

2026 Rule of Law Report of the European Commission

Written input from Finland

Template for input

This template for input indicates the type of contribution sought from Member States for the 2026 Rule of Law Report and provides a suggested format of reply. However, Member States are free to decide on the precise format of their contribution, as long as the key points are covered.

(1) Information on developments and measures taken to implement each of the recommendations addressed to your Member State in the 2025 Rule of Law Report

In the below box, please describe relevant developments and the measures taken with a view to implement the recommendations, following the order of the recommendations as they were addressed to your Member State in the 2025 Rule of Law Report.

Recommendation 1: Advance the reform of the appointment of lay judges, taking into account European standards on judicial independence.

The reform is under consideration in the Ministry of Justice (MoJ).

To provide alternatives for reforming the appointment of lay judges, the Ministry of Justice published on 17 April 2025 an [assessment report](#) examining, which changes abandoning the system of lay judges would require in criminal and land court matters, and what impacts the alternatives would have. The assessment report was circulated in the spring 2025 for comments to courts, prosecutors, lawyers and other actors within the justice system, as well as to the political parties represented in the Parliament. A [summary of opinions](#) was published on 1 September 2025. Abandoning the institution of lay judges was widely supported. It was generally agreed that the change would require strengthening the compositions of the general courts and hiring more professional judges.

Recommendation 2: Take forward the revision of the criminal offence of foreign bribery.

The Government resolution on the National Anti-Corruption Strategy and Action Plan 2025–2027 was approved in June 2025. (Please see: [Government Resolution on the National Anti-Corruption Strategy and Action Plan 2025–2027](#)). With regard to this current Action Plan, two measures can be highlighted as particularly relevant in light of the recommendation to take forward the revision of the criminal offence of foreign bribery. These are measures “5.1.1. Transpose the Anti-Corruption Directive into national legislation and implement the associated changes to the legislation on bribery offences, such as the criminalisation of trading in influence.” and “5.1.2. Reform the legislation concerning liability for acts in office.” A timeframe of 2025–2027 has been defined for both aforementioned measures. Reformation of the legislation concerning liability for act in office is relevant in this regard, because bribery offences are part of this legislation.

As Finland has previously expressed, the regulatory changes concerning foreign bribery will be considered in conjunction with the implementation of the Anti-Corruption Directive. In our view, an effective and appropriate approach is to assess the legislative amendments and other regulatory changes concerning foreign bribery in conjunction with the implementation of the Anti-Corruption Directive, given their interconnectedness. The reformation of the legislation concerning liability for

acts in office is also planned to be conducted at the same time as the implementation of the Anti-Corruption Directive. The Anti-Corruption Directive has not yet entered into force, but national implementation measures are anyway planned to be initiated early this year 2026. The Ministry of Justice has appointed a working group for the period of 12 January 2026 – 31 March 2027, which will draft legislative proposals in relation to the aforementioned Action Plan measures 5.1.1 and 5.1.2.

Recommendation 3: Continue efforts to strengthen the integrity and accountability framework applicable to ministers and other persons entrusted with top executive functions by adopting a code of conduct for them.

This recommendation will be advanced as part of the national anti-corruption strategy and action plan. The second [National Anti-Corruption Strategy and Action Plan for 2025-2027](#) was adopted on 12 June 2025. The Action Plan comprises of 47 measures. Measure 2.3.3.: “Compile the key anti-corruption and integrity promotion guidelines geared to ministers into a single document” will be continued during 2026. Please also see the most recent GRECO compliance report concerning this recommendation. (Link may be delivered later once the report is published on the GRECO website)

Recommendation 4: Advance with the reform of the Act on the Openness of Government Activities to ensure effective access to documents taking into account the European standards on access to official documents.

The working group tasked with preparing a proposal on reforming the Act on the Openness of Government Activities finished its work in late 2023, and the [working group report](#) has been published. The report was sent for a wide consultation during spring 2024. A lot of feedback was received in the public consultation. Most of the feedback related to the proposals of the working group to expand the institutional scope of the Act to private parties responsible for certain public administrative duties as well as to corporations or foundations controlled by a public body. Along with comments on the proposals in the report, the feedback emphasized the need to evaluate potential changes to the Act's secrecy provisions. Particular attention was drawn to security-related aspects. A summary of the consultation feedback has been [published](#).

When the working group was established, a broader review of secrecy provisions and potential reforms was deferred for later. However, due to changes in the security environment, the need for amendments to the Act's secrecy provisions will now be assessed before any changes to the Act are proposed. This ensures that reform needs of the Act are viewed as a whole, taking into account recent developments in the security environment. The review of the need for changes to the secrecy provisions began by gathering feedback during the spring of 2025. Following this, it was assessed whether additional external studies are needed. The Ministry of Justice is currently in the process of commissioning two external studies. The first would be on the topic of accumulation of public information and potential security risks this might induce for example to critical infrastructure. The second study would concern inter alia the relationship between the general data protection regulation (particularly Article 9) and the secrecy provisions and the balance between access to documents and privacy in more general. Once sufficient information on the reform needs has been collected, the working group process will begin.

The objective is to prepare a government proposal that balances the need for transparency in government activities with secrecy requirements. In preparing the overall proposal, the aim is to evaluate and reconcile the earlier report's proposals with the need for changes to the secrecy provisions, taking into consideration the altered security situation. The complete government proposal is planned to be finalized during the next government term.

(2) Information on:

a. developments that are relevant for updating and following up on the assessment of the topics covered in the respective country chapter of the 2025 Report, including possible clarifications

- *In the boxes below, describe developments (updates or feedback) related to the topics covered in your country chapter of the 2025 Report (if not already covered under point (1)). You are invited to follow the order of topics as presented in the country chapter and insert direct references to the country chapter text, if convenient; and*

b. any other new developments not already covered under points (1) and (2)a. that you consider relevant

- *The list of topics provided in the Annex can provide guidance for this input.*

Finland provides below information motivated by the list of questions included in the Annex of the template. For the questions and topics, for which the situation has not significantly changed or developed compared to the previous year, questions are not included in the answer template. For the ease of reading, the titles of relevant topics are included in the text in **italics and bold**, with the question numbers from the Annex in brackets. The Ministries responsible for the themes covered and the answers provided are indicated in the beginning of each pillar, and where several ministries have covered same questions, also under each question.

I. Justice Systems (contribution provided by: Ministry of Justice and Ministry of Finance (for Q13))

A. Independence

Independence (including composition and nomination and dismissal of its members), and powers of the body tasked with safeguarding the independence of the judiciary (e.g. Council for the Judiciary) (Q5 of the Annex)

The five-year term of the Judicial Appointments Board ended on 14 May 2025, and a new board has been appointed for the next five-year term (15.5.2025–14.5.2030). In this process, approximately half of the board members were replaced.

Independence of the Bar (chamber/association of lawyers) and of lawyers (Q8 of the Annex)

Finland signed the Council of Europe Convention for the Protection of the Profession of Lawyer on 9 December 2025.

B. Quality of justice

Accessibility of courts (e.g. court/legal fees, legal aid, language) (Q10 of the Annex)

Legal Aid

The National Legal Services Authority has now been operational for a year. The Authority's organisation and operating methods are still being further developed.

Changes to the conditions for granting legal aid that would improve access to legal aid are still under consideration.

Small claims

The Government has submitted a proposal to introduce a small claims procedure for rental disputes. Such a procedure could simplify the proceedings and be a cheaper way for parties to resolve their

dispute in court. The proposal is currently under consideration in Parliament.

Court fees

24.1.2025 the MoJ published a preliminary Study on Advance Payments in Courts ([Rapporteurs' Report](#)). The purpose of the preliminary study was to assess the legal framework conditions for the advance payment of court fees and the judicial and financial impacts of the potential introduction of an advance payment obligation. This report also provides up-to-date comparative data on the legislation governing trial fees in Sweden, Norway, Denmark and Estonia, and presents the case law of the Court of Justice of the European Union and the European Court of Human Rights. In addition, the report contains an indicative estimate given by the Legal Register Centre on the information system costs that the introduction of an advance payment system would incur.

The report has stated that advance payments are the main rule in almost all EU countries. When examining the situation in the reference countries, it was discovered that the trial fee must, as a rule, be paid when the proceedings are initiated. When assessing the case law of the Court of Justice of the European Union and the European Court of Human Rights, it was found that the requirements of a fair trial laid down in the EU Charter of Fundamental Rights and the European Convention on Human Rights are met even if an advance payment of the trial fee is required. The courts and other authorities consulted also considered the advance payment system mainly a good solution. The introduction of an advance payment system would require legislative amendments. The report concludes that a transition to advance payments would strengthen the conditions for the administration of justice and bring significant economic savings.

Project on development of services in Swedish at Finnish Courts

The two official languages in Finland are Finnish and Swedish, and both languages can be used before courts and other authorities as provided in the Language Act (148/1922). As reported last year, the Ministry of Justice had a project running from 1 April 2024 to 31 March 2025 in co-operation with the National Courts Administration (NCA), to support the development of services in Swedish provided by courts of law. During the project, non-binding recommendations were drawn up for bilingual courts on how they can improve their services in Swedish. Courts can use the recommendations at their own discretion to develop their work. Also, an informal network for bilingual courts was set up, with the intention of exchanging information and good practices. During the project, the state of the provision of Swedish-speaking service in bilingual courts was examined via a survey to the personnel of bilingual courts. According to the survey respondents, there are challenges in recruiting enough Swedish-speaking personnel, especially office staff. Several respondents also noted that it is important that, for example in criminal cases, the language of proceedings is correctly chosen already before court proceedings.

Resources of the judiciary (human/financial/material), remuneration/bonuses/rewards for judges and prosecutors, including observed changes (significant and targeted increase or decrease over the past year) (Q11 of the Annex)

Financial resources for the administration of justice

Government's budget proposition 2026 for the Ministry of Justice is ca. 1,2 billion euros. Compared with the budget 2025, there is an increase of ca. 26 million euros (expenses of parliamentary and other elections excluded because they are not annual.)

Courts

In 2025, there are no significant changes. The appropriations for the administration of justice were increased by EUR 30 million in 2024, by a total of EUR 65 million for 2025, and for 2026 the increase is EUR 80 million. However, the general situation of the state finances is having a declining trend,

also affecting the judiciary.

Prosecutors

The total number of personnel in The National Prosecution Authority in 2025 was 705 corresponding to 673 staff-years. In 2024 the total number of personnel was 664 (633 staff-years) and in 2023 it was 642 (625 staff-years). The target for 2026 is approximately 692 staff-years. Personnel resources increased by 40 staff-years (6 %) in 2025 compared to the previous year. The number of staff-years for prosecutors increased by 31 compared to 2024 which explains most of the growth in staff-years. In 2026 the increase is expected to remain on a more moderate level due to the government's increasing budget cuts and rising ICT expenditures in the National Prosecution Authority.

In 2025 prosecutors received significantly more criminal cases than in previous years with a total of approximately 101 200 cases. Compared to 2024 the number of cases received increased by approximately 11 800 (13 %).

The number of open cases increased greatly in 2025 reaching a new peak of approximately 32 500 cases. In 2024 the number of open cases was approximately 18 100 and in 2023 approximately 17 300. In 2025 the number of open cases increased across all categories. At the end of 2025 approximately 6 700 cases had been under consideration of charges for more than six months compared to approximately 4 200 cases in 2024 and approximately 4 400 cases in 2023. At the end of 2025 approximately 1 700 cases had been under consideration of charges for more than twelve months compared to approximately 1 600 cases in both 2024 and 2023.

The negative development concerning open cases occurred even though the number of prosecutors was higher than ever. The age structure of personnel has shifted towards a younger profile. Some of the more experienced prosecutors have exited the organization and have been replaced largely by individuals at a relatively early stage of their careers. In addition, the criminal case management system was replaced with a new system in the spring 2025, which also had an impact on the swift and efficient processing of cases.

The target for open cases in 2026 is approximately 27 500 cases. The target for cases pending for more than six months is 5 300 cases and for cases pending for more than one year is 1 900 cases. Achievement of these targets is supported by a separate centralized project to reduce the number of open criminal cases. This project began its operations in 2025, and it has been effective during its first year of operation.

Training of justice professionals (including judges, prosecutors, lawyers, court staff, clerks/trainees) (Q12 of the Annex)

Courts

After the recruitment of an e-learning specialist, the National Courts Administration has been able to increase the number of online trainings available for the staff of the judiciary.

Prosecutors:

Prosecutors' training program has been updated to match the demands of the prosecutors' work. The implementation of the new case management system, AIPA, was supported by extensive training. Changes in the operating practices of the new system, AIPA, have been worked on internally and with stakeholders.

The National Legal Services Authority

The National Legal Services Authority organises its own training for its staff, in addition to which the Finnish Bar Association offers extensive training for attorneys-at-law. The training organised by the Finnish Bar Association is also open to the staff of legal aid offices.

Digitalisation (e.g. use of digital technology, including electronic communication and AI tools, within the justice system and with court users, procedural rules, access to judgments online) (Q13 of the Annex)

Ministry of Justice

Use of AI on Judiciary

Maturity of the use of artificial intelligence (AI) is in its early stages – the focus is on building solid foundation for the future development and conducting controlled, secure experiments that will lay the groundwork for future efficiency improvements. Different sectors within the judiciary approach the utilization of AI in varying ways: some actively explore its potential, while others proceed more cautiously, focusing on assessing impacts and boundary conditions. Initial pilots are underway: AI is being tested in a limited scope, for example, for summarizing documents and preparing concise overviews. AI will be increasingly linked to the development of data-driven management and automation, with its role strengthening gradually over time. Objective is that, in the future, AI services will be a natural part of the everyday work of the judiciary. To achieve this, several steps have been taken, starting with governance and ethics. Principles, policies, and operating models have been adopted for the ethical use of AI. For instance, the use of AI technologies requires sensitivity for identifying the impacts of AI on citizens, fundamental rights and society. Furthermore, strengthening AI competence across the justice sector is a priority. We are investing in training and AI literacy to ensure that professionals can use AI tools responsibly and effectively.

A few years ago, an automation tool for enacting clauses was piloted. An enacting clause is a technical section that precedes the statute text and defines whether an act is new legislation or an amendment. For amending acts, the tool generates the clause in strict compliance with drafting rules, ensuring the correct ordering, and grouping of repeals, amendments, and additions. This reduces manual workload, improves consistency, and supports legal certainty. In addition, we are developing automation for parallel texts, which are annexes to government proposals. A parallel text presents the current consolidated version of a statute alongside the proposed amendments in a two-column format. The system enforces a one-to-one correspondence between the enacting clause and the parallel text, strengthening traceability across drafting artefacts. Together, these applications streamline technical drafting steps, enhance compliance with established legislative drafting standards, and contribute to transparency and accountability in the law-making process. The approach also supports quality assurance by embedding validation rules and reducing the risk of human error in routine but high-stakes tasks.

Videoconferencing

A new videoconferencing solution has been deployed in the Finnish courts in 2025. If required, the new solution makes it possible, among other things, to identify participants using strong electronic identification.

E-Services

E-service portals are in use in several sectors of the justice administration, and the e-services will expand in the coming years. With the e-services, a person/legal person may, e.g., lodge claims and documents to courts and other judicial authorities and receive documents related to one's own case. A common technical platform for e-services has been developed for the Finnish judiciary,

which serves as a common basis for the e-services developed and used in judiciary/justice administration.

Regarding the general courts, a new e-service has been introduced in December 2025. Through this e-service it is possible for citizens to file for divorce. The e-service facilitates the application phase and offers the opportunity to follow the progress of the divorce matter. In 2026, the use of the e-services will be expanded to other matters, and it will become available also for lawyers, authorised representatives and witnesses.

Case management

AIPA, the case management system for general courts and prosecutor's offices, has been taken into use but there is still ongoing work in order to develop the system to better support the needs of the courts and the prosecutors. Also HAIPA, the case management system of the administrative and special courts, is under further development.

AIPA project is the most essential step to advance digital case management tools for prosecutors. AIPA has been fully introduced for prosecutors in autumn 2025. AIPA was partially deployed in the National Prosecution Authority (NPA) in 2024. The functionalities implemented in 2024 were limited and mainly included the transfer of documents. The old, structured data in criminal matters is still processed in legacy systems within National Prosecution Authority, although it is transferred into AIPA once the indictment is sent to the court. These steps were taken in 2024 to facilitate the full use of AIPA in district courts. The use of multiple simultaneous systems - including legacy systems - still interferes with regular work in old criminal cases in National Prosecution Authority in 2025. There has been progress, since the National Prosecution Authority is now fully integrated into AIPA when it comes to new criminal matters. The National Prosecution Authority expects improvement in the efficiency of prosecutorial work, compared to working with multiple non-integrated systems, once only AIPA is deployed, and the use of multiple systems ends. AIPA corresponds to the new data management regulations.

There is an ongoing development project aiming towards building a system to handle summary civil cases in district courts.

The criminal investigation material used by prosecutors is mainly electronic. Court judgement documents are handled digitally, but the documents are usually sent by email and are not currently available online.

The National Prosecution Authority participates in the police's project called Timantti, which aims to produce a joint working environment between the criminal investigation and prosecutors. The Timantti project continued during 2025 and will still continue in 2026.

Access to Judgements online

Case law from various courts is made available in the courts' websites and national legal database called [Finlex](#). Case law from the Supreme court and the Market and Labour courts have been published in comprehensive manner and selectively from the other courts ([Tuomioistuinelaitos - Oikeus.fi](#)).

Use of video recordings in taking of evidence

A long-prepared project regarding the recording of oral testimony moved into the implementation phase in the spring of 2024. In the future, oral testimony presented in district courts will be recorded in both video and audio. In 2025, development of the system continued and the installation of the necessary equipment in approximately 200 courtrooms took place. The new legislation is aimed to become into force in the autumn of 2026.

Remote hearings

The Court hearings are held remotely in some cases. The short-term objective is to increase remote court hearings, but this is dependent on the Court's approval.

Ministry of Finance

Launched by the Ministry of Finance, The Digital First Programme is currently working on legislative amendments, the purpose of which is to ensure the widest possible use of electronic service of documents in official activities, including legal proceedings. The aim is for the amendments to enter into force in 2026.

Use of assessment tools and standards (e.g. ICT systems, including AI-based systems, for case management, court statistics and their transparency, monitoring, evaluation, surveys among court users or legal professionals) (Q14 of the Annex)

The NCA and The Legal Register Centre have continued providing statistical information and responding to external requests. However, challenges remain in producing comprehensive statistical data and reports. The case management systems used by the courts do not include built-in reporting functionalities. As a result, data must be extracted from these systems and transferred to a separate platform for the report generation. Challenges arise because the data for statistics and reporting is collected from the core systems into the statistical and reporting system. The source systems do not store information in a uniform, standardized format, and the data is fragmented. In the coming years, improvements in shared information architecture and the development of integrations will enhance the quality and interoperability of data transferred to the statistical and reporting system. Furthermore, the transition to cloud services will support the development of more advanced analytics capabilities.

Prosecutors: AIPA has been deployed in minimum viable product (MVP) format. Its features do not yet serve the prosecution service in the best possible way. The further development of AIPA continues. AIPA is a much more advanced system than its predecessor. It is easier to obtain data from AIPA for the information management and reporting at different levels.

Geographical distribution and number of courts/jurisdictions ("judicial map") and their specialisation, in particular specific courts or chambers within courts to deal with fraud and corruption cases. (Q15 of the Annex)

At the end of 2024, the NCA made a proposal to the Ministry of Justice to close another three venues of district courts as part of efforts to improve the efficiency of the judiciary. The initiative is not proceeding in the MoJ. The Parliament has granted some appropriations for the preservation of the venues in question.

C. Efficiency of the justice system

E.g. Measures as regards length of proceedings, to address backlogs, ...

The Government's first phase proposal to streamline criminal proceedings, submitted in December 2025, seeks to shorten the lengths of proceedings by directing matters to the most suitable, efficient procedure without compromising due process: expanding the scope of written proceedings, so that in cases where the defendant has admitted the act and indicated his consent (with the option to request a main hearing), the cases move forward in the written form; easing attendance requirements by permitting sentencing in absentia in cases where the punishment is up to 12

months imprisonment and clarifying evidentiary rules; strengthening prosecutor–investigator cooperation through earlier prosecutorial involvement and specified requests for final statements to reduce adjournments; improving management of large, multi-victim cases by allowing consolidation of reports, use of general public notification via authority websites and broader methods for serving summons; and making the reasoning obligations lighter in situations where the investigations are not initiated or charges are not brought. The reform is planned to continue with the second phase of proposals in summer 2026.

In December 2025, the Government gave its proposal to expand the scope of the Finnish plea bargain system. Currently, plea-bargaining procedure is possible regarding offences for which the most severe punishment provided by law is imprisonment for six years (except for certain sexual offences and violent crimes). The proposal is based on the aim of the Government's Program to speed up and streamline judicial proceedings while securing the legal protection and fundamental rights of the parties. One measure to achieve this is expanding the scope of application of plea bargaining. The amendment is planned to enter into force in June 2026. According to the proposal, aggravated narcotics offences, aggravated robbery and aggravated trafficking in human beings would be added to the scope of the plea bargain system. With regard to sanctions, negotiations could also be held on corporate fines and business prohibitions, as well as on the proceeds of crime in situations where the prosecutor's claim for the amount of the proceeds of crime exceeds the victim's claim for damages. In addition, authorities would be given a clearer obligation to assess the conditions for plea bargaining in individual cases; the notice concerning the rights of the suspect and the victim would include a reference to plea bargaining; initiating plea bargaining would be allowed at the appellate stage; the informativeness of sanction statements would be increased; and the deadline for arranging the trial would be extended from 30 days to 60 days.

Other relevant developments

In October 2024, the Ministry of Justice appointed a working group to prepare an overall reform of the out-of-court procedure for imposing fines in order to speed up and streamline the criminal procedure. The government's proposal is to be given in 2026.

The working group on the rule of law and the development of the judiciary has continued its work in accordance with its schedule. The project groups in the urgency category 1 have completed their memorandums in December 2025.

On 11 December 2025 the Ministry of Justice responded to the Parliament's statement (EV 218/2018 vp.) on legislation concerning the establishment of the National Courts' Administration. The statement required the Government to monitor the effectiveness and impacts of the reform, paying particular attention to the independence and legal protection of the courts of law, the relationship and the division of duties between the MoJ and the agency, the functioning of the agency's management system and composition of the board of directors, and the adequacy of resources, as well as to report to the Legal Affairs Committee of the Parliament on the above-mentioned issues by the end of 2025.

II. Anti-Corruption Framework (contribution provided by: Ministry of Justice, Ministry of the Interior (incl. National Bureau of Investigation), Ministry of Finance, Prime Minister's Office, Ministry of Social Affairs and Health, Ministry of Economic Affairs and Employment)

A. The institutional framework capacity to fight against corruption (prevention and investigation / prosecution)

List any changes as regards relevant authorities (e.g. national agencies, bodies) in charge of

prevention, detection, investigation and prosecution of corruption and the resources allocated to each of these authorities (the human, financial, legal, and technical/specialised resources as relevant), including the cooperation among domestic and with foreign authorities. Indicate any relevant measures taken to effectively and timely cooperate with OLAF and EPPO. (Q17 of the Annex)

Ministry of Justice

The updated Anti-Corruption Strategy and Action Plan for the years 2025–2027 was approved in June 2025. The action plan contains 47 measures and contains the same goals and key areas of development as the 2021–2023 strategy and action plan. [Link to the updated strategy](#).

The new National anti-corruption cooperation [network](#) was set up under the mandate for 2025 – 2027. It convened for its first meeting in November 2025.

Personnel resources in the anti-corruption coordination in the Ministry of Justice have remained stable, with two permanent resources. The EU ISF -funded training project on whistleblower regulation ended in June 2025. The seminars and trainings of the project reached over 7000 participants. Online course (free of charge and accessible to everyone) and training materials are still available. Wider audience was reached also via social media campaigns and information provided by the Finnish Broadcasting Company (YLE).

Another EU ISF funded project “Strengthening the Fight against Corruption” started in 2024, and several deliverables were carried out during 2025. Trainings, workshops and roundtable discussions took place, and a virtual online course targeted for police, prosecutors and judges on corruption offences was published in December 2025. Data collection for the national situation overview on corruption was launched via an online survey. Project continues until June 2026.

With regard to EPPO, EPPO has appointed State Prosecutor Tuire Tamminiemi as the European delegated prosecutor on 5 March 2025.

National Bureau of Investigation

The Finnish National Bureau of Investigation, the Finnish Tax Authority and the Finnish Competition and Consumer Authority have tightened their co-operation in the field of prevention of corruption. These three actors have launched a trilateral project in order to train all new decision makers and administrative officials of the new 15 Well-being Counties in Finland. The main objective of this training is to teach how to identify and reject corruptive actors in public procurement, how to identify conflicts of interest, when to recuse oneself from decision-making and how to identify, prevent and deal with inappropriate hospitality and inappropriate influence.

Information on the implementation of measures foreseen in the strategic anti-corruption framework (if applicable). If available, please provide relevant objectives and indicators. (Q19 of the Annex)

Ministry of Justice

The Government resolution on the National Anti-Corruption Strategy and Action Plan 2025–2027 was approved in June 2025. (Please see: [Government Resolution on the National Anti-Corruption Strategy and Action Plan 2025–2027](#)). The National Anti-Corruption Strategy aims to intensify the fight against corruption and, in the long term, to build a society where corruption has no chance of success. The main objectives of the strategy are to engage general government and political actors in the fight against corruption, to promote the identification of corruption and the transparency of decision-making, and to form a national situation picture. To achieve these objectives, an action plan for 2025–2027 has been drawn up, including a total of 47 scheduled measures that have been assigned to different authorities. The strategy and the action plan are a continuation to what was

achieved by the first National Anti-Corruption Strategy and Action Plan (2021–2023). The updated action plan takes into account the continuity of the measures, the international recommendations issued to Finland, and the relevant Government Programme projects and legislative projects.

The inter-ministerial preparation and steering group appointed by the Ministry of Justice in June 2024 was responsible for drawing up the action plan in cooperation with relevant stakeholders. The preparation and steering group will monitor the implementation and report on the progress to the ministerial working group on internal security and administration of justice. The Action Plan 2025–2027 is currently being implemented. Couple of measures have already been completed (e.g. measure 6.1.2 “Prepare a comparative report on the state of the public service ethical code in central government” has been completed and the report can be found in Finnish here: [Virkamiesetiikan tila 2024 – kyselytutkimus valtion virkamiesten arvoista ja etiikasta](#)). Implementation of the Action Plan measures will continue until the end of 2027.

Special mention can be made of the Action Plan measure 5.1.1. concerning the national implementation of the Anti-Corruption Directive. The Anti-Corruption Directive has not yet entered into force, but national implementation measures are anyhow planned to start early this year 2026. The Ministry of Justice has appointed a working group for the period 12 January 2026 – 31 March 2027, which will draft legislative proposals in the matter. Please see also the answer given to recommendation 2 under Section 1.

B. Prevention

Measures to enhance integrity in the public sector in particular as regards high-level officials (including as regards incompatibility rules, revolving doors, codes of conduct, ethics) (Q20 of the Annex)

Ministry of Justice

In November 2025, Finland completed the compliance procedure in the 5th evaluation round of GRECO.

Previously reported measures continue: anti-corruption and integrity training is integrated into the induction of new public officials (VN-Passi) and there is an online course targeted for high-level officials in the eOppiva platform. Other training activities have also taken place, and these are noted also in the GRECO compliance report.

Training and awareness raising activities continue throughout the current anti-corruption action plan and in the ISF -funded project.

Prime Minister’s Office

Moreover, the Government has submitted a proposal to the Parliament for [an act on the non-compete period in the duties of government members](#) in September 2024. Consideration of the proposal in the Parliament is under way. Under the new Act, a minister's right to transfer to positions outside the public administration after the end of his or her term of office could be restricted for a fixed period of no more than 12 months if information protected by provisions restricting public access has been obtained in his or her capacity as a minister, and this information can be used in the new position. The right may also be restricted if, for some other special reason, the transfer to a new position can be considered to lead to a conflict of interest with regard to ministerial duties. In both cases, a further condition is that the transfer to a new position could be considered to endanger the public interest and trust in the exercise of governmental power. Ministers should announce their intention to transfer to a new post to the waiting period board, which could impose a waiting period. Compensation corresponding to the minister's fee would be

paid for the period of the waiting period.

As already explained above, the second [National Anti-Corruption Strategy and Action Plan for 2025-2027](#) was adopted on 12 June 2025, and it comprises 47 measures.

Ministry of Finance

Values and principles for public service leadership

In February 2024, the Ministry of Finance appointed the Public Service Leadership Group and tasked it with drafting a proposal for principles for public service leadership and a plan for the implementation of these principles. Members of senior management in central government administration, municipalities, wellbeing services counties and research institutions were invited to join the group. The public service leadership group has defined a set of key values for public service leadership: democracy, public interest, rule of law, justice, equality, transparency, trust, human-centeredness, independence and impartiality. The [report on the values and principles](#) was published in February 2025.

The group proposes the following leadership principles for public administration. We lead public administration:

- steadily, proactively and in a way that provides value to all of society (effectively);
- sustainably and in accordance with good governance (sustainably);
- in cooperation and interaction with citizens, partners, personnel and stakeholders, including on the international level (together);
- boldly and through solution-oriented reforms (with a focus on solutions);
- with skill and expertise, making use of information (skilfully) and
- ethically and based on shared values (ethically).

Guidance and training

The Ministry of Finance introduced a Guidance Letter to the central government agencies (VN/4831/2024-VM-1, 9.2.2024). The Ministry underlined that senior management appraisals should address any needs related to good governance, corruption prevention and ethical leadership. The letter explicitly refers to an integrity training course, designed together with the Public Management Institute HAUS Ltd. in 2023, as an important tool to promote these goals. The parties of the management appraisal – senior manager and senior managers superior – assess together the training needs.

Measures to enhance general transparency of public decision-making (including rules on lobbying, asset and interest disclosure rules, gifts policy, transparency of political party financing). (Q21 of the Annex)

Ministry of Justice

Anti-corruption

Greater transparency is one of the aims in the national anti-corruption strategy. The fight against corruption calls for transparency in all decision-making. In particular, the transparency of the acts of public authorities and political activities will be promoted. Measures will be explored and implemented to enhance the identification and monitoring of private interests and conflicts of interest, including through the wider use of the transparency register. The openness and transparency of procurement, as well as the legislation on party and election funding will be

promoted. One example is the preparation of the national public procurement data repository and the disclosure of purchase invoice data – in order to promote the openness of public procurement (see the current Action Plan p. 25-26 for the measures included under the goal of increasing transparency).

Transparency register

Although the Transparency register act entered into force in January 2024 and has already been included in the previous Rule of Law Reports, the financial information of lobbying will be reported to the Finnish Transparency Register for the first time in July–August 2026. The financial information is provided on lobbying and lobbying consultancy carried out in 2025. After that, the financial information on lobbying or lobbying consultancy is disclosed once a year.

National Audit Office has developed two interfaces for the Finnish Transparency Register. First, the public data kept in the Finnish Transparency Register is now available in a machine-readable format through an open interface. This will promote and help the use of the register data. Second interface enables disclosers to transfer the details of their disclosures of activities directly from their own systems to the Transparency Register. The interface is particularly well-suited for organisations with a large number of subjects to report.

The EU regulation on transparency and targeting of political advertising (TTPA)

The EU regulation on transparency and targeting of political advertising (2024/900, TTPA) that entered into force on 10 October 2025 requires Member States to designate competent authorities and lay down rules on sanctions. In Finland the national implementation legislation was drafted by the Ministry of Justice. The TTPA is now supervised by the National Audit Office, which is also tasked to be the national contact point, as well as by the Data Protection Ombudsman.

Before TTPA Finland had national rules regarding indicating the name of the payer of the political advertisement. The rules however were only applied in elections and were not under supervision. Hence the TTPA has made the legislation regarding the transparency of political advertisements significantly more robust in Finland.

The requirement of openness of funding for political parties was increased in 2025 with a legislative amendment. The Act now obliges political parties to submit a notification to the national Audit Office on loans taken, if the loan is at least EUR 2,000 per calendar year. At the same time, a plan for the repayment of the loans must also be announced.

Measures to prevent conflicts of interest in the public sector. Please specify the features and scope of their application (e.g. categories of officials concerned, types of checks and corrective measures depending on the category of officials concerned). (Q22 of the Annex)

Ministry of Finance

The Ministry of Finance appointed [a working group](#) for the term 15 November 2024 – 15 December 2025 to assess the regulation on acting as elected officials and eligibility for election at several levels of administration. The task of the working group was to assess possible overlaps and disqualification issues in decision-making at several levels of administration. [The assessment memorandum](#) prepared by the working group will be circulated for comments in spring 2026.

Ministry of Justice

Statistics on corruption offences, including violation of official duty, are provided in Annex 1. The same statistical information is provided under Q27.

See also the most recent GRECO compliance report.

National Bureau of Investigation

The National Bureau of Investigation has started intelligence operations in order to reveal unlawful corruptive actions of lower-level officials in different government agencies. By providing this collected information, the target agencies have been able to reveal unlawful action of their own employees and discharge them from their duties.

Measures to ensure whistleblower protection and encourage reporting of corruption, including their application (i.e. number of reports received, and the follow-up given). (Q23 of the Annex)

Ministry of Justice

The Ministry of Justice has not received any notifications through the Government's joint internal reporting channel.

The Office of the Chancellor of Justice acts as a centralised external reporting channel for whistleblower protection. Please see the Chancellor of Justice [report](#) on the 2024 whistleblower reports.

Ministry of Justice maintains the webpage www.anticorruption.fi, which [includes](#) relevant training material on whistleblower regulation and for example an online course.

The seminars and trainings of the whistleblower regulation training project, running from 1 September 2023 until 30 April 2025, reached over 7000 participants. Online course (free of charge and accessible to everyone) and training materials are still available. Wider audience was reached also via social media campaigns and information on YLE (The Finnish Broadcasting Company).

See also the most recent GRECO compliance report with regard to the actions on whistleblower protection taken by the Police and the Border Guard.

Ministry of Social Affairs and Health

The Ministry of Social Affairs and Health has not received any notifications through the Government's joint internal reporting channel. Through the external reporting channel of the Office of the Chancellor of Justice, one notification has been directed to the Ministry of Social Affairs and Health. It did not give rise for actions.

Prime Minister's Office

The Prime Minister's Office has not received any notifications through the Government's joint internal reporting channel or through the external reporting channel of the Chancellor of Justice.

Ministry of Finance

The ministry of Finance has not received any notifications relating to the whistleblower protection and reporting of corruption cases.

Specific measures to enhance transparency, integrity and accountability in sectors with high risks of corruption, with a view to monitor and prevent corruption and conflict of interests, and where applicable measures to prevent and address corruption committed by organised crime groups. (Q24 of the Annex)

Ministry of Justice

Government resolution on anti-corruption strategy and action plan for the year 2025–2027 takes into account the identified high-risk sectors in the introductory part: "High-risk sectors for corruption in Finland are construction, public procurement (and competitive tendering), urban

planning, political decision-making, and party and election funding. (Peurala & Mutttilainen 2015, VNK 2020:46). Other sectors vulnerable to corruption are foreign trade, sports, the defence sector and healthcare (EU 2024). Studies indicate that a significant portion of organised criminal groups engage in corruption in their activities (Serious and Organised Crime Threat Assessment 2021).” Several measures in the action plan focus on the key risk areas such as public procurement, and one measure (1.2.5) aims to strengthen corruption risk assessment with regard to areas vulnerable to corruption. The action plan connects to the government strategy and action plan to combat organized crime, see the [link to the English version](#).

Seminars and trainings have continuously focused on corruption risks in public procurement. In August 2025, a specific seminar was organized focusing on strengthening anti-corruption in public procurement. Another session focusing on corruption risks and anti-corruption in municipalities was organized for the local councillors of municipalities. A round-table discussion on the interconnectedness of human trafficking, grey economy and organized crime was organized for authorities in November 2025. In December 2025, seminar of the national anti-corruption day focused on Nordic corruption and the connection between corruption and organized crime. Trainings and seminars gathered a wide audience with nearly 1.000 participants.

Ministry of Finance

In the joint ProcurFinland program of the public and private sectors, measures to strengthen transparency, integrity, and accountability continue ([Link](#)). The program measures for the period 2024–2027 are aimed at contracting both authorities and suppliers. Alongside key training initiatives (mentoring program, learning clinics), emphasis is placed on various networks and webinars. The measures are implemented in collaboration with ProcurFinland partners, Confederation of Finnish Industries and Association of Finnish Entrepreneurs

In line with the ProcurFinland action plan, the program produces practical guides. The themes of these guides take into account the perspectives of both contracting authorities and suppliers, as well as the importance of collaboration. For example, the recent guide Five Keys to Contract Monitoring describes all critical measures for contract follow-up ([Link](#)).

As regards the National Database of Public Procurement, the situation remains as described in the previous report.

In addition, the implementation and development of the National Database of Public Procurement Information continue ([Link](#)). The database enables the assessment of development initiatives and legislative changes, dissemination of best practices, and detection of irregularities. As part of the database work, legislation will also require that purchase invoice data from public entities will be published openly and centrally without the need for separate requests.

Measures for the prevention of corruption in relation to the issuing of official permits (e.g. related to environment, energy, service provision and various types of construction) (Q25 of the Annex)

The Ministry of Economic Affairs and Employment

Amendments are being proposed to the Act on Public Procurement to advance the fight against the grey economy in public procurement. This includes, among other measures, establishing aggravated accounting offences as grounds for exclusion. At the same time, the proposal clarifies the rules for replacing subcontractors and entities providing resources in situations where they are subject to mandatory or discretionary grounds for exclusion. The proposal also aims to improve the supervision and transparency of procurement. The government proposal is scheduled to be

submitted to the Parliament in January 2026, with the Act intended to enter into force during 2026.

C. Repression

The legal framework on the criminalisation and sanctions for corruption and related offences, including foreign bribery (Q26 of the Annex)

Ministry of Justice

Please see the answer given to recommendation 2 under Section 1.

In addition, the Ministry of Justice is preparing legislative amendments concerning the confiscation of proceeds of crime. This is done to implement the Directive on Asset Recovery and Confiscation (EU 2024/1260) and Prime Minister Petteri Orpo's Government Programme entries/measures "The confiscation of proceeds of crime will be facilitated by, for example, easing the standard of evidence and by introducing a procedure for the confiscation of proceeds outside criminal proceedings" and "The Government will take legislative measures to prevent money laundering and intensify the recovery of proceeds of crime, especially in relation to money laundering". The legislative proposals are on the consultation period until 20 February 2026. After the consultation period, the drafting process is continued. The legislative amendments that are still being prepared, are expected to enter into force before the end of implementation period for the Directive on Asset Recovery and Confiscation.

Official data on the number of investigations, prosecutions, final judgments, and the application of sanctions for corruption offences (differentiated by offence if possible). Please indicate whether the cases: involve legal persons; are related to the implementation of EU or national funds; involve high level corruption. Please indicate which data is publicly available and how policy-making is informed by the data. (Q27 of the Annex)

Ministry of Justice and Ministry of the Interior

Please see statistics for corruption offences in Annex 1. The data are derived from the Statistics Finland and consist of information on offences reported to authorities (police, Border Guard, Customs), prosecutions, final judgments and sanctions. Please note that for the year 2024, we have so far received only the statistics for offences reported to authorities (consisting of information on persons suspected of solved offences, solved offences, total, offences reported to the prosecutor, total, and offences reported to the authorities). We will receive the remaining data on judgments and sanctions for 2024 later this spring and will then supplement the information.

Annex 2 provides supplementary data, collected from the case management system of the police, on corruption-related offences reported to the police by year.

Potential obstacles identified in law or in practice to the investigation and prosecution of high-level and complex corruption cases (e.g. political immunity regulation, procedural rules, statute of limitations, cross-border cooperation, pardoning) (Q28 of the Annex)

National Bureau of Investigation

One obstacle in the investigation and prosecution of high-level and complex corruption cases is seen when corruptive actions take place in a business environment. Corruptive actions do not lead to a legal accountability, if the corruptive action is not considered to harm the person's own company. Very often it can be in the company's own interest to corrupt other parties, in order to get the business deal.

It is relevant to note that this issue will be addressed from the regulatory viewpoint in the context of the implementation of the Anti-Corruption Directive. As the Directive also includes measures

regarding bribery in the private sector, the Finnish national criminal law concerning bribery in the private sector will also be subject to a review.

Other relevant aspects

Ministry of Justice

The Ministry of Justice's Strengthening the Fight Against Corruption project has made significant progress during 2025. Co-funded by the EU Internal Security Fund (ISF), the initiative began in April 2024 and will continue through June 2026. Its mission is to strengthen Finland's anti-corruption framework through improved knowledge, skills, and inter-agency collaboration.

National Corruption Situation Overview is in preparation. The project launched the development of a continuously updated corruption snapshot to support prevention, training, and decision-making. In December, the Corruption in Finland 2025 survey was published, and a research partnership with Tampere University was initiated.

"Corruption Offenses – Elements, Evidence, and Intent" -eOppiva online training on corruption offences was planned and built in cooperation with relevant authorities and academia and this comprehensive digital course for law enforcement, prosecutors, and judges was released on International Anti-Corruption Day (9 December 2025). The training provides practical tools and knowledge to strengthen anti-corruption efforts also more broadly throughout the entire state administration.

Project's workshops and thematic trainings gathered a wide audience. There were workshops focused on enhancing operational cooperation among police and prosecutors with examples of recent cases of corruption. Training sessions in autumn 2025 addressed public procurement, risk identification, and anti-corruption tools. Information seminar on the topical issues in anti-corruption was organised for a wider audience with data on the implementation of the previous anti-corruption strategy (2021–2023) and on the content of the current action plan for the years 2025–2027.

Year 2025 also featured a roundtable among relevant authorities on the connection between corruption, human trafficking, grey economy and organised crime. The International Anti-Corruption Day seminar titled *"Corruption in the Nordics – Balancing Trust and Oversight"* included presentations from civil society and researchers on the risks of corruption in welfare states and the connections of corruption and organised crime.

Looking ahead to 2026, the aim is to publish a corruption situation report and to continue workshops, trainings and awareness raising measures in accordance with the project plan and the national action plan.

III. Media Pluralism and Media Freedom (contribution provided by: Ministry of Transport and Communications, Ministry for Foreign Affairs, Ministry of Justice, Ministry of Finance)

A. Media authorities and bodies

Nothing to report.

B. Safeguards against government or political interference and transparency and concentration of media ownership

Measures taken to ensure the fair and transparent allocation of state advertising (Q33 of the Annex)

National legislation implementing the European Media Freedom Act entered into force in August 2025. The new national Act on the monitoring of media markets (408/2025) includes rules on transparent allocation of state advertising.

According to the section 10 of the Act, media service providers are obliged to publish annually information about advertising expenditure allocated to them by public authorities. Similarly, public authorities shall publish annually information listed in the article 25 paragraph 2 of the EMFA. Both, media service providers and public authorities, shall annually inform the media regulator (Traficom) that the information regarding state advertising have been made publicly available.

According to the section, municipalities, joint municipal authorities and wellbeing services counties as well as wellbeing services joint authorities must report information on state advertising to the State Treasury as part of the submission of their other financial information.

Traficom will annually publish a report regarding the allocation of state advertising expenditure to media service providers and to providers of online platforms. The first report is expected to be published in 2027. The report will include information on the allocation of state advertising expenditure from 2026.

Advertising by the Finnish public authorities is very limited and state advertising has not been identified as a challenge in relation to the fair competition in the media markets. In Finland, information regarding expenditure of public authorities is already available on open databases (see e.g. www.tutkihankintoja.fi). The databases also include basic information regarding advertising expenditure of some public authorities.

Safeguards against state / political interference (Q34 of the Annex)

Amendments to the Act on the Finnish Broadcasting Company (1380/1993) entered into force in August 2025. The amendments include a new provision regarding the criteria applicable to the appointment of the responsible editors/editors in-chief of the Finnish public service media YLE.

In Finland, “the persons or bodies which have a role in determining editorial policies or constitute the highest decision-making authority in that respect” (recital 31 of EMFA) are responsible editors/editors-in-chief, whose decision-making powers and responsibilities are laid down in the Act on the Exercise of Freedom of Expression in Mass Media (460/2003).

According to the section 6 c paragraph 3 of the Act, the decision on the appointment and dismissal of the responsible editors shall be made by the board of directors of YLE

The section 6 d of the Act lays down the criteria in relation to the appointment and dismissal of the responsible editors. According to the section, a person appointed as an editor-in-chief must have sufficient and versatile experience in editorial work and in managing an organization engaged in editorial activities, taking into account the scope of the editor-in-chief’s duties. A company may have more than one editor-in-chief.

Additionally, the employment relationship of an editor-in-chief may not be terminated on the grounds that the editor-in-chief has exercised the editorial decision-making authority vested in them, unless the continuation of the editor-in-chief’s duties would be manifestly unreasonable for the company. In other respects, the termination of the editor-in-chief’s employment relationship is governed by the Employment Contracts Act.

Transparency of media ownership and public availability of media ownership information, including on direct, indirect and beneficial owners. (Q35 of the Annex)

According to the section 8 of the Act on monitoring media markets (408/2025), Traficom shall develop and maintain national media ownership database. Traficom is currently developing the ownership database and collecting information regarding the owners of different media service providers operating in Finland.

Section 10 of the Act requires media service providers to annually inform Traficom about the changes in their ownership.

C. Framework for journalists' protection, transparency and access to documents

Rules and practices guaranteeing journalist's independence and safety, including as regards protection of journalistic sources and communications, referring also, if applicable, to follow-up given to alerts lodged with the Council of Europe's Platform to promote the protection of journalism and safety of journalists. (Q36 of the Annex)

Ministry of Transport and Communications

In relation to article 4 of the European Media Freedom Act, an informative reference to the Code of Judicial Procedure, chapter 17 section 22(2) was added to draw the attention to the fact that EMFA also governs protection of sources. The Finnish law complies with the requirements stemming from article 4 of EMFA so no further amendments were needed during the implementation process of EMFA.

Ministry for Foreign Affairs

No new alerts concerning Finland were created on the Council of Europe's platform to promote the protection of journalism and safety of journalists in 2024, 2025 nor 2026 (by 15 January 2026). The most recent alerts were created in 2023 ([Alert No. 167/2023](#), Alert No. 210/2023 and [Alert No. 113/2023](#)).

Law enforcement capacity, including during protests and demonstrations, to ensure journalists' safety and to investigate attacks on journalists. (Q37 of the Annex)

In all lawfully pre-informed demonstrations, the police sets a certain number of police personnel based on the risk evaluation. A negotiation team of the police is present in most demonstrations. The team's duties are to start and maintain a dialogue between demonstrators and the police. The negotiation team also sets a safe area, in order for the media to operate outside the area of immediate action between the police and the possible aggressive demonstrators. A true challenge is to secure activist freelance journalists who do not obey police's orders and may have chosen to have two roles, one as a demonstrator and one as a journalist. Therefore, some freelance journalists have not been treated with the required courtesy and protection as they were factually executing their role as a journalist

Access to information and public documents by public at large and journalists (incl. transparency authorities where they exist, procedures, costs/fees, timeframes, administrative/judicial review of decisions, execution of decisions by public authorities, possible obstacles related to the classification of information). (Q38 of the Annex)

On access to information and public documents, please see the answer regarding the follow-up to recommendation 4 in Section 1.

Lawsuits (incl. SLAPPs - strategic lawsuits against public participation) and convictions against journalists (incl. defamation cases) and measures taken to safeguard against manifestly unfounded and abusive lawsuits. (Q39 of the Annex)

Ministry of Justice

The government is currently in the process of implementing the SLAPP directive. There have been no reports of new SLAPP cases. However, official statistics on lawsuits or convictions against different

professions are not available.

As for criminal cases against journalists, the Helsinki Court of Appeal convicted in July 2025 two journalists for disclosure of national secrets and sentenced one of them to conditional imprisonment of four months and the other one to conditional imprisonment of 80 days. The District Court of Helsinki had previously convicted the two journalists for the same offence and sentenced one of them to 50 unit-fines and waived the punishment for the second one. The defendants, Sanoma Media Finland Oy, the Defence Forces and the prosecution requested the right of appeal to the Supreme Court, but the Supreme court decided in December 2025 not to grant the right. Therefore, the judgement is final.

Other relevant aspects

Ministry of Finance

The legislative amendment allowing the legal expenses paid by an employer exempt from tax, if the employee's act occurred as part of his work duties, entered into force in the beginning of 2026 (updated information for the Rule of Law Report 2025, page 14).

IV. Other institutional issues related to check and balances (contribution provided by: Ministry of Justice, Ministry of the Interior, Ministry of Economic Affairs and Employment, Ministry of Finance)

A. The process for preparing, enacting and implementing laws

Framework, policy and use of impact assessments and evidence based policy-making, stakeholders'/public consultations (including rules and practices on the transparent participation of civil society to policy development and decision-making processes, and transparency and quality of the legislative process in the preparatory, the parliamentary and implementation phase (including guidance on how to implement legislation). (Q40 of the Annex)

Ministry of Justice

Updated governmental guidelines on stakeholder engagement in law drafting were adopted in August 2025. The guidelines include more detailed guidance than before throughout all stages of the law drafting process, including preliminary preparation, regulatory drafting, and monitoring and evaluation. More practical instructions facilitate, for example, the assessment of the need for consultation, the selection of consultation methods, the documentation and assessment of received feedback, and communication to support participation. The new guidelines also take into better consideration the differences between law drafting projects. They do so, for instance, by giving more detailed guidance than before on situations, where a shorter consultation period than the main rule may be possible.

Rules and use of fast-track procedures and emergency procedures (for example, the percentage of decisions adopted through emergency/urgent procedure compared to the total number of adopted decisions) (Q41 of the Annex)

Ministry of the Interior

The validity of the Act on Temporary Measures to Combat Instrumentalised Migration ('Border Security Act') was extended until 31 December 2026. The purpose of the act is to prevent efforts to put pressure on Finland through the instrumentalisation of migrants. This act is what is called an exceptive act. Exceptive acts may be used to enact limited exceptions to the Constitution for compelling reasons. The act entered into force on 22 July 2024 and was initially in force for one year.

The Government submitted the relevant amendments to extend the validity of the Act for approval on 18 June 2025. The President of the Republic approved the amendments on 27 June, and they entered into force on 1 July 2025.

So far, the Border Security Act has not been applied. The application of the act would require a separate decision, and it would be the last resort to control the situation.

Rules and application of states of emergency (or analogous regimes), including judicial review and parliamentary oversight. (Q43 of the Annex)

Ministry of Justice

[A comprehensive reform of the Emergency Powers Act](#), which began in the fall 2022, is ongoing. A working group, consisting of representatives from all ministries and experts of constitutional and EU law, has prepared a proposal for a new Act. In December 2025, [the working groups' proposal for a new Emergency powers Act](#) was sent out for public consultation, which will end on 27 February 2026. The Government proposal for a new Emergency powers Act is to be submitted to Parliament during 2026.

B. Independent authorities

Independence, resources, capacity and powers (including effective access to relevant data) of national human rights institutions ('NHRIs'), of ombudsman institutions if different from NHRIs, of equality bodies if different from NHRIs and of supreme audit institutions (Q45 of the Annex)

Ministry of Justice

On 10 December 2025, the Parliament elected Doctor of Laws Jari Råman to serve as the Parliamentary Ombudsman. He previously served as Permanent Secretary at the Office of the Parliamentary Ombudsman. The Ombudsman's four-year term began on 1 January 2026.

On 27 June 2025, the President of the Republic appointed Doctor of laws, Dean, Professor of public law Janne Salminen as the Chancellor of Justice from 1 September 2025 in line with the Government's proposal. The post became vacant after the previous holder of the post resigned from 1 August 2025.

On 3 July 2025, the Government appointed Master of Laws Rainer Hiltunen as the Equality Ombudsman for a five-year term starting on 1 August 2025. Mr. Hiltunen served previously as the Ombudsman for Equality.

On 22 December 2025, the Government appointed Doctor of Laws Mia Spolander as Ombudsman for Equality for the five-year term, starting on 1 March 2026. The position became vacant when the previous holder was appointed as the Equality Ombudsman. Pirkko Janas will serve as the Equality Ombudsman until 28 February 2026.

On 27 June 2025, the Government appointed Doctor of Laws, Master of Philosophy Anu Talus as Data Protection Ombudsman for a new five-year term starting from 1 November 2025. Ms. Talus has served as the Data Protection Ombudsman since 2020.

The budget allocated to the National Human Rights Institution has increased in the last years: 8 087 000 euros in 2022, 8 531 000 euros in 2023, 9 455 000 euros in 2024 and 9 467 000 euros in 2025.

The Ministry of Justice has prepared the implementation of Directives (EU) 2024/1500 and (EU) 2024/1499 on equality bodies. It has been assessed that Finnish legislation already largely meets the minimum requirements laid down in the directives.

A working group appointed by the Ministry of Justice published [a report](#) on the tasks of the Non-Discrimination Ombudsman, the Ombudsman for Equality and the Ombudsman for older people and on their possible overlaps in April 2025. The report highlighted issues in favour of and against the merger of Ombudsmen, highlighted the possibilities of combining the provisions on Ombudsmen, and assessed tasks where cooperation between Ombudsmen could bring synergy benefits.

Statistics/reports concerning the follow-up to recommendations by National Human Rights Institutions, ombudsman institutions, equality bodies, and supreme audit institutions in the past year. (Q46 of the Annex)

Ministry of Justice

As previously reported, the recommendations of different institutions have been taken into consideration in the development of the fundamental and human rights indicators. In 2025, monitoring data has been updated in the indicator website (www.perusoikeusseuranta.fi). Also, [a report](#) building on the indicator data was published on 18 March 2025. The report focuses on the realisation of ethnic equality among people under 30 in Finland.

The Government submits to Parliament an [annual report](#) on its activities. The report explains, among other things, the actions the Government has undertaken regarding pending statements and positions adopted by the Parliament. Parliament has issued such statements, for example, on reports submitted to the Parliament by the Ombudsmen.

Safeguards to ensure the effective independence of supervisory and regulatory authorities with a direct impact on economic operators such as national economic oversight, enforcement and competition authorities. (Q47 of the Annex)

Ministry of Economic Affairs and Employment

In Finland, the independence of regulatory authorities is guaranteed by legislation. While ministries provide general performance guidance, they are strictly prohibited from interfering in individual decision-making processes. Key safeguards include strong security of tenure for officials, transparent merit-based appointments, and the oversight of the Chancellor of Justice and the Parliamentary Ombudsman. Furthermore, decisions are subject to judicial review by independent administrative courts.

C. Accessibility and judicial review of administrative decisions

Transparency of administrative decisions and sanctions (incl. their publication and rules on collection of related data) and respect of the good administration principle (including the obligation of the administration to give reasons for decisions) (Q48 of the Annex)

Ministry of Justice

Regarding access to information and public documents, please see the answer provided for the follow-up on recommendation 4 in Section 1. No other significant developments.

In general, there have been no significant developments in respect of the good administration principle since the previous year.

Judicial review of administrative decisions: short description of the general regime (in particular

competent court, scope, suspensive effect, interim measures, and any applicable specific rules or derogations from the general regime of judicial review). (Q49 of the Annex)

Ministry of Justice

In the general regime of judicial review of administrative decisions, no significant developments have occurred since January 2025.

Implementation of final judgments by the public administration and State institutions and follow-up given to supranational judgments, including decisions from the European Court of Human Rights, as well as available remedies in case of non-implementation (Q52 of the Annex)

Ministry for Foreign Affairs

Concerning the European Court of Human Rights, Finland has (on 15 January 2026) one leading judgment and altogether five judgments pending implementation. The leading judgment and four repetitive cases concern violations of the right not to be punished twice. The leading judgment in this group of cases was delivered in 2014, and the repetitive cases were delivered in 2014 and 2015. A substantive dialogue has been ongoing for some time with the Council of Europe's Department for the Execution of Judgments regarding the judgments in this group.

With respect to judgments delivered after 2015, the measures taken to execute the judgments and the reporting thereof have been done in due time and the examination of the execution of the judgments has been closed.

Oversight, including by courts, of the use of intrusive surveillance software by national authorities (Q53 of the Annex)

Ministry of Justice and Ministry of the Interior

Civilian and military intelligence authorities have powers to telecommunications interception, collecting data other than through telecommunications interception, data traffic monitoring, on-site interception, technical observation, technical tracking and technical surveillance of a device. Use of these powers may potentially include use of intrusive surveillance software.

Oversight of civilian and military intelligence is regulated in the "Act on the Supervision of Intelligence Activities" (121/2019). There are also separate provisions on other supervision of civilian and military intelligence. Several actors participate in the oversight of intelligence activities.

Oversight can be divided into internal and external supervision. In addition to regular managerial steering, the internal supervision of intelligence activities includes the intelligence authorities' internal legality supervision. In the Finnish Security and Intelligence Service, this is the remit of the Service's internal overseer of legality. In the military intelligence authorities, in-house control is executed by the Defence Command Legal Division under the Chief Legal Advisor of the Defence Forces. The administrative control of the Finnish Security and Intelligence Service by the Ministry of the Interior and that of the military intelligence authorities by the Ministry of Defence can also be included in internal supervision. Among other things, the Ministry of the Interior and Ministry of Defence are tasked with ensuring that the intelligence authorities organise their operations, issue guidelines, train their personnel and arrange their internal supervision of legality appropriately.

The external supervision of intelligence activities is conducted by the Intelligence Oversight Committee of Parliament, the Intelligence Ombudsman and the Data Protection Ombudsman. The Intelligence Oversight Committee is responsible for parliamentary oversight and the Intelligence Ombudsman for legality oversight of intelligence activities, while the Data Protection Ombudsman controls the intelligence authorities' record-keeping and other processing of personal data. The

system of external supervision is complemented by the supreme guardians of law, that is, the Parliamentary Ombudsman and the Chancellor of Justice. According to the division of duties between the supreme guardians of law, the Parliamentary Ombudsman supervises the operative dimension of intelligence activities, and the Chancellor of Justice supervises them at the strategic level.

The Office of the Intelligence Ombudsman was established in 2019. The Intelligence Ombudsman operates independently. The Ombudsman is appointed by the government for a five-year term. The Intelligence Ombudsman performs advance, real-time and retrospective supervision of the legality of the use of intelligence gathering methods.

Even though the independent courts are not supervisory authorities, they play an essential role in the intelligence control system by ensuring legal protection. The use of intelligence gathering methods that most interfere with fundamental rights require the authorisation of the Helsinki District Court.

Comparable intrusive surveillance powers are also used by the police under the Coercive Measures Act (806/2011) for the prevention and investigation of serious crime. Depending on the method and technical implementation, the legal framework may also cover highly intrusive forms of surveillance technologies. The use of such powers is strictly limited to situations defined by law and is subject to the principles of legality, necessity and proportionality.

The use of the most intrusive measures by the police requires prior authorisation by an independent court. Internal legality control and operational oversight of police activities are carried out within the police administration, in particular by the National Police Board and through the police authorities' own internal oversight mechanisms.

The Ministry of the Interior guides and directs the police service, and prepares related legislation, but does not intervene in individual operational decisions. External oversight of police activities is exercised by independent supervisory authorities, including the Parliamentary Ombudsman, the Chancellor of Justice and the Data Protection Ombudsman. Together with judicial authorisation procedures, this framework ensures that the use of intrusive powers in law enforcement is subject to effective legal safeguards and consistent with the rule of law.

D. The enabling framework for civil society

Measures regarding the framework for civil society organisations and human rights defenders (e.g. legal framework and its application in practice incl. registration, transparency and dissolution rules) (Q54 of the Annex)

Ministry of Justice

In connection with the implementation of the Government's CSO strategy, in the summer of 2025 the Ministry of Justice published [a report](#) by an appointed rapporteur on the development of regulations concerning CSO and volunteer activities. According to the report, the current legislation does not restrict CSO or volunteer activities, nor does it create clear barriers to civic participation. However, there is room for improvement in the practices of public authorities.

Ministry for Foreign Affairs

Interaction with civil society is sought in the monitoring of the implementation of international human rights treaties. In cooperation with the European Commission against Racism and Intolerance (ECRI) and the Advisory Committee of the Framework Convention for the Protection of National Minorities, the Ministry for Foreign Affairs organised an event to discuss the recommendations addressed to Finland in [ECRI's Sixth Report](#) (published on 28 October 2025) and

the [Advisory Committee's Sixth Opinion](#) (published on 16 June 2025). The event brought together authorities and civil society organisations for a substantive exchange on the findings and their implementation in Finland.

The Ministry for Foreign Affairs submitted its fourth voluntary mid-term report on the implementation of the recommendations made during the fourth cycle of the Universal Periodic Review (UPR) of the UN Human Rights Council in 2025. The draft report was discussed with civil society organisations at an event organised by the Ministry in February 2025, and a summary of the issues raised was included in the report. The UPR process and the recommendations received provide a good platform for national human rights dialogue.

The Ministry for Foreign Affairs has a regular dialogue with civil society on issues related to human rights, democracy, and the rule of law. The Government's Human Rights Report (2021) outlines in detail Finland's cooperation, policy on and support to civil society and human rights defenders. Civil society's role is also emphasized in the Government reports on Finnish Foreign and Security Policy, as well as International Economic Relations and Development Cooperation (2024).

In 2025, the Ministry for Foreign Affairs continued to actively promote the use of the national [guidelines on supporting human rights defenders updated in 2022](#) and monitor their implementation based on indicators included in the guidelines. Employees of the Ministry for Foreign Affairs also attended training on supporting human rights defenders, organized by international non-governmental organizations. The Guidelines are based on the European Union Guidelines on Human Rights Defenders.

The Ministry of Foreign Affairs conducted a pilot project for a temporary relocation program for human rights defenders in 2025. The pilot project was organized in collaboration with Artists at Risk and the City of Helsinki. Funding was partly provided by the EU's ProtectDefenders.eu mechanism for supporting human rights defenders. The participants were encouraged to continue their work as human rights defenders in a safe environment.

The Ministry for Foreign Affairs, under the lead of its Ministers, consulted civil society organizations on the work of the UN General Assembly and the Finnish priorities in the UN more broadly. The Ministry has also organized consultations with civil society organizations in the context of the Council of Europe and the OSCE.

On 1 July 2025, Finland began its two-year term as co-chair of the Media Freedom Coalition (MFC). MFC is a partnership of 51 countries working together proactively to advocate for media freedom at home and abroad, and for the safety of journalists and media workers. As a co-chair, Finland advances safety of journalists, with particular attention on female journalists. Also, Finland supports strengthening of media literacy. In 2025, Finland co-hosted MFC side-events in international fora, including a high-level event at the OSCE Ministerial Council. The event, "No Security Without Media Freedom," highlighted that strengthening media freedom is both a human rights obligation and a strategic requirement for comprehensive security.

Finland cooperated with civil society on various other events in international fora, including the UN and the Council of Europe. Finland organized several side-events on supporting civil society and human rights defenders. Side events were organized in cooperation with local, regional, and international civil society organizations. Furthermore, a youth delegate representing youth organizations in Finland, was included in the Finnish delegation on several occasions.

The Ministry had regular interaction with the Advisory Board for International Human Rights Affairs.

The Advisory Board, an independent expert body appointed by the Government, consists of representatives of Finnish civil society organizations, political parties as well as experts from, inter alia, the Sámi Parliament and the Human Rights Centre.

In 2025, as part of its Chairpersonship of the OSCE, Finland prioritized human rights defenders, media freedom and media literacy. These were highlighted from different aspects throughout the year, for example through versatile speakers, topics and framing of discussions in several conferences and events and in our work with OSCE structures, including two 1,5-day events (Supplementary Human Dimension Meetings in March and May) that concentrated on the role of media and on civic space and human rights defenders. Crosscutting priorities during Finland's OSCE Chairpersonship were gender equality, and inclusion of civil society, youth, and persons with disabilities. Finland held an extensive number of consultations with civil society both prior and during the Chairpersonship, included civil society representatives in key events and provided opportunities for civil society to deliver messages on high political level and organize their own side events in all key conferences.

During her field visits in Ukraine, Moldova, Central Asia, South Caucasus and the Western Balkans, the Chairperson-in-Office Foreign Minister Valtonen met with civil society representatives and human rights defenders. Finland published several concrete products, such as the [Suggested Checklist for Accessible Meetings in the OSCE Context](#), and Roadmaps on [WPS](#) and [YPS](#), as well as Special representative for Civil Society Ms Anu Juvonen's [Helsinki Recommendations on Meaningful Civil Society Engagement](#). As part of OSCE Chairpersonship, Finland collaborated with the Rule of Law Centre of the University of Helsinki and organized a workshop for ombudsmen and representatives of OSCE missions in Central Asian countries.

Organisation of financial support for civil society organisations and human rights defenders (e.g. framework to ensure access to funding, and for financial viability, taxation/incentive/donation systems, measures to ensure a fair distribution of funding) (Q56 of the Annex)

Ministry of Finance

A significant amount of discretionary government grants is awarded to registered associations and foundations every year. The amount of discretionary government grants will decrease in the next few years as part of the general government savings which will affect the operating conditions of the civil society. An overview of discretionary government grants awarded to associations and foundations is available in a shared service [Explore Grants](#). Information on applying for discretionary government grants is published in a shared service [Apply for Grants](#).

The development of discretionary government grant activities and the development and introduction of [discretionary government grant services](#) will continue. The primary legislation governing discretionary government grants is [the Act on Discretionary Government Grants \(688/2001\)](#). Currently, a legislative amendment is being prepared.

The Government proposal to extend the deduction for donations was prepared during 2025 and the preparation will continue in 2026. The amendments are scheduled to enter into force at the beginning of 2027.

Ministry of Justice

A national strategy to strengthen the operating conditions of civil society organizations has been implemented in 2025. The CSO strategy includes legislative projects and studies concerning, among other things, the funding of CSOs and the development of related practices in different Ministries. The Ministry of Finance is carrying out legislative projects to expand the tax deduction for donations and to amend the Act on Discretionary Government Grants. Work is also underway to formulate a

civil society vision extending to year 2035, involving forward-looking discussions on the interaction between government and civil society.

The amount of discretionary government grants awarded to CSOs will decrease significantly by the end of the current government term (spring 2027), as part of the Government's decisions aimed at reducing public expenditure. According to the State Treasury, the use of [government grant online services](#) has increased the transparency of discretionary government grant activities: all calls for applications are published on the Applyforgrants.fi -service, and anyone can search for information on awarded grants through the Exploregrants.fi -service. Support provided by municipalities and wellbeing services counties to CSOs is also substantial and diverse, as highlighted in a [report](#) published by the Ministry of Justice in autumn 2025. Furthermore, another study conducted in autumn 2025 assessed the capacity of civil society organisations to apply for and utilise EU project funding and the service needs of these organisations. The study proposes, among other things, developing services and support measures to remove barriers to accessing funding. The Ministry of Justice is requesting feedback on [the draft report](#) to further deepen the assessment.

E. Initiatives to foster a rule of law culture

Ministry of Justice

As reported in the previous cycle, the working group '[Rule of Law Guarantees and Development of the Judicial System](#)' has a subgroup called '[Working Group on Constitutional guarantees for the independence of the judiciary](#)' (in short, 'Independence Subgroup'). The term of the subgroup lasts from 15 January 2024 until 31 December 2026. In 2025, the Independence Subgroup has continued its work to examine and assess whether the current Constitution and other legislation directly affecting the independence of the judiciary safeguard the independence of the judiciary. The working group has prepared a draft memorandum including proposals for amendments of the Finnish Constitution regarding the independence of the judges and the court system as well as the prosecution system. In October 2025, [a request for an opinion](#) was made to the Venice Commission on the draft proposal and the opinion is expected in March 2026.

The fourth [National Action Plan on Fundamental and Human Rights](#), covering years 2024–2027, was adopted by a government resolution on 20 November 2025. The action plan aims to strengthen the core structures of the rule of law and to promote the realisation of fundamental and human rights in Finland. It also seeks to increase knowledge of the rule of law and the connection between fundamental and human rights and the rule of law.

Other relevant aspects

Ministry of Finance

The Ministry of Finance organises the Civil Society Academy together with different parties. <https://opengov.fi/civil-society-academy/>

Cross-pillar elements: cross-border rule of law issues related to the Single Market

If you are aware of any significant challenges concerning the Single Market faced by businesses or citizens from your Member State in a cross-border context relating to any of the four pillars of the report, including for example issues with market access and the conditions for economic activities, please highlight them in the box below.¹

Ministry of Economic Affairs and Employment

¹ Given the cross-cutting nature of this question, it is included as a separate section in the questionnaire. Information collected under this question will however be integrated under the relevant existing pillar(s) of the Report.

In general, it is widely recognised that the Single Market remains fragmented and continues to face a range of barriers, as also highlighted, for example, in the European Commission's Single Market Strategy 2025.

In particular, information gaps as well as differing national rules affecting the free movement of services and goods can, in general terms, create challenges in a cross-border context.

However, at present, we are not aware of any specific or significant cross-border challenges faced by Finnish businesses or citizens that could be clearly identified under the four pillars of the report, including issues related to market access or the conditions for economic activities.

As regards the publication of your written input, please indicate whether you²:

☒ Consent

☐ Do not consent

² Should you wish to amend the input submitted ahead of the Report's publication, please simply indicate so to the Commission services which will ensure that the correct version is published.