

# Finland

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## 1. LEGAL FRAMEWORK

### 1.1 DESIGNATION AND LEGAL DEFINITION OF THE STATE MEDIA REGULATORY BODY

The state media regulatory authority in Finland is the Finnish Communications Regulatory Authority (FICORA, the Finnish name is Viestintävirasto). FICORA is a supervisory and administrative agency that is subordinate to the Ministry of Transport and Communications. The Act on Communications Administration<sup>1</sup> names FICORA as the actor responsible for communications administration in the administrative branch of the Ministry of Transport and Communications. FICORA's tasks are also decreed in the Act on Communications Administration. The contents of the Act will be covered more in the following dimension. Other laws that regulate FICORA are the Communications Market Act<sup>2</sup>, the Act on Radio Frequencies and Telecommunications Equipment<sup>3</sup>, the Act on Television and Radio Operations<sup>4</sup>, the Act on the Protection of Privacy in Electronic Communications<sup>5</sup>, the Act on the State Television and Radio Fund<sup>6</sup>, and the Postal Act<sup>7</sup>.

<sup>1</sup> Act on Communications Administration <http://www.finlex.fi/fi/laki/ajantasa/2001/20010625> , unofficial English translation <http://www.finlex.fi/en/laki/kaannokset/2001/en20010625.pdf>

<sup>2</sup> Communications Market Act <http://www.finlex.fi/fi/laki/ajantasa/2003/20030393>, unofficial English translation <http://www.finlex.fi/en/laki/kaannokset/2003/en20030393.pdf>

<sup>3</sup> Act on Radio Frequencies and Telecommunications Equipment <http://www.finlex.fi/fi/laki/ajantasa/2001/20011015> , unofficial English translation <http://www.finlex.fi/en/laki/kaannokset/2001/en20011015.pdf>

<sup>4</sup> *Act on Television and Radio Operations* <http://www.finlex.fi/fi/laki/ajantasa/1998/19980744>, unofficial English translation <http://www.finlex.fi/en/laki/kaannokset/1998/en19980744.pdf>

<sup>5</sup> *Act on the Protection of Privacy in Electronic Communications* <http://www.finlex.fi/fi/laki/ajantasa/2004/20040516>, unofficial English translation <http://www.finlex.fi/en/laki/kaannokset/2004/en20040516.pdf>

<sup>6</sup> *Act on the State Television and Radio Fund* <http://www.finlex.fi/fi/laki/ajantasa/1998/19980745>, unofficial English translation <http://www.finlex.fi/en/laki/kaannokset/1998/en19980745.pdf>

<sup>7</sup> *Postal Act* <http://www.finlex.fi/fi/laki/ajantasa/2011/20110415>, unofficial English translation <http://www.finlex.fi/en/laki/kaannokset/2011/en20110415.pdf>

In Finland, several institutions possess competencies in the field of telecommunications sector regulation. Apart from FICORA, both the Ministry for Transport and Communications as well as the Finnish Competition Authority are involved in the regulation of the telecommunications sector. The Ministry of Transport and Communications and FICORA work in cooperation with general competition and consumer authorities wherever necessary. The Consumer Agency<sup>8</sup> and the Consumer Ombudsman<sup>9</sup> monitor the Consumer Protection Act<sup>10</sup> and other acts enacted to protect consumers. The Finnish Competition Authority's<sup>11</sup> mission is to monitor compliance with the Act on Competition Restrictions<sup>12</sup> and the EU competition rules and to promote efficient competition.

### *1.2 EXAMPLES OF LINKS WITH SELF-REGULATORY AND CO-REGULATORY MEDIA STRUCTURES*

In Finland, the regulation of advertising can be seen as an example of co-regulation. The regulation of advertising is relatively complex and is subject to different laws, authority guidance and self-regulation. Laws regulating advertising include the Act on Television and Radio Operations, the Consumer Protection Act, the Tobacco Act, the Alcohol Act and the Securities Market Act.

The main self-regulatory institution for advertising is The Council of Ethics in Advertising<sup>13</sup>. The Council issues statements on whether or not an advertisement or advertising practice is ethically acceptable and mainly deals with requests from consumers and with issues of public significance. The Council cannot deny advertising, but the weight of its statements is quite heavy. It bases its statements on the basic rules of the International Chamber of Commerce. The guidelines emphasize the marketers' responsibilities to the society. With its interpretations, the Council has created principles concerning fair marketing that are similar to laws and international guidelines. (Neuvonen 2008.)

FICORA also has a role in the advertising regulation processes. Its task is to ensure that program operators comply with provisions stated in the Act on Television and Radio Operations in terms of advertising, sponsorship and teleshopping. The Consumer Ombudsman<sup>14</sup> is responsible for monitoring the provisions on the ethical principles of advertising and the protection of minors. FICORA has given guidelines on the basis of surveys and discussions with operators. The guidelines explain how FICORA interprets the law with regard to advertising provisions.<sup>15</sup>

<sup>8</sup> The Consumer Agency (Finnish: Kuluttajavirasto) <http://www.kuluttajavirasto.fi/en-GB/>

<sup>9</sup> The Consumer Ombudsman's supervisory tasks <http://www.kuluttajavirasto.fi/en-GB/consumer-agency/tasks-and-courses-of-action/consumer-law/consumer-ombudsman-supervisory-tasks/>

<sup>10</sup> Consumer Protection Act <http://www.finlex.fi/fi/laki/ajantasa/1978/19780038> , unofficial English translation <http://www.finlex.fi/en/laki/kaannokset/1978/en19780038.pdf>

<sup>11</sup> The Finnish Competition Authority (Finnish: Kilpailuvirasto) <http://www.kilpailuvirasto.fi/cgi-bin/english.cgi?>

<sup>12</sup> Act on Competition Restrictions <http://www.finlex.fi/fi/laki/ajantasa/1992/19920480>

<sup>13</sup> The Council of Ethics in Advertisement [http://www.keskuskauppamari.fi/site\\_eng/Services/Expert-Services/Statements-on-Ethical-Advertising](http://www.keskuskauppamari.fi/site_eng/Services/Expert-Services/Statements-on-Ethical-Advertising)

<sup>14</sup> The Consumer Ombudsman <http://www.kuluttajavirasto.fi/en-GB/>

<sup>15</sup> Directions to advertising regulation [http://www.ficora.fi/attachments/suomimq/5xNJ3ju8L/Mainonnan\\_kestoa\\_ja\\_sijoitte-lua\\_koskeva\\_ohje.pdf](http://www.ficora.fi/attachments/suomimq/5xNJ3ju8L/Mainonnan_kestoa_ja_sijoitte-lua_koskeva_ohje.pdf)

The self-regulatory body and the state authorities complement each other in many ways. One problem in the prevailing system is the lack of cooperation between these supervisory parties. It can be stated that the self-regulatory system does not seem to provide for a real alternative to legislation by the Finnish State because the activities by the consumer protection authorities are so extensive. (Pakarinen & Tala 2008.)

Another example of co-regulation in Finland is the self-regulation agreement signed by Finnish television channels, the public service YLE and the commercial MTV3 and Nelonen, in 2004<sup>16</sup>. The agreement classifies television content as a safeguard for children. The TV channels also agreed to transmit material potentially harmful to children at times when children are not expected to watch television. The self-regulation agreement forms a basis for interpreting the 19 § of the Act on Radio and Television operations. FICORA also takes the self-regulation agreement into account in its decisions.<sup>17</sup>

A third example of co-operation between the state regulatory authority and the self-regulatory entity is pointed out in the Strategy for FICORA 2009-2015<sup>18</sup>. FICORA mentions gathering information on consumers' media literacy and perceptions of media related issues as one of its tasks. FICORA states that this research data is also utilized in supporting self-regulation in the media.

## 2. FUNCTIONS

### 2.1 FICORA'S TASKS

FICORA's responsibilities cover all media sectors except the press regulation. The press is regulated by the Act on the Exercise of Freedom of Expression in Mass Media<sup>19</sup>. FICORA is not responsible for regulating journalistic content. FICORA's tasks include:

- technical regulation of communication networks to ensure its functioning and security,
- supervision and regulation of telecommunication markets to ensure competition,
- allocation and control of radio frequencies to provide sufficient frequencies within Finland,
- data security and privacy protection in electronic communications, and
- broadcasting regulation by monitoring the content and its compliance with law.<sup>20</sup>

In addition, FICORA also controls postal operations, collects television fees, co-ordinates standardization of telecommunications and postal services and allocates internet

<sup>16</sup> See page 317: <https://jyx.jyu.fi/dspace/bitstream/handle/123456789/25620/URN%3ANBN%3Afi%3Aju-201011223111.pdf?sequence=1>

<sup>17</sup> See for example FICORA's decision of Nelonen breaking the article 19 of the Act on Radio and Television operations: [http://www.ficora.fi/attachments/suomimq/5uM4wCvhY/Paatos\\_Sanoma\\_Televisio\\_Oy\\_lain\\_rikkomisesta\\_Greyn\\_Anatomia.pdf](http://www.ficora.fi/attachments/suomimq/5uM4wCvhY/Paatos_Sanoma_Televisio_Oy_lain_rikkomisesta_Greyn_Anatomia.pdf)

<sup>18</sup> See page 6 of the Strategy for the Finnish Communications Regulatory Authority 2009-2015: [http://www.ficora.fi/attachments/englantiav/strategy/5jyWB7NAG/DOHA\\_n561005\\_v1\\_Viestintaviraston\\_strategia\\_2009-2015\\_in\\_English.pdf](http://www.ficora.fi/attachments/englantiav/strategy/5jyWB7NAG/DOHA_n561005_v1_Viestintaviraston_strategia_2009-2015_in_English.pdf)

<sup>19</sup> Act on the Exercise of Freedom of Expression in Mass Media <http://www.finlex.fi/fi/laki/ajantasa/2003/20030460>, unofficial English translation <http://www.finlex.fi/en/laki/kaannokset/2003/en20030460.pdf>

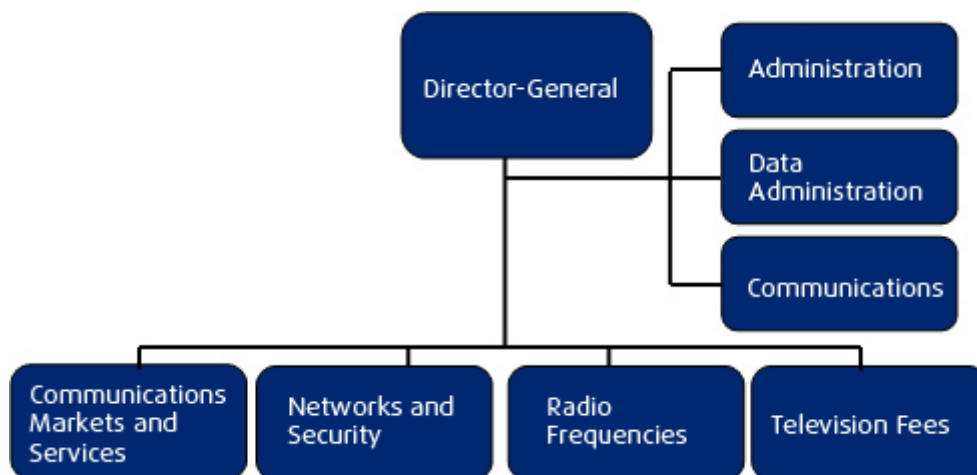
<sup>20</sup> FICORA's web page <http://www.ficora.fi/en/index/viestintavirasto/esittely.html>

domain names.<sup>21</sup> FICORA has little independent decision-making power, apart from the specific supervisory responsibilities entrusted to it in the media legislation.

FICORA's tasks and responsibilities are decreed in the Act on Communications Administration. According to the act, FICORA shall carry out the duties provided by the Communications Market Act, Radio Act, Act on Postal Services, Act on Television and Radio Operations, Act on State Television and Radio Fund, Act on the Protection of Privacy and Data Security in Telecommunications, Act on Electronic Signatures, and Domain Name Act. FICORA shall also carry out the duties that lie with it according to other provisions, or regulations of the Ministry of Transport and Communications.<sup>22</sup>

FICORA used to have a small number of tasks concerning media education, but all those tasks were transferred to the Finnish Centre for Media Education and Audiovisual Programmes<sup>23</sup>, which was established at the beginning of the year 2012. The tasks of the authority are stated in the Act on the Finnish Centre for Media Education and Audiovisual Programmes<sup>24</sup>.

FICORA's organization is divided into seven profit areas illustrated by the figure below.<sup>25</sup> The organizational structure will be further discussed in the 6<sup>th</sup> dimension.



According to its web page, FICORA participates actively on a large scale in areas of European and international co-operation. The most important partners include the International Telecommunications Union (ITU), the Communications Committee (COCOM) and the Radio Spectrum Committee (RSC) of the European Union (COCOM), and the European Regulators Group for Electronic Communications (BEREC).<sup>26</sup>

<sup>21</sup> FICORA's web page <http://www.ficora.fi/en/index/viestintavirasto/esittely.html>

<sup>22</sup> Act on Communications Administration <http://www.finlex.fi/en/laki/kaannokset/2001/en20010625.pdf>

<sup>23</sup> Finnish Centre for Media Education and Audiovisual Programmes, [www.meku.fi](http://www.meku.fi)

<sup>24</sup> Act on the Finnish Centre for Media Education and Audiovisual Programmes <http://www.finlex.fi/en/laki/kaannokset/2011/en20110711.pdf>

<sup>25</sup> FICORA's web page, <http://www.ficora.fi/en/index/viestintavirasto/esittely/organisaatio.html>

<sup>26</sup> <http://www.ficora.fi/index/viestintavirasto/esittely/kansainvalinenyhteisty.html>

## 2.2 MONITORING INTERNET CONTENT

The monitoring of harmful Internet content is undertaken by the different, mostly self-regulatory bodies: the Ethical Committee for Premium Rate Services<sup>27</sup>, the Council for Mass Media in Finland<sup>28</sup>, the Council on Ethics in Advertising<sup>29</sup>, the Consumer Agency<sup>30</sup>, and the Consumer Ombudsman<sup>31</sup>.

A central question about the regulation in the Internet has been about child welfare. A couple of years ago there was some unawareness of the roles of the Ministry of Transport and Communications and FICORA in this matter. The cases that attain most notice are often so serious that they employ the police rather than the communications regulatory entities. (Kosonen 2011.)

## 2.3 SHORT HISTORY OF FICORA

FICORA's predecessor, The Telecommunications Administration Centre (TAC)<sup>32</sup>, was established in 1988 to fill the need to separate business operations and administrative functions in the telecommunications sector. The TAC was formed of four different existing entities: the Radio Inspection Office in the Radio Division in the General Directorate of Posts and Telecommunications of Finland<sup>33</sup> and the TV License Centre<sup>34</sup>, which had been a special unit in the Posts and Telecommunications<sup>35</sup>, the Tele Inspection Division<sup>36</sup> in the Ministry of Transport and Communications, and the TV License Inspection Division<sup>37</sup> in the Finnish Broadcasting Company Yle. The authority's name was changed from Telecommunications Administration Centre to Finnish Communications Regulatory Authority in 2001 and as issues related to communications and information society grew more important and the old name no longer corresponded to the authority's duties and continuously expanding field of activity.<sup>38</sup>

## 2.4 FUNCTIONAL DISTINCTIONS BETWEEN STATE, SELF AND CO-REGULATORY MECHANISMS

The functional distinction between FICORA and the self-regulatory mechanisms are clear for the most part. The main self-regulatory institutions are the Guidelines for

<sup>27</sup> The Ethical Committee for Premium Rate Services (Finnish: Maksullisten puhelinpalveluiden eettinen lautakunta) The Ethical Committee for Premium Rate Services

<sup>28</sup> The Council for Mass Media in Finland (Finnish: Julkisen sanan neuvosto) <http://www.jsn.fi/en/>

<sup>29</sup> The Council on Ethics in Advertising (Finnish: Mainonnan eettinen neuvosto) [http://www.keskuskauppakamari.fi/site\\_eng/Services/Expert-Services/Statements-on-Ethical-Advertising](http://www.keskuskauppakamari.fi/site_eng/Services/Expert-Services/Statements-on-Ethical-Advertising)

<sup>30</sup> The Consumer Agency (Finnish: Kuluttajavirasto) <http://www.kuluttajavirasto.fi/en-GB/>

<sup>31</sup> The Consumer Ombudsman (Finnish: Kuluttaja-asiamies) <http://www.kuluttajavirasto.fi/en-GB/>

<sup>32</sup> Finnish: Telehallintokeskus

<sup>33</sup> Finnish: Radio-osaston radiotarkastustoimisto

<sup>34</sup> Finnish: Televisiolupakeskus

<sup>35</sup> Finnish: Posti- ja telehallitus

<sup>36</sup> Finnish: Liikenneministeriön teletarkastustoimisto

<sup>37</sup> Finnish: Yleisradion televisiolupatarkastus

<sup>38</sup> Presentation of FICORA, history <http://www.ficora.fi/en/index/viestintavirasto/esittely/historia.html>

Journalists<sup>39</sup> and the Council for Mass Media<sup>40</sup>. The aim of the Guidelines for Journalists is to support the responsible use of freedom of speech in mass communications. The guidelines are drafted for the purpose of self-regulation. The Council for Mass Media is a separate self-regulating committee that interprets good professional practice and handles complaints from members of the public on breaches of journalism ethics. The functions of FICORA and these self-regulatory institutions do not collide. By definition, FICORA does not have the mandate to participate in the journalistic press or broadcasting regulation.

There is some overlap in the activities of different authorities. For example, both FICORA and the Finnish Competition Authority (FCA)<sup>41</sup> carry out tasks that aim at creating and maintaining efficient competition in the communications markets. The authorities have signed a cooperation agreement<sup>42</sup> to improve their co-operation. Another example of overlapping functions concerns regulating advertising. In some cases, FICORA is pursuing the same goals as the National Supervisory Authority for Welfare and Health (Valvira)<sup>43</sup>, as both monitor advertising in the media.

### 3. LEGITIMIZING / UNDERLYING VALUES

The basic values are stated in the Constitution of Finland<sup>44</sup>, which builds the basis for all legislation. The basic rights and liberties stated in the Constitution include for example equality, right to life, personal liberty and integrity, right to privacy and freedom of expression.

Taking notice of the ethical values of media regulation in Finland falls more to the field of self-regulation than to FICORA's responsibilities. For example, the task of the Council for Mass Media is to cultivate responsible freedom in regard to the mass media as well as provide support for good journalistic practice.<sup>45</sup>

The societal influence aims of the administrative branch of the Ministry of Transport and Communications are to offer versatile and reasonably priced services of high quality, to strengthen the citizens' freedom of speech and privacy protection, and maintain the diversity of communications.<sup>46</sup>

FICORA states good service culture, expertise and development as their central values.<sup>47</sup> As for the Ministry of Transport and Communications, the main values are fairness, courage and cooperation.<sup>48</sup>

<sup>39</sup> The Guidelines for Journalists [http://www.jsn.fi/en/journalists\\_instructions/](http://www.jsn.fi/en/journalists_instructions/)

<sup>40</sup> The Council for Mass Media <http://www.jsn.fi/en/>

<sup>41</sup> Finnish: Kilpailuvirasto, [www.kilpailuvirasto.fi](http://www.kilpailuvirasto.fi)

<sup>42</sup> <http://www.ficora.fi/attachments/suomiry/1156442812964/yhteistyomuistio.pdf>

<sup>43</sup> Finnish: Sosiaali- ja terveystieteiden lupa- ja valvontavirasto, <http://www.valvira.fi/en/>

<sup>44</sup> Constitution <http://www.finlex.fi/en/laki/kaannokset/1999/en19990731.pdf>

<sup>45</sup> Council for Mass Media <http://www.jsn.fi/en/>

<sup>46</sup> The Financial agreement between the Ministry of Transport and Communication and FICORA for the year 2011 [http://www.lvm.fi/c/document\\_library/get\\_file?folderId=1551286&name=DLFE-11854.pdf](http://www.lvm.fi/c/document_library/get_file?folderId=1551286&name=DLFE-11854.pdf)

<sup>47</sup> Values of FICORA <http://www.ficora.fi/en/index/viestintavirasto/esittely/missiovisiojaarvot.html>

<sup>48</sup> Values of the Ministry of Transport and Communication [http://www.lvm.fi/web/en/mission\\_vision\\_and\\_values](http://www.lvm.fi/web/en/mission_vision_and_values)

#### 4. PERFORMANCE

In general, FICORA is able to actually perform the duties decreed in the law. The official stand of the Ministry of Transport and Communications is that it does not give FICORA tasks if it does not give resources as well. In the ideal situation, FICORA only receives tasks that it is able to perform. However, in practice there have been some discrepancies in terms of television content monitoring. The Ministry has noticed that, in this case, some financial resources have been insufficient. (Ristola 2011.)

From the point of view of the Ministry, FICORA's daily operations according to the law are clear, but there are some areas where the authority wishes for more specific directions, such as some concrete questions related to locations of postal services. On the other hand, in the economic supervision of telecommunications and postal companies the authority needs no further directions. (Normo, 2011.)

#### 5. ENFORCEMENT MECHANISMS / ACCOUNTABILITY

From the Ministry's point of view, the division on responsibilities between the Ministry of Transport and Communications and FICORA is clear, at least in theory: the Ministry makes the enactments and handles general communications politics and FICORA oversees the realization of certain laws. Even though FICORA is accountable to the Ministry of Transport and Communication, the ministry has no right to interfere in decisions independently made by FICORA. (Kosonen 2011.) In Finland, only courts can overturn FICORA's decisions.

FICORA monitors media outlets' compliance with the terms and conditions of their broadcasting licenses and the regulations in the Act on Radio and Television Operations, but the final power to grant, amend or revoke a broadcasting license lies with the license authority, which in most cases in Finland is the Government (prepared by the Ministry of Transport and Communications).

FICORA's powers to sanction media outlets are defined in Chapter 6 of the Act on Television and Radio Operations. Similar supervision and sanctioning procedures regarding telecommunications operators are defined in Chapter 12 of the Communications Market Act. FICORA may impose sanctions for broadcasters that act in violation of the provisions of chapters 3 and 4 in the Act on Television and Radio Operations. These chapters include regulations on the proportion of European works and programs by independent producers, programs that may be detrimental to the development of children, use of exclusive rights, and certain restrictions on advertising and sponsoring. Sanctions include a reminder, a conditional fine, or if a broadcaster fails to rectify its actions in a set period, a penalty fine. In case of fines, the penalty is determined by the Market Court<sup>49</sup> on the proposal of FICORA<sup>50</sup>. The Administrative Judicial Procedure Act<sup>51</sup> applies to the handling and investigation of

<sup>49</sup> <http://www.oikeus.fi/markkinaoikeus/15578.htm>, see the Act on Certain Proceedings before the Market Court, <http://www.finlex.fi/en/laki/kaannokset/2001/en20011528.pdf>

<sup>50</sup> Section 36a, Act on Television and Radio Operations

<sup>51</sup> <http://www.finlex.fi/fi/laki/kaannokset/1996/en19960586.pdf>



all sanctions. Disputes about individual decisions by FICORA have been considered in the administrative courts, but its sanctioning powers as such have not been challenged in any notable court cases.

As a supervisory authority of several media related regulations, including the Act on Television and Radio Operations, FICORA can issue a reminder to a broadcaster or other telecommunications operator and obligate it to correct its error or neglect. The decision may be enforced by a conditional fine as provided for in the Act on Conditional Fine. If the broadcaster fails to rectify its actions within a set period, it may be ordered to pay a penalty fine. The penalty is determined by the Market Court on the proposal of the supervisory authority. The primary enforcement mechanism is a reminder. Other sanctions have been rarely imposed.

One example of FICORA's sanctioning powers is the case of five radio stations breaking the Act on Television and Radio Operations. The radio stations had broken the law by transmitting almost identical programs even though the license terms require the transmissions to be independent programs. One of the radio stations in question had already received a reminder and a conditional fine earlier and as it had not corrected its error, the conditional fine became a penalty fine and a new higher conditional fine was imposed. The other stations were given reminders and they announced the authority to have commenced actions to rectify their actions.<sup>52</sup>

## **6. INSTITUTIONAL ORGANIZATION / COMPOSITION**

FICORA is a governmental agency under the Ministry of Transport and Communications and it has circa 245 full-time employees<sup>53</sup>. It is led by a Director-General and its organization is divided into seven profit areas and the additional units of International Affairs and Development that function directly under the Director-General. The areas are Communications Markets and Services, Networks and Security, Radio Frequencies and Television Fees, Development and Support, Information Technology, and Communications.<sup>54</sup> There are some advantages that can be connected to FICORA's solution to have a Director-General and no official collegial-body-structure: speedy and non-bureaucratic decisions, a high level of accountability for each regulatory decision, efficiency in terms of a low demand of resources and predictability in terms of decision-making consistency.<sup>55</sup>

All open job positions at FICORA are published on FICORA's web page and the Heli recruitment page, which is a service for finding jobs at the state.<sup>56</sup> The post of the Director-General is terminable, a Director-General is appointed for a five years term.

<sup>52</sup> [www.ficora.fi/index/viestintavirasto/lehistotiedotteet/2011/P\\_24.html](http://www.ficora.fi/index/viestintavirasto/lehistotiedotteet/2011/P_24.html)

<sup>53</sup> Annual report 2009, <http://www.ficora.fi/2009/economy-and-resources.html>

<sup>54</sup> See FICORA web site, <http://www.ficora.fi/en/index/viestintavirasto/esittely/organisaatio.html>

<sup>55</sup> Publications of the Ministry of Transport and Communications: [http://www.lvm.fi/c/document\\_library/get\\_file?folderId=180955&name=DLFE-4906.pdf&title=02/2003](http://www.lvm.fi/c/document_library/get_file?folderId=180955&name=DLFE-4906.pdf&title=02/2003)

<sup>56</sup> About recruitment, see FICORA's web page <http://www.ficora.fi/index/viestintavirasto/avoimettyopaikat.html>

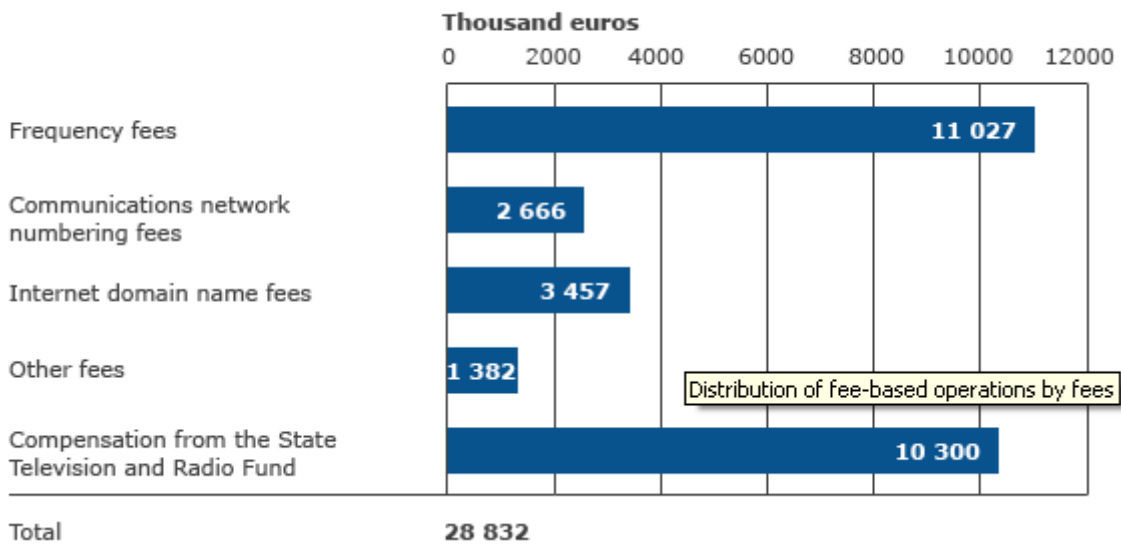


## 7. FUNDING

In the government budget, FICORA is an authority with a net budgeted income. In the 2010 budget, the forecast of income from operations subject to a fee was 29,1 million euros and the actual income was 28,9 million euros.<sup>57</sup>

FICORA covers most of the costs of its operations with the fees it collects. A remarkable part of the revenue comes from radio transmitter license fees, telecommunications network numbering fees, postal operation supervision fees, internet domain name fees, and spectrum fees. The television fees and license fees for carrying on television operations are passed on to the State Television Radio Fund. The graph below demonstrates the distribution of fee-based operations by fees in 2010.<sup>58</sup>

### Distribution of fee-based operations by fees



According to the Ministry of Transport and Communications, the costs of FICORA's actions are about 35,4 million euros. The costs are mostly covered by fees collected from clients to the tune of 27,6 million euros. In the state budget for 2011, FICORA is to have 7,8 million euro as net allowance.<sup>59</sup>

The financial resource basis of FICORA is relatively broad and diverse. This could grant FICORA a certain level of independence, especially from the government. In addition, if one source of revenue loses financing capacity, the loss can be compensated by raising revenue from other sources.<sup>60</sup>

FICORA's annual reports are available in Finnish, English and Swedish at FICORA's

<sup>57</sup> FICORA's Annual Report 2010, <http://www.ficora.fi/2010/economy-and-resources.html>

<sup>58</sup> FICORA's Annual Report 2010, <http://www.ficora.fi/2010/economy-and-resources.html>

<sup>59</sup> Financial agreement between the Ministry of Transport and Communication and FICORA for the year 2011 [http://www.lvm.fi/c/document\\_library/get\\_file?folderId=1551286&name=DLFE-11854.pdf](http://www.lvm.fi/c/document_library/get_file?folderId=1551286&name=DLFE-11854.pdf)

<sup>60</sup> Publications of the Ministry of Transport and Communications: [http://www.lvm.fi/c/document\\_library/get\\_file?folderId=180955&name=DLFE-4906.pdf&title=02/2003](http://www.lvm.fi/c/document_library/get_file?folderId=180955&name=DLFE-4906.pdf&title=02/2003)

web page.<sup>61</sup> Documents concerning planning and follow-up related to management by results and performance are available in Finnish. Yearly financial reports are public, as are the Ministry of Transport and Communication's comments about the financial and annual reports. FICORA also publishes the performance targets drawn up to FICORA by the Ministry of Transport and Communications.<sup>62</sup>

## 8. REGULATION IN CONTEXT

The Finnish media system is a relatively concentrated one and the size of the media market is quite small. The main national news media have a high reach amongst Finnish citizens. The media system is characterized by a strong literary culture and the number of newspapers and readership figures are one of the highest in the world. Journalistic culture in Finland is characterized by a strong professional ethos and an established self-regulatory system. (Karppinen *et al.* 2011.)

Finland has a national public service broadcasting company, Yle.<sup>63</sup> It operates four national television channels and six radio channels. The company is 99,9% state-owned and its operations are mainly financed by a television fee.

All print media represent two thirds of the total media revenue in Finland, and the share of newspapers alone constitutes about one third (Finnish Mass Media, 2010). Internet penetration in Finland is relatively high; nearly 80 % of the population uses the internet regularly (Eurostat 2010).

**The daily reach of different media in 2008**

	All	Male	Female	10-24	25-44	45-59	60-
Newspapers	78 %	77 %	78 %	56 %	76 %	86 %	88 %
Television	90 %	91 %	90 %	87 %	88 %	93 %	93 %
Radio	74 %	75 %	72 %	65 %	75 %	78 %	75 %
Internet	60 %	63 %	57 %	76 %	79 %	61 %	25 %

*Source: Finnish Mass Media 2010.*

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<sup>61</sup> FICORA's web page, annual reports <http://www.ficora.fi/en/index/viestintavirasto/suunnittelunjaseurannanasiakirjat.html>

<sup>62</sup> All documents can be found at FICORA's web page <http://www.ficora.fi/index/viestintavirasto/suunnittelujaseuranta.html>

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