Management Objective 1:** A safe and secure working environment and suitable housing profile ensure improved morale and increased productivity throughout the Mission.

### 3. Mission Goals and Objectives

**Mission Goal 1 | Security.** Finland increases its political, material, and personnel contributions to European and regional security.

**Description |** Resolutely independent, Finland has a complicated history and relationship with Russia, with whom it also shares the longest land border of any EU state. Given Russia's further invasion of Ukraine and the evolving security situation in the Baltic Sea region, Finland is actively increasing its complementary security activities with the United States and other partners in the region to maintain stability.

**Objective 1.1 |** Finland deepens its partnership with NATO. It increases practical defense cooperation and collaboration with the United States by fully utilizing its Enhanced Opportunity Partner status.

- **Justification |** Finland deepening its bilateral and multilateral cooperation with the United States, and mentoring other EU member states on integrated security and resilience against hybrid threats, will bolster Europe against Russian aggression and other security challenges. Finland's upcoming investments in defense capabilities present significant opportunities for increased interoperability and the U.S. defense industry.
- **Linkages |** Embassy efforts will support U.S. and Finnish policy approaches to deepen our strategic partnership and will ensure that we meet both the Interim National Security Strategy priority to reinvigorate and modernize our global partnerships and alliances and the EUR Joint Regional Strategy goals of strengthening the Western alliance and securing and stabilizing the eastern and northern frontier.
- **Risks |** Russia will continue to loom large in Finland's economy and foreign policy. Moscow's further invasion of Ukraine threatens European security with unique consequences for Finland, which shares a long border, substantial trade relations, and a complicated history with Russia. To mitigate this risk, the Embassy will continue to

partner with all levels and sectors of Finland's government to identify areas in which the United States and/or other international partners can strengthen security and economic cooperation.

**Objective 1.2** | Finland remains aligned with U.S. policy towards Russia, including on sanctions, and acts in concert with U.S. efforts to assist democratic states in Eastern Europe develop resiliency and strong institutions based on rule of law.

- **Justification** | As one of the EU member states neighboring Russia, Finland has a unique relationship and interconnections with its larger neighbor. It is a supporter of U.S. and EU sanctions against Russia and, due to Russian countersanctions, has experienced economic consequences. The country has lessons to offer on remaining independent and committed to Western values while maintaining stable relations with its neighbor. Finland has built a society resistant to outside malign influence that is a source of strength for the EU and can usefully share those experiences in helping to build broader resilience in Europe.
- **Linkages** | In accordance with State's Joint Strategic Plan (JSP) objectives to advance international security by working with allies and partners to deter adversaries, Post seeks to ensure Finland is an active partner in countering Russian aggression in Eastern Europe and Russian malign influence more broadly. By highlighting the PRC's human rights record, an area that Finland is willing to publicly criticize the PRC and take action against, PDS seeks to raise awareness within Finland of the broader threat posed by the PRC.
- **Risks** | Despite multi-pronged and cross-sector initiatives to counter disinformation, vulnerabilities to disinformation campaigns exist within Finnish society and the economy. Its shared border with Russia has made Finland the target of disinformation campaigns focusing on issues pertaining to immigration, the EU, and collaboration with NATO, among other topics. Like most EU members, Finnish society is also debating an acceptable level of PRC penetration, particularly in critical infrastructure, 5G networks, and universities, where PRC presence is expanding via its Confucius Institutes. While



Finland is willing to publicly criticize the PRC's human rights record, it exercises a cautious, pragmatic approach to relations with the PRC in the economic realm. The Embassy will coordinate with relevant Finnish agencies and the European Center of Excellence for Countering Hybrid Threats (COE) to identify potential risks and areas in which the engagement of appropriate U.S. agencies may offer mitigation.

## **Mission Goal 2 | Strengthen Transatlantic Relationship and Advance American Prosperity.**

**Description |** A wide range of trade and technology opportunities exist to build back better in order to facilitate our collective prosperity and respond to shared global challenges, such as tax reform, cyber security, and technological advances. The United States and Finland agree on the importance of a positive and productive bilateral and transatlantic trade relationship. A country that relies on foreign trade, Finland shares our commitment to strengthening the multilateral trade regime and rules-based system. Finland supports a successful outcome in the negotiations for fair, equal, and sustainable trade and an investment agreement between the EU and the United States. Finland is a like-minded partner in its desire to improve the capacity of international institutions to tackle global challenges such as climate change, cyber security, and ensuring emerging technologies.

**Objective 2.1 |** Trade and investment between the United States and Finland increase as a result of Embassy support for innovation and entrepreneurship, and our effective use of tools to promote U.S. exports and to attract FDI to the United States (e.g. FCS services, SelectUSA).

- **Justification |** As part of the overall effort to increase U.S. exports and related jobs, the Embassy's commercial outreach will increase opportunities for trade and investment between our countries, focusing on Finland's vibrant startup scene, advanced technology, and our shared strengths in knowledge-based industries.
- **Linkages |** In alignment with JSP objectives, flourishing innovation and entrepreneurship in Finland create opportunities for U.S. exporters, and for U.S. Economic Development Organizations seeking to attract Finnish FDI to their cities/states/regions.

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- **Risks** | The United States should seek relationships with the next generation of entrepreneurs, or it risks ceding to others its influence and ability to attract investment. A robust start up ecosystem for emerging tech will create more opportunities for U.S.-Finnish entrepreneurial collaboration, and strengthen the United States' status as a destination for foreign investment, young entrepreneurs, and start-ups - especially as the PRC seeks to increase its influence and siphon off Finnish emerging-tech start ups.

**Objective 2.2** | Finland supports U.S. efforts aimed at promoting a free, fair, and rule-based economic relationship with Europe, countering unfair trade practices, and modernizing the rules of multilateral trade regimes.

- **Justification** | Finland is a small but open economy dependent on imports and exports and vested in the global free trade system. U.S.-Finnish trade has been increasing over the past several years. Embassy commercial and economic outreach will continue to advance discussions on trade policy, global tax reform, and identify priority areas for advocacy, including in the Arctic. Embassy engagement will encourage Finland to support candidates for leadership positions in rule-setting international organizations who are well qualified and represent our shared values and priorities.
- **Linkages** | Post collaborates with Amcham and Finnish business and economic leaders to highlight U.S. economic leadership and business practices, better explain and debunk myths about U.S. trade policy and its impacts on U.S.-EU and U.S.-Finnish relations, and promote common solutions for countering unfair trade practices, in line with JSP.
- **Risks** | We should continue to strengthen trade and investment opportunities between the United States and Finland and reinforce public support for policy goals that support mutual economic benefit, especially as the PRC seeks to increase investment.

**Objective 2.3** | Strengthen people-to-people ties between the United States and Finland across all sectors and demographics; expand engagement with Finnish institutions, civil society, and alumni of U.S. Government programs to sustain long-term bilateral relations and global partnerships.

- **Justification** | Significant investments in exchanges and cultural and educational programming created a growing network of alumni with a greater understanding of the United States. The Embassy's continued and expanded investment in these networks will help forge even stronger ties between our countries.
- **Linkages** | In accordance with PDIP, PDS works across the mission and with partners such as ECA, Fulbright Finland Foundation, AFS Finland, and SAM Finland to engage with alumni across the country and demonstrate the advantages of a strong alumni network in Finland, building networks of alumni who share and advance American values, support U.S. policy priorities, and serving as amplifiers for our strategic messaging, particularly in regions where the Embassy has had little engagement over the last few years.
- **Risks** | Prior to Russia's further invasion of Ukraine, Finland had well-established academic, political, and business connections with Russia, and the PRC has made efforts to expand exchanges in recent years. We must preserve our strong tradition of people-to-people exchanges and academic and cultural collaboration to support an understanding of U.S. society, policy, and shared values.

**Mission Goal 3 | Global Partnerships.** Finland maintains its Euroatlantic orientation, advances shared priorities for the Arctic, and strengthens engagement on global issues of concern to the United States including climate, crisis management, and development cooperation.

**Description** | Our Arctic cooperation with Finland will counter PRC and Russian activities in the Arctic while strengthening international cooperation in the region, including addressing the effects of climate change. It will also contribute to achieving the EUR Joint Regional Strategy goals to preserve and strengthen the West as a community of nations united by shared sacrifice and a commitment to common defense, democratic values, fair trade, and mutual strategic interests. Although it is a small country, Finland is actively engaged on the global stage and

with international efforts to counter terrorism and address the underlying conditions that contribute to its spread.

**Objective 3.1** | Finland remains a strategic partner in promoting Arctic security and maintaining a strong rules-based international order in an era of emerging great power competition from Russia and the PRC. Finland works with the United States to ensure that the Arctic region remains open to our shared economic, scientific, and security interests. Finland works in partnership with NATO in the High North and develops strategies to increase resilience and protect critical infrastructure in the region.

- **Justification** | Close coordination on shared priorities for the Arctic will ensure U.S. interests are reflected in the Arctic Council and Arctic Security Forces Roundtable's future work amid growing interest in the economic and security dimensions of the Arctic from states in the region and beyond.
- **Linkages** | Post works to highlight the United States as a responsible leader in the Arctic on shared priorities of security, sustainable development, and engagement with indigenous populations, in accordance with the principles put forth in the President's equity agenda.
- **Risks** | The United States must continue to build consensus with like-minded states such as Finland on the need to maintain a secure, peaceful, and stable Arctic region and to monitor and address unwarranted encroachment from countries, such as the PRC, seeking an inappropriate role. Close collaboration counters malign influence and helps ensure that the Arctic region remains open to our shared economic, scientific, and security interests.

**Objective 3.2** | Finland's close alignment with the United States on environmental policy goals leads to the development of programs and activities that advance cleantech research, the development of alternative energies, and mitigation strategies for the effects of rising seas and climate change in the Arctic Region.

- **Justification** | Finland and the United States are committed to maximizing the use of cleantech, alternative energy development, and environmental mitigation strategies to meet our joint goals in the Arctic. The impact of these efforts build on synergies between our business and research communities, reduce the PRC's ability to use environmental issues as a wedge between the United States and Nordic partners, and strengthen responsible stewardship of the Arctic region.
- **Linkages** | Embassy Helsinki demonstrates the quality and merits of U.S. research and expertise on Arctic issues across multiple sectors, then Finnish academic and research institutions, companies, and local partners in the Arctic are more willing to cooperate with U.S. counterparts to support the U.S. commitment to sustainable development, security, and other Arctic issues of mutual interest in alignment with the priorities of the Arctic Research Plan.
- **Risks** | As an Arctic country, the Finns view the Arctic Council, of which the United States is a member state, as indispensable, but are concerned about the future of U.S. climate policy and our commitment to the Council's work, which emphasizes environmental protection and sustainable development. In addition, Finland also relies increasingly on tourism from the PRC to Northern Finland and is therefore hesitant to take certain actions that could alienate the PRC.

**Objective 3.3** | Intensified U.S.-Finnish cooperation on counterterrorism, countering violent extremism, and crisis management leads to Finland's sustained engagement cooperation on information exchanges, and enhanced Visa Waiver Program (VWP) security.

- **Justification** | Returning foreign fighters or individuals radicalized in Finland (including those recruited on the far right) are increasing the risk of terrorism on Finnish soil. CA's mission is to "protect the lives and interests of U.S. citizens overseas." By assessing the Mission's ability to respond to crises, Post will effectively support U.S. citizens in Finland in times of national or personal emergencies.

- **Linkages** | The State Department's highest priority is to protect the lives and serve the interests of U.S. citizens overseas. In accordance with Goal 5 of the Department's Joint Strategic Plan, Post will continue to serve U.S. citizens and facilitate secure travel.
- **Risks** | Incorporating the lessons learned from the global pandemic will help optimize Post's ability to provide services and information during future crises.

**Objective 3.4** | As a result of consultation and collaboration with the United States, Finland remains engaged on transatlantic and global issues that promote shared security and prosperity, retaining its traditional high level of support and commitment to development, human rights, diversity and inclusion, religious freedom, women's empowerment, peacekeeping, and crisis management operations.

- **Justification** | Finland is a key partner for the United States on a range of transatlantic and global issues critical to safeguard American values and where the security of the United States is at stake. By channeling Finland's desire for a more effective foreign engagement policy, the opportunity exists to advance targeted goals from women's empowerment, to combatting biothreats, to peacekeeping in fragile states.
- **Linkages** | Post engages and works with civil society, government, and a diverse range of minority communities in Finland to highlight our shared commitment to democratic values and inclusive societies, showing that the United States remains a steadfast partner on promoting human rights, civic participation, religious freedom, women's empowerment, and inclusion of marginalized communities. These JSP-related activities counter efforts from geopolitical rivals to cast doubt on our commitment to these issues.
- **Risks** | While support for the United States remains generally positive, some Finnish NGOs, opinion leaders, and communities question the U.S. commitment to global challenges, such as the promotion of human rights and inclusion for marginalized communities.

## 4. Management Objective

**Management Objective 1** | A safe and secure working environment and suitable housing profile ensure improved morale and increased productivity throughout the Mission.

- **Justification** | Cost effective measures, including new leasing arrangements, maintenance programs, and effective renovation projects, improve the condition of government-owned properties and the quality of available housing, keeping morale and productivity high.
- **Linkages** | In alignment with EUR's Joint Regional Strategy's Management objective 5, recruiting a highly diverse workforce requires a safe and secure working environment to make Helsinki both an attractive post to serve as well as a place where good work can be done effectively.
- **Risks** | If Helsinki cannot meet this objective, it risks losing out on the brightest and most effective officers to implement the objectives laid out in the previous sections of this ICS.