



Huoltovarmuuskeskus
Försörjningsberedskapscentralen
National Emergency Supply Agency

25

Annual Review and Sustainability Report 2025

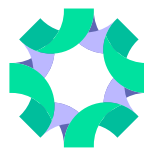


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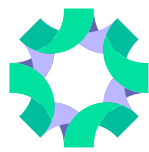


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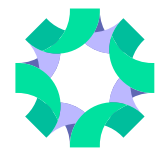
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Strategic advancement of operations

Strategy and operations

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Strategy and operations

Our 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

Our 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.

Strategic focus areas during the strategy period



Energy supply



Transport and supply chains



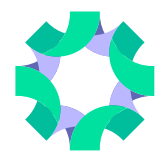
Digital security and security of supply of information



Food and water supply



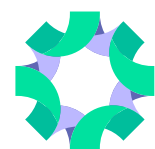
Industrial engineering arrangements for serious crises



The Director General's report

A shockproof Finland is built together

For the National Emergency Supply Agency, 2025 was a year marked by both determined development and responses to changes in the operating environment. Uncertainty in the security environment, geopolitical tensions and threats to critical infrastructure have become a permanent feature of our operating environment. This development highlights the fact that security of supply is not about isolated solutions; it is a continuous, adaptive and networked process.



The Director General's report

Over the past year, we have made steady progress in implementing our strategy. Our programme activities have brought together a wide range of operators and helped put preparedness into practice through over 50 projects across various sectors. A key finding is the growing interdependence: energy, logistics, digital infrastructure and food and water supply are becoming increasingly interconnected. This highlights the importance of a comprehensive situational awareness and cross-administrative cooperation.

Changes in the international operating environment were also clearly reflected in the work of the National Emergency Supply Agency. Cooperation within the frameworks of the Nordic countries, the EU and NATO has deepened, and we have increasingly shifted towards practical cooperation. At the same time, Ukraine's experiences have been a key source of learning. Ukraine's ability to maintain the functioning of society during a widespread and protracted crisis has highlighted the importance of capacity for recovery, decentralised solutions and psychological resilience in particular. These lessons have also already been systematically applied in the development of Finland's preparedness measures.

The protection of critical infrastructure and the functioning of the digital society became increasingly central themes over the course of the year. Society's operations are increasingly dependent on data, networks, artificial intelligence and automated systems, which increases both efficiency and vulnerability. Therefore, preparedness requires increasingly close cooperation at the interfaces of technology, infrastructure and security. This is particularly evident at a time when the geopolitical landscape is in flux.

However, the key strength of Finland's security of supply continues to be the same: cooperation. A model of cooperation based on trust between the public and private sectors and civil society organisations remains the cornerstone of our security of supply. Companies are not merely targets of preparedness efforts; they are key actors in implementing them. This network model has also proved its effectiveness in a changing operating environment, and its further development remains a key priority for us. In this context, the National Emergency Supply Agency serves primarily as an enabler, a guide and a coordinator of operations.

The year 2025 was also significant in terms of legislative reform. The transformation of the



However, the key strength of Finland's security of supply continues to be the same: cooperation. A model of cooperation based on trust between the public and private sectors and civil society organisations remains the cornerstone of our security of supply.

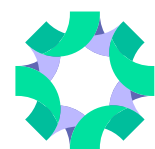
National Emergency Supply Agency into a government agency in 2026 will strengthen its operational structures and financial base and clarify its responsibilities. At the same time, it places even greater demands on the effectiveness of operations, transparency and the development of partnerships.

Uncertainty in the operating environment shows no signs of abating. On the contrary, uncertainty has become the new normal. This emphasises the importance of analysis, foresight and continuous improvement. Building security of supply is a long-term undertaking that combines strategic planning, concrete measures and close cooperation.

The Finnish security of supply model is internationally recognised and has proved its effectiveness. Its strength lies in its ability to bring different operators together around a common goal. This is the foundation that we uphold and are determined to develop as we continue to build a resilient Finland – together. My sincere thanks to our skilled staff for their high-quality and dedicated work in strengthening national preparedness, and to our extensive network for your valuable contributions to Finland's security of supply and, by extension, its security.

Janne Känkänen

Director General of the
National Emergency Supply Agency



From the Board of Directors

National Emergency Supply Agency undergoes reform amidst global turmoil

I am writing the final message from the Board of Directors of the National Emergency Supply Agency. Under the new law, the NESAs became a government agency on 1 April 2026 and is now headed by a director general. To support the steering of the NESAs, the Ministry of Economic Affairs and Employment will establish a steering group composed of representatives from different ministries. This change marks a significant step for the institution, whose roots lie in the National Board of Economic Defence of the 1950s and, in spirit, as far back as the National Wartime Economy Committees of the 1920s.

The NESAs' official status is being clarified, but its core tasks remain unchanged. They will continue to focus on safeguarding functions that are essential to the population's livelihood, the economy, national defence and security.

Our operating environment, on the other hand, is constantly changing. Our country's position is influenced by developments in neighbouring regions, Europe and the world at large. We have moved into a world of digital services, and security challenges are more complex than ever in other ways as well.

Our country's National Emergency Supply Or-

ganisation, which has been built up over many years and is even the envy of others, is of great value in this situation. Preparedness is based on the work carried out by businesses, and the functioning of the private sector and the markets remains absolutely essential during exceptional circumstances as well. It is the state's responsibility to ensure adequate public resources and legislation. The National Emergency Supply Agency coordinates cooperation while also carrying out the many special tasks assigned to it, such as managing large emergency stockpiles.

We continued to develop the NESAs' operations at the interface of the public and private sectors in 2025. It has been of paramount importance to secure the finances and funding of the agency and the National Emergency Supply Fund. This involves ensuring the effectiveness and cost efficiency of operations, as well as the transparency of procedures. The NESAs develop security of supply capabilities to meet the needs of society as a whole.

An important part of the work is to reduce excessive dependencies – be they related to goods, services or critical infrastructure. At the same time, the importance of international cooperation has

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The times we live in call for vigilance and the ability to adapt to new threats and opportunities. The best way to achieve this is by working together to prepare and take action. Therefore, I would like to express my gratitude to everyone involved in security of supply efforts. In particular, I wish the newly restructured National Emergency Supply Agency every success.

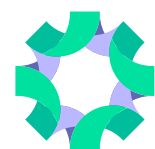


become more pronounced. An example of this can be seen in NATO, which has become an active promoter of civil society resilience alongside its military defence role. The EU is also preparing for crises, and as part of this effort, the NESAs have been actively involved in rescEU activities. We have supported Ukraine and learned from its experiences in the grip of an invasion.

The times we live in call for vigilance and the ability to adapt to new threats and opportunities. The best way to achieve this is by working together to prepare and take action. Therefore, I would like to express my gratitude to everyone involved in security of supply efforts. In particular, I wish the newly restructured National Emergency Supply Agency every success.

Riku Huttunen

Chair of the Board of Directors of the National Emergency Supply Agency, Director General, Ministry of Economic Affairs and Employment



From the National Emergency Supply Council

Security of supply is built on trust

Finland is known as a country that has handled its preparedness in an exemplary manner. Indeed, cooperation on security of supply is an area in Finland where collaboration between the public and private sectors has proved its worth.

The roles of security of supply and the National Emergency Supply Agency become increasingly important as hybrid influence and threats to critical infrastructure challenge existing operating models. In the current security situation, it is very important for us to preserve our strengths in the area of security of supply.

Today, virtually all activities – such as the economy, manufacturing, energy, healthcare, defence, media, logistics and research – rely increasingly on telecommunications networks, automation and data platforms. If their safety and reliability were to fail, the consequences would affect society as a whole, the value chain and market confidence.

Therefore, maintaining and continuously improving digital infrastructure to ensure that it remains reliable, high-quality and comprehensive is a key issue for security of supply. It is not just a matter of

technical performance; it is about the resilience of society as a whole: the ability to withstand disruptions, recover from them quickly and continue functioning no matter what the circumstances.

The year 2025 highlighted digital infrastructure as a comprehensive whole and underscored the importance of backup systems for telecommunications. An example of the effectiveness of the strong cooperation between the public and private sectors was the ability to respond quickly to the severing of submarine cables and swiftly initiate repair work.

Artificial intelligence and automation offer significant opportunities for improved preparedness through measures such as smarter predictive analytics, incident management and the optimisation of critical services. This kind of ongoing development of security of supply expertise, in turn, requires training for emergency situations and testing cooperation models.

With the entry into force of the Security of Supply Act, the National Emergency Supply Agency became a government agency, with significant changes to some of its functions and operating principles. In connection with this change, care must be taken



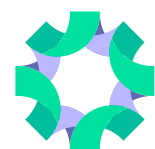
The year 2025 highlighted digital infrastructure as a comprehensive whole and underscored the importance of backup systems for telecommunications.



to ensure the vitality and development of Finland's strength, companies' voluntary work on security of supply, the private sector and authority networks. Ultimately, security of supply is built on trust. We need to be able to trust that critical systems will function, that our partners are committed and that society is capable of responding to rapidly changing threats. In these times of technological upheaval and geopolitical risks, this trust is more important than ever.

Topi Manner

Chair of the National Emergency Supply Council,
Chief Executive Officer, Elisa Corporation



Sustainability at the NESA

Security of supply is about sustainability

Responsibility and sustainability commonly refer to issues related to the environment, people, the economy and good governance. However, from the perspective of the National Emergency Supply Agency (NESA), they mean, above all, the ability to ensure that society continues to function under all circumstances. They are therefore not themes that are either opposed to or parallel with security of supply, but rather intertwined and even inseparable.

Sustainability and risk management as the foundation of security of supply

In times of economic and geopolitical uncertainty, the importance of security of supply and its social responsibility is highlighted. In the past, security of supply was often only brought up for discussion when it was under threat. Today, security of supply is maintained through continuous, proactive and comprehensive preparedness. This involves continuity management that permeates society as a whole, with responsibilities and solutions broadly shared between public and private operators.

At their best, security of supply, continuity management and sustainability thinking reinforce one another. Long-term preparedness requires balancing environmental, economic and social considerations – even in situations that call for difficult choices. Responsible operations form the foundation of the credibility, effectiveness and acceptability of security of supply.

Sustainability as part of the NESA's operations in 2025

The year 2025 was a significant one for the NESA's sustainability work. The sustainability policy was integrated into the operations of the entire organisation, and greenhouse gas emissions were calculated in accordance with the GHG Protocol for Scope 1–2 emissions. Furthermore, the NESA's common Code of Conduct was revised to better meet the needs of the current operating environment and work community, including the changes brought about by the transition into a government agency. The Vastuullinen viljaketju (Sustainable Grain Chain) project, which worked with industry operators to make the grain supply chain for emergency stockpiling even more sustainable, was also completed.

Sustainability challenges in security of supply operations

Security of supply operations also involve issues that pose challenges from a sustainability perspec-

tive. In times of crisis or emergency, we may have to resort to solutions such as fossil fuels or peat, which are not ideal from a sustainability perspective. The activities of the NESA reflect, in part, the current state of sustainability in Finnish society: not all aspects of preparedness for emergencies have developed at the same pace as climate and environmental goals. These tensions cannot be ignored; they require open discussion, foresight and long-term development.

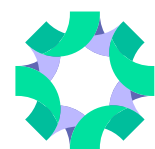
The framework for Finland's climate policy is determined by international climate agreements and the European Union's climate policy and governed nationally by the Climate Act. The Act sets out Finland's emission reduction targets and a climate policy planning framework, the direction of which is clear. These targets must also be reflected in the planning and implementation of security of supply. Sustainable security of supply does not arise in isolation from other societal developments; it is part of a broader framework in which preparedness, risk management and climate goals are harmonised in a changing operating environment.



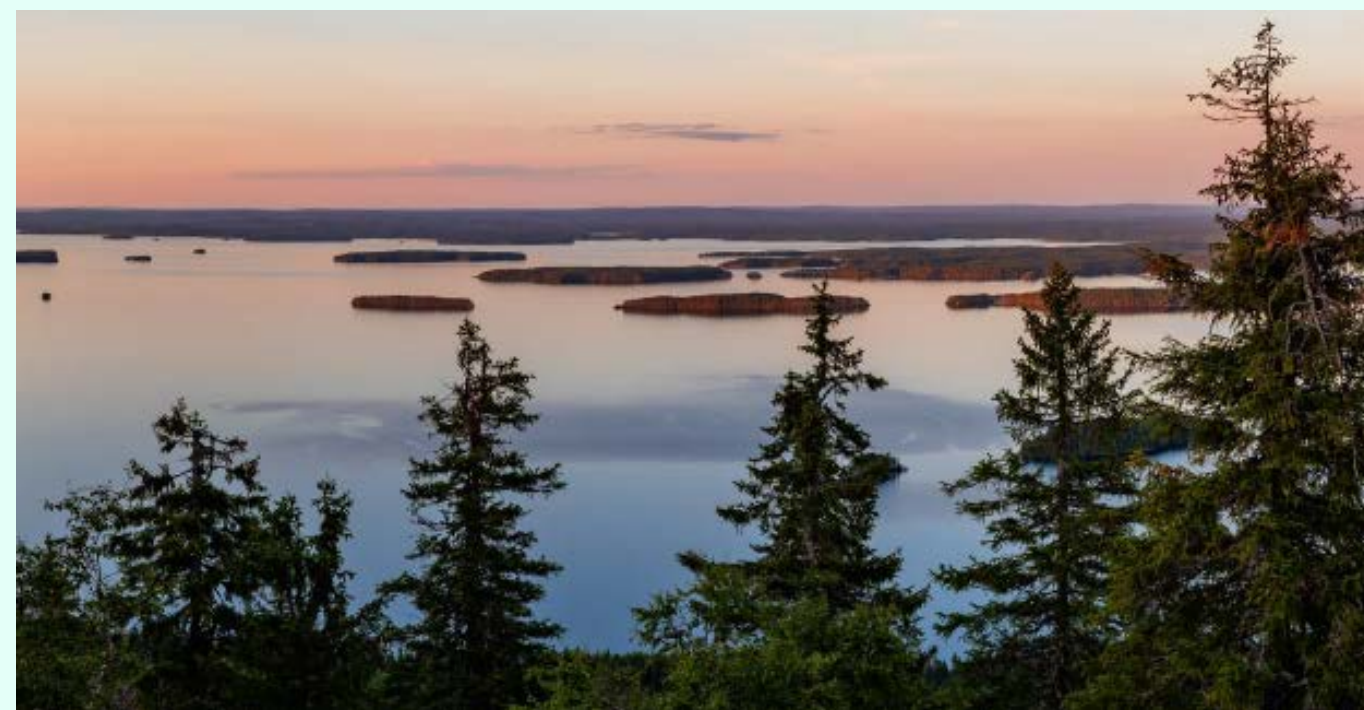
Mathilda Kurki
Sustainability Specialist

Efforts to strengthen sustainability work continue

Companies' sustainability thinking has long been centred around risk management and supply chain sustainability. In 2026, our sustainability work will be even more closely integrated into the core operations of the National Emergency Supply Agency. Key development themes include promoting sustainable procurement and the circular economy as well as systematically integrating sustainability into programme and project management. Our goal is to ensure that sustainability is an integral part of our day-to-day decision-making and operations – even when society's ability to function is put to the test.



Focus areas of sustainability efforts



Responsibility for the environment

- We determine how our activities impact the climate and the environment.
- We define goals and prepare an action plan for reducing harmful impacts and mitigating climate change.
- We increase awareness and knowledge of the mitigation of and adaptation to climate change. We determine how climate change impacts Finland's security of supply and find ways to prepare for these impacts.
- We promote the circular economy, enhance the use of materials and develop material recycling.



Responsibility for people

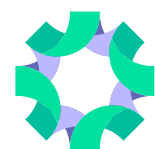
- We promote equality in our work community by ensuring equal treatment of all employees.
- We are committed to improving wellbeing at work and occupational safety as well as offering continuous opportunities for employees to develop their skills and participate in training.
- We comply with the legal provisions, decrees and goals guiding our activities.
- We ensure the continuity of the functioning of society during crises and emergency situations together with the business community, the third sector and public authorities.



Responsibility for good governance

- We seek to build a responsible organisational culture by preventing corruption and bribery.
- We commit our personnel, stakeholders and partners to our Code of Conduct.
- We are committed to managing information responsibly, promoting good governance and protecting whistleblowers.
- We ensure that the National Emergency Supply Fund is managed responsibly, transparently and in a socially impactful manner.
- We develop procurements to be more sustainable.





Programmes

Programmes implement the NESA's strategy through numerous projects

The National Emergency Supply Agency's [programmes](#) develop security of supply efforts to respond to changes in the operating environment. The programme activities allocate resources to strategic priority areas and take concrete steps to strengthen security of supply in sectors critical to security of supply.

The programmes currently have more than 50 projects underway, involving thousands of people. In the projects carried out in collaboration with stakeholders, security of supply is strengthened through studies, exercise activities, training and the creation and development of various structures. The programme activities ensure that the shared benefits of the projects are identified and the strategic objectives are achieved.

The interim reports, completed in the autumn of 2025, evaluate the results of the programmes and compile the practical lessons learned. The reports highlight the contributions of a diverse group of experts and give stakeholders and participants the opportunity to see what they have been involved in and how the activities can be further improved.

According to Head of Unit **Jarna Hartikainen**,

a key insight from the programme activities has been interdependence – how everything affects everything else. All operators in society, regardless of their sector, need digital solutions, energy, logistics and food and water.

“It is our shared challenge to serve one another. What we do depends on what others need and how dependent we are on our own stakeholders. This is a continuous process of resource allocation and learning.”

One of the objectives of the programme activities during the previous strategy period was also to learn how to manage the programme activities. During the period, operational procedures were developed, such as ways to measure and monitor the programmes.

Focus on changes in the security situation

While the previous strategy period focused on preparing for technological upheavals and developing programme activities, the current strategy period 2024–2027 centres on changes in the security situation and has been able to focus more closely on the content itself.

“The current geopolitical situation – such as the influence of Asian countries and the United States on Fin-

Read the interim reports on the programme activities and the final report on the Region 2030 programme (in Finnish):

[Logistics 203](#) (pdf)

[Energy 2030](#) (pdf)

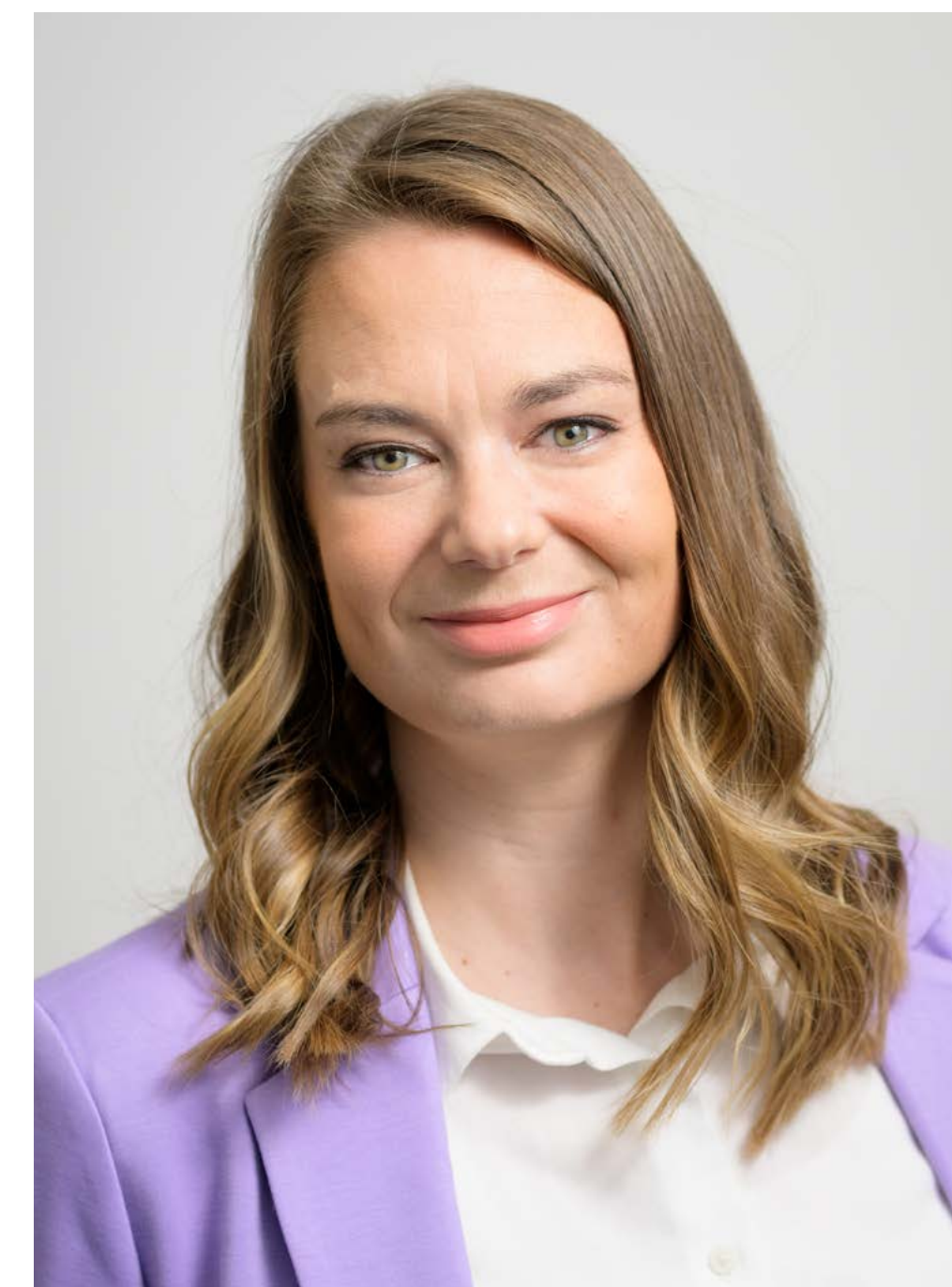
[Digital Security 2030](#) (pdf)

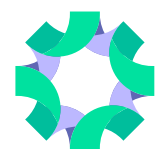
[Region 2030](#) (pdf)

land's supply chains – highlights international cooperation and the use of EU and NATO instruments. We can increase cooperation with countries such as Sweden and Estonia to ensure cost-effectiveness and scope,” says Hartikainen.

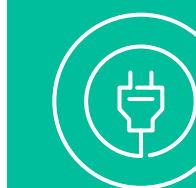
Jarna Hartikainen

Head of Preparedness Planning Unit





Energy 2030



Energy in all circumstances

The Energy 2030 programme, led by Programme Director **Heini Tirri-Kokkonen**, seeks new preparedness solutions to address the changes brought about by both the energy transition and the changed security situation.

1. Energy supply is one of the NESÄ's strategic priorities. What were the most significant achievements of the Energy 2030 programme in 2025?

The Energy 2030 programme has four development areas, all of which made progress in 2025. This makes it difficult to single out a single most important achievement from such a wide range of activities.

In 2025, the focus was particularly on energy users' preparedness and interdependencies. During the year, two guides were published – [the Electricity Shortage Guide](#) and the [Emergency Power Guide](#) – to assist stakeholders in their preparedness efforts. The programme organised a total of five multi-se-

toral emergency exercises, which helped identify various interdependencies, for example.

The Energy 2030 programme also participated in the Toimintavarma myymäläverkosto (TOIMIVA) project on securing a reliable shop network. As part of this project, the Energy 2030 programme is working to ensure the distribution of transport fuels by using emergency generators.

2. What sustainability topics has the programme addressed over the past year?

One of the programme's starting points is the search for new ways to ensure the security of energy supply in a low-carbon society.

Among the sustainability themes, the programme's projects broadly support the 'Responsibility for people' goal, as they ensure the functioning of society during crises and exceptional circumstances.

The 'Responsibility for the environment' theme is linked to the [PUUVILJA project](#), for example, which examined the impacts of climate change and increasing extreme weather events, as well as the associated security of supply risks, on Finland's agriculture and forestry sectors.

Some of the projects relate to more than one sustainability theme. The supply of wood fuel is important for energy supply, and at the same time, an efficient wood fuel supply also reduces the need to use fossil fuels as a backup in emergency situations.

As wind power generation has increased, its importance to the energy system has also grown. The follow-up measures of the Tuulesta temmattua wind power report have sought solutions to improve the reliability of wind power supply.

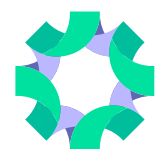
3. Based on the experiences gained from the programme, what will be the most critical priorities for energy supply in the coming years?

The programme plan has been updated until 2027. The security of energy supply must be enhanced, taking into account both the energy transition and changes in the security environment. All four of the programme's development areas (material preparedness, an integrated energy system and preparedness of critical operators, securing the electricity supply and support for energy security) are topical and promote preparedness for serious disruptions.

[Read the interim report on the Energy 2030 programme \(in Finnish\).](#)



Heini Tirri-Kokkonen
Chief Preparedness
Specialist



Logistics 2030



Changes in logistics operating environment addressed through collaboration

Katriina Viljanen, Programme Director of the Logistics 2030 programme at the National Emergency Supply Agency, emphasises the importance of cooperation in developing security of supply in logistics.

1. Transport and supply chains are one of the NESA's strategic priorities. What were the most significant achievements of the Logistics 2030 programme in 2025?

The programme advanced all six of its development areas: the smooth and uninterrupted operation of the international maritime transport chain; the transport system, transport chains and alternative routes; the availability of transport equipment, spare parts and materials; the availability of energy; the adequacy of expertise and personnel; and the functionality of critical support functions and systems.

With regard to maritime transport, the [Cargo Handling Capacity of Finnish Seaports](#) report was com-

pleted in the spring of 2025. It examined the annual capacity of Finland's major cargo ports by cargo type, as well as the factors limiting that capacity. The [Lessons from Maritime Warfare in the Black Sea](#) report reflects on the lessons learned from the Black Sea and applies them to the situation in the Baltic Sea. Additionally, two separate reports on air transport were completed for use by the National Emergency Supply Organisation.

The joint KETJU25 exercise was organised in co-operation with the Logistics Sector, the Liquid Fuel Pool and the Finnish Defence Forces. The theme of the exercise was providing host nation support (HNS) to allied forces coming to Finland. The exercise was the first joint exercise with the Finnish Defence Forces and received very positive feedback from the participants.

Cooperation was a topic of interest, as approximately 400 people attended the Ollaan yhdessä vahvin lenkki (Let's Be the Strongest Link Together) preparedness seminar. The seminar focused on strengthening international cooperation and the resilience of the logistics system.

The programme also examined [the impact of developments in transport power sources on security of supply](#).

2. What sustainability topics has the programme addressed over the past year?

With the transformation of the energy sector, the significance of fossil fuels is declining. The Logistics 2030 programme recognises the need to consider renewable fuels from the perspective of security of supply, as energy has a major impact on logistics and its operations.

From the perspective of good governance, the programme gives equal consideration to all modes of transport and both the private and public sectors.

3. Based on the experiences gained from the programme, what will be the most critical priorities in the logistics operating environment in the coming years?

Ensuring the continuity of maritime transport is one of the key themes. For example, the programme will launch a project on a guide for applicants of government insurance guarantees in 2026.

Energy plays a key role in logistics. In November,

Katriina Viljanen
Chief Preparedness
Specialist

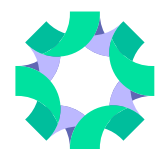


the NESA conducted an expert visit related to logistics and reconstruction in Ukraine, and the lessons learned from this visit will be taken into account in programme work in the near future. Additionally, alternative power sources will continue to be taken into account in the programme.

The needs of both the civilian and military sectors must be taken into account more effectively in cooperation. Cooperation with the Finnish Defence Forces continues, as exemplified by the joint KETJU exercise series.

Furthermore, the NESA's [cyber maturity assessment](#) identified areas for improvement in the sector, so digital security in the logistics sector will continue to be an important issue.

[Read the interim report on the Logistics 2030 programme \(in Finnish\).](#)



Food and Water 2030



An effective food supply system ensures security in everyday life

The National Emergency Supply Agency's Chief Preparedness Specialist and Programme Director **Miika Ilomäki** leads the Food and Water 2030 programme, which was launched in 2025.

1. Food and water supply are among the NESA's strategic priorities. What were the most significant achievements of the Food and Water 2030 programme in 2025?

The programme aims to play a part in ensuring that citizens have access to food and essential daily necessities in all circumstances. The TOIMIVA project, a collaboration between the NESA and grocery shops on securing a reliable shop and fuel delivery network, moved into the pilot phase, during which solutions will be tested in the Kymenlaakso region in 2026.

The Talousvesituotannon kokeilu merivedestä (Trial

of Domestic Water Production from Seawater) project focuses on ensuring a reliable water supply. The project launched a development initiative aimed at converting seawater into domestic water in emergency situations.

The [Vastuullinen ja kestävä viljaketju](#) (Responsible and Sustainable Grain Chain) project produced an assessment of how sustainability can be more strongly integrated into the emergency stockpiling of food grains.

The Valkuaisomavaraisuuden vahvistaminen kotimaisilla ratkaisulla (Strengthening Protein Self-sufficiency through Domestic Solutions) project explored ways to promote the cultivation and breeding of protein crops that are grown little or not at all in Finland. Examples of such plants include soybeans, lentils and chickpeas.

2. What sustainability topics has the programme addressed over the past year?

Responsible and Sustainable Grain Chain is an important project that aims to make the grain supply chain

more sustainable and responsible. This means that grain entering stockpiles and critical supply chains would be identified and verified in a way that ensures environmental, financial and social sustainability. Over the course of the year, the project examined the overall sustainability of the grain supply chain and the carbon footprint of grain.

3. Based on the experiences gained from the programme, what will be the most critical priorities for food and water supply in the coming years?

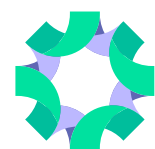
Future priorities in food and water supply are related to preparing for protracted and complex crises. The key is to shift from managing individual risks to comprehensively strengthening resilience, taking into account geopolitical conflicts, climate change and market disruptions simultaneously. Geopolitical tensions can have an impact on global grain markets, maritime transport and energy supply. This increases the pressure to improve



Miika Ilomäki
Chief Preparedness
Specialist

crisis preparedness in the food supply chain. The role of emergency stockpiles, the reliability of logistics operations and the ability of the retail and food industries to adapt to rapidly changing situations are becoming increasingly important. Water supply is also increasingly seen as part of overall security. Cyber threats, hybrid influence operations and the risks of physical sabotage require close cooperation between authorities, municipalities and water utilities, as well as the systematic strengthening of staff expertise. Extreme weather events caused by climate change highlight the importance of investments in areas such as infrastructure resilience, backup water solutions and proactive risk management.

[Read the interim report on the Food and Water 2030 programme.](#)



Digital Security 2030



Digital Security is developing rapidly

The National Emergency Supply Agency's Chief Preparedness Specialist and Programme Director of the Digital Security 2030 programme **Juha Ilkka** is keeping a keen eye on the strides being made in promoting security.

1. Digital security and the security of supply of information are among the NESA's strategic priorities. What were the most significant achievements of the Digital Security 2030 programme in 2025?

Significant results were achieved in the programme's three key flagship projects. The Havarö 3 project, funded by the NESA and implemented by Traficom, was completed. It is a system for detecting serious cybersecurity breaches in Finland. The third part of the project focused on building the capability to conduct monitoring in a cloud environment and improving the ability to detect cyberattacks.

The Merikarhu project focuses on ensuring the operational capability of undersea infrastructure in extreme situations. During 2025, the project developed a plan to build capabilities, and international partners also joined the effort. The Merikarhu project aims to develop the capability to deploy a vessel in the Baltic Sea that can be made available for security-of-supply missions even at short notice.

The [cyber maturity survey](#) of Finnish sectors assessed the level of cyber capabilities among companies critical to security of supply in Finland. A record 140 companies were interviewed as part of the survey. The results showed that companies' cyber capabilities have remained at the level of 2022. This result can be seen as regrettable, since at the same time the operating environment has evolved and cybercrime has increased.

2. What sustainability topics has the programme addressed over the past year?

In the Digital Security 2030 programme, cybersecurity is viewed first and foremost as a social respon-

sibility. By ensuring digital resilience, we guarantee that services critical to people's daily lives, such as energy and water supply and financial services, continue to function under all circumstances.

3. Based on the experiences gained from the programme, what will be the most critical priorities for digital security and the security of supply of information in the coming years?

This situation is not likely to change in the coming years, as digital security is a field that is evolving rapidly. Contributing factors include geopolitics, governments leveraging cybersecurity and the rise of cybercrime.

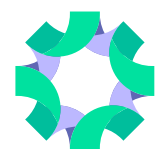
We cannot become complacent; instead, we must continuously develop our capabilities. It is critical that we develop our monitoring capabilities and practise and develop backup systems for emergencies. Technology is evolving in the background through developments in artificial intelligence, for example, but the priorities remain largely the same. In the future, they will be evaluated as part of cyber

maturity assessments, the overall situational picture and development measures.

[Read the interim report on the Digital Security 2030 programme.](#)



Juha Ilkka
Chief Preparedness
Specialist



Planning system

Unique cooperation model being made even more effective

Finland's security of supply activities are ensured through cooperation between the public and private sectors. This cooperation-based structure is called the National Emergency Supply Organisation (NESO).

The strategic objective of the National Emergency Supply Agency is to guide efforts related to security of supply and develop the NESO so that the functioning of society can be ensured under all circumstances. In accordance with the National Emergency Supply Agency's strategy, a study was conducted on the development of the NESO's structure, with the report published in August 2025. During 2025, the first measures identified as necessary based on the study were also implemented.

Heli Tammivuori, Director of the Network Cooperation Unit, explains that the study on the NESO's structure was prompted by the changes in the security situation and society's demands.

In the study, the structure was examined through four separate areas:

1. structural areas for improvement
2. the organisation in a multifunctional environment from a competition law perspective
3. international comparison
4. the use of metrics and their impact on the functioning of the organisation.

Development needs addressed

As a result of the study, the development of the NESO's structure began immediately. Tammivuori says that the study revealed that it is important to examine the interdependencies between different sectors in greater depth and consider how they affect the organisation's operations. Based on this study, it was therefore decided to establish a new Digital Society Sector alongside the five existing sectors (Food Supply, Energy Supply, Financial, Industrial and Social and Health Care). This sector includes four new pools for digital security of supply as well as the Media Pool. The new sector and its new pools will be set up and begin operations during 2026.

As a result of the study, it was also decided to clarify the definition of criticality to security of supply so that all parties have a clear understanding of how companies are selected to participate in the NESO's network activities.

Following the study, it was also decided to increase the number of people involved in the pools in the fields of security, construction and social and health care. The new pool secretaries will take up office sometime in 2026.

The quality and scope of the cooperation attract attention

Finland's security of supply model has attracted international interest, but according to Tammivuori, Finland should also examine how other countries prepare for various crises. For this reason, the report also analysed the security of supply measures in Sweden, Norway, Denmark, Germany, the United States and Japan. According to the analysis, the cooperation model established by Finland's public and private sector operators is exceptional in terms of both quality and scope.

Countries undertake security of supply efforts based on their own cultural contexts. Interest in international cooperation on security of supply is currently on the rise, so it is important to understand these differences. Indeed, Tammivuori stresses that developing appropriate international cooperation specifically calls for an understanding of the activities and organisational models of the various partners.

Feedback from companies is important

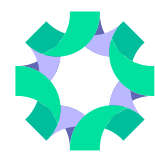
The NESO will continue to gauge its operations. The metrics were developed in 2023 and were used to gauge the pulse of companies and public and



Heli Tammivuori
Director, Network
Cooperation Unit

private organisations critical to security of supply operating within the network in 2024 and 2025. The results reflect a strong commitment to voluntary preparedness. Networking adds value to the operators' own activities. For example, the operators actively participate in exercises and would even like to see more of them.

Tammivuori sees the development of regional activities as the next step in the development of the NESO. There is also still room for improvement in clarifying the roles of the various operators. In a network-based model, clarity regarding the roles and responsibilities of the various operators in different situations is crucial. Tammivuori concludes by saying that when roles and responsibilities are clear, continuity management runs more smoothly and effectively during disruptions of varying severity.



National Emergency Supply Organisation

Pools' long-term preparedness efforts paying off

Both the Maritime Transport Pool and the Air Transport Pool are responsible for ensuring the continuity of transport operations that are critical to Finland. Both pools have been in operation for 20 years. The pools' long-term and systematic efforts in preparedness are proving to be increasingly important.

A distinctive feature of both the Maritime Transport Pool and the Air Transport Pool is that they perform critical operations for security of supply in an international environment. Furthermore, ensuring the reliability of the modes of transport is essential for society.

Tiina Tuurnala, Chair of the Maritime Transport Pool, emphasises that the pool's working pace has accelerated over the past five years. First the pandemic, then Russia's invasion of Ukraine and the heightened geopolitical tensions have also required the pool to adjust its response times.

The Maritime Transport Pool will also be strengthening its international cooperation during 2026. For example, an international event is being organised in collaboration with the Port Pool, to which representatives from the Nordic and Baltic countries will also be invited.

Jani Jolkkonen, Chair of the Air Transport Pool, considers cooperation between the various pools

to be very important. According to Jolkkonen, it is noteworthy that companies are actively involved in cooperation related to preparedness.

10 years of security of supply for media companies

[The Media Pool also celebrated its 10th anniversary.](#) The Media Pool was created in response to changes in the media landscape. At that time, the Graphic Pool and the Mass Communications Pool, which had previously operated separately, were merged to form the Media Pool.

According to **Santtu Elsinen**, Chair of the Media Pool, when it comes to the security of supply of media, particular attention must be paid to two aspects caused by the media transition. The first is the right of journalists to work in peace, which can no longer be taken for granted. Journalists are being targeted, harassed and even threatened.

Another key concern is the dissemination of information during crises. According to Elsinen, distribution must be ensured in both print and digital formats. Cooperation among the various pools of the National Emergency Supply Organisation is exceptionally important for ensuring reliable distribution.



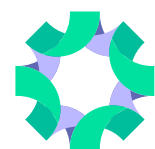
Tiina Tuurnala
CEO, Finnish Shipowners' Association



Jani Jolkkonen
Senior Vice President,
Finavia Oyj



Santtu Elsinen
Executive Vice President,
Alma Marketplaces



International operations

Security of supply being built by an increasingly closely knit international network

International cooperation is a long-term effort at the National Emergency Supply Agency, and its importance was further emphasised during 2025. This was particularly evident in Nordic cooperation, where there has been a shift from words to concrete actions.

The global political situation, the actions of the new US administration and the return to power politics have challenged the rules-based world order. If shared rules are called into question and their enforcement weakens, the risk of disruptions also increases. This development has encouraged the establishment of an even broader network of partnerships and has strengthened Finland's cooperation with many partners. The Nordic countries, and Sweden in particular, remain Finland's closest and most important partners in matters of security of supply, but cooperation with countries such as Japan and Ukraine has intensified significantly.

In Sweden, the NESA's closest partner is MSB, which became the Swedish Civil Defence and Resilience Agency (Myndigheten för Civilt Försvar, MCF) at the beginning of 2026. In 2025, the strategic framework

document on bilateral cooperation between the NESA and MCF for 2026–2028 was updated, and cooperation between the agencies is being further concretised. Examples of this include personnel exchanges between the agencies and various stockpile-related projects carried out in collaboration with sectoral authorities.

In terms of other Nordic countries, the Norwegian Directorate for Civil Protection (DSB) will become a close partner of the NESA in the future, thanks to the role it has been assigned in coordinating security of supply. Cooperation at the level of government agencies also promotes the implementation of the bilateral agreement on security of supply. The activities of the Nordic Security of Supply Network, established as a joint network for all Nordic countries at Finland's initiative, are also becoming established. A key area of cooperation for the network is strengthening the resilience of value and supply chains. In June 2025, the NESA hosted the annual seminar of the Nordic Security of Supply Network in Helsinki.

The EU and NATO are key players in security of supply as well

Preparedness efforts at the EU level have been spurred by a report published in 2024 by President Sauli Niinistö, which emphasises the importance of security of supply and overall security across the en-

tire Union. The EU's internal market is one of the most important individual factors for Finland's security of supply, as a well-functioning internal market provides us with many sustainable solutions. The European Union's agricultural policy is also a very important aspect of Finland's security of supply.

National defence, in turn, relies heavily on the capabilities of civil society in areas such as logistics and fuel. Finland has a sound model for security of supply, developed in collaboration with the authorities and the private sector, which we have shared with other NATO countries. In turn, our allies have also provided us with insights for developing our own system.

In the future, we will strengthen the export of Finland's expertise in security of supply by adopting a more systematic approach and productising our expertise. Another important development path is the creation of joint preparedness solutions, particularly with Sweden. We still have a lot of untapped potential in this area, and we should learn from other countries' best practices in areas such as value chain analysis.

Internationalism is for everyone

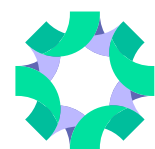
The NESA has also responded to changes in its operating environment internally. As part of the organisational update implemented in 2025, the Research and Analysis Department was renamed the International

Affairs and Analysis Department. The new name better reflects the current situation, as the department is responsible for the NESA's international operations, strategic analysis and the maintenance of the situational picture of security of supply in cooperation with other operators.

However, the NESA's international activities are not limited to just one department; all of our experts are actively engaged in international cooperation within their respective fields of expertise. It is an integral part of our daily work and demonstrates that security of supply is not just a national issue, but part of a broader international context.



Axel Hagelstam
Director, International
Affairs and Analysis



International operations

A year of active international cooperation

Visit by Crown Princess Victoria of Sweden and business representatives

Carl-Oskar Bohlin, Sweden's Minister for Civil Defence, visited Finland in May with the cross-administrative Business Council for Total Defence and Preparedness (Näringslivsrådet för totalförsvar och beredskap). Crown Princess **Victoria** of Sweden also took part in the visit. The visit was organised by the Swedish Ministry of Defence and Finland's National Emergency Supply Agency.

The Business Council met with Minister of Economic Affairs **Wille Rydman**, who is responsible for security of supply, and its Finnish counterpart, the National Emergency Supply Council. Discussions between the councils were the focus of the visit to Finland.

The speakers emphasised the crucial role of the private sector in ensuring security of supply and noted that Nordic cooperation is experiencing a new renaissance due to the changed operating environment. Russia's invasion of Ukraine has taught us that modern defence and crisis resilience require resilience across the entire society.

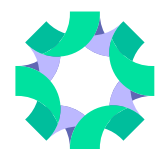
Cooperation between Finland and Sweden on security of supply is strengthening

The National Emergency Supply Agency and the Swedish Civil Defence and Resilience Agency (MCF) signed a strategic framework agreement on cooperation between the two organisations for 2026–2028. The agreement strengthens the security of supply in both countries and paves the way for new forms of cooperation and information exchange between the NESAs and MCF through initiatives such as a personnel exchange programme.

The framework agreement sets out a shared vision, objectives and priority areas. Among other things, the agreement provides for the development of joint security of supply planning and the creation of conditions for the implementation of joint security of supply measures.

At the same time, cooperation between the civilian and military sectors on security of supply will be strengthened, taking into account the planning processes of the EU and NATO. Furthermore, the agreement aims to develop sector-specific cooperation, with the NESAs and MCF serving as national coordinators.





International exercises tested rescEU readiness

The international Rescue Borealis 2025 exercise, held in Oulu in September and October, demonstrated the National Emergency Supply Agency's strong capacity to respond to crises requiring international assistance. The exercise, which simulated a radiation emergency, brought together a total of over 500 participants from Germany, Sweden, Norway and Finland, and strengthened the ability of authorities and partners to provide and receive assistance. Additionally, the exercise tested the deployment of rescEU stockpiles, the identification of hazardous substances, the use of CBRN decontamination lines and patient evacuation. The exercise strengthened Nordic cooperation and Euro-Arctic preparedness by combining EU-level civil protection mechanisms with traditional cooperation among authorities in the Barents Region.

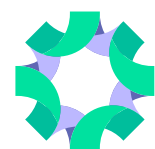
During the exercise, the NESA was specifically responsible for the supply chains of stored rescEU materials and material management as part of a broad network of authorities, the private sector and international partners. Among other things, its role was to serve as a point of contact for international air transport operations, such as those involving the German Air Force's A400 cargo aircraft and Norway's air ambulance flying to Finland. The NESA was responsible for transporting materials from Oulu Airport to the exercise area and back to the rescEU stockpiles, for example.

Earlier in September, the NESA contributed its expertise to the international Medical LIVEX exercise as a member of Finland's rescEU consortium. The NESA was responsible for logistics, commissioning the stockpile and compiling the materials in collaboration with the stockpile partner. The exercise highlighted Nordic cooperation, as its objective was to ship medicinal products and medical supplies from Finland to Norway. The task was completed with flying colours, and the materials were ready to be transported within the allotted 12-hour time frame.

Regular exercises are an important part of rescEU operations and they help prepare for serious situations and strengthen cooperation between different countries. The consortium implementing Finland's rescEU operations includes the Ministry of the Interior, the Ministry of Social Affairs and Health, the Finnish Institute for Health and Welfare, the National Emergency Supply Agency and the Radiation and Nuclear Safety Authority.

Logistics of aid donations

In addition to rescEU's material aid, the NESA handled the logistics for a total of over 150 aid donations to Ukraine during 2025. This work was carried out in cooperation with the Ministry of the Interior and the EU. Some of the aid supplies were delivered directly to Ukraine, while others were sent to the EU's central warehouse for further distribution. All of the materials were transported by road, and some of the donations required multiple deliveries.



International operations

Cooperation with Ukraine strengthens national crisis resilience

Russia's invasion of Ukraine has highlighted the importance of protecting critical infrastructure, as Russia is also directing its influence operations extensively at privately owned targets. The resilience of civil society has once again become closely linked to national defence and the will to defend the country.

Close cooperation between the National Emergency Supply Agency and Ukraine has become a key channel through which Finland obtains first-hand information on preparing for modern and wide-ranging warfare from the perspective of civilian operators.

Situational awareness deepens through presence

During 2025, the NESAs have applied the lessons learned from Ukraine in its operational activities to strengthen Finland's preparedness. Expert visits and

information exchanges in Ukraine have provided an in-depth understanding of how vital functions are maintained during continuous disruptions and how Russia seeks to influence them.

Face-to-face meetings with Ukrainians have laid the groundwork for the sharing of confidential information. On-site observations and discussions with local experts on matters such as infrastructure protection, damage and repairs provide information that would not otherwise be available. Particularly valuable has been the information on how things such as communications networks, energy systems and logistics are protected and, above all, how they can be quickly restored to working order after attacks.

The ability to repair and adapt is part of resilience

Ukraine's experiences have also shaped the NESAs' strategic priorities. The focus has shifted to the ability to manage long-lasting and cross-sectoral disruptions, which requires a new kind of flexibility in terms of regulation, material preparedness and coordination among organisations.

One of the most significant findings has been the critical importance of rapid repair capabilities.

Since it is impossible to completely prevent all military attacks, resilience is measured by how quickly damage can be repaired. This places new demands on stockpiling, the availability of spare parts and the decentralisation of expertise. It must also be possible to address shortages of spare parts with temporary solutions.

Cooperation expands to food and water supply

During 2025, Finnish companies became more closely involved in cooperation with Ukraine and the lessons learned from it. This interaction has increased companies' understanding of the demands that a crisis such as this war places on production and supply chains. At the same time, Finland has been able to offer Ukraine expertise on a security of supply model in which the private sector is integrated into the national security of supply and preparedness.

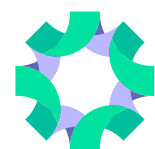
In 2026, the plan is to expand cooperation from energy supply, digital security and logistics to include securing the supply of food and water as well. The goal is to maintain a continuous learning process that keeps Finland's preparedness up to date.



Ukraine's experiences have also shaped the NESAs' strategic priorities. The focus has shifted to the ability to manage long-lasting and cross-sectoral disruptions.



Jaakko Pekki
Director, Operations



Research activities

Long-term efforts to ensure security of supply require foresight

The National Emergency Supply Agency's analysis team studies and analyses phenomena that could disrupt society's critical functions. The team provides situational awareness, analyses hybrid influence, maps out information campaigns and anticipates future developments. The team also coordinates the NESA's corporate and real estate transaction statements, which assess the security of supply implications of transactions carried out by non-EU entities in Finland.

According to **Heikki Laurikainen**, the team's Head of Analysis, long-term work on security of supply requires a deep understanding of what is happening in the world around us. Research and analysed foresight data can help us understand how to prepare for the future and what actions are needed.

One of the core tasks of the analysis team is to develop situational awareness of security of supply, which is created through extensive collaboration with experts from the NESA and the security of supply network. As a more recent action, the team

has developed the capability to identify inauthentic information campaigns related to hybrid influence.

The range of tasks and the need for situational analysis have been growing steadily due to the changed operating environment. Laurikainen says that there were very rapid global shifts during 2025. This resulted in periods of intense activity in situational awareness reporting, for example, during which various reports were regularly produced for use by the authorities and companies critical to security of supply. In 2025, the team examined the Middle East's dependences in terms of security of supply, as well as the geo-economic measures pursued by the new US administration and the uncertainty they created.

The analysis team has also extensively examined the lessons learned from Russia's invasion of Ukraine. According to Laurikainen, these lessons have been used to gain insight into how Ukrainian society has been able to act with preparedness in a challenging situation.

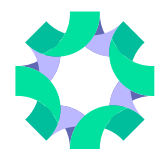


Heikki Laurikainen
Head of Analysis

The analysis team's ability to respond quickly has also been needed in early 2026. This era of global uncertainty and a new kind of strengthening of power politics may lead to unexpected twists and turns that require analysis. Indeed, Laurikainen points out that the more uncertainties are in play, the greater the need for situational awareness reports and foresight. The importance of foresight work is particularly evident in times of uncertainty, so that we can prepare for even the worst-case scenarios and respond as needed.



Long-term work on security of supply requires a deep understanding of what is happening in the world around us. Research and analysed foresight data can help us understand how to prepare for the future and what actions are needed.



Towards a Shockproof Finland seminar

A shockproof Finland is built together

In May, the National Emergency Supply Agency invited its stakeholders to a seminar entitled 'Towards a Shockproof Finland'. Held at Finlandia Hall in Helsinki, the event provided an overview of the current state of security of supply and the challenges posed by the operating environment. In his speech at the morning event, President of the Republic of Finland Alexander Stubb emphasised the importance of cooperation in ensuring both security of supply and overall security.

"All citizens together form the cornerstone of overall security. Safety and preparedness are everyone's responsibility, and they are also largely a matter of mindset. It is important not to stir up threats or get provoked for no reason," Stubb said.

Stubb views the role of the National Emergency Supply Agency as a unique bridge between the various parties involved. Stubb said that he has noticed how enthusiastically companies are participating

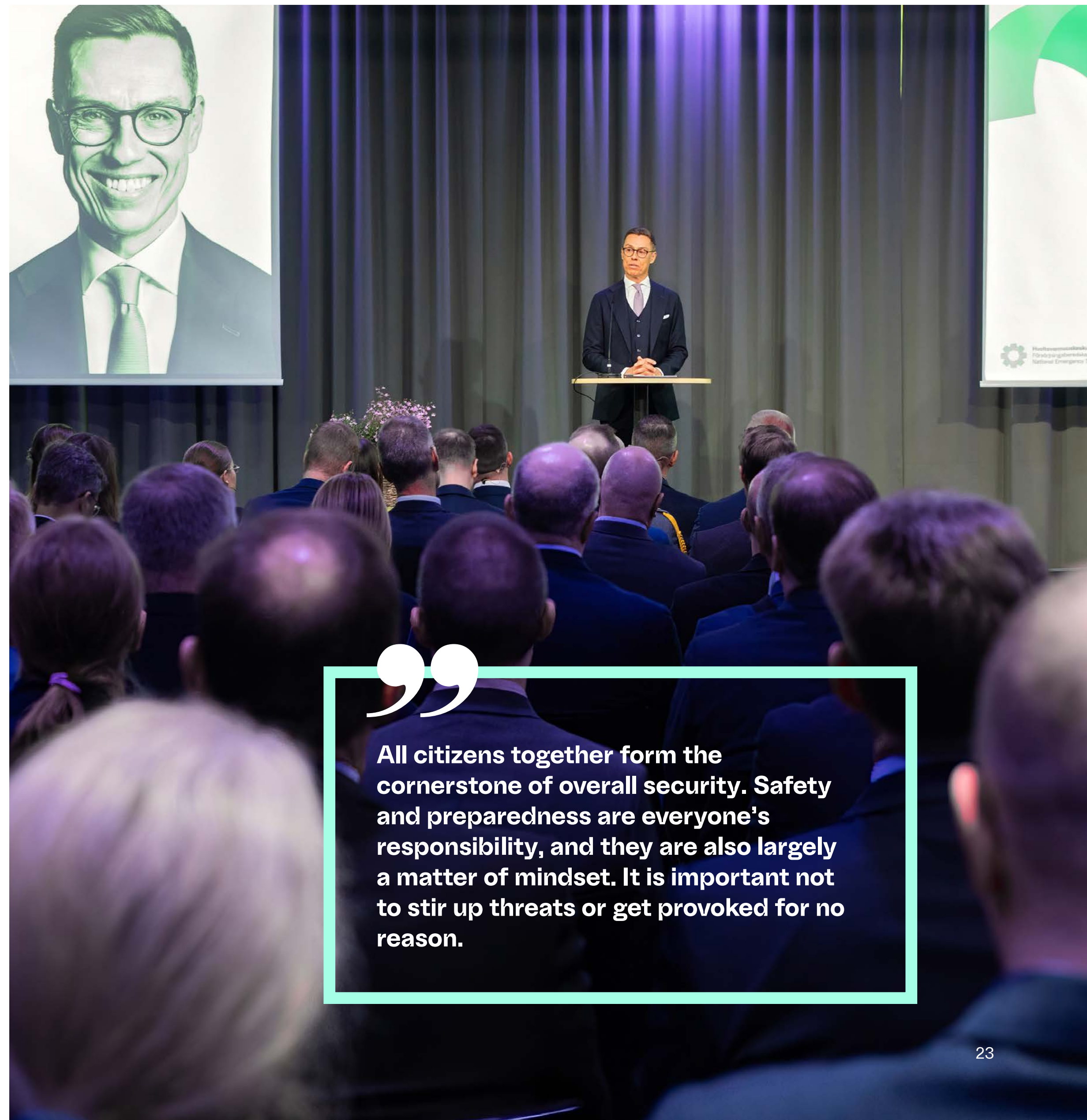
in security of supply activities and preparedness efforts.

"Even companies recognise that participating in this work is also an opportunity," he said.

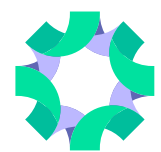
Janne Kähkönen, CEO of the National Emergency Supply Agency, highlighted business opportunities for companies, as Finland has a unique system for emergency preparedness.

"Finnish expertise in preparedness also presents commercial opportunities. The productisation of security of supply solutions, consulting services related to them and various simulation services are good examples of this. Right now, it pays to be super fast because others are also developing their operations at an accelerating pace," Kähkönen said.

The event featured updates on the NESA's programme activities and discussed how various models of collaboration are used to promote societal resilience across the four programmes and their projects.



All citizens together form the cornerstone of overall security. Safety and preparedness are everyone's responsibility, and they are also largely a matter of mindset. It is important not to stir up threats or get provoked for no reason.



Lessons on security of supply

Online courses and new guidelines strengthen preparedness

Throughout the year, we have shared insights on security of supply through various channels. The [Johdatus huoltovarmuuteen \(Introduction to Security of Supply\) online course](#) provides an introduction to the importance of security of supply, and the [Iskunkestävä Suomi \(Shockproof Finland\) podcast series](#) features people whose job is to ensure the availability of food, water and electricity even in times of crisis. The [Raideliikenteen kyberturvallisuus \(Cybersecurity in Rail Transport\) study module](#) offered by the South-Eastern Finland University of Applied Sciences and open to everyone explores the evolving security needs of rail transport.

The Johdatus huoltovarmuuteen online course is designed for a wide range of individuals working in companies critical to security of supply and in central government, but also provides useful basic information for anyone interested in the functioning of society and preparedness. The course teaches you what security of supply really means and how it affects all of us. The course is available on the [eOppiva](#) platform and also presents the NESA's own strategy, explaining how the agency prepares for threats and what its

strategy emphasises. The course combines short text segments, video interviews and questions, which together create a comprehensive online learning experience. The online course also includes videos in which security of supply operators discuss their work.

The course has generally been considered a very successful, clear and inspiring introductory package. The course received special praise for its visual design, technical functionality and the way the material was broken down into easily digestible parts. The content was widely recommended to both professionals and the general public as part of general education.

A podcast delving into the heart of preparedness

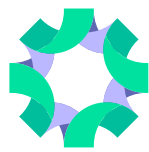
How has Finland prepared for emergencies? How are our country's critical functions safeguarded? These are some of the questions explored in the [Iskunkestävä Suomi podcast](#), which focuses on current priorities in security of supply. It also discusses how the country has prepared for national security threats and provides tips for citizens on stockpiling emergency supplies at home.

Strengthening cybersecurity expertise in rail transport

The Raideliikenteen kyberturvallisuus study module, funded by the NESA and Traficom, has been offering free continuing education on cybersecurity in rail transport at the South-Eastern Finland University of Applied Sciences (Xamk) since the beginning of 2025. This training project, which will run until the end of 2026, addresses the evolving safety needs of rail transport by offering a flexible online training module in the Xamk Learn learning environment.

The training deepens participants' understanding of the specific cybersecurity issues in the railway environment, risk management and the importance of preparedness planning. The study unit covers rail transport systems from different eras, various modes of transport and technical methods and standards related to the field. The studies cover the basics of cybersecurity, railway system operators, past cyberattacks, development needs in the field and expert perspectives. The module ensures that those working with critical infrastructure have up-to-date capabilities to address cyber threats targeting rail transport.

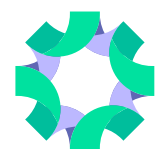




Sustainable preparedness – The National Emergency Supply Agency's Sustainability Report 2025

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Sustainability

Sustainability vision and materiality analysis

Sustainability as part of core work on security of supply

At the National Emergency Supply Agency (NESA), sustainability and responsibility are first and foremost about ensuring that society can function in all situations. Sustainability is not merely a theme in parallel with security of supply, but rather a central part of it. Sustainable security of supply is built on the harmonisation of perspectives related to the environment, people, the economy and good governance.

In the NESA's strategy for 2024–2027, social responsibility is defined as a cross-cutting principle for all operations. Its focus is on operations under normal conditions, which also lay the groundwork for preparedness for emergency situations. Long-term efforts to ensure security of supply require foresight, risk management and responsible decisions even before crises arise.

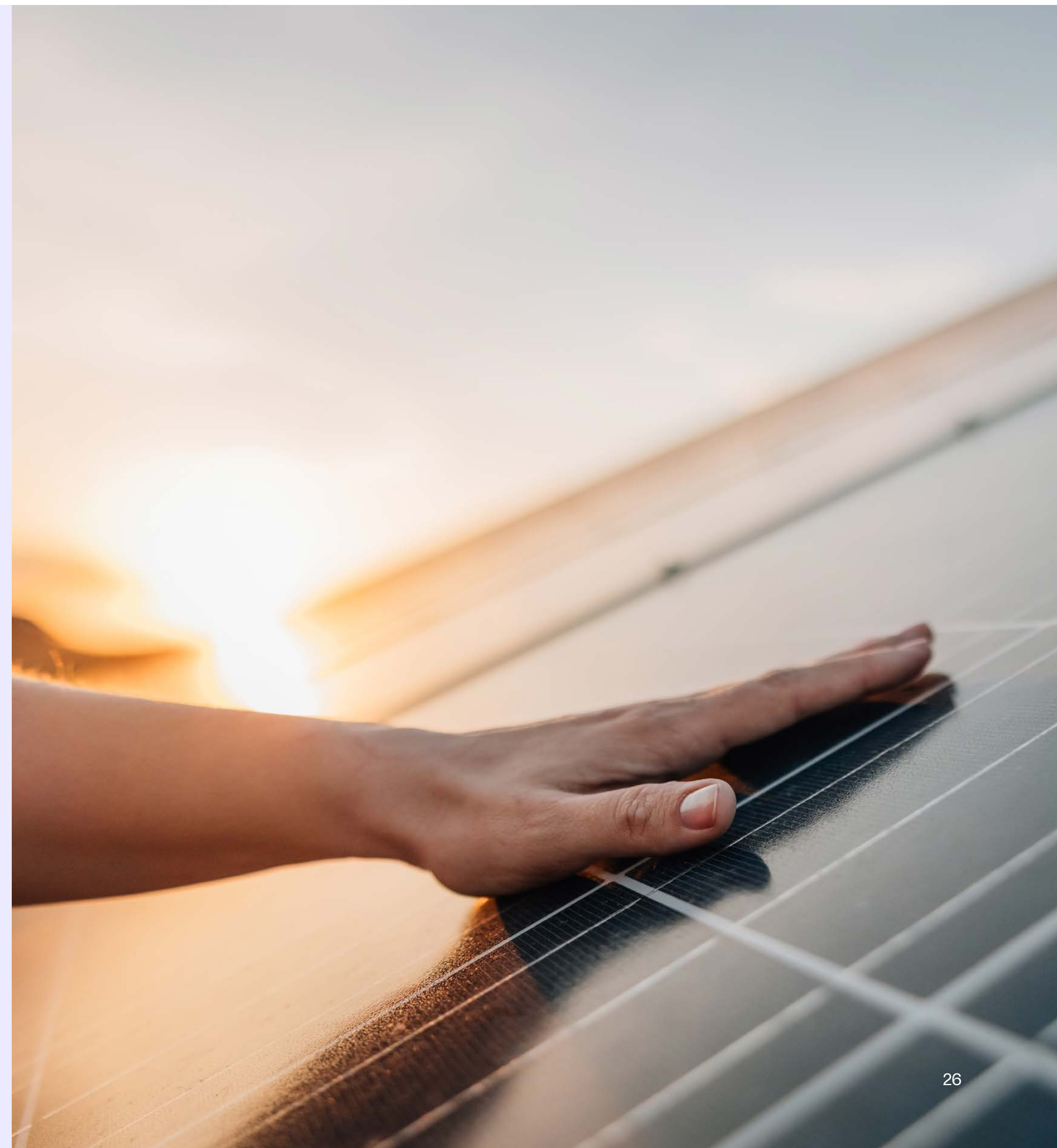
In 2025, concrete progress was made in implementing the sustainability vision. The NESA's sustainability policy was integrated into the organisation's day-to-day operations, decision-making and development work. The goal was to reinforce the mindset that security of supply, sustainable development and responsibility support each other.

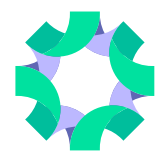
Management of sustainability

Sustainability is an integral part of the NESA's strategic management. Overall responsibility lies with the Administrative Director, who ensures that sustainability goals are reflected in the NESA's operations and that their implementation is monitored. Issues related to sustainability are regularly discussed by the management team as part of strategic decision-making.

Sustainability work and related goals are also part of the performance agreement between the NESA and the Ministry of Economic Affairs and Employment, and the NESA reports on the progress of this work twice a year. This integrates sustainability work into guidance and monitoring and increases the transparency of operations.

The Strategic Development and Shared Services Department employs a sustainability specialist who is responsible for planning and coordinating sustainability work. The work is carried out in close collaboration between different departments to ensure that sustainability is reflected in concrete practices throughout the organisation.





Sustainability reporting in a changing operating environment

Sustainability reporting by the central government has been based on the UN's 2030 Agenda and Sustainable Development Goals. The NESA has prepared an annual Sustainability Report to describe the key impacts of its operations and the progress of its sustainability work.

In December 2025, the State Treasury's guideline on sustainability reporting in central government was repealed as part of an effort to simplify reporting practices. However, this did not mean the end of the NESA's sustainability work; the NESA will continue its sustainability work and reporting in accordance with its own sustainability policy. Reporting is considered an important tool for improving operations and meeting the expectations of stakeholders.

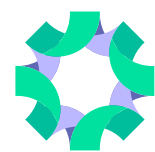
Materiality analysis guides sustainability work

Materiality analysis is the foundation of the NESA's sustainability work. It has helped identify the themes that are most significant in terms of the impact of the NESA's operations and the expectations of its stakeholders.

The preparatory work for the materiality analysis was carried out in 2024–2025. The work included interviews with staff and key stakeholders, an online stakeholder survey and two internal ESG workshops. The analysis took into account both the most significant economic, social and environmental impacts of the NESA and stakeholder views related to them.

Based on the analysis, the key sustainability themes that emerged were climate change; employee wellbeing, competence and equality; shared operating principles and the sustainable development of procurement and material preparedness. The Administrative Director confirmed the results of the analysis and the sustainability goals based on them in late 2024. The objectives included in the sustainability policy have continued to guide the NESA's sustainability work in 2025 as well.

The materiality analysis will continue to serve as a roadmap for the NESA's sustainability work. It helps focus efforts on areas that have an impact and supports the harmonisation of security of supply and sustainability in a changing operating environment.



Emissions calculation

For the first time, the NESA conducted an emissions calculation for Scope 1–2 emissions in accordance with the GHG Protocol. varmuudenvuoksi.fi/artikkeli/ilmastotyon-vaikuttavuus-alkaa-mittaamisesta

First Sustainability Report published

The NESA's first Sustainability Report was published as part of the Annual Review. The sustainability report was based on a materiality analysis conducted in spring 2024 that identified the NESA's most important sustainability themes on the basis of the views of the NESA's personnel and stakeholders. [The National Emergency Supply Agency's Annual Review: times of crisis highlight the importance of security of supply – National Emergency Supply Agency](#)



Efforts to increase sustainability in the grain chain

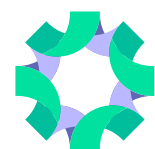
As part of the Food and Water 2030 programme, the Vastuullinen viljaketju (Sustainable Grain Chain) project was carried out, in which the sustainability of the grain chain was assessed from the perspective of security of supply. [Vastuullisuutta viljaketjussa halutaan lisätä – Varmuuden Vuoksi](#)

Kaiku competition

The NESA's Vastuullisuuden polku (Path to Sustainability) project was a finalist in the 2025 Kaiku competition, which recognised organisations that have promoted sustainable development and responsibility through their own activities. [Kaiku-palkinto 2025 finalist: Vastuullisuus laskeutui Huoltovarmuuskeskuksen arkeen – Valttiolla.fi](#)

Citizens want transparency and communication regarding security of supply

In late 2025, the NESA conducted a review of its social responsibility for the first time. The review includes surveys of citizens and other stakeholders. Views on preparedness were also sought from the perspective of psychological resilience. [Suomalaisten näkemykset huoltovarmuudesta, varautumisesta ja Huoltovarmuuskeskuksesta](#)



Sustainability

Frameworks and networks for sustainability work

The National Emergency Supply Agency's (NESA) sustainability work is based on internationally recognised frameworks and active network cooperation. They support the development of sustainability as part of the work on security of supply and help ensure that operations meet the expectations of society and stakeholders, even in a changing operating environment.

The NESA remains a member of FIBS (Finnish Business & Society). The FIBS network provides up-to-date information, peer learning and training on topics related to sustainability. The network supports the development of sustainability work, particularly from a practical and strategic perspective.

In addition to this, the NESA has committed to the UN's corporate sustainability initiative, the UN Global Compact, and is a member of the Finnish Global Compact Network. The UN Global Compact is the world's largest corporate sustainability initiative, comprising more than 20,000 companies and thousands of other organisations from over 160 countries. The initiative provides a global framework for sustainability work and supports the advancement of the UN Sustainable Development Goals (2030 Agenda).

As a member of the UN Global Compact, the NESA is committed to promoting the ten principles of corporate sustainability in its own operations and within its sphere of influence. They pertain to human rights, labour practices, environmental sustainability and anti-corruption measures. These principles are based on key international treaties and declarations, such as the UN Universal Declaration of Human Rights, the ILO's Fundamental Principles and Rights at Work, the Rio Declaration on Environment and Development and the UN Convention against Corruption.

Commitment to the UN Global Compact supports the NESA's sustainability work by strengthening its consistency, credibility and goal orientation. It also provides an international framework for comparison, which can be used to develop sustainability work in the long term as part of the overall security of supply.

Nature-positive governance

In 2025, the National Emergency Supply Agency joined the central government's Luontopositiivinen hallinto (Nature-positive Governance) network.

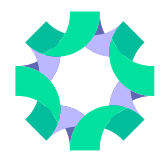
Nature-positive governance refers to practices and strategies aimed at halting biodiversity loss, strengthening biodiversity and ensuring the functioning of ecosystem services. The network supports central government bodies in taking biodiversity into account in their decision-making and in the development of their activities.

A nature-positive perspective complements the NESA's sustainability work, particularly from the perspective of long-term preparedness. Functioning ecosystems and the sustainable use of natural resources are also prerequisites for security of supply. Network cooperation supports the NESA's ability to take nature-related risks and opportunities into account as part of security of supply planning.

Together, these frameworks and networks form the foundation of the NESA's sustainability work. They support the integration of sustainability into the core activities related to security of supply and strengthen the NESA's role as a sustainable and reliable societal operator.



The National Emergency Supply Agency's sustainability work is based on internationally recognised frameworks and active network cooperation.



Environmental sustainability

Concrete actions for the climate and security of supply

Mitigating climate change, adapting to climate change, and the responsible and efficient use and recycling of resources are the key areas of our environmental responsibility.

Of the UN's Sustainable Development Goals (SDGs) related to the environment, we are committed to goals 7 (affordable and clean energy) and 13 (climate action).

During 2025, we integrated the objectives set out in the National Emergency Supply Agency's sustainability policy into the operations of our entire organisation. In line with our path to sustainability, we conducted our first-ever Scope 1 and Scope 2 calculations in accordance with the GHG Protocol.

Ways to prepare for the effects of climate change

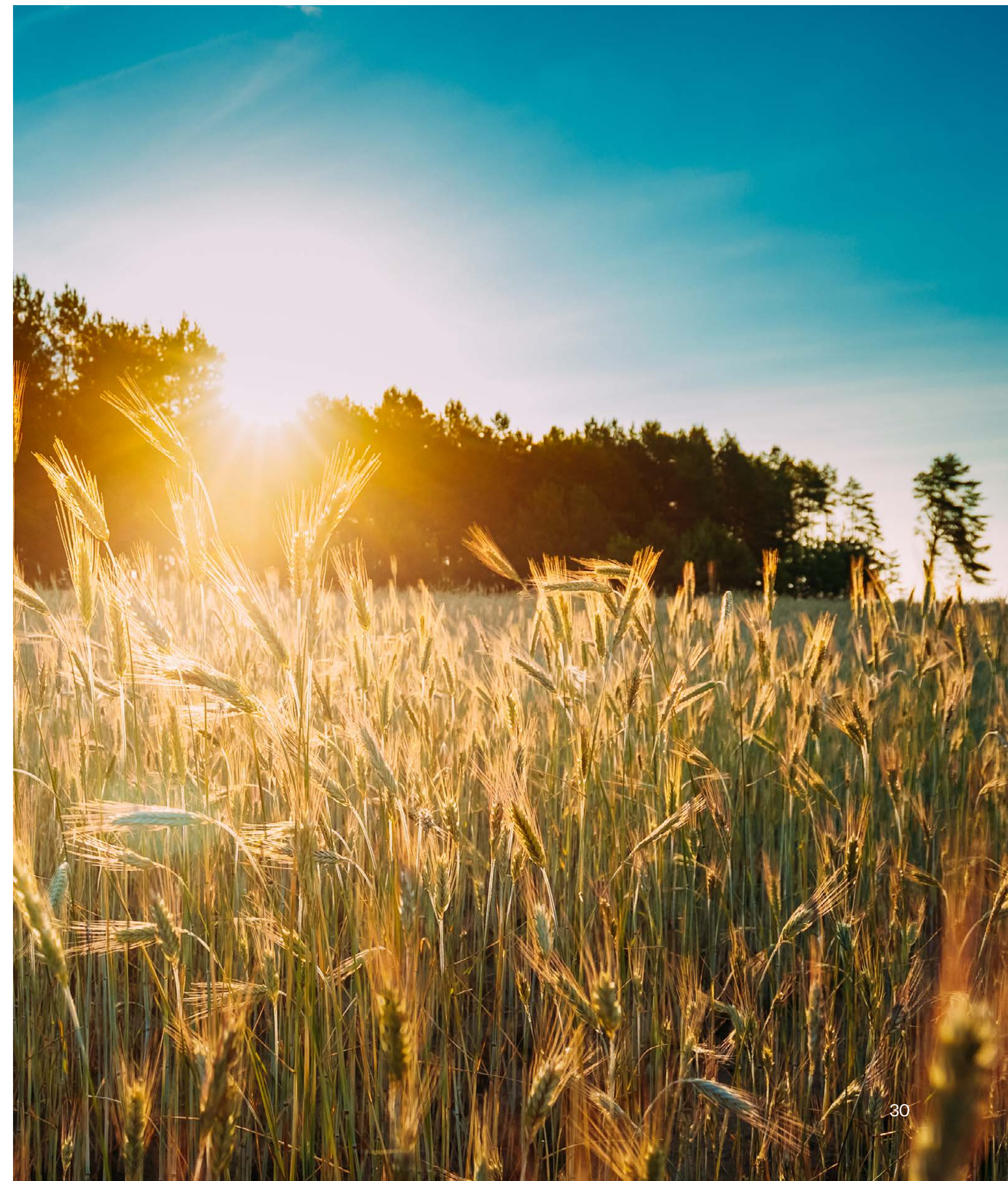
Through our definition efforts, we have clarified our goal: to increase awareness and expertise related to climate change mitigation and adaptation. The National Emergency Supply Agency is tasked with determining both the impacts of climate change on Finland's security of supply and ways to prepare for these impacts.

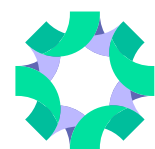
In 2025, the National Emergency Supply Agency carried out the Sustainable Grain Chain project, assessing the sustainability of the grain supply chain from the perspective of security of supply. The first part of the project examined the overall picture of sustainability. The second part of the project focuses more specifically on the carbon footprint of grain. The pilot phase of the project will investigate how the carbon footprint of grain can be measured as part of emergency stockpiling.

The PUUVILJA study was also completed in 2025. It examined the ripple effects of climate change and increasing extreme weather events, as well as the associated security of supply risks, on Finland's agriculture and forestry sectors.

Environmental sustainability integrated into programmes and projects

We also examine broadly how we can incorporate environmental sustainability into both our programmes and our projects. Among the National Emergency Supply Agency's strategic priority programmes, the Energy 2030 and Food and Water 2030 programmes promote the environmental goals defined in the sustainability policy.



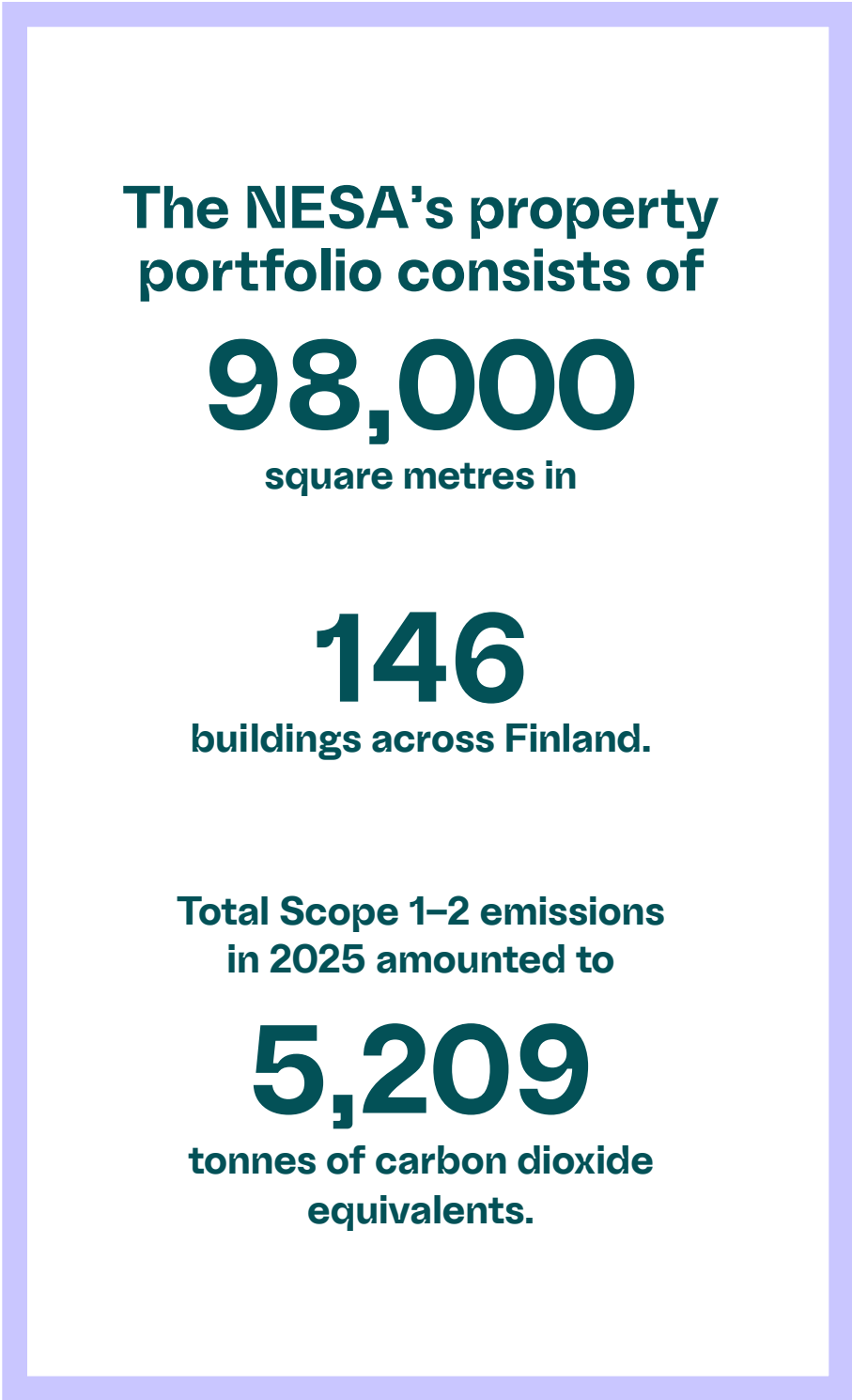


Example of environmental work

Data is driving us towards more energy-efficient property management

The National Emergency Supply Agency has conducted its first comprehensive emissions calculation, in accordance with the GHG Protocol, for the Scope 1 and 2 emissions of the properties it owns. The calculation lays the foundation for knowledge-based management. When the climate impacts of properties are known, investments and property maintenance can be targeted in a way that supports both security of supply and emissions targets.

A modern and reliable property portfolio is a key factor in the NESAs climate efforts, as the sector is highly emission-intensive. The NESAs first full-scale calculation cycle, conducted in 2025, focused on the properties' Scope 1 emissions (direct emissions from the properties themselves) and Scope 2 emissions (purchased energy).



Long-term property strategy

For the NESAs, emissions calculation is not just a part of reporting; it is a tool that guides the long-term property strategy and procurement towards a more sustainable direction. The data makes it possible to set realistic and ambitious goals for decades to come, as responsible procurement and contracting carry through to the end of the technical lifetime of the property. Based on this first emissions calculation, which has now been completed, an emissions reduction plan will be drawn up.

Three measures to reduce emissions from the NESAs properties:

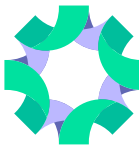
1. Modernisation. Properties are not simply renovated to their original condition; their systems are upgraded to be more energy-efficient.
2. Life-cycle thinking. Investment decisions prioritise reducing electricity consumption and the carbon footprint, even if the payback period is long.
3. Sustainable procurement. Procurement decisions are not based solely on the lowest price; environmental criteria are also taken into account.

What do the GHG Protocol categories mean?

- Scope 1:** Direct emissions arising from the organisation's own operations (e.g. its own premises and vehicles).
- Scope 2:** Indirect emissions resulting from the energy purchased by the organisation (e.g. electricity and heating).
- Scope 3:** Other indirect emissions in the value chain (e.g. procurement and logistics).

The next step is to examine the value chain

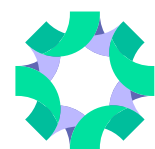
Although Scopes 1 and 2 provide a solid foundation of information on an organisation's environmental impacts, a large proportion of those impacts often arise within the value chain (Scope 3). It is important to ensure that, in the future, the NESAs makes sustainable decisions based on data in this area as well. Data collection and modelling of the NESAs Scope 3 impacts in areas such as logistics, procurement, business travel and commuting have already begun. The goal is to conduct the first comprehensive Scope 3 calculation in 2027 based on data from 2026.



Environmental sustainability

FOCUS	OBJECTIVES	METRICS	RESULTS
Climate change mitigation	We assess the climate and environmental impacts of our operations with regard to Scope 1–3 emissions in accordance with the GHG Protocol.	Calculation of Scope 1–2 emissions. The Scope 3 calculation will be based on data from 2026.	Scope 1–2 emissions for 2025: 5,209 tCO ₂ e.
	We define goals and prepare an action plan for reducing harmful impacts and mitigating climate change. We increase awareness and knowledge of the mitigation of and adaptation to climate change.		
Climate change adaptation	Climate change affects functions and infrastructure that are important for security of supply. We ensure the continuity of our activities and the safeguarding of society's critical functions and infrastructure by adapting to climate change and its risks.	Impact assessment of the NESA's programmes and projects that promote climate change adaptation. Development of an assessment method and monitoring of the assessment results.	Among the National Emergency Supply Agency's strategic priority programmes, the Energy 2030 and Food and Water 2030 programmes promote the environmental goals defined in the sustainability policy.
Sustainable and efficient use of resources and recyclability	We promote the circular economy and improve the efficiency of resource use and the recycling of materials.	Determining and increasing the recycling rate of premises and other properties. Determining the circular economy potential of material preparedness and increasing the recycling rate.	Development work is underway and the project is scheduled to be completed by the end of 2026.





Social responsibility

The challenges of tomorrow call for continuous development work

The importance of work related to security of supply is highlighted in these uncertain times. To meet the challenges of tomorrow, we are strongly focused on the continuous development of our expertise and on coaching leadership. It is important to us that our employees feel well and maintain their ability to work under all circumstances.

The National Emergency Supply Agency is an expert organisation with just over a hundred employees, and the rapid growth in staff numbers seen in previous years has now levelled off. In the spring of 2025, the NESA's information analysis function was strengthened by the addition of data analytics specialists, which will improve our ability to identify harmful information campaigns and integrate data expertise into our situational awareness operations. We employ a diverse group of experts from various fields, and our specialist roles involve close collaboration with various stakeholders. Our multi-professional approach gives us a broad perspective on different sectors of society, which our staff feel enhances the significance of our work.

Starting in the autumn of 2025, we began preparing for the transition of the NESA from a public body to a government agency. With this change, the

NESA's role will become clearer and stronger as part of the central government.

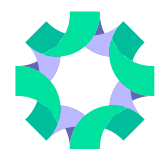
Clear hiring practices and excellent job satisfaction

In our hiring process, we ensure that all applicants are treated equally and our vacancies are advertised publicly. We do not ask about the applicants' age in our recruitment process, and we assess applicants based on the nondiscriminatory criteria presented in the job advertisement in all phases of the process. The recruitment decisions are based on the individual's skills and suitability for the position.

Our staff are happy and feel that their work is meaningful. In the 2025 staff survey (the government's staff barometer), the NESA performed particularly well in the areas of job meaningfulness, good supervisory work, effective interaction and occupational safety. We received an overall score of 3.24 out of 4.00 and performed at a good or excellent level on nearly all metrics.

These positive results motivate us to continuously improve our operations. Our aim is to streamline the organisation of work, strengthen collaboration and clarify our remuneration systems. We want to continue to be an attractive and sought-after central government employer.





Social responsibility



We are strengthening expertise in security of supply and working life skills

We continued our 'Shockproof Expert' training programme, which was launched in 2024, with the aim of deepening staff expertise in security of supply and strengthening the working life skills required in specialist work. In 2025, the programme focused on training in communications, artificial intelligence, resilience and government agency operations, as well as supervisor coaching. In early 2025, we launched an open online training course entitled 'Johdatus huoltovarmuuteen' (Introduction to Security of Supply) on the government's eOppiva platform. The online training course offers interested members of the public an overview of security of supply and preparedness, and has received very positive feedback from those who have completed it.

Pay system reform increases transparency

We prepared an update to the NESA's pay system, while also preparing for the EU Pay Transparency Directive, which will take effect in June 2026. The aim of the pay system reform is to increase staff's understanding of their pay and improve pay transparency. This will be achieved by clarifying the job difficulty assessment model and criteria and improving the process for evaluating individual performance, among other measures.

We take care of wellbeing

Wellbeing at work is a package comprising things such as a safe work community, good supervisory work and the employee's balanced and motivating range of work responsibilities. Last year, we focused on developing

supervisory work and reorganised the work in two departments to improve immediate leadership services.

We continued to focus on managing our staff's workload and maintaining a balance between work and leisure time. Our experts are deeply committed to their work, which can sometimes present challenges in managing their workload. With flexible working hours, we encourage our employees to balance their working hours on a regular basis.

Due to the nature of our work, most of the work is carried out at the office in interaction with various actors. Remote work is possible if the employee's responsibilities allow it, adding flexibility to our personnel's everyday work routines. We have a close work community with a community spirit, and we appreciate in-person work. A warm atmosphere, an active employee association and joint staff events are important to us.

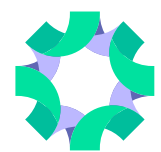
In 2025, the staff's leaves of absence due to illness averaged 5 calendar days per person (2024: 3.4), which can be considered low compared to reference organisations. The staff's health rate was also high: 41% of the staff were not ill at all. Absences due to mental health issues had somewhat increased compared to previous years.

In last year's annual staff survey, respondents rated their own wellbeing at 8.09 on a school grading scale of 4–10 (2024: 8.3).

Sustainability built together

The NESA's core mission is seamlessly linked to social responsibility and to ensuring the continuity of the functioning of society during crises and emergency situations together with the business community, the third sector and public authorities.

The National Emergency Supply Agency's strategic priority programmes – Energy 2030, Food and Water 2030, Digital Security 2030 and Logistics 2030 – promote the social responsibility objectives set out in the sustainability policy.



Example of social responsibility

The security of supply system is widely trusted

At the end of 2025, the National Emergency Supply Agency conducted a study on social responsibility from the perspective of both citizens and its stakeholders. The study was conducted by E2 Research, and it examines how the public perceives the role, effectiveness and responsibility of the National Emergency Supply Agency.

According to the study, 88% of Finns are familiar with the concept of security of supply, and there is strong confidence in the security of supply system. Finns consider it particularly important to ensure the availability of food, energy and medicines and to have clear guidelines for personal preparedness.

62% of respondents have little or some knowledge of the National Emergency Supply Agency's operations. Trust in the National Emergency Supply Agency to manage crisis situations is at a fairly high level. Respondents would like to see more open communication, transparency regarding preparedness principles and concrete examples of successful measures.

Greater transparency and participation

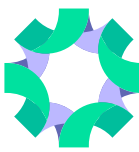
In addition to the general views of the Finnish public, the study examined the views of decision-makers

at the central government and municipal levels, as well as representatives of the private sector, on security of supply. Among them, the Finnish security of supply system is viewed as a unique and effective system by international standards, with extensive cooperation between the public, private and third sectors emerging as its key strength. The National Emergency Supply Agency's expertise and role as a network coordinator are widely recognised, and it is seen as having significantly improved its agility and responsiveness to changes in its operating environment in recent years.

Stakeholders are calling for active dialogue and clear communication so that all parties involved understand the objectives, responsibilities and situational picture related to preparedness. The NESAs are expected to provide stronger leadership on security of supply issues and compile and share best practices across sectoral boundaries.

All in all, ensuring security of supply is seen as a shared responsibility, and the NESAs are expected to both provide consistent guidance and be able to act as a reliable partner for society as a whole. Responsibility can be further developed by increasing transparency, accessible communication and stakeholder collaboration.

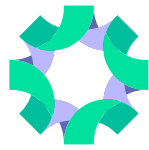




Social responsibility

FOCUS	OBJECTIVES	METRICS	RESULTS
Employee wellbeing, diversity and equality	We promote equality and diversity in our work community by ensuring equal treatment of all employees.	Staff barometer: Overall satisfaction. Staff barometer: Appreciation and meaningfulness of work. Staff barometer: Work ability. Staff barometer: Occupational safety.	Staff barometer: Overall satisfaction: 3.24/4. Staff barometer: Appreciation and meaningfulness of work: 3.46/4. Staff barometer: Work ability: 3.21/4. Staff barometer: Occupational safety: 3.38/4. Staff barometer: Innovativeness and renewal capacity of the organisation: 3.30/4. Trust & reputation – Interaction: keeps in contact – listens to and understands stakeholders: 3.08/5 (2024: 3.05) Trust & reputation – Products and services: produces products or services that are good value: 3.47/5 (2024: 3.38)
	We are committed to improving wellbeing at work and occupational safety.		
Training and development of competence	We offer opportunities to develop competence and participate in training. We increase awareness and knowledge of social responsibility and diversity.	Staff barometer: Innovativeness and renewal capacity of the organisation.	
Social sustainability	We ensure the continuity of the functioning of society during crises and emergency situations together with the business community, the third sector and public authorities.	Trust & reputation: Interaction: keeps in contact – listens to and understands stakeholders. Trust & reputation: Products and services: produces products or services that are of good value.	





Administrative and financial responsibility

Good governance creates a framework for responsible operations

Financial responsibility and the principles of good governance are important to the National Emergency Supply Agency. They promote transparency and ensure that we operate in an ethical, fair and efficient manner. At the NESA, good governance and financial responsibility are also strongly linked to management, internal control and decision-making. We continuously develop our activities in order to ensure the realisation of our organisation's administrative responsibility.

The transition to a government agency meets the requirements of the changed operational and security environment

A significant change concerning the National Emergency Supply Agency is the strengthening of its administrative status under the Act on the Measures Necessary to Secure Security of Supply and on the National Emergency Supply Agency, which entered into force on 1 April 2026, and as a result of which the NESA was transformed from a public body into a government agency. The NESA continues to operate under the Ministry of Economic Affairs and Employment, which will continue to be responsible for the NESA's general administrative oversight. With the enactment of the new Security of Supply Act, a cross-administrative steering group for the NESA has also been established, with representatives from all ministries. The aim of transforming the organisation into an agency is to better meet the requirements of the operational and security environment in cooperation with the private sector and other authorities.

The development programme supports strategic objectives

The NESA's productivity and development programme (2024–2027) is part of the implementation of the strategy and the performance agreement between the Ministry of Economic Affairs and Employment and the NESA. The development programme aims to support the realisation of our strategic goals, improve the productivity of our activities and implement the focuses in capability development in line with our strategy.

The performance agreement for 2025–2028 between the NESA and the Ministry of Economic Affairs and Employment sets developing facility and digital security and improving knowledge-based management as the focuses in internal development. Together with the Ministry, we promote the realisation of the target state of knowledge-based management. The NESA's goal in knowledge-based management is the systematic utilisation of information in preparation, decision-making and implementation.

Our operating practices guide our responsible day-to-day operations

We want to build a responsible organisational culture based on values defined together with our staff. The NESA's common Code of Conduct has been updated to reflect the jointly established values, the growth of the work community and the changes in the operating environment. This Code of Conduct is important to us because it

guides and supports safe, equitable and responsible daily operations.

The way we operate forms the ethical and responsible basis of our activities. Our stakeholders and partners can trust that we comply with the applicable laws and our ethical principles: neutrality, independence and reliability.

The goal of our equality and non-discrimination plan is to ensure the realisation and promotion of equality and non-discrimination as well as the prevention of discrimination in all activities. We work for equality and non-discrimination actively and systematically because we want to ensure an equal and non-discriminatory work community for everyone. Another aim of the plan is to remind everyone that they are able to promote an equal and non-discriminatory workplace with their own actions and example.

A key resource in security of supply work are the people who carry out this work. A change in the operating environment requires further development of previous activities and preparedness for more severe threat scenarios. Additionally, we continuously develop the NESA's preparedness activities.

We seek solutions to the sufficiency of our personnel through digital operating models that support work and by making every effort to streamline administration. The NESA uses digital operating models to implement the central government's productivity programme.

Internal control promotes good governance

The NESA's new internal control guidelines were published in the spring of 2026. By developing internal control, we

promote the realisation of good governance and compliance. We continuously assess our activities together with the internal audit team by making use of various assessment tools.

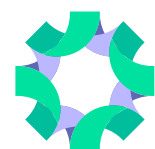
Internal control and risk management will be more strongly tied to our management, steering and operating processes. This way, we support the NESA's goals and ensure the uninterrupted continuity and security of our activities as well as the maintenance of operating conditions.

Investments and responsible procurement processes supporting security of supply

The changed operating environment and recurring disruptions over the last few years have required critical investments in order to safeguard security of supply. It is crucial to safeguard the capacity of the National Emergency Supply Fund in accordance with the policies stated in the Government report on security of supply, which the new Security of Supply Act helps facilitate. The planning and implementation of investments are part of the financial planning process.

In procurement, we comply with the legal provisions concerning public procurement as well as the principles of openness, non-discrimination and proportionality. We treat participants in our procurement procedures and other suppliers equally and without discrimination, and we operate openly in accordance with the principle of proportionality. In early 2026, the NESA launched a project aimed at improving the sustainability and circular economy aspects of the NESA's procurement, which also incorporates a life-cycle approach to materials.

Among the National Emergency Supply Agency's strategic priority programmes, Digital Security 2030 promotes the administrative responsibility objectives defined in the sustainability policy.



Example of administrative responsibility

A common Code of Conduct guides our daily work

The National Emergency Supply Agency's common Code of Conduct was updated to reflect the current needs of the work community and the operating environment. This Code of Conduct guides our daily work and supports safe, equitable and responsible everyday operations.

The need to develop the Code of Conduct was identified as part of the NESA's values project. The Code, which was originally drafted in 2022, no longer met the needs of the current organisation, as the NESA has grown and evolved significantly. In particular, the sharp increase in the number of employees had left many new employees unfamiliar with the previous policies. It was also felt that the common Code of Conduct should be incorporated into stakeholder engagement.

The transition to a government agency strengthens the value base

The need for a revised Code of Conduct was assessed through a survey that sought to determine the views of staff and pool secretaries on the necessary content themes. Based on these responses, the Code of Conduct was refined by making it more concrete and adding leadership guidelines. At the same time, the aim was to communicate more clearly than before how the NESA operates and what it expects from its stakeholders.

One of the drivers behind the reform was the Act on the Measures Necessary to Secure Security of Supply and on the National Emergency Supply Agency, under which the NESA will transition from a public body to a government agency on 1 April 2026. The aim of transforming the organisation into an agency is to better meet the requirements of the changed security environment in cooperation with the private sector and other authorities.

Following the legislative amendment, there was a desire to incorporate the value base of the central government and matters related to public-service

employment relationships into the Code of Conduct. These include guidelines on public service ethics, conduct in workplace networks, principles for a good work community and cooperation with stakeholders as well as guidelines on conflicts of interest and affiliations.

Supervisory work guides our work

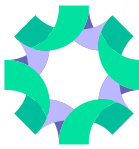
The purpose of the Code of Conduct is to support the NESA's staff and stakeholders in acting legally, fairly, impartially and transparently.

In accordance with the NESA's leadership principles, management and supervisory work play a key role in putting these principles into practice so that they guide actions and decision-making at all levels of the organisation.

In the spring of 2026, an online course will be made available to all employees to go through the updated Code of Conduct. New employees are introduced to the subject as part of their induction training and then on a regular basis throughout their employment.



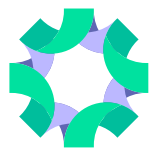
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Administrative and financial responsibility

FOCUS	OBJECTIVES	METRICS	RESULTS
Administrative responsibility	We seek to build a sustainable and responsible organisational culture.	Staff barometer: The organisation's operating culture. Staff barometer: Supervisory work. Staff barometer: The organisation's leadership culture.	Staff barometer: The organisation's operating culture: 3.18/4. Staff barometer: Supervisory work: 3.45/4. Staff barometer: The organisation's leadership culture: 3.03/4. Trust & reputation: Administration: operates openly and transparently – behaves appropriately in its activities: 3.11/5 (2024: 3.02). Trust & reputation: Responsibility: acts correctly and responsibly – takes society and the environment into account: 3.51/5 (2024: 3.49). Trust & reputation: Finances: is financially stable: 3.52/5 (2024: 3.55).
	We comply with the laws, decrees and goals guiding our activities.	Administration: operates openly and transparently – behaves appropriately in its activities	
	We are committed to managing information responsibly, promoting good governance and protecting whistleblowers.	Responsibility: acts correctly and responsibly – takes society and the environment into account	
	We ensure that the National Emergency Supply Fund is managed responsibly and in a socially impactful manner.	Finances: is financially stable.	
Code of Conduct	We will prepare a common Code of Conduct for our activities.	The revised guidelines are complete.	The updated Code of Conduct was adopted in December 2025.
	We will train our personnel and commit our suppliers and partners to our Code of Conduct.	Online course: Our goal is for all of our staff to have completed the online course on our shared operating principles by the end of 2026.	Online course: Our goal is for all of our staff to have completed the online course on our shared operating principles by the end of 2026.
Sustainability of procurement and material preparedness	We develop procurements to be more sustainable.	The development work was launched in 2025.	Development work is underway and the project is scheduled to be completed by the end of 2026.

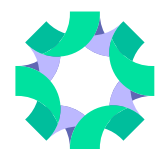




Organisation

Organisation

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Finances and financial statements

The National Emergency Supply Agency's finances and financial statements

The 2025 financial year once again demonstrated the diversity of threats and risks to security of supply. The security environment is changing rapidly, and the importance of preparing for the effects of these changes is emphasised.

The National Emergency Supply Agency manages the National Emergency Supply Fund, which falls outside the national budget and is used for the revenue recognition of the strategic stockpile fee levied pursuant to the Act on Excise Duty on Liquid Fuels (1472/1994) and the Act on Excise Duty on Electricity and Certain Fuels (1260/1996). Revenue from the strategic stockpile fee has been declining over the long term, but under the new regulations entering into force in 2026, the level of the strategic stockpile fee was raised, thereby ensuring the future financial capacity of the National Emergency Supply Fund.

The National Emergency Supply Fund covers centrally the costs of security of supply actions

that are necessary to safeguard the livelihood of the population, the national economy and military defence operations and the related technical arrangements in the event of emergency conditions or comparable serious disruptions. The fund is also used to cover the costs of emergency stockpiling, technical backup arrangements and preparedness planning.

The costs of emergency stockpiling were EUR 40.0 million in 2025 (EUR 39.3 million in 2024). In 2025, the storage arrangement was actively modified based on changing preparedness needs and to promote cost efficiency. The costs of emergency stockpiling excluding capital costs were EUR 4.53 per resident per year (EUR 4.98 in 2024).

Non-inventory expenses were EUR 73.0 million (EUR 63.9 million in 2024). Through ongoing programmes, measures important for security of supply were carried out totalling EUR 11.5 million during the year (EUR 15.5 million in 2024).

The NESA's balance sheet total decreased by EUR 164.6 million from the previous year, to EUR 1.97 billion.

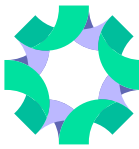
Legislative reform as a safeguard for operational activities

The problems caused by the rapid growth in resource needs for security of supply were partially resolved in the reform of security of supply legislation prepared in 2025. From the NESA's perspective, the revised legislation means that its operational activities are safeguarded. In the past, the declining strategic stockpile fee, combined with a more challenging security environment, led to persistent deficits in the NESA's budgets, even though the organisation was forced to forego implementing measures that would have been important for ensuring security of supply.

In 2025, the NESA was still forced to adjust its operations to achieve a balanced budget, and even under the new legislation, capping the NESA's administrative operating expenses at the 2023 level places pressure on the NESA's administration to make savings.



The costs of emergency stockpiling excluding capital costs were EUR 4.53 per resident per year.

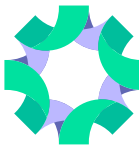


Finances

Key financial figures

Income	2025	2024	2023
Yield of the strategic stockpile fee	€36.4 mill.	€38.4 mill.	€37.7 mill.
Revenue	€164.9 mill.	€212.8 mill.	€59.6 mill.
Other income	€27.8 mill.	€34.4 mill.	€38.2 mill.
Balance sheet	€1.97 BN	€2.1 BN	€2.1 BN

Expenses	2025	2024	2023
Purchases	€170.0 mill.	€213.3 mill.	€134.4 mill.
Other expenses excluding depreciationa	€136.2 mill.	€103.2 mill.	€94.9 mill.
Share of stockpiling	€40.0 mill.	€39.3 mill.	€40.9 mill.



Management

THE MANAGEMENT TEAM OF THE NATIONAL EMERGENCY SUPPLY AGENCY

CEO **Janne Känkänen**
Administrative Director **Rain Mutka**
Director of Operations **Jaakko Pekki**
Director of International Affairs and Analysis **Axel Hagelstam**
Director of Communications **Riitta Väkeväinen** (until 14 September 2025)
Acting Director of Communications **Auli Karra** (until 16 January 2026)

BOARD OF THE NATIONAL EMERGENCY SUPPLY AGENCY

Chair: Director General of the Energy Department **Riku Huttunen**, Ministry of Economic Affairs and Employment

Vice chair: CEO **Tero Kiviniemi**, Destia Ltd

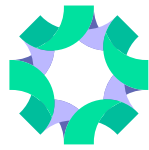
Members: Managing Director **Mervi Airaksinen**, Microsoft Finland Oy
Senior Ministerial Adviser **Kirsi Heinonen**, Ministry of Agriculture and Forestry
Director General of the Tax Department **Terhi Järvikare**, Ministry of Finance (as of 30 April 2025)
Director of Administrative Governance and Development **Anu Nousiainen**, Ministry of Finance (until 30 April 2025)
Director General of the Department for Safety, Security and Health **Taneli Puumalainen**, Ministry of Social Affairs and Health
Director General of the Ministerial Governance Department **Olli-Pekka Rantala**, Ministry of Transport and Communications
Director General of the Resource Policy Department **Olli Ruutu**, Ministry of Defence
CEO **Ilkka Tykkyläinen**, Pohjolan Voima Oyj
Lic. Med., MBA **Antti Viitanen**

NATIONAL EMERGENCY SUPPLY COUNCIL

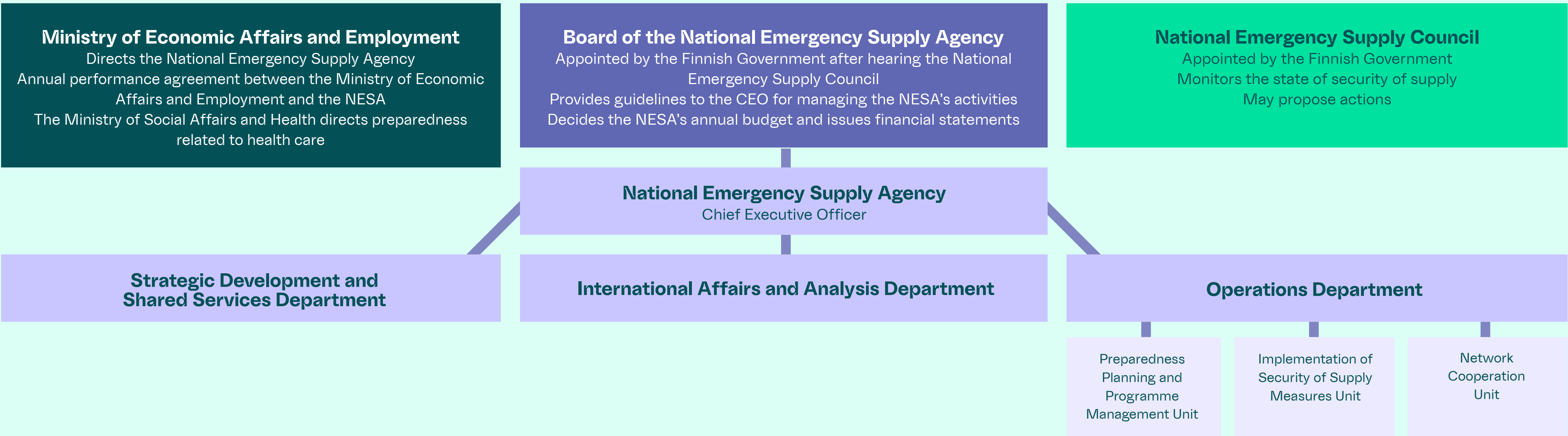
Chair: CEO **Topi Manner**, Elisa Corporation

Vice chair: Permanent Secretary **Timo Jaatinen**, Ministry of Economic Affairs and Employment

Members: State Secretary **Risto Artjoki**, Prime Minister's Office
Director General of the Department for Clients and Services in Healthcare and Social Welfare **Anna Cantell-Forsbom**, Ministry of Social Affairs and Health
CEO **Annikka Hurme**, Valio Ltd
Director General **Jyri Häkämies**, Confederation of Finnish Industries (EK)
Permanent Secretary **Linnea Johansson**, Government of Åland
CEO **Mika Joukio**, Metsä Board Corporation (stepped down in 2025)
CEO **Piia Karjalainen**, Finnish Ports Association
Director General for Civil Protection **Kimmo Kohvakka**, Ministry of the Interior
CEO **Tapio Kolunsarka**, Insta Group Oy
Executive Vice President for Oil Products **Markku Korvenranta**, Neste Corporation
Mayor **Soile Lahti**, City of Kuopio
COO, Executive Vice President **Arttu Laine**, SOK Corporation
President **Juha Marttila**, Central Union of Agricultural Producers and Forest Owners (MTK)
Director General **Satu Mäkelä**, Centre for Economic Development, Transport and the Environment for Southeast Finland
Deputy Director General of the Department for International Trade **Marianne Nissilä**, Ministry for Foreign Affairs
CEO **Mikael Pentikäinen**, Suomen Yrittäjät
Permanent Secretary **Esa Pulkkinen**, Ministry of Defence
CEO **Juho Romakkaniemi**, Finland Chamber of Commerce
Vice President of the Executive Board, Director **Katja Syvärinen**, Central Organisation of Finnish Trade Unions (SAK)
Chief Financial Officer **Mikko Timonen**, OP Financial Group
Managing Director **Anne-Mari Virolainen**, Pharma Industry Finland
Member of the Board **Tuomas Välimäki**, Bank of Finland
CEO **Merja Ylä-Anttila**, Yleisradio Oy (stepped down in 2025)



Organisational chart until 31 March 2026

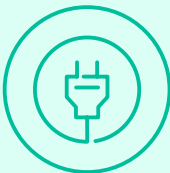


The National Emergency Supply Organisation's sectors, pools and committees

Maintain and develop security of supply and continuity management within the network of companies and organisations in their own field. The National Emergency Supply Agency directs the pools' activities.



Food Supply Sector
Primary Production Pool
Foodstuffs Industry Pool
Trade and Distribution Pool
Food Services Pool
Committee for Home Emergency Preparedness (KOVA)



Energy Supply Sector
Gas Pool
Liquid Fuel Pool
Electricity Pool
Heat Pool
+ 5 regional committees in the Energy Supply Sector



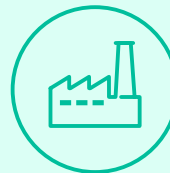
Logistics Sector
Land Transport Pool
Air Transport Pool
Maritime Transport Pool
Port Pool



Health Care and Social Services Sector
Health Care Pool
Waste Management Pool
Water Supply Pool



Financial Sector
Financial Pool
Insurance Pool
Financial Administration Pool



Industrial Sector
Technology Pool
Chemistry Pool
Plastics and Rubber Pool
MIL Pool
Construction Pool
+ 5 regional committees
Forest Pool



Others
Digital Pool
Media Pool
Private Security Pool

ELVAR committees
develop regional private sector preparedness.



Huoltovarmuuskeskus
Försörjningsberedskapscentralen
National Emergency Supply Agency

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