

FRANET

**Migrants and their Descendants:
Social Inclusion and
Participation in Society**

Finland, 2015

FRANET contractor: Finnish League for Human Rights

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Executive summary

1. Legal and policy instruments for migrant integration

The main integration policy instrument in Finland is the Government Integration Programme for 2012–2015¹ and the main legal instrument the Act on the Promotion of Integration². The main target groups of the Government Integration Programme are EU nationals and third-country nationals with a specific focus on migrant communities, migrants in the work force, female migrants, children and youth and refugees. General integration monitoring is undertaken by the Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) and the monitoring of discrimination including discrimination on the basis of nationality or ethnic identity falls under the mandate of The Ministry of the Interior (*Sisäministeriö/Inrikesministeriet*).

In Finland municipalities carry a heavy burden of tasks in public service provision and have a relatively high level of autonomy in the organisation of services. On the level of service provision, national integration policy is implemented in the municipalities who are responsible for providing services for their inhabitants.³ In general, the policies and strategies in social and health services take integration and immigrants' special needs into account, but the implementation of these in municipal practices is not comprehensive enough.⁴ There are significant regional differences in the provision of integration services, and the provision of services varies greatly depending on the proportion of immigrant population and the total population of a municipality. The current Act on the Promotion of Integration took effect in 2011 and introduced the responsibilities for municipalities to organise integration services not only for asylum seekers and quota refugees but for all immigrants. In smaller municipalities with fewer inhabitants and immigrants, there is a lack of awareness of this responsibility over provision of integration services.⁵ Immigrants do not always get enough information on available integration services and there are not enough language training programmes

¹ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamishjelma: hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisuja 27/2012. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

² Finland (2010), Act on the Promotion of Integration (*Laki kotoutumisen edistämisestä/ Lag om främjande av integration*), 1386/2010, available at (accessed 23 February 2015): <http://finlex.fi/fi/laki/ajantasa/2010/20101386>, an unofficial translation in English available at (accessed 23 February 2015): <http://finlex.fi/en/laki/kaannokset/2010/20101386>

³ Finland, Government Institute for Economic Research (*Valtion taloudellinen tutkimuskeskus/Statens ekonomiska forskningscentral*) (2010), *Public Services at the Local Level – the Finnish Way, Policy Reports 2*, Valtion taloudellinen tutkimuskeskus: Helsinki. Pages 1-2. Available at (accessed 5 March 2015): http://www.vatt.fi/julkaisut/uusimmatJulkaisut/julkaisu/Publication_6093_id/857

⁴ Finland, National Audit Office of Finland (*Valtiontalouden tarkastusvirasto/Statens Revisionsverk*) (2014), *Tuloksellisuustarkastuskertomus: Kotouttaminen sosiaali- ja terveydenhuollossa, Valtiontalouden tarkastusviraston tarkastuskertomukset 3/2014*, page 7. Available at (accessed 2 March 2015): http://www.e-julkaisu.fi/vtv/kotouttaminen_sosiaali- ja_terveydenhuollossa/

⁵ Personal communication by e-mail with researcher Saana Hansen, the Finnish League for Human Rights (*Ihmisoikeusliitto/Förbundet för mänskliga rättigheter*) (NGO), 7 May 2015.

available.⁶ Even NGOs or public servants do not hold enough information about the services available for migrants.⁷

Integration service provision requirements are regulated in the Act on the Promotion of Integration. An immigrant has the right to an integration plan, drafted jointly by the administrative bodies and the immigrant, if he/she is an unemployed jobseeker or if he/she receives social assistance on a non-temporary basis. Thus persons who enter the country through employment do not usually qualify for individual integration plans. The aim of an integration plan is to support the migrant in acquiring a sufficient command of the Finnish or Swedish and assessing the need for other integration training.

Level B1 skills in Finnish or Swedish are a requirement for Finnish nationality. The teaching of mother tongue is not compulsory in comprehensive schools, however, mother tongue learning can be included in the curriculum of the preparatory school year.⁸

Overall, the focus of integration policy funding in Finland has been in short-term projects instead of developing sustainable integration structures. There is a need for more cross-sectional cooperation between governmental and municipal bodies.⁹ Lack of information about integration practices on all levels, both among the immigrants themselves and the professionals who work in the field, is a major barrier for social inclusion and integration.

Key challenges in the realisation of the Finnish integration policy are its variable implementation on the regional level, monitoring and cooperation in the provision of integration services and deficiencies in the allocation of resources. The provision and quality of integration services vary from municipality to municipality and immigrants are not always in an equal position as the service level depends on their home municipality. Furthermore, the financing of integration policies lags behind, resulting in a lack of flexibility in service provision and administrative processes. The efficiency of immigration administration varies depending on the influx of immigrants at a certain point in time and the length of administrative processes is unpredictable.¹⁰ It is currently estimated that immigration to Finland will increase by 15000 persons per year, and more resources should be allocated to integration accordingly, so that the service system cannot cater for the increased demand.¹¹

⁶ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Maahanmuuttajabarometri 2012*, TEM raportteja 11/2013. Pages 54 & 80. Available at (accessed 3 March 2015):

http://www.tem.fi/ajankohtaista/julkaisut/julkaisujen_haku/maahanmuuttajabarometri_2012.98249.xhtml

⁷ Finland, National Audit Office of Finland (*Valtiontalouden tarkastusvirasto/Statens Revisionsverk*) (2014), *Tuloksellisuustarkastuskertomus: Kotouttaminen sosiaali- ja terveydenhuollossa, Valtiontalouden tarkastusviraston tarkastuskertomukset 3/2014*, page 8. Available at (accessed 2 March 2015): http://www.e-julkaisu.fi/vtv/kotouttaminen_sosiaali- ja_terveydenhuollossa/

⁸ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Osallisen Suomessa – hankkeen arviointiraportti, Työ- ja elinkeinoministeriön julkaisuja 29/2013*. Pages 25-26. Available at (accessed 25 February 2015): <http://www.tem.fi/osallisenasuomessa>

⁹ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2015), 'Annika Forsander: Kotouttamisessa tarvitaan sekä rakenteita että kumppanuuksia', available at (accessed 27 February 2015):

http://www.tem.fi/ajankohtaista/blogit/tematiikkaa-blogi/annika_forsander_kotouttamisessa_tarvitaan_seka_rakenteita_etta_kumppanuuksia.117487.blog

¹⁰ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Kotoutumisen kokonaiskatsaus 2013*, TEM raportteja 38/2013. Pages 53-54. Available at (accessed 25 February 2015):

http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml

¹¹ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015', *Työ- ja elinkeinoministeriön julkaisuja 27/2012*. Page 77. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

2. Promoting equal treatment and non-discrimination

The most notable development in non-discrimination in Finland was the reform of anti-discrimination legislation. The process started in 2007, the Government Bill (HE 19/2014 vp) on the Non-Discrimination Act (*Yhdenvertaisuuslaki / Lag on likabehandling*) and acts related to it was submitted to the Parliament in March 2014, and the reform was passed in late December 2014. The new Non-Discrimination Act took effect on 1 January 2015. The reform extended the scope of application of the anti-discrimination legislation to all areas of life. The new act provides protection against discrimination to an open ended list of protected grounds: age, origin, nationality, language, belief, opinion, political activity, industrial activity, family ties, state of health, disability, sexual orientation or other reasons related to a person. Furthermore, chapter 2 of the new Non-Discrimination Act stipulates on the promotion of non-discrimination and imposes an obligation to promote non-discrimination on all parties who organise education, all public authorities and all employers. The new Non-Discrimination Act also includes new regulations reinforcing the mandate of the Equality bodies.

3. Participation of migrants and their descendants in society

In terms of political rights, the Local Government Act (*Kuntalaki/Kommunallag*)¹² provides relatively favourable starting point for participation of migrants at the local level. However, the voter turnout of third country nationals compared to the native population remains low even though they gain the right to vote in local elections only after two years of residence.¹³ The proportion of candidates and elected representatives with migrant background at both local and national level is low compared to the share of electorate¹⁴, suggesting that they remain somewhat unfamiliar with the Finnish political system even after gaining the right to vote¹⁵

There are structures in place to ensure the migrants' participation in national policy. Migrants can participate in consultation of policy making as members of the Advisory Board for Ethnic Relations (ETNO), which is a national level expert body that operates under the Ministry of Justice and provides ministries and immigration authorities with policy expertise. One of the main goals of the advisory board is to promote dialogue between its members: migrant and multicultural associations, ministries, political parties and other central authorities working with issues related to migration and ethnic relations.¹⁶

There are no legal limitations for the membership of migrants in trade-unions or employers' associations in Finland. According to the trade-union

¹² Finland (1995), Local Government Act (*Kuntalaki/Kommunallag*), 17.3.1995/365, available at (accessed 6 March 2015) <http://www.finlex.fi/fi/laki/ajantasa/1995/19950365>, unofficial translation in English available at (accessed 6 March 2015): <http://www.finlex.fi/en/laki/kaannokset/1995/en19950365>

¹³ Statistics Finland (2012), Äänioikeutetut ja äänestäneet ulkomaalaiset vaalipiirin ja sukupuolen mukaan kunnallisvaaleissa 2012 (Tietokantatulukko 5), available at (accessed 6 March 2015): http://193.166.171.75/Database/StatFin/vaa/kvaa/2012_05/2012_05_fi.asp

¹⁴ Statistics Finland (2012), Kunnallisvaalit 2012: Vahvistettu tulos ja ehdokkaiden ja valittujen tausta-analyysi, available at (accessed 6 March 2015): http://tilastokeskus.fi/til/kvaa/2012/kvaa_2012_2012-11-02_kat_001_fi.html

¹⁵ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamisohjelma, Hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisuja 27/2012. Page 27. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

¹⁶ Finland (2011), Government Decree on the Advisory Board for Ethnic Relations (*Valtioneuvoston asetus etnisten suhteiden neuvottelukunnasta/Statsrådets förordning om delegationen för etniska relationer*), 298/2011, available at (accessed 6 March 2015): <http://www.finlex.fi/fi/laki/alkup/2011/20110298>

representatives contacted for the purposes of this report, possible practical limitations to membership are usually related to language skills. While no register based data is available on participation rate of migrants in trade-unions, estimates given by contacted trade-unions suggest it to be low in all fields of trade. Participation of migrant workers is highest in the service sector trade-union, the service sector also being one of the biggest employers of migrants¹⁷.

Civil society organisations play an important role in the Finnish society and especially the large number of migrant associations as well as their contribution to integration measures can be highlighted as a positive factor promoting political and social participation. However, migrant and multicultural associations are usually dependant on temporary project funding and operate with very limited resources.¹⁸

There are no legal limitations for the membership of third-country nationals in political parties, and those who have the right to vote in municipal elections, can also participate in registering a party. Migrants have not founded their own parties thus far, but most of the parliamentary political parties have been seeking to take migrants into account in their activities by publishing information in multiple languages and by nominating candidates with migrant background in municipal elections.¹⁹

4. Social cohesion and community relations

There is no clear definition of social and community cohesion in the Government Integration Programme for 2012–2015. However, some goals and measures affecting social cohesion are outlined. One of the aims outlined in the programme is to bring the level of immigrants' living conditions closer to the general population in the areas of housing, income, employment, education and participation. The measure proposed to achieve this is monitoring of living conditions of immigrants and considering positive measures as a result of monitoring. Nothing more specific in the field is outlined in the programme.²⁰

There are several projects promoting social cohesion and good community relations in Finland, such as the Finnish Red Cross's 'No to Racism!' – campaign. However, these projects are limited in scope and the continuity of such work is not ensured. In the Government Integration Programme, it is stated that the general attitudes toward immigrants have become more intolerant in Finnish society, and that more positive interaction between immigrants and the general population must be encouraged. The programme lists as one of its goals to reduce racist acts and to have zero tolerance of racist acts in the education system. There are some general guidelines as to how this could be done, such as "encouraging municipalities to include the

¹⁷ Alho, R. (2013), 'Trade Union Responses to Labour Immigrants: Selective Solidarity', *Finnish Yearbook of Population Research XLVIII*, pp 77–102.

¹⁸ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamisohjelma, Hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisuja 27/2012. Pages 30–31. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

¹⁹Weide, M. & Saukkonen P. (2013), 'Maahanmuuttajien poliittinen osallistuminen' in: Martikainen *et al* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Pages 262–271.

²⁰ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisuja 27/2012, available at (accessed 20.2.2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

promotion of good relations in their integration policies”, but no specific and concrete measures are outlined.²¹

5. General state of integration policy in Finland

The current Government Integration Programme for 2012–2015 is the first concrete integration policy in Finland. There is still a very limited amount of information and data available on the impact of past integration measures. Current integration measures are scattered and rely heavily on short-term projects. Professionals recognize a need for a more comprehensive approach in service provision and monitoring as immigration steadily increases each year. However, lack of funding and the recent and on-going austerity measures in the public sector make it difficult to establish new structures. To ensure full participation of migrants in Finnish society, there is a two-fold need for information: firstly, more information about the integration services that are currently available must be provided for both the migrants themselves but also officials and professional, and secondly, more reliable and valid data on past and current integration measures and their impact on the society must be methodically produced to develop a truly effective integration policy.

1. Legal and policy instruments for migrant integration

1.1. Description of existing instruments and target groups

This section should present the overall state of play concerning national and, where applicable, regional legal and policy instruments focusing on how they address fundamental rights, core EU values and principles, as well as international legal standards and related EU law and policies, such as the Common Basic Principles and the Common Agenda on integration of migrants. Please complete the **template in Annex 2.**²²

Does the national strategy on migrant integration contain a definition of integration? If so, please include it in the original language and full English translation.

The Government Integration Programme for 2012–2015²³ uses the same definition of integration that is written Act on the Promotion of Integration²⁴. There are two Finnish language concepts that refer to integration: *kotoutuminen* and *kotouttaminen*. “Kotoutuminen” refers to the process of integration of a migrant in the host society. “Kotouttaminen”, on

²¹ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisuja 27/2012. Pages 25–29. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

²² You can use and update the information as in the Table 1.7 of the FRA Annual Report 2012 (pp.62-63). You should add more detail, for example, instead of identifying ‘education’ under the category ‘focus area’ be more specific, e.g. review of curriculum in secondary education to address integration issues, etc, provided this level of detail is specifically mentioned in the relevant policy instruments

²³ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisuja 27/2012. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

²⁴ Finland (2010), Act on the Promotion of Integration (*Laki kotoutumisen edistämisestä/ Lag om främjande av integration*), 1386/2010, available at (accessed 23 February 2015): <http://finlex.fi/fi/laki/ajantasa/2010/20101386>, an unofficial translation in English available at (accessed 23 February 2015): <http://finlex.fi/en/laki/kaannokset/2010/20101386>

	<p>the other hand, refers to actions made by the state or other actors in order to promote integration.</p> <p>An original quote on the definitions in the Government Integration Programme for 2012–2015²⁵ and the Act on the Promotion of Integration²⁶ are as following:</p> <p>“Kotoutumisella laissa tarkoitetaan maahanmuuttajan ja yhteiskunnan vuorovaikutteista kehitystä, jonka tavoitteena on antaa maahanmuuttajalle yhteiskunnassa ja työelämässä tarvittavia tietoja ja taitoja samalla kun tuetaan hänen mahdollisuuksiaan oman kielen ja kulttuurin ylläpitämiseen. Kotouttamisella tarkoitetaan kotoutumisen monialaista edistämistä ja tukemista viranomaisten ja muiden tahojen toimenpiteillä ja palveluilla.”</p> <p>“Integration means interactive development involving immigrants and society at large, the aim of which is to provide immigrants with the knowledge and skills required in society and working life and to provide them with support, so that they can maintain their culture and language. Integration also means the multi-sectorial promotion and support of integration using the measures and services provided by the authorities and other parties.”</p>
<p>Are there specific references in the national strategy or relevant legal or policy instruments to fundamental rights in relation to migrants?</p>	<p>In section 6 of the Government Integration Programme for 2012–2015 on family services, the right to a private and family life is referenced in connection with support for the whole family and especially relationship between a parent and a child.²⁷ In this same section, subsection 6.2.3 on education, children’s right to safe growth environment and right to education are mentioned²⁸, and it is stated that “everyone’s right to primary education should be secured by legislative amendments and strengthening resources”.²⁹ With regards to selection processes in social housing provided by the municipalities, the</p>

²⁵ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), ‘Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015’, Työ- ja elinkeinoministeriön julkaisuja 27/2012. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

²⁶ Finland (2010), Act on the Promotion of Integration (*Laki kotoutumisen edistämisestä/ Lag om främjande av integration*), 1386/2010, available at (accessed 23 February 2015): <http://finlex.fi/fi/laki/ajantasa/2010/20101386>, an unofficial translation in English available at (accessed 23 February 2015): <http://finlex.fi/en/laki/kaannokset/2010/20101386>

²⁷ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), ‘Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015’, Työ- ja elinkeinoministeriön julkaisuja 27/2012. Page 41. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

²⁸ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), ‘Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015’, Työ- ja elinkeinoministeriön julkaisuja 27/2012. Page 47. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

²⁹ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), ‘Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015’, Työ- ja elinkeinoministeriön julkaisuja 27/2012. Page 43. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

	<p>principle of equality and the right to choose one's place of residence are referred to.³⁰</p> <p>Section 4 of the Act on the Promotion of Integration³¹ concerning children refers to the best interests of the child and stipulates that "particular consideration shall be given to the interests of the child in question and his/her development". Furthermore, section 4 of the Government proposal on the Act on the Promotion of Integration³² presents the fundamental rights base of the Act in detail, although the Act itself has little to no reference to fundamental rights. Fundamental rights are acknowledged as a background and furthering them as an aim of the Act.</p>
<p>Which are the target groups of the national integration strategy? Please provide any definitions relevant or the determination of the persons that are entitled to or beneficiaries of the relevant action plans and policy measures (e.g. 'integration agreements': who signs them and what do they contain). Please specify any residence requirements (e.g. which migrant and/or residence status counts or not for "legally residing third country nationals" that eventually would be covered by these policies) for persons to be considered members of the targeted groups.</p>	<p>The main target groups of the Government Integration Programme for 2012-2015 are EU nationals and third-country nationals with a specific focus on migrant communities, migrants in the work force, female migrants, children and youth and refugees. Section 3 of the Act on the Promotion of Integration (<i>Laki kotouttamisen edistämisestä/ Lag om främjande av integration</i>, 1386/2010)³³ defines an immigrant as "a person who has moved to Finland, who resides in the country with a permit issued for purposes other than tourism or similar residence of short duration, whose right of residence has been registered or who has been issued with a residence card".</p> <p>The integration plans are regulated by the Act on the Promotion of Integration. Section 12 of the Act on the Promotion of Integration stipulates that "An immigrant has the right to an integration plan if he/she is an unemployed jobseeker as defined by the Act on Public Employment and Business Service or if he/she is receiving social assistance under the Act on Social Assistance on a non-temporary basis. An integration plan may also be drawn up for other immigrants if, on the basis of the initial assessment commissioned by the municipality and conducted by the employment and economic development offices (TE-offices) or other service provider commissioned to do so, they are deemed to be in need of a plan</p>

³⁰ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisuja 27/2012. Page 33. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

³¹ Finland (2010), Act on the Promotion of Integration (*Laki kotouttamisen edistämisestä/ Lag om främjande av integration*), 1386/2010, available at (accessed 23 February 2015): <http://finlex.fi/fi/laki/ajantasa/2010/20101386>, an unofficial translation in English available at (accessed 23 February 2015): <http://finlex.fi/en/laki/kaannokset/2010/20101386>

³² Finland (2010), *Hallituksen esitys Eduskunnalle laiksi kotoutumisen edistämisestä ja eräiden siihen liittyvien lakien muuttamisesta* (HE 185/2010 vp), available at (accessed 26 March 2015): [http://www.eduskunta.fi/triphone/bin/thw/?\\$APPL=akirjat&\\${BASE}=akirjat&\\${THWIDS}=0.46/1427352886_169346&\\${TRIPPIFE}=PDF.pdf](http://www.eduskunta.fi/triphone/bin/thw/?$APPL=akirjat&${BASE}=akirjat&${THWIDS}=0.46/1427352886_169346&${TRIPPIFE}=PDF.pdf)

³³ Finland (2010), Act on the Promotion of Integration (*Laki kotouttamisen edistämisestä/ Lag om främjande av integration*), 1386/2010, available at (accessed 23 February 2015): <http://finlex.fi/fi/laki/ajantasa/2010/20101386>, an unofficial translation in English available at (accessed 23 February 2015): <http://finlex.fi/en/laki/kaannokset/2010/20101386>

	<p>promoting integration.” and that “The first integration plan shall be drawn up no later than three years after the issue of the first residence permit or residence card or the registration of the right of residence. The first integration plan is drawn up for a maximum period of one year. [...] The maximum period entitling the immigrant to an integration plan is, however, three years from the signing of the first integration plan.”</p> <p>Section 13 of the Act on the Promotion of Integration stipulates that the integration plan is drawn up jointly by the municipality, the employment and economic development office (TE-office) and the immigrant. Section 14 of the aforementioned act stipulates on the contents of the plan: that the employment and economic development office and the immigrant agree on training, job seeking and its aims, and the measures and services supporting job seeking and promoting employment, and that the municipality and the immigrant agree on the municipal services or other measures promoting integration and employment if the immigrant is unable to take part in labour market measures supporting integration. The TE-office is in charge of employment and labour market –related services, such as job seeking and training programmes, and the municipality of municipal services, such as social services, health services and housing.</p>
<p>In reference to the CBP 1³⁴ ‘<i>Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States</i>’: please specify if and how the majority population is explicitly targeted; distinguish, if possible, between policies or measures targeting the general population and specific target groups, such as public authorities, e.g. teachers,</p>	<p>The Government Integration Programme for 2012-2015 targets general population only in passing and as a part of an area targeting mostly migrants. Chapter 5.2 touches the majority popularity when discussing good ethnic relations (see section 4 below) and chapter 6.2.3 on education. Measure 8 in chapter 6.2.3 proposes that student counsellors should receive training in migrant-specific issues, however, these issues are not described in detail and nor is the training.³⁵</p> <p>A report from 2015 by the Ministry of the Interior and the Ministry of Employment and the Economy titled “The direction of immigration and integration”³⁶ evaluates the immigration and</p>

³⁴ Common Basic Principles for Migrant Integration Policy in the EU (2004) available at http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/jha/82745.pdf

³⁵ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), ‘Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015’, Työ- ja elinkeinoministeriön julkaisuja 27/2012. Pages 25-29 and 53. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

³⁶ Finland, Ministry of the Interior (*Sisäministeriö/Inrikesministeriet*) and Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2015), *Maahanmuuton ja kotouttamisen suunta 2011-2014*, Sisäministeriön julkaisu 2/2015. Pages 97 and 129-130. Available at (accessed 27 February 2015): http://www.kotouttaminen.fi/kotouttaminen/info/uutiset/maahanmuuton_ja_kotouttamisen_suunta_2011_2014_-_raportti_julkaistu.117394.news

<p>police, judiciary, etc.; outline the objectives of such policies and measures, and their duration.</p>	<p>integration policy in 2011-2014 and gives proposals for future policy. In section 5.10.3 of the report on "Developing the abilities of the social and health service personnel", the stated goal is to offer more continuing training to professionals who work with migrants. Section 6, Equality and ethnic relations, targets general population especially in subsection 6.2.4 titled "The relations between different demographic groups", which states as a goal to improve the sense of security of all ethnic groups and to affect prejudice between ethnic and demographic groups.</p> <p>The Act on the Promotion of Integration mostly addresses the majority population and specific target groups in terms of the organization of integration services. For example, chapter 3 section 31 of the Act stipulates that officials should develop cross-sectional cooperation in integration services.</p>
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1.2. Drivers & barriers in developing, implementing and assessing legal and policy instruments

<p>On the basis of material collected, including past research, studies, assessments, evaluation and contacts with the authorities, public officials and key actors for social inclusion and participation of migrants, outline the main drivers and barriers for social inclusion and integration policies in general. Please mention also any important differences at regional level. A more detailed outline of specific drivers and barriers for specific policy areas will be required in the following sections.</p>	<p>National integration policy is implemented in the municipalities, and in Finland municipalities carry a heavy burden of tasks in public service provision and have a relatively high level of autonomy in the organisation of services.³⁷ An inspection of the National Audit Office of Finland in 2014 proved that the policy and strategy in social and health services take integration and immigrants' special needs into account, but the implementation of them in municipal practices is not comprehensive enough.³⁸</p> <p>According to the general report on immigration in Finland in 2013 commissioned by the Ministry of Employment and the Economy, there are significant regional differences in the provision for public services for migrants. As the immigrants' time of residence in Finland increases, the living conditions of the immigrants become more like the general population. Especially among the immigrant youth, the unemployment rate is significantly higher than among the youth of general population. Persons who come from outside the EU are especially vulnerable to discrimination. The political</p>
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³⁷ Finland, Government Institute for Economic Research (*Valtion taloudellinen tutkimuskeskus/Statens ekonomiska forskningscentral*) (2010), *Public Services at the Local Level – the Finnish Way, Policy Reports 2*, Valtion taloudellinen tutkimuskeskus: Helsinki. Pages 1-2. Available at (accessed 5 March 2015):

http://www.vatt.fi/julkaisut/uusimmatJulkaisut/julkaisu/Publication_6093_id/857

³⁸ Finland, National Audit Office of Finland (*Valtiontalouden tarkastusvirasto/Statens Revisionsverk*) (2014), *Tuloksellisuustarkastuskertomus: Kotouttaminen sosiaali- ja terveydenhuollossa*, Valtiontalouden tarkastusviraston tarkastuskertomukset 3/2014, page 7. Available at (accessed 2 March 2015): http://www.e-julkaisu.fi/vtv/kotouttaminen_sosiaali- ja_terveydenhuollossa/

		<p>participation of immigrants lags behind and two-way integration is not yet reality in Finland.³⁹</p> <p>Immigrants do not get enough information on available integration services and there is a lack of language training available.⁴⁰ Even the public servants themselves or NGO employees do not hold enough information about the services available for migrants.⁴¹</p> <p>Overall, Finland has not invested adequate resources in developing integration structures, but instead in short-term projects.⁴² Work processes in the implementation of integration policy are multi-sectorial, thus sometimes complicated, and there is a need for more cross-sectional cooperation between governmental and municipal bodies.⁴³ In general, developing cross-administrative practices in the integration policy can be seen as a driver and the lack of these a barrier.⁴⁴ Lack of information about integration practices on all levels, both among the immigrants themselves and the professionals who work in the field, is a major barrier for social inclusion and integration.</p>
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1.2.1. Drivers

	<p>The key drivers for successful integration policies, therefore factors that are considered to contribute positively in the design, development, implementation, assessment and accomplishment of policy goals and in strengthening social inclusion and</p>	<p>An inspection of the National Audit Office of Finland in 2014 concluded that the policy and strategy in social and health services take integration and immigrants' special needs well into account. According to the National Audit Office, on the policy level, integration policy seems to be well mainstreamed in other public policies, such as health care and social services. According to the report, especially immigrant groups who have</p>
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³⁹ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Kotoutumisen kokonaiskatsaus 2013*, TEM raportteja 38/2013. Page 54. Available at (accessed 25 February 2015): http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml

⁴⁰ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Maahanmuuttajabarometri 2012*, TEM raportteja 11/2013. Page 80. Available at (accessed 3 March 2015): http://www.tem.fi/ajankohtaista/julkaisut/julkaisujen_haku/maahanmuuttajabarometri_2012.98249.xhtml

⁴¹ Finland, National Audit Office of Finland (*Valtiontalouden tarkastusvirasto/Statens Revisionsverk*) (2014), *Tuloksellisuustarkastuskertomus: Kotoutuminen sosiaali- ja terveydenhuollossa*, Valtiontalouden tarkastusviraston tarkastuskertomukset 3/2014, page 8. Available at (accessed 2 March 2015): http://www.e-julkaisu.fi/vtv/kotoutuminen_sosiaali- ja_terveydenhuollossa/

⁴² Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2015), 'Annika Forsander: Kotouttamisessa tarvitaan sekä rakenteita että kumppanuuksia', available at (accessed 27 February 2015): [http://www.tem.fi/ajankohtaista/blogit/tematiikkaa-](http://www.tem.fi/ajankohtaista/blogit/tematiikkaa-blogi/annika_forsander_kotouttamisessa_tarvitaan_seka_rakenteita_etta_kumppanuuksia.117487.blog)

[blogi/annika_forsander_kotouttamisessa_tarvitaan_seka_rakenteita_etta_kumppanuuksia.117487.blog](http://www.tem.fi/ajankohtaista/blogit/tematiikkaa-blogi/annika_forsander_kotouttamisessa_tarvitaan_seka_rakenteita_etta_kumppanuuksia.117487.blog) and Finland, Government Institute for Economic Research (*Valtion taloudellinen tutkimuskeskus/Statens ekonomiska forskningscentral*) (2014), *Maahanmuuttajien integroituminen Suomeen*, Valtion taloudellinen tutkimuskeskus: Helsinki. Pages 47-48. Available at (accessed 5 March 2015): <http://www.vatt.fi/julkaisut/maahanmuuttajien-integroituminen-suomeen>

⁴³ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2015), 'Annika Forsander: Kotouttamisessa tarvitaan sekä rakenteita että kumppanuuksia', available at (accessed 27 February 2015): [http://www.tem.fi/ajankohtaista/blogit/tematiikkaa-](http://www.tem.fi/ajankohtaista/blogit/tematiikkaa-blogi/annika_forsander_kotouttamisessa_tarvitaan_seka_rakenteita_etta_kumppanuuksia.117487.blog)

[blogi/annika_forsander_kotouttamisessa_tarvitaan_seka_rakenteita_etta_kumppanuuksia.117487.blog](http://www.tem.fi/ajankohtaista/blogit/tematiikkaa-blogi/annika_forsander_kotouttamisessa_tarvitaan_seka_rakenteita_etta_kumppanuuksia.117487.blog)
⁴⁴ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*), 'Poikkihallinnollista yhteistyötä', available at (accessed 27 February 2015): http://www.kotouttaminen.fi/kotouttaminen/pakolaisten_vastaanotto/kotoutumisen_alkuun/poikkihallinnollisuus

	<p>participation of migrants and their descendants. For example, are these policies mainstreamed in other public policies, for example in employment, education, housing, etc. and how is this achieved?</p>	<p>settled a community in the Finnish society, such as persons from Somalia, are well aware of public services and know how to use them.⁴⁵</p> <p>Researchers Hämäläinen and Sarvimäki from Statistics Finland conducted a study in 2011 on a sample of 15 % of working aged immigrants who had arrived between 1989–2003 and deduced that drafting an integration plan increased employment months per year by four months and yearly income by 7000 euros.⁴⁶ The development of effective integration plans that meet immigrants' individual needs can be considered an important driver in policy implementation.</p> <p>A report "<i>Kumppanuutta kotouttamisen kentillä</i>" (Cooperation in the fields of integration) about the cooperation between NGOs and public authorities published in 2013 and funded by the Finnish Cultural Foundation (<i>Suomen kulttuurirahasto</i>) is based on interviews of 35 integration experts and materials from the Participating in Finland (<i>Osallisena Suomessa</i>) –project, in which 17 municipalities took part. The report concludes that non-governmental organisations are a driver in integration policy and that the state could not implement integration policy without the NGOs. According to the report, NGOs are able to better recognise the needs of immigrants and to respond to them than the public service system.⁴⁷ Furthermore, the report concludes that adequate funding of NGOs is the only way to guarantee the continuity of these services.⁴⁸</p> <p>The newly founded Center of Expertise in Integration of Immigrants (<i>Kotouttamisen osaamiskeskus/ Kompetenscentret för integration av invandrare</i>) began its operation in full in 2015 under the Ministry of Employment and the Economy. The centre's aim is to support integration on a local, regional and national level by organising training, co-ordinating cooperation, conducting research and monitoring the implementation of integration policy. Since it is such a recent development, the position and effectiveness of the</p>
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⁴⁵ Finland, National Audit Office of Finland (*Valtiontalouden tarkastusvirasto/Statens Revisionsverk*) (2014), Tuloksellisuustarkastuskertomus: Kotouttaminen sosiaali- ja terveydenhuollossa, Valtiontalouden tarkastusviraston tarkastuskertomukset 3/2014, pages 7; 37-39. Available at (accessed 2 March 2015): http://www.e-julkaisu.fi/vtv/kotouttaminen_sosiaali- ja_terveydenhuollossa/

⁴⁶ Hämäläinen, K., & Sarvimäki, M. (2011), 'Tilastokeskus - Vaikuttavaa kotouttamista', Tilastokeskuksen Hyvinvointikatsaus, Vol. 2011, No. 2. Available at (accessed 11 March 2015): http://www.tilastokeskus.fi/artikkelit/2011/art_2011-05-30_003.html?s=0

⁴⁷ Lautiola, Hannele 2012, *Kumppanuutta kotouttamisen kentillä*, Osallisena Suomessa –hanke (Participating in Finland - project), page 56, available at (accessed 7 May 2015): <http://www.kieliverkosto.fi/dokumentti/kumppanuutta-kotouttamisen-kentilla/>

⁴⁸ Lautiola, Hannele 2012, *Kumppanuutta kotouttamisen kentillä*, Osallisena Suomessa –hanke (Participating in Finland - project), page 61, available at (accessed 7 May 2015): <http://www.kieliverkosto.fi/dokumentti/kumppanuutta-kotouttamisen-kentilla/>

		<p>establishment of such a centre cannot be comprehensively evaluated, but still, the centre as an actor can be considered a concrete driver for successful integration policy. However, it must be noted that the centre only has four employees and thus the scope of its operation is currently limited by these resources.⁴⁹</p>
<h3>1.2.2.Barriers</h3>		
	<p>Barriers, limitations, constraints or resistance faced in designing, developing and implementing such policies and measures, therefore factors that may hinder their effectiveness and influence negatively their outcomes. For example, budgetary limitations, or problems of coordination of governance levels, priority of interventions, lack of training or lack of mainstreaming of relevant policies, lack of action by competent actors or limited data about the interested population, could be factors that may function as obstacles or affect negatively the implementation of selected migrant integration measures.</p>	<p>The Act on the Promotion of Integration was amended to target all immigrants regardless of the grounds of migration in 2011, however, no additional resources were allocated to municipalities in order to cover the augmented demand for integration services.⁵⁰</p> <p>The risk for marginalisation and unemployment was six fold for youth with migrant background (persons 18-29 years old with mother tongue other than one of the official languages) in 2013. ⁵¹The efficiency of the administrative processes in the Finnish Migration Service (<i>Maahanmuuttovirasto/Migrationsverket</i>) varies depending on the amount of immigrants at a certain point in time, and the application handling times can be long as well as unpredictable.⁵²</p> <p>It is estimated that immigration will increase by 15000 persons per year and more resources should be allocated to integration accordingly. If the financial resources lag behind in the development, the service system cannot cater for the increased demand.⁵³</p> <p>The Government Institute for Economic Research (<i>Valtion taloudellinen tutkimuskeskus/Statens ekonomiska forskningscentral</i>) has concluded in their report from 2014 that it is problematic that most development in integration practices is funded</p>

⁴⁹ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2015), 'Annika Forsander: Kotouttamisessa tarvitaan sekä rakenteita että kumppanuuksia', available at (accessed 27 February 2015): http://www.tem.fi/ajankohtaista/blogit/tematiikkaa-blogi/annika_forsander_kotouttamisessa_tarvitaan_seka_rakenteita_etta_kumppanuuksia.117487.blog

⁵⁰ Finland, Ministry of the Interior (*Sisäministeriö/Inrikesministeriet*) and Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2015), *Maahanmuuton ja kotouttamisen suunta 2011-2014*, Sisäministeriön julkaisu 2/2015. Page 70. Available at (accessed 27 February 2015): http://www.kotouttaminen.fi/kotouttaminen/info/uutiset/maahanmuuton_ja_kotouttamisen_suunta_2011_2014_-_raportti_julkaistu.117394.news

⁵¹ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Kotoutumisen kokonaiskatsaus 2013*, TEM raportteja 38/2013. Pages 53-54. Available at (accessed 25 February 2015): http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml

⁵² Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Kotoutumisen kokonaiskatsaus 2013*, TEM raportteja 38/2013. Pages 53-54. Available at (accessed 25 February 2015): http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml

⁵³ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012-2015', *Työ- ja elinkeinoministeriön julkaisuja* 27/2012. Page 77. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

		<p>as short-term projects. In their view, there is no way of making credible effect analysis based on singular projects unless there is a group of comparison, and in most cases, there is none. Currently, comparison groups comprise of people who are not in the scope of the projects, and often the persons who participate in integration projects are differentiated by some factors (for example their willingness to try new practices, or some background factor), and thus the results of a project cannot be generalised for the whole immigrant population. The report concludes that the results of such projects should be more carefully analysed and that much of the information derived from such projects has not been scientifically valid.⁵⁴ Both the lack of information and the unreliable information on effect analysis that is used as basis of policy are barriers in development and implementation of an effective integration strategy.</p> <p>A report by the National Audit Office identified a practical barrier to integration related to health care: the mental health problems among immigrants are not recognised well enough in public health service and thus problems often go untreated for too long. Risk groups for untreated mental health problems recognised by the report include refugees, asylum seekers, aged persons and single mother as well as mothers outside workforce. There is a gap especially in treatment of patients with traumatic experiences and not enough skills in treating these cases. There is lack of knowledge and information provided about available services among both the public officials and the migrants themselves. One possible explanation for the unrecognition of mental health problems is that the initial assessment for service needs as required for the purposes of the integration plan is conducted by the public employment service offices, and they do not hold enough expertise in mental health issues.⁵⁵</p> <p>Problems of coordination are a barrier in the realisation of integration policy. A report "<i>Kumppanuutta kotouttamisen kentillä</i>" (Cooperation in the fields of integration) published in 2013 recognises this in terms of coordination between public and NGO actors. The integration services are mainly funded as short-term projects both when services are provided by the public</p>
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⁵⁴ Finland, Government Institute for Economic Research (*Valtion taloudellinen tutkimuskeskus/Statens ekonomiska forskningscentral*) (2014), *Maahanmuuttajien integroituminen Suomeen*, Valtion taloudellinen tutkimuskeskus: Helsinki. Pages 47-48. Available at (accessed 5 March 2015): <http://www.vatt.fi/julkaisut/maahanmuuttajien-integroituminen-suomeen>

⁵⁵ Finland, National Audit Office of Finland (*Valtiontalouden tarkastusvirasto/Statens Revisionsverk*) (2014), *Tuloksellisuustarkastuskertomus: Kotouttaminen sosiaali- ja terveydenhuollossa*, Valtiontalouden tarkastusviraston tarkastuskertomukset 3/2014, page 7-8. Available at (accessed 2 March 2015): http://www.e-julkaisu.fi/vtv/kotouttaminen_sosiaali- ja_terveydenhuollossa/

		<p>sector and when provided by NGOs. The responsibilities are not clearly outlined between actors. As an example, the responsibility over integration of adult immigrants in need of special support is divided between the state, the municipality, NGOs and educational units. According to the report, it is typical for integration services to have few stable structures and to be based on more unofficial networks based on individual actors and their personal interests and acquaintances. Public authorities often treat NGOs as authorities and expect the same level of hierarchy and input from them, whereas NGOs feel that their funding is inadequate and does not allow long-term planning.⁵⁶ Another major barrier recognised by the report is that NGOs are not able to provide the self-funding required by large national or EU-level funding instruments, nor are they able to lean on retrospective funding.⁵⁷</p> <p>Lack of mainstreaming of relevant policy and legal instruments is a barrier and also related to a lack of action on a municipal level despite fairly comprehensive and recently updated legislative framework. The current Act on the Promotion of Integration took effect in 2011 and introduced the responsibilities for municipalities to organise integration services not only for asylum seekers and quota refugees but for all immigrants. Many municipalities are not well aware of their responsibilities over the provision of integration services. The implementation lags behind especially in municipalities with a small proportion of immigrant population and is more up to date in the metropolitan region and other more populated municipalities.⁵⁸</p> <p>There has been no comprehensive monitoring of the drafting of integration plans, their national coverage or implementation on a national level. Lack of data about integration measures and plans on a local level is a clear gap in terms of policy implementation. There will be a survey on municipal services conducted in 2015 by the Ministry of Employment and the Economy and this survey also covers integration services and action plans, thus responding to the need for data. The report will be published by the end of 2015. . The monitoring of the integration plans as stipulated by the Act on the</p>
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⁵⁶ Lautiola, Hannele 2012, *Kumppanuutta kotouttamisen kentillä*, Osallisena Suomessa –hanke (Participating in Finland - project), pages 53-54, available at (accessed 7 May 2015): <http://www.kieliverkosto.fi/dokumentti/kumppanuutta-kotouttamisen-kentilla/>

⁵⁷ Lautiola, Hannele 2012, *Kumppanuutta kotouttamisen kentillä*, Osallisena Suomessa –hanke (Participating in Finland - project), page 61, available at (accessed 7 May 2015): <http://www.kieliverkosto.fi/dokumentti/kumppanuutta-kotouttamisen-kentilla/>

⁵⁸ Personal communication by e-mail with researcher Saana Hansen, the Finnish League for Human Rights (*Ihmisoikeusliitto/Förbundet för mänskliga rättigheter*) (NGO), 7 May 2015.

		<p>Promotion of Integration is still under development, but the newly founded Center of Expertise in Integration of Immigrants (<i>Kotouttamisen osaamiskeskus/ Kompetenscentret för integration av invandrare</i>) has as its aim to develop the monitoring of integration measures, covering also the municipal and regional integration plans.⁵⁹</p> <p>The president of the NGO "Finnish as a second language – teachers" (<i>Suomi toisena kielenä – opettajat ry</i>) Marja-Terttu Lounavaara writes with two integration teachers in a recent opinion article in the newspaper Helsingin Sanomat that a major barrier in integration training is the scattered organisation of integration services in the municipalities. In her opinion, the outsourcing of integration services in municipalities and regions: the services are put out to tender every few years with varying requirements for qualifications and assessment criteria, and the organising instances change regularly, thus losing institutional memory on how to provide these services. Her view is that there is no one actor of body with a vision of the complete sphere of integration services and how they should be arranged, and this hinders progress and development of a sustainable and truly functional integration service structure.⁶⁰</p>
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1.2.3. Language learning and integration tests

	<p>Please provide information about:</p> <p>Main language learning support programmes and courses. Provide details about organisation of such programmes and actors implementing them, funding support, location, duration, frequency, numbers of beneficiaries, entitlements and limitations for accessing courses.</p>	<p>The provision of language learning support programmes and courses for immigrants is regulated by the Act on the Promotion of Integration (<i>Laki kotouttamisen edistämisestä/ Lag om främjande av integration</i>, 1386/2010). Section 21 of the aforementioned act stipulates that integration training is usually implemented as "labour market adult education", which means that the 15 regional Centres for economic development, transport and the environment (<i>Elinkeino- ja ympäristökeskus/Närings- trafik och miljöcentralen</i>) are responsible for arranging this training. In municipalities, the need for labour market education is in practice assessed by the public employment service offices, also called TE-offices (<i>työ- ja elinkeinotoimisto/arbets- och näringstjänst</i>). Section 11 of the Act on the Promotion of Integration (<i>Laki kotouttamisen edistämisestä/ Lag om främjande av integration</i>, 1386/2010) stipulates that the aim of an integration plan is to support the migrant in acquiring a sufficient command of the Finnish or Swedish, and</p>
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⁵⁹ Personal communication by phone with senior advisor Paula Karjalainen from the Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*), 8 May 2015.

⁶⁰ Lounavaara, Marja-Terttu, Satu Lahtonen & Anna Nylund (2015), opinion article 'Kotoutumiskoulutusta pitää uudistaa' (*Integration training must be reformed*), newspaper Helsingin Sanomat 29 April 2015.

		<p>section 14 that “the immigrant is referred to training that reflects his/her individual needs or other measures promoting integration and employment within one month of the drawing up of the integration plan.”</p> <p>The actual practices of arranging language training vary from municipality to municipality and often the service providers change periodically as municipalities put services out to tender. Usually immigrant integration language courses are provided by local independent adult education centres (<i>kansalaisopisto/medborgarinstitut</i>) and are either open for everyone to enrol in independently or organised by employment offices for their clients under the condition of signature of an integration plan. Courses organised by the employment centres are always full-time. These courses are either paid by the attendants themselves or by the integration allowance granted by the employment offices. The employment office grants allowance both for courses organised by themselves and independently organised courses. For independent studies, the allowance requirements are that the studies cover at least 20 hours per week and that they are a part of the student’s integration plan.⁶¹ Furthermore, for migrants who aim at studies at a vocational institute but lack the language skills required, preparatory education for immigrants for vocational training (<i>maahanmuuttajien ammatilliseen koulutukseen valmistava koulutus, MAVA</i>) is organised in some municipalities, which usually lasts 6 to 12 months.⁶² Currently provided courses in Tampere and Helsinki region can be searched at a website http://www.finnishcourses.fi/en. In 2012, there were 21796 immigrant students enrolled in integration training in local independent adult education centres. Information on language training specifically is not available.⁶³</p>
	<p>Knowledge level of the language achieved through such programmes (please use the <u>Common European</u></p>	<p>The goal level of language skills in integration training is B1.1.⁶⁴ However, the goals of an individual migrant are specified according to their own skills and abilities.⁶⁵</p>

⁶¹ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2015), ‘Finnish and Swedish courses’, available at (accessed 26 March 2015): http://www.te-services.fi/te/en/jobseekers/support_finding_job/integration_services_for_immigrants/finnish_swedish_courses/index.html

⁶² City of Helsinki (2015), ‘Finnish and Swedish lessons for adults’, available at (accessed 26 March 2015): <http://www.infopankki.fi/en/living-in-finland/finnish-and-swedish/opportunities-to-study-finnish-or-swedish/finnish-and-swedish-lessons-for-adults>

⁶³ Saloheimo, Leena 2015. *Vapaa sivistystyön palvelurakenne – oppilaitosten koulutustarjonta*. Vapaa sivistystyö ry. Page 24. Available at (accessed 6 May 2015): <http://sivistystyo.fi/index.php?k=14650>

⁶⁴ Latomaa, Sirkku, S. Pöyhönen *et al* 2013. ‘Kielikysymykset muuttoliikkeessä’ in: Martikainen *et al.* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press. Page 173.

⁶⁵ Finland, the Finnish National Board of Education (*Opetushallitus/Utbildningsstyrelsen*) 2012. *Aikuisten maahanmuuttajien kotoutumiskoulutuksen opetussuunnitelman perusteet 2012. Määräykset ja ohjeet 1*. Helsinki: Opetushallitus. Available at (accessed 24 February 2015):

	<p><u>Framework Reference levels - CEFR)</u></p>	
	<p>Language tests required for migrants to access residence or other legal status affecting equal treatment and access to rights. Please provide information about their content and character, level of knowledge required, numbers of participants, and rates of success/failure</p>	<p>There are no language requirements for residence permit applicants.⁶⁶</p> <p>Skills in Finnish or Swedish are one of the six requirements for citizenship. Usually the skills level required is B1, however, exceptions can be made.⁶⁷ Section 17 of the Nationality Act (<i>Kansalaisuuslaki/Medborgarskapslag</i>, 16.5.2003/359) stipulates that proficiency at level three of the general language examination or in the National Language Examination with satisfactory oral and written skills or completion of basic education with Finnish or Swedish as a native tongue meet the language skills requirement. Language skills can also be shown through other school education, such as a comprehensive school degree with Finnish or Swedish as mother tongue or second language, the Finnish Matriculation Examination in Finnish or Swedish, vocational degree in Finnish or Swedish, or University studies in Finnish or Swedish language or a University level maturity exam in Finnish or Swedish.</p> <p>The National Certificate of Language Proficiency tests (<i>Yleinen kielitutkinto</i>, translated as <i>the National Language Examination</i> in the Act above) consist of four subtests: Reading comprehension, Writing, Listening comprehension, and Speaking. The fee for taking the exam is 100 euros.⁶⁸ In 2013, 6016 persons took the National Certificate in Finnish in the skills level B1.⁶⁹ 78 % of the persons who took the test in Finnish level B1 did so because they wanted to apply for citizenship.⁷⁰ 77 % of these persons had studied Finnish only three years or less before taking the test. 28 % of the persons who took the Finnish test in B1 level had Russian as their</p>

http://www.oph.fi/download/139342_aikuisten_maahanmuuttajien_kotoutumiskoulutuksen_opetussuunnitelman_perusteet_2012.pdf

⁶⁶ The Finnish Immigration Service (*Maahanmuuttovirasto/Migrationsverket*), *Residence Permit Types*, available at (accessed 24 February 2015):

http://www.migri.fi/services/faq/residence_permits/residence_permit_types

⁶⁷ Latomaa, Sirkku, S. Pöyhönen *et al* 2013. 'Kielikysymykset muuttoliikkeessä' in: Martikainen *et al.* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press. Pages 176–177.

⁶⁸ Finland, the Finnish National Board of Education (*Opetushallitus/Utbildningsstyrelsen*): Test Structure, available at (accessed 24 February 2015):

http://www.oph.fi/english/services/yki/test_structure

⁶⁹ Leblay, Tarja, Tiina Lammervo & Mirja Tarnanen (2014), *Yleiset kielitutkinnot 20 vuotta*, Raportit ja selvitykset 2014:16, Finnish National Board of Education (*Opetushallitus/Utbildningsstyrelsen*), pages 46–47, available at (accessed 16 March 2015): http://www.oph.fi/julkaisut/2014/yleiset_kielitutkinnot_20_vuotta

⁷⁰ Leblay, Tarja, Tiina Lammervo & Mirja Tarnanen (2014), *Yleiset kielitutkinnot 20 vuotta*, Raportit ja selvitykset 2014:16, Finnish National Board of Education (*Opetushallitus/Utbildningsstyrelsen*), page 50, available at (accessed 16 March 2015): http://www.oph.fi/julkaisut/2014/yleiset_kielitutkinnot_20_vuotta

		<p>mother tongue, and the next largest groups were Arabic and Kurdish at 7 %.⁷¹</p> <p>Ministry of Employment and Economy states in their integration report 2013 that there is no information on the average duration of residence before an immigrants passes the language exam. The report also points out that most persons who take the exam have already achieved level B1 skills in a national language, thus the success or failure rates are not very relevant.⁷² The cost of the exam is likely to reduce participation rates among people who are unsure of their language skill level. The success rate of persons who took the National Certificate in Finnish in the skills level B1 was 74 % in 2013. However, the University of Jyväskylä (<i>Jyväskylän Yliopisto</i>) is responsible for the Certificate does not keep statistics on this passing rate since the National Certificate exists independently of the language skills requirements set by the Finnish Immigration Service for acquiring nationality.⁷³</p>
	<p>Integration tests for access to residence or other status affecting equal treatment and access to rights. Please provide information about their content and character, range of knowledge required, numbers of participants, and rates of success/failure.</p>	<p>Integration tests are not in use in Finland.⁷⁴</p>
	<p>Mother tongue learning programmes for children of migrants</p>	<p>If a child attends a preparatory class before enrolling at a regular school class, mother tongue learning can be included in the curriculum of the preparatory school year.⁷⁵ However, the teaching of mother tongue is not compulsory in comprehensive schools.⁷⁶</p> <p>The number of students in comprehensive schools whose mother tongue is not one of the official languages was 20801 in 2010, 22844 in 2011 and</p>

⁷¹ Leblay, Tarja, Tiina Lammervo & Mirja Tarnanen (2014), *Yleiset kielitutkinnot 20 vuotta*, Raportit ja selvitykset 2014:16, Finnish National Board of Education (*Opetushallitus/Utbildningsstyrelsen*), pages 52-53, available at (accessed 16 March 2015): http://www.oph.fi/julkaisut/2014/yleiset_kielitutkinnot_20_vuotta

⁷² Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Kotoutumisen kokonaiskatsaus 2013*, TEM raportteja 38/2013. Available at (accessed 25 February 2015): http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml

⁷³ Personal communication by e-mail with research coordinator Sari Ahola from the the department of National Certificates of Language Proficiency in the University of Jyväskylä (*Jyväskylän Yliopisto*), 8 May 2015.

⁷⁴ Latomaa, Sirkku, S. Pöyhönen *et al* 2013. 'Kielikysymykset muuttoliikkeessä' in: Martikainen *et al.* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press. Pages 176-177.

⁷⁵ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Osallisuutta Suomessa – hankkeen arviointiraportti*, Työ- ja elinkeinoministeriön julkaisuja 29/2013. Page 25. Available at (accessed 25 February 2015): <http://www.tem.fi/osallisuussuomessa>

⁷⁶ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Osallisuutta Suomessa – hankkeen arviointiraportti*, Työ- ja elinkeinoministeriön julkaisuja 29/2013. Page 26. Available at (accessed 25 February 2015): <http://www.tem.fi/osallisuussuomessa>

		<p>25327 in 2012. In 2012, this was 4,8 % of the student body. The proportion of the students whose mother tongue is not one of the official languages and who participate in the teaching of their mother tongue was 43 % in 2011.⁷⁷ In comprehensive school, the teaching in mother tongue is not a part of the general syllabus, and it often takes place after the regular school day and not in the student's own school.⁷⁸</p>
	<p>Please provide insights about key issues, debates, challenges or problems related to the implementation of the above measures and policies. The findings should be substantiated through existing assessments, research or studies and case law (use template in Annex 9).</p>	<p>There has been discussion about the language skills requirement for naturalisation, as some feel that the level required is too high, and some that nationality should not be conditional on language skills.⁷⁹ There are regional differences in the level of language training, and ideas about the supremacy of Finnish as the national language have been presented in the public sphere in recent years: instead of a conception of languages based on heteroglossia, peaceful co-existence of a diversity of languages and voices including the two national languages in Finland, the hegemony of Finnish as the most important national language at the core of the Finns' national identity is emphasised.⁸⁰</p> <p>A forthcoming paper by researchers Matti Sarvimäki and Kari Hämäläinen from Government Institute for Economic Research (<i>Valtion taloudellinen tutkimuskeskus/Statens ekonomiska forskningscentral</i>) suggests that "individualized integration plans had a large positive impact on the earnings of disadvantaged immigrants in Finland" and that "a reallocation of resources away from traditional active labour market programs (ALMP) towards training specifically designed for immigrants, particularly language courses" as well as "a focus on improving the match quality between immigrants' pre-existing skills and the training offered" help in creating effective integration paths.⁸¹</p>
<h3>1.2.4. Monitoring and assessment – Use of indicators</h3>		
	<p>In this section please outline monitoring and evaluation procedures applied by public</p>	<p>The Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>) is responsible for monitoring</p>

⁷⁷ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), *Kotoutumisen kokonaiskatsaus 2013, TEM raportteja 38/2013*. Page 50. Available for download at (accessed 25 February 2015): http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml

⁷⁸ Latomaa, Sirkku, S. Pöyhönen *et al* (2013). 'Kielikysymykset muuttoliikkeessä' in: Martikainen *et al.* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press. Page 173.

⁷⁹ Latomaa, Sirkku, S. Pöyhönen *et al* (2013). 'Kielikysymykset muuttoliikkeessä' in: Martikainen *et al.* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press. Page 177.

⁸⁰ Latomaa, Sirkku, S. Pöyhönen *et al* (2013). 'Kielikysymykset muuttoliikkeessä' in: Martikainen *et al.* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press. Pages 182-183.

⁸¹ Sarvimäki, Matti & Kari Hämäläinen (forthcoming in 2015), 'Integrating Immigrants: The Impact of Restructuring ALMP', *Journal of Labor Economics*, forthcoming. Available at (accessed 5 March 2015): <http://www.vatt.fi/maahanmuutto>

<p>authorities at national and regional level, as applicable, for migrant integration. In particular, please present any indicators used for the monitoring, assessment and review of integration policies in the areas of political and social participation, social cohesion, and intolerance, inclusive and welcoming society. Please make sure to report here the link of such indicators with fundamental rights and the way their use reflects to the review of such policies.</p>	<p>ethnic relations and different aspects of integration. The monitoring system consists of indicators describing the living conditions of immigrants, the immigrant barometer and service surveys directed at municipalities and Employment and Economic Development Offices. An overall review is drawn up based on information gathered from the various sections of the monitoring system, in order to evaluate the status of ethnic relations and the different aspects of integration. An overall review is published every four years.⁸² The integration indicators represent the following sectors of integration: participation in the labour market, participation in the society, security, discrimination, language skills, education and training, socio-economic welfare, health, attitudes and public services and support systems.⁸³</p> <p>While general integration monitoring is undertaken by the Ministry of Employment and the Economy, monitoring of discrimination including discrimination on the basis of nationality or ethnic identity falls under the mandate of The Ministry of the Interior (<i>Sisäministeriö/Inrikesministeriet</i>). The Ministry of the Interior coordinates the Discrimination Monitoring Group (<i>Syrjinnän seurantaryhmä/Uppföljningsgrupp för diskriminering</i>) which consists of representatives from a number of public authorities, research institutes, NGOs, and equality, gender equality and independent bodies. The Monitoring Group collects and further develops data on discrimination in conjunction with research institutes and organisations which maintain statistics.⁸⁴</p>
<p>Provide full wording and translation in English of each indicator used per area and dimension covered as well as its full definition, legal basis, rationale, and link with fundamental rights or EU law (use table in the Annex 4).</p>	
<p>Please provide data and evidence about the adoption of related Zaragoza indicators, especially in the dimensions of active citizenship and welcoming society. Please consult the publication Using EU</p>	<p>The indicators in use in Finland were developed in 2009-2010. Developments in EU indicators, MIPEx indicators and Migration Outlook monitoring by OECD were followed and these affected the</p>

⁸² Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*), 'Monitoring of Integration'. Available at (accessed 3 March 2015): https://www.tem.fi/en/work/integration_of_immigrants/monitoring_of_integration

⁸³ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), Kotoutumisen kokonaiskatsaus 2013, TEM raportteja 38/2013. Available at (accessed 25 February 2015): http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml

⁸⁴ Finland, The Ministry of the Interior (*Sisäministeriö/Inrikesministeriet*) (2015), 'Discrimination research and monitoring'. Available at (accessed 3 March 2015): http://www.intermin.fi/en/equality/discrimination_research_and_monitoring; Finland, The Ministry of the Interior (*Sisäministeriö/Inrikesministeriet*) (2015), 'Syrjintätuomiot', available at (accessed 6 May 2015): http://www.yhdenvertaisuus.fi/syrjinnan_seuranta/syrjintatuomiot/

	<p>Indicators of Immigrant Integration (ESN, MPG) and report more detailed and updated specific descriptions and mapping of indicators used in the Member States.</p>	<p>indicators adopted in the Finnish integration monitoring system.⁸⁵</p> <p>According to the Ministry of Employment and the Economy's integration monitoring report from 2013, there are two indicators that are not adopted in Finland but are used in the EU-level monitoring of integration: the proportion of long-term/permanent residents and the proportion of self-employed persons.⁸⁶</p>
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1.2.5. Funding integration policies (EIF, ERF, EMIF)

	<p>Please provide information about the distribution of funds for integration of migrants, as well as their social inclusion and participation. In particular, provide specific breakdown of funding per general area of integration policies – with particular focus on active citizenship, participation, welcoming society, social cohesion - in the last year and for the period 2010-2014 if available. (Use the table in the Annex 5).</p>	<p>See Annex 5.</p>
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2. Promoting equal treatment and non-discrimination

2.1. The implementation of anti-discrimination legislation and equal treatment

	<p>Briefly provide information on the following:</p>	
	<p>Outreach and awareness raising campaigns, training schemes, etc. undertaken by national or regional public authorities (including national equality bodies) targeting</p>	<p>As part of the YES – Equality is Priority Project, coordinated by the Ministry of the Interior, trainings for NGOs representing minority issues are being developed from September 2014 to January 2015.</p>

⁸⁵ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), Kotoutumisen kokonaiskatsaus 2013, TEM raportteja 38/2013. Page 10. Available at (accessed 25 February 2015): http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml

⁸⁶ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2013), Kotoutumisen kokonaiskatsaus 2013, TEM raportteja 38/2013. Page 55. Available at (accessed 25 February 2015): http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml

	<p>migrants and their descendants on the national anti-discrimination legal framework.</p>	<p>The trainings concentrate on non-discrimination issues and project management and funding.⁸⁷</p> <p>The implementation of a national awareness-raising campaign Equality is Priority 7 (<i>Yhdenvertaisuus Etusijalle 7</i>) project began on 1 March 2014 and ended on 28 February 2015.⁸⁸ The campaign receives funding from the EU Progress programme and covers the following grounds of discrimination: ethnic origin, age, religion or conviction, disability, sexual orientation, gender expression and gender identity and discrimination on multiple grounds. The priorities of the project are mainstreaming equality, promoting diversity management in the private and public sectors and promoting equality regarding the Roma. The project is coordinated by the Ministry of the Interior (<i>sisäasiainministeriö/inrikesministeriet</i>) and implemented by several ministries together with NGOs representing groups vulnerable to discrimination.</p>
	<p>Evidence through polls, surveys, academic research, etc. on the awareness of migrants and/or their descendants concerning the right to equal treatment. Please indicate differences between ethnic/ migrant groups, living in different geographic areas, gender and age, as well as trends in time.</p>	<p>A report on discrimination and redress mechanisms from 2013 included a small scale qualitative research on victims of discrimination. The research revealed that a majority of those victims of discrimination who reported having little or very little knowledge about their right to equal treatment had faced discrimination on the grounds of their ethnic group.⁸⁹</p> <p>A national report on EU MIDIS 2008 results published in 2012 by the Ministry of the Interior provided insights to the situation of Somalis in Finland. Approximately 64 % of the Somali respondents (n=484) reported that they trust the police and approximately 20 % that they do not trust the police.⁹⁰</p>
	<p>Evidence of complaints lodged by migrants and/or their descendants - % of total complaints to equality bodies, % of admissible complaints, statistics about outcomes of investigation, % of cases establishing discrimination. Please indicate differences between ethnic/ migrant</p>	<p>The equality bodies (the National Discrimination Tribunal of Finland, the Ombudsman for Equality and the Ombudsman for Non-Discrimination) do not collect data on ethnic origin or nationality. Thus such statistical data is not available. The data received from equality bodies was received through personal communication and there is no data available on the outcomes of the cases.</p>

⁸⁷ Information obtained from the website *equality.fi* operating under the Ministry of the Interior available at (accessed 27 March 2015): www.yhdenvertaisuus.fi/kampanjat/yes-yhdenvertaisuus_etusijalle/vahemmistojarjestojen-koulutusoh/

⁸⁸ Information on Equality is Priority Project available at (accessed 27 March 2015):

http://www.yhdenvertaisuus.fi/kampanjat/yes-yhdenvertaisuus_etusijalle/

⁸⁹ Aaltonen, Milla, Päivi Heino & Susan Villa (2013), "Riiteleminen on pienelle ihmiselle raskasta" – Selvitys syrjinnän uhrien oikeusturvakeinojen saavutettavuudesta ja vaikuttavuudesta, Sisäasiainministeriön julkaisu 13/2013, available at (accessed 16 March 2015): <http://www.intermin.fi/julkaisu/132013>

⁹⁰ Juntunen, Pauliina (2012), *FRA:n EU-MIDIS aineiston tuloksia Suomessa asuvista somaleista*, Legal Affairs Unit of the Ministry of the Interior (*Sisäasiainministeriön oikeusyksikkö/Inrikesministeriets enhet för juridiska frågor*), page 41, available at (accessed 16 March 2015): <http://www.yhdenvertaisuus.fi/?x103997=196098>

	<p>groups, geographic areas, gender and age, as well as trends in time.</p>	<p>The National Discrimination Tribunal of Finland (<i>Syrjintälautakunta/Diskrimineringsnämnden</i>) (from 1.1.2015 on National Discrimination and Equality Tribunal) handled 8 cases in 2014, of which 7 cases (88%) were filed by migrants. As the discrimination tribunal's mandate was only to handle cases of ethnic discrimination, the majority of their cases have always been lodged by migrants. The Tribunal does not collect statistics on their cases thus no data is available segregated by ethnic group, area, gender or age.⁹¹</p> <p>The Ombudsman for Equality (<i>Tasa-arvovaltuutetun toimisto/Jämställdhetsombudsmannen</i>) handled five suspicions of discrimination in 2013 and five in 2014 where the complainant had migrant background. The majority of these, six cases, were discrimination suspicions on the grounds of family leave or pregnancy, and two related to provision of commodities or services. Furthermore, a couple of information requests from persons of migrant background were answered by the office, but there were no official measures taken by the Ombudsman in these cases. The number of communications from persons with migration background on cases where the Ombudsman of Equality had no mandate to act was 12 in 2013 and 6 in 2014.⁹² Overall, in 2013 the Ombudsman for Equality began handling 404 cases of which 211 were discrimination cases. Thus only 2 % of the discrimination cases were lodged by migrants. 100 cases were inadmissible as they did not fall under the Ombudsman's mandate.⁹³ Total numbers of complaints for 2014 are not yet available.</p> <p>The office of the Ombudsman for Non-Discrimination (<i>Yhdenvertaisuusvaltuutettu/Diskrimineringsombudsmannen</i>) has provided us with some information about the complaints lodged to them and these are presented in the Annex 8.</p>
	<p>Tools, measures and positive initiatives aiming at facilitating reporting incidents of discrimination – e.g. translation facilities to report and submit complaints in multiple languages – and</p>	<p>The Ombudsman for Minorities (<i>Vähemmistövaltuutettu/Minoritetsombudsman</i>), who since 1.1.2015 has been called the Non-Discrimination Ombudsman, began a project on raising awareness of the Somali population on discrimination and redress mechanisms. In 2013, the project was started by a meeting of 20 key actors in Helsinki, who work in education, social and health</p>

⁹¹ Communication by phone with Juhani Kortteinen, the secretary of the National Discrimination and Equality Tribunal (*Yhdenvertaisuus- ja tasa-arvolautakunta/ Diskriminerings- och jämställdhetsnämnd*), 18 March 2015, and Finland, the National Discrimination and Equality Tribunal (*Yhdenvertaisuus- ja tasa-arvolautakunta/ Diskriminerings- och jämställdhetsnämnd*)(2015), 'Tapausselostet 2014', available at (accessed 18 March 2015): http://www.syrjintalautakunta.fi/fi/lausunnot_ ja_tapausselosteet/tapausselosteet/2014

⁹² Communication by e-mail with Anja Nummijärvi, head of office, the Ombudsman for Minorities (*Vähemmistövaltuutettu/Minoritetsombudsman*), 25 March 2015.

⁹³ Finland, Ombudsman for Equality (*Tasa-arvovaltuutetun toimisto/Jämställdhetsombudsmannen*) (2014), *Annual Report by the Ombudsman for Equality 2013*, available at (accessed 30 March 2015): <http://www.tasa-arvo.fi/en/publications>

	tackling under-reporting and low rights-awareness.	services or youth services and have Somali background. Furthermore, open discussion forums were arranged in the metropolitan region, where the work of the Ombudsman for Minorities was discussed. ⁹⁴
	In particular, provide information about any legal protection on grounds of nationality, which is not covered by the EU anti-discrimination Directives, ⁹⁵ but is a prohibited ground in several Member States. Please explain how unequal treatment on the basis of nationality is treated and provide exemplary cases, if any. Please provide information on the relevant practice and case law (use template in Annex 9)	In the Non-Discrimination Act (<i>Yhdenvertaisuuslaki/Diskrimineringslag</i>), 1325/2014 ⁹⁶ , nationality is a prohibited ground and is treated as any other grounds for discrimination. See the decision 2014/746 by the National Discrimination Tribunal of Finland (<i>Syrjintälautakunta / Diskrimineringsnämnden</i>) in the Annex 9.
	Please provide information about the application of the legislation concerning discrimination against migrants – on any ground – in accessing law enforcement and judiciary services. In particular please clarify whether and when the latter are considered and treated, or not, as services available to the public, therefore falling within the scope of the directives and the jurisdiction of Equality Bodies. ⁹⁷	Section 2 of the Non-Discrimination Act stipulates that the Act is applied in all public and private operations, excluding private and family life and religious practice. Thus all law enforcement and judiciary services, public or private, fall within the scope of the Non-Discrimination Act and the jurisdiction of Equality Bodies.
	Please provide statistical data about numbers of discrimination cases/complaints submitted to competent bodies (Equality Bodies, Administrative Courts), as well as about their outcomes (use the tables in the Annex 8)	
2.2.Implementation of equal treatment of various permit holders		
	Please summarize <u>briefly</u> in this section any key issues affecting the implementation of equal treatment of permit holders, as defined by the following EU legislation; these	

⁹⁴ Finland, the Ombudsman for Minorities (*Vähemmistövaltuutettu/Minoritetsombudsman*) (2014), *Vähemmistövaltuutetun vuosikertomus 2013 (The Annual Report of the Ombudsman for Minorities 2013)*, Jyväskylä: Grano Oy, pages 30-31, available at (accessed 16 March 2015): <http://www.ofm.fi/fi/ajankohtaista/julkaisut>

⁹⁵ As of Art. 3.2 of the Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin.

⁹⁶ Finland, the Non-Discrimination Act (*Yhdenvertaisuuslaki/Diskrimineringslag*), 1325/2014, available in Finnish at (accessed 16 March 2015): <http://www.finlex.fi/fi/laki/alkup/2014/20141325>

⁹⁷ Please note that these are considered non-economic services by the EU Commission (Services of general interest, including social services of general interest: a new European commitment, COMM 725 (2007) of 20 November 2007, yet not always they are considered by Equality Bodies to fall in the areas of application of the anti-discrimination directives.

	<p>could be, for example, practical issues and bottlenecks, administrative delays, coordination and cooperation of public authorities, etc.</p> <p>Please substantiate findings, as far as possible, through formal evaluations, as well as research or studies and case law (use template in Annex 9). Please bear in mind that no assessment of the legal transposition process is required. In regard to the five categories below, please provide <u>statistical data</u> issued in 2014 or valid on 31.12.14. (use annex 3)</p>
<p>2.2.1. <u>Long Term Residence (LTR) status holders</u> (Art.11 of the Directive 2003/109/EC)</p>	<p>The Administration Committee of the Parliament (<i>Hallintovaliokunta/Förvaltningsutskottet</i>) gave its memorandum 9/2013vp on the Government proposal HE 29/2013 on the implementation of the Directive 2003/109/EC.⁹⁸ The Committee stated that the implementation of the directive is not likely to have much impact on the situation in Finland, since refugees and subsidiary protection permit holders can obtain a permanent residence permit as well as the Finnish nationality before the residence requirements of the EU permit are met. Thus it is not surprising in their opinion that there are not many long term residence permits applied or granted in Finland. However, the national permit does not allow for the ease of travel between EU countries that the EU permit would have. 115 long term resident permits were granted in 2014 and 2 applications were denied in 2014. These permits are granted by the police.⁹⁹</p>
<p>2.2.2. <u>Single-permit procedure permit holders</u> (Art.12 and 13 of the Directive 2011/98/EU)</p>	<p>According to the Finnish Immigration Service, nearly all permits in Finland include the right to work, thus are in accordance with the directive.¹⁰⁰</p>
<p>2.2.3. <u>Blue card holders</u> (Art.14 and 12 of the Directive 2009/50/EC)</p>	<p>Memorandum SM2014-00259 of the Ministry of the Interior comments on the situation in Finland after the implementation of the directive 2009/50/EY and gives an assessment on why there are so few applications for EU Blue cards filed in Finland. The low number of applications for this permit type is explained by the more popular national permit type for specialists, for which the required salary level is more modest than for the EU Blue card.¹⁰¹ This explanation is confirmed by the Finnish Immigration Service.¹⁰²</p>
<p>2.2.4. <u>Family reunification permit holders</u> (specifically in terms of access</p>	<p>As stipulated in the Section 76 of the Aliens Act (<i>Ulkomaalaislaki/Utlänningslag</i>) (201/2004), when a</p>

⁹⁸ Finland, The Administration Committee of the Parliament (*Hallintovaliokunta/Förvaltningsutskottet*) (2013), *Hallintovaliokunnan mietintö 9/2013 vp*, available at (accessed 20 March 2015): http://www.eduskunta.fi/faktatmp/utatmp/akxtmp/havm_9_2013_p.shtml

⁹⁹ Rafael Bärlund.

¹⁰⁰ Rafael Bärlund

¹⁰¹ Finland, Ministry of the Interior (Sisäministeriö/Inrikesministeriet) (2014), *EU/OSA, komission tiedonanto kolmansien maiden kansalaisten maahantulon ja maassa oleskelun edellytyksistä korkeaa pätevyyttä vaativaa työtä varten ("EU Blue Card") annettun direktiivin 2009/50/EY täytäntöönpanosta*, memorandum SM2014-00259, 27.06.2014, available at (accessed 20 March 2015):

<http://217.71.145.20/TRIPviewer/show.asp?tunniste=E+87/2014&base=ueasia&palvelin=www.eduskunta.fi&f=WORD>

¹⁰² Rafael Bärlund

to labour market - Art. 14 of Directive 2003/86/EC	person holds a residence permit granted on the basis of family ties, they have unlimited right to work. ¹⁰³
2.2.5. Beneficiaries of international protection long term residence status holders ¹⁰⁴	See above, 2.2.1.
2.3. Key developments and trends	
	<p>Please include in this section key developments in the area of equal treatment and anti-discrimination that concern only migrants and/or their descendants. Key developments may be new legislation or policies, abolition, update, improvement or reform of existing ones, as well as important case law, court, equality body or administrative cases, that have had or may have an impact on the implementation of the anti-discrimination legislation and equal treatment policies that related to the rights of migrants and/or their descendants (for presentation of case law, use template in Annex 9). Such developments may also affect the actual situation on the ground, including public debates and perceptions among the native population and migrants.</p> <p>The reform of anti-discrimination legislation which started in 2007 was passed in late December 2014. The Government Bill (HE 19/2014 vp)¹⁰⁵ on the Non-Discrimination Act (<i>yhdenvertaisuuslaki / Lag om likabehandling</i>) and acts related to it was originally submitted to the Parliament in March 2014. In the parliament the proposal was significantly changed because of strong criticism from academics, equality bodies and NGO´s heard in the parliament committees. The proposed weakening of protection against direct discrimination (in areas where EU anti-discrimination directives are not applicable) was not approved by the parliament. The parliament changed the statute in that differential treatment is only allowed if it has an acceptable aim from the perspective of human rights and the means used are appropriate and necessary for achieving this aim.¹⁰⁶ The Act¹⁰⁷ came into effect from the beginning of 2015. The reform extended the scope of application of the anti-discrimination legislation to all areas of life. The new act provides protection against discrimination to an open ended list of protected grounds: age, origin, nationality, language, belief, opinion, political activity, industrial activity, family ties, state of health, disability, sexual orientation or other reasons related to a person. Furthermore, chapter 2 of the new Non-Discrimination Act stipulates on the promotion of non-discrimination and imposes an obligation to promote non-discrimination on all parties who organise education, all public</p>

¹⁰³ Finland, the Finnish Immigration Service (Maahanmuuttovirasto/Migrationsverket) (2015), 'Right to Work', available at (accessed 20 March 2015):

http://www.migri.fi/working_in_finland/right_to_work; Finland, the Aliens Act (Ulkomaalaislaki/Utlänningslag) (201/2004), unofficial translation available at (accessed 20 March 2015):

<http://www.finlex.fi/en/laki/kaannokset/2004/en20040301>

¹⁰⁴ As per recitals 6 and 7 of Directive [2011/51/EU](#) of the European Parliament and of the Council of 11 May 2011 amending Council Directive 2003/109/EC to extend its scope to beneficiaries of international protection Text with EEA relevance

¹⁰⁵ The government bill is available at (accessed 20 March 2015):

<http://www.eduskunta.fi/triphome/bin/vex3000.sh?TUNNISTE=HE+19/2014>

¹⁰⁶ Head of office of the Non-Discrimination Ombudsman (*Yhdenvertaisuusvaltuutettu/diskrimineringssombudsmannen*) Rainer Hiltunen (2014), 'New anti-discrimination legislation passed in the parliament', News report 27.12.2014, The European Network of Legal Experts in the Non-Discrimination Field, available at (accessed 20 March 2015):

<http://www.non-discrimination.net/content/media/FI-10-New%20anti-discrimination%20legislation%20approved%20in%20parliament.pdf>

¹⁰⁷ The Non Discrimination Act (*yhdenvertaisuuslaki/diskrimineringslag*), 1325/2014. Available at: www.finlex.fi/fi/laki/alkup/2014/20141325

		<p>authorities and all employers. Section 7 of the Non-Discrimination Act stipulates that all employers with 30 or more employees must draft a plan for the promotion of non-discrimination at the work place.</p> <p>The new Non-Discrimination Act also includes new regulations on Equality bodies and incurred the following changes: from the beginning of 2015 the Ombudsman for Minorities is called Non Discrimination Ombudsman and is responsible for a wider range of discrimination grounds and can assist victims of discrimination also in issues related to employment, and the National Discrimination Tribunal of Finland was discontinued and a new National Discrimination and Equality Tribunal was established.</p>
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3.Participation of migrants and their descendants in society

3.1.Political rights at national level

3.1.1.Citizenship acquisition

	<p>In this section please provide information about the specific requirements and criteria for citizenship acquisition, if any, that relate to the applicants active participation in society, genuine links or bond to the society or the country, schooling period or other 'socialization' requirements. -Path to citizenship for foreign born third country nationals (the so-called '1st generation')</p>	
	<p>Please provide information about the specific requirements and criteria for citizenship acquisition, if any, that relate to the applicants active participation in society, genuine links or bond to the society or the country, schooling period or other 'socialization' requirements. - Path to citizenship for country-born (so-called '2nd generation') and country-grown migrant children (so-called '1,5 generation')</p>	<p>Foreign born third country nationals may acquire Finnish citizenship by application. The decision on the application is made by the Finnish Immigration Service and is subject to appeal at the Administrative Court, and further at the Supreme Administrative Court, in accordance with sections 41 and 42 of the Nationality Act.¹⁰⁸ According to the general requirements for naturalisation, listed in chapter 3 of the Nationality Act, the applicant should have been a permanent resident in Finland for the past five years with no interruption, or a total of seven years since turning 15, out of which a minimum of two years with no interruption. The applicant should not have committed any punishable act, have a restraining order, or have</p>

¹⁰⁸ Finland (2003), Nationality Act (*Kansalaisuuslaki/Medborgarskapslag*) 359/2003, available at (accessed 6 March 2015): www.finlex.fi/fi/laki/ajantasa/2003/200_30359

		<p>materially failed to pay maintenance or any debt under public law. Additionally, the applicant needs to be able to give a reliable account of livelihood. The applicant also needs to have satisfactory written and oral skills of Finnish or Swedish or knowledge of Finnish or Swedish sign language. According to section 17 of the Nationality Act, proficiency at level three of the general language examination or in the National Language Examination with satisfactory oral and written skills meet the language skills requirement, which corresponds to CERF level B1.¹⁰⁹</p> <p>Although no socialisation based acquisition exists in Finland, section 18 of the Nationality Act enables naturalisation after four years of residence if the applicant has sufficient language skills or strong ties to Finland. Fagerlund and Brander analyse in Finland's country report¹¹⁰ that knowledge of language has been considered to have great importance to integration and social togetherness.</p> <p>Conditions for obtaining citizenship at birth are defined in chapter 2 of the Nationality Act. A child whose mother is a Finnish citizen or whose father is a Finnish citizen and married to the child's mother, will obtain citizenship automatically at birth. If the parents are not married, citizenship will be acquired through the father after his paternity is established. According to section 26, a child whose father is a Finnish citizen and who is born to unmarried couple outside of Finland, will obtain citizenship by declaration. Children of foreign parentage who are born in Finland will obtain Finnish citizenship at birth if the citizenship of their parents cannot be automatically obtained or the child is not entitled to obtain it. This is also the case if there is no information on the citizenship of the parent or if they are stateless.</p> <p>Country-grown migrant children have to meet the same general requirements as other third country nationals with the exception of section 23 of the Nationality Act, according to which co-applicants under 15 years of age can get an exception from the residence and language requirements, if they are resident and domiciled in Finland during the time when the decision on the application is made.</p>
	<p>Debates, issues and challenges concerning the implementation of citizenship policies</p>	<p>Fagerlund and Brander mention that as a result of recent increase in the support of populist and nationalist The Finns party, it is possible that public interest in citizenship affairs as a part of immigration policy will increase, and potential future</p>

¹⁰⁹ Latomaa, Sirkku, S. Pöyhönen *et al* 2013. 'Kielikysymykset muuttoliikkeessä' in: Martikainen *et al.* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press. Pages 176–177.

¹¹⁰ Fagerlund, J. & Brander, S. (2013), *Country Report: Finland*, RSCAS/EUDO Citizenship, Pages 19–26.

		amendments of the Nationality Act and proposals to make conditions for naturalisation easier, will raise more political debate than before. ¹¹¹
	Key developments and trends – case law (please use the template in the Annex 9 to provide information about the cases – here only a simple reference to the case name is required) or new provisions and reforms.	KHO:2011:97 on the language skills requirement and application of amended provisions (see Annex 9).
	Please indicate key and/or milestone dates – e.g. of major reforms - regarding citizenship acquisition for migrants and/or their descendants.	The latest major amendment ¹¹² to the Finnish Nationality Act came into force in September 2011. Its objective was to promote social integration of the aliens permanently living in Finland by making citizenship acquisition more flexible. According to Brander ¹¹³ , naturalisation was thus seen as something that promotes integration, rather than as a reward or an end goal of a successful integration process. The most central reforms introduced were a shorter, 5 years period of required residence, more flexible requirements concerning continuous residence, and a possibility to obtain Finnish citizenship already after four years of residence based on sufficient language skills or strong ties to Finland. The amendment also introduced new exemptions from the language skills requirement.
	Naturalisation rate - % of migrants that have been naturalized compared to migrant stock and to general population – listing the most numerous groups on the basis of their previous nationality, by gender and age-group if available. Please provide the latest available data. The most recent data provided by Eurostat concern the year 2012.	
	Numbers of naturalisations and citizenship acquisitions in the last 2 years (in 2013 and in 2014) by mode of acquisition, by gender and age-group if available, and for the 10 most numerous groups on the basis of their previous nationality <i>Please provide the latest available statistics - (please use the relevant table in the Annex 6)</i>	
3.1.2. National elections voting rights - turnout		
	Third county nationals are allowed in exceptional cases to vote in national elections. In this section please provide the	Non-nationals do not have the right to vote in any national elections. For citizens of migrant background, no specific requirements exist and in

¹¹¹ Fagerlung, J. & Brander, S. (2013), *Country Report: Finland*, RSCAS/EUDO Citizenship, Page 39.

¹¹² Finland (2011), Act on the Amendment of the Nationality Act (*Laki kansalaisuuslain muuttamisesta/Lag om ändring av medborgarskapslagen*), available at (accessed 23 March): <http://www.finlex.fi/fi/laki/alkup/2011/20110579>

¹¹³ Brander (2011), *The Amendment of the Finnish Nationality Act*, RSCAS/EUDO Citizenship

	<p>specific requirements and criteria for participation of citizens of migrant background (and third country nationals in the very few cases where this is foreseen) in national elections, as well as any available data on their voting turnout. Please specify any differences in different geographic areas or by type of national level voting circumstances (e.g. parliament, referendum, president of the republic etc.). In addition to official data and also if such data are not available, make reference to any relevant quantitative or qualitative academic research concerning the exercise of the right to vote and related drivers and barriers.</p>	<p>accordance with section 2 of the Election Act¹¹⁴, every Finnish citizen who has reached 18 years of age has the right to vote in all national elections.</p> <p>No register based statistics are available on voter turnout of migrants who have acquired Finnish citizenship. European Social Survey data indicates that from the early 2000s onwards, voter turnout of citizens with migrant background has been between 25–40% in the national parliamentary elections, whereas the general voter turnout has ranged between 68–70.5% in 2003–2015¹¹⁵. However, due to the small amount of respondents, these numbers are merely estimates.¹¹⁶</p>
	<p>Please indicate any programmes or information campaigns aiming at informing citizens of migrant background about their political rights and encouraging the exercise of the right to vote.</p>	<p>Network of Multicultural Associations, Moniheli ry, Ministry of Justice, and the Advisory Board for Ethnic Relations (ETNO) are organising panel discussion series called 'Kaikkien Vaalit' (Everyone's Election) prior to the national parliamentary election in April 2015. Although only Finnish citizens have the right to vote in national elections, the aim of the campaign is to encourage migrants who do not yet have the right to vote to participate in political discussion.¹¹⁷</p>
<h3>3.1.3. National level election – representation</h3>		
	<p>The number of candidates with migrant background (where available, specify own or parent's country of birth) at the latest national level elections (specify date)</p>	<p>If the 10 candidates whose first language was not registered are ruled in, 62 candidates, 2.7% of all the candidates, had a migrant background (first language other than Finnish, Swedish or Sami) in the national parliamentary election in 2011.¹¹⁸</p> <p>In 2015, 2.2% of the candidates had a migrant background (first language other than Finnish,</p>

¹¹⁴ Finland (1998), Election Act (*Vaalilaki/Vallag*), 2.10.1998/714, available at (accessed 6 March 2015):

www.finlex.fi/fi/laki/ajantasa/1998/19980714, unofficial translation in English available at (accessed 6 March 2015):

www.finlex.fi/en/laki/kaannokset/1998/en19980714

¹¹⁵ Statistics Finland (2015), Suomessa asuvien Suomen kansalaisten äänestysaktiivisuus eduskuntavaaleissa 1908-2015 (tietokantataulukko), available at (accessed 27 April 2015):

http://193.166.171.75/Database/StatFin/vaa/evaa/evaa_as/evaa_as.fi.asp

¹¹⁶ Borg, S. et al (2013), *Demokratiaindikaattorit 2013*, Helsinki, Ministry of Justice, Oikeusministeriön selvityksiä ja ohjeita 53/2013, 76–78.

¹¹⁷ Information on Kaikkien Vaalit campaign is available at (accessed 6 March 2015): www.icount.fi/tapahtumat/kaikkien-vaalit/

¹¹⁸ Weide, M. & Saukkonen P. (2013), 'Maahanmuuttajien poliittinen osallistuminen' in: Martikainen et al (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Pages 274–277.

		Swedish or Sami) and 2.5% of the candidates were foreign born. ¹¹⁹
	The number of elected representatives with migrant background at national level (e.g. parliament, senate)	So far, no candidates whose first language is other than Finnish, Swedish or Sami have been elected to the parliament or appointed to public offices. If migrant background is defined by the first language of the person, no candidates with migrant background were elected into the parliament in 2011. Three of the representatives elected in 2011 come from a family background where one of the parents has been born abroad. Ben Zyskowicz's father is Polish and Jani Toivola's Kenian. Elisabeth Naucier was born in Sweden and her mother is Norwegian. ¹²⁰ Of the 200 members of the parliament, they constitute 6%. However, these three representatives are all Finnish citizens, who were born in Finland and who speak one of the official languages as their native language. Thus, they are rarely considered representatives with migrant background. In the most recent election that took place on April 19 in 2015, two foreign born (both parents born abroad) candidates were elected as members of the parliament. Out of all the candidates 2.5% were foreign born. ¹²¹
	Those appointed to public office (e.g. ministers, secretaries of state, etc.) by end of 2014.	See previous answer.

3.2. Political rights at regional/local level

3.2.1. Regional/Local elections voting rights – turnout

	Specify what regional/local voting rights are given to third country nationals and any different entitlements according to residence status, permit type or length of stay etc	All citizens of Finland, other EU member states, Norway or Iceland who have reached the age of 18 and whose domicile is the municipality in question according to the population data system at the end of the 51st day before the election, have the right to vote in municipal elections. According to section 26 of the Local Government Act ¹²² , Nordic citizens namely, citizens of Sweden, Denmark, Norway and Iceland, are thus considered as equal to EU-citizens.
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¹¹⁹ Statistics Finland (2015), *Ehdokkaiden ja valittujen tausta-analyysi eduskuntavaaleissa 2015*, available at: http://stat.fi/til/evaa/2015/evaa_2015_2015-04-30_kat_001_fi.html

¹²⁰ Weide, M. & Saukkonen P. (2013), 'Maahanmuuttajien poliittinen osallistuminen' in: Martikainen *et al* (eds.), *Muuttajat: Kansainvälinen muutoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Pages 274–277.

¹²¹ Statistics Finland (2015), *Ehdokkaiden ja valittujen tausta-analyysi eduskuntavaaleissa 2015*, available at: http://stat.fi/til/evaa/2015/evaa_2015_2015-04-30_kat_001_fi.html

¹²² Finland (1995), Local Government Act (*Kuntalaki/Kommunallag*), 17.3.1995/365, available at (accessed 6 March 2015) <http://www.finlex.fi/fi/laki/ajantasa/1995/19950365>, unofficial translation in English available at (accessed 6 March 2015): <http://www.finlex.fi/en/laki/kaannokset/1995/en19950365>

		<p>Other third country nationals, who fulfil the above mentioned requirements, have the right to vote if their domicile has been Finland for a minimum of two years and 51 days before the election date. Regional Governments are not elected in Finland.</p> <p>In 2012, 4.1% of those entitled to vote had a migrant background (first language other than Finnish, Swedish or Sami). Altogether 136 954 foreign nationals and 76 093 third country nationals had the right to vote in the municipal election in 2012, and they constituted 3.2% and 1.8% of all of those entitled to vote. Turnout of all non-nationals was 19.6 % whereas the turnout of third country nationals was 20.2 %, compared to 59.5 % among native voters. ¹²³</p> <p>Very little information is available on turnout of migrants who have acquired Finnish citizenship. Based on a survey conducted in 2007, one can conclude that the voter turnout of those with migrant background is at least somewhat lower than among the general population. ¹²⁴</p>
	<p>Key and/or milestone dates regarding the voting and/or election rights for migrants and/or their descendants at regional/local level</p>	<p>Finland ratified the Council of Europe's Convention of Foreigners in Public Life at Local Level in 2000. The right to vote in municipal elections was opened to all third country nationals who are permanent residents in Finland already in 1991 and they had the right vote for the first time in the municipal election of 1992. In 1995, the time of residence required in order to gain suffrage in municipal elections was shortened from four to two years. ¹²⁵</p>
	<p>Please indicate any programmes or information campaigns aiming at informing citizens of migrant background about their political rights and encouraging the exercise of the right to vote.</p>	<p>Prior to the 2012 municipal election, Finnish Ministry of Justice and the Advisory Board for Ethnic Relations (hereafter ETNO) organised training sessions for 'ambassadors of democracy', people from different backgrounds, whose task was to share information on elections and voting among their own associations and networks. The project was considered a new way to promote cooperation between the authorities and migrants organisations, and it became very popular, attracting up to 300 participants. ¹²⁶</p>

¹²³ Statistics Finland (2012), *Äänioikeutetut ja äänestäneet ulkomaalaiset vaalipiirin ja sukupuolen mukaan kunnallisvaaleissa 2012* (Tietokantataulukko 5), available at (accessed 6 March 2015): http://193.166.171.75/Database/StatFin/vaa/kvaa/2012_05/2012_05_fi.asp

¹²⁴ Wilhelmsson, N. (2007), *Socialt kapital och politiskt deltagande. En studie av hur föreningsengagemang och sociala kontakter påverkar valdeltagandet bland invandrare i Finland*, Licenciate work for the Faculty of Social Sciences at the University of Helsinki; Weide, M. (2011), *Maahanmuuttaneet vaaleissa*, *Politiikka* 53:1, Pages 55–62.

¹²⁵ Salo (2013), *Access to Electoral Rights, Finland*, RSCAS/EUDO Citizenship, 1–3; Moniheli ry (2014) *Ota mut mukaan!* Pages 21–22.

¹²⁶ Finland, Ministry of Justice (*Oikeusministeriö/Justitieministeriet*) (2012), 'Oikeusministeriö tiedottaa: Maahanmuuttajien äänestysaktivointikoulutuksesta tuli menestys', 24 October 2012, available at (accessed 6 March 2015): <http://www.vaalit.fi/fi/index/ajankohtaista/uutisarkisto/2012/10/oikeusministeriotiedottaamaaha.html>

		<p>Furthermore, Network of Multicultural Associations, Moniheli ry, governs a project called iCount, that aims at increasing immigrants' knowledge about the Finnish political system and strengthening their participation in the decision making process. The project receives funding from the EU Integration Fund. During the municipal elections of 2012, the aim was to inform third country nationals about voting rights and the importance of voting. ¹²⁷</p>
	<p>In addition to official data and also if such data are not available, make reference to any relevant quantitative or qualitative academic research concerning the exercise of the right to vote and related drivers and barriers.</p>	<p>The Government Program for Social Integration for the years 2012–2015 set a goal of increasing turnout among non-Finnish nationals to 40%. ¹²⁸ Although turnout among third country nationals did increase somewhat, with 1.4%¹²⁹, it was still left far behind from the set goal. Several factors have been observed to influence voter turnout of migrants in municipal elections. These include ties between political parties and ethnic minorities, literacy and education, voting behaviour and state of democracy in the country of origin, time spend in Finland, and somewhat also practicalities related to registration of one's home municipality. Several studies that analyse political participation of migrants in Finland point out, that migrants have not yet developed strong ties to the Finnish political parties, and also their limited knowledge about the Finnish political system and elections might explain the low participation rates. ¹³⁰ When participants of the iCount project were asked why they did not use their vote in the previous election, many answered that they either did not know that they were entitled to vote or were not familiar with national level politics in Finland. ¹³¹</p>
<h3>3.2.2. Regional/local level election – representation</h3>		
	<p>The number of candidates that were third country nationals and/or with migrant background at the latest</p>	<p>In the 2012 municipal election, the first language of 680 candidates was other than Finnish, Swedish or Sami and they constituted 1.8% of all the candidates. All in all, 2.9% of the candidates were either born abroad or at least one of their parents</p>

¹²⁷Information on the iCount project available at (accessed 6 March 2015): www.icount.fi

¹²⁸ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och näringsministeriet*) (2012), Valtion kotouttamisohjelma, Hallituksen painopisteet vuosille 2012–2015, 28.

¹²⁹ Statistics Finland (2012), *Äänioikeutetut ja äänestäneet ulkomaalaiset vaalipiirin ja sukupuolen mukaan kunnallisvaaleissa 2012* (Tietokantataulukko 5), available at (accessed 6 March 2015):

http://193.166.171.75/Database/StatFin/vaa/kvaa/2012_05/2012_05_fi.asp; Statistics Finland (2008), *Äänioikeutetut ja äänestäneet ulkomaalaiset vaalipiirin mukaan kunnallisvaaleissa 2008* (Tietokantataulukko 5), available at (accessed 6 March 2015): http://193.166.171.75/Database/StatFin/vaa/kvaa/2008_05/2008_05_fi.asp

¹³⁰ Ahokas et al. (2011), *Maahanmuuttajien yhteiskunnallisen osallistumisen tukeminen julkishallinnossa ja puolueissa*, Helsinki, Ministry of Justice, Oikeusministeriön selvityksiä ja ohjeita 9/2011, available at (accessed 30 March):

http://oikeusministerio.fi/fi/index/julkaisut/julkaisuarkisto/092011/maahanmuuttajienyhteiskunnallisenosallistumisentukeminenjulkishallinnossajapuolueissa/Files/Maahanmuuttajien_aktivointi.pdf; Weide, M. (2011), *Maahanmuuttaneet vaaleissa*,

Politiikka 53:1, 55–62; Riihelä, J. (2005) 'Maahanmuuttajien elinolot pääkaupunkiseudun kunnissa' in: Joronen T. (ed.), *Maahanmuuttajien elinolot pääkaupunkiseudulla*, Helsingin kaupungin tietokeskus, Pages 117–144.

¹³¹ Moniheli ry (2014) *Ota mut mukaan!* Pages 51–57.

	regional/local level elections (specify date)	was born abroad. Those whose parents were both born outside of Finland constituted 2.1% of the candidates. Third country nationals who have the right to vote in the municipal elections are also eligible to stand for the municipal elections. However, Statistics Finland did not use citizenship as a background variable when compiling statistics on candidates in 2012 municipal elections. ¹³²
	The number and % of elected representatives with migrant background at regional/local level (e.g. municipalities, regions, prefectures etc.)	In 2012, 43 representatives with migrant background (first language other than Finnish, Swedish or Sami) were elected into municipal councils and their share of all the elected representatives was 0.4%. The numbers of elected representatives with migrant background were largest in the municipalities located in the capital region. In some regions, no such representatives were elected. ¹³³ Additionally, 111 candidates whose first language was other than Finnish, Swedish or Sami and 131 candidates whose parents were both born abroad were elected as deputy members of the municipal councils. Out of the all the elected representatives, the number of those whose parents were both born outside of Finland was 55. ¹³⁴
	Those who were elected or appointed to a high public office (e.g. mayor, vice mayor etc.) by end of 2014.	No information was found on candidates with migrant background elected to high public offices.
	Please identify related limitations and challenges or public debates, as well as relevant research, studies and assessments.	No comprehensive evaluations have been made on causes of the relatively weak electoral success of candidates with migrant background. In its report, Ministry of Justice assumes that many more recently arrived migrants have not yet the gained large social networks and publicity that is needed for electoral success. Moreover, it might be challenging to articulate ones opinions and goals in a language learned in older age. ¹³⁵

3.3.Consultation

3.3.1.Consultative bodies at national/regional/local level

	Are there any migrants' consultative bodies in place at national / regional/ local level	The Advisory Board for Ethnic Relations (hereafter ETNO), operating at national level, is a broad-based expert body set up by the Finnish Government. In
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¹³² Statistics Finland (2012), *Kunnallisvaalit 2012: Ehdokasasettelu ja ehdokkaiden tausta-analyysi*, available at (accessed 25 March): http://www.stat.fi/til/kvaa/2012/01/kvaa_2012_01_2012-10-18_fi.pdf

¹³³ Statistics Finland (2012), *Kunnallisvaalit 2012: Vahvistettu tulos ja ehdokkaiden ja valittujen tausta-analyysi*, available at (accessed 25 March 2015): http://www.tilastokeskus.fi/til/kvaa/2012/kvaa_2012_2012-11-02_kat_001_fi.html

¹³⁴ Moniheli ry (2014) *Ota mut mukaan!* Pages 58–62.

¹³⁵ Ahokas *et al.* (2011), *Maahanmuuttajien yhteiskunnallisen osallistumisen tukeminen julkishallinnossa ja puolueissa*, Helsinki, Ministry of Justice, Oikeusministeriön selvityksiä ja ohjeita 9/2011, Page 49.

	<p>foreseen and/or operational in practice? Since when and on which legal basis (please provide reference). Please specify whether migrants' consultative/advisory/representative bodies are established by law or other type of normative regulation, policy or practice.</p>	<p>1998, ETNO replaced the former Advisory Board of Refugee and Migration Affairs. ETNO's predecessor, Advisory Board for Migration was founded already in 1970 and joined up with the Advisory Board for Refugee Affairs in 1992. ¹³⁶</p> <p>ETNO has previously been operating as a part of Ministry of the Interior but belongs since the beginning of 2015 under Ministry of Justice. ETNO's purpose is to promote dialogue between Finland's ethnic minorities, the authorities, NGOs, and political parties. It also provides ministries and immigration authorities with immigration policy expertise and support in promoting an ethnically equal and diverse society. As provided for in section 3 of the Government Decree on the Advisory Board for Ethnic Relations, ETNO is set up for a term of four years at a time. ETNO consists of representatives of ministries, parliamentary political parties, the association of Finnish local and regional authorities, central trade unions, officially registered associations of migrants, ethnic minorities and religious communities, and seven regional advisory boards. The regionals ETNOs operate under the regional Centres for Economic Development, Transport and the Environment (ELY Centres) and function as expert, cooperation and discussion bodies for local and regional actors. Purpose, tasks and structure of ETNO and the regional advisory boards are established by law. ¹³⁷</p> <p>In addition to the regional advisory boards for ethnic relations, at least Helsinki has its own advisory board for immigration and integration affairs and the cities of Espoo and Vantaa have advisory boards for multicultural affairs. Local advisory boards participate in developing services directed to migrants, in promoting equal practices in the city administration as well as in hearing of organisations representing migrants. ¹³⁸</p>
	<p>What is the mandate of the body – duration and procedures? In particular specify if and by which modalities these bodies are competent to participate in</p>	<p>To pursue its goals, ETNO organises events, produces statements, and makes initiatives, proposals and recommendations. Moreover, ETNO and the regional advisory boards organise an annual forum for ethnic relations. ETNO meets at least two times a year and it employs a secretary general and</p>

¹³⁶Saukkonen, P. (2013), 'Maahanmuutto- ja kotouttamispolitiikka' in: Martikainen *et al* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Page 91.

¹³⁷Finland (2011), Government Decree on the Advisory Board for Ethnic Relations (*Valtioneuvoston asetus etnisten suhteiden neuvottelukunnasta/Statsrådets förordning om delegationen för etniska relationer*), 298/2011, available at (accessed 6 March 2015): <http://www.finlex.fi/fi/laki/alkup/2011/20110298>

¹³⁸City of Helsinki website, available at: <http://www.hel.fi/www/kanslia/fi/paatoksenteke/maahanmuutto-kotoutumisasiat>; City of Espoo website, available at: http://www.espoo.fi/fi-FI/Espoon_kaupunki/Paatoksenteke/Neuvottelukunnat_ja_neuvostot/Monikulttuuriasiain_neuvottelukunta; City of Vantaa website, available at: http://www.vantaa.fi/fi/osallistu_ja_vaikuta/monikulttuurisuusasian_neuvottelukunta (hyperlinks accessed 6 March 2015)

	<p>consultations only on migration or integration issues or if they participate also in consultations on other issues? How do these bodies work in practice?</p>	<p>an administrative secretary.¹³⁹ ETNO's action plan for 2014–2015 mentions that the board seeks to meet at least three times a year. ETNO has a working division, whose task is to prepare documents and statements for which the whole advisory board cannot be called together. Between 2005 and 2008, the working division has had four to eight meetings annually. The members of the working division consist of member of the advisory board, and its chairperson represents the responsible ministry and its vice chairperson migrant associations. According to its action plan for 2014–2015, ETNO seeks to influence legislative initiatives related to integration, citizenship, and labour migration, and the structure of immigration administration. ETNO seeks to bring out its position in both preparation process and implementation phase of migration related issues.¹⁴⁰</p> <p>The advisory board for migration and integration affairs in the city of Helsinki is appointed by the City Board for a term of two years at a time. The tasks of the advisory board include developing immigration services of the city and promoting equality in the city administration. Furthermore, the advisory board monitors implementation of the strategy of the city council for the part that belongs to its field of work namely, the objectives related to migration and situation of migrants. It also provides statements in issues related to immigration and makes an annual resolution for strengthening the activities and structure of migrant associations.¹⁴¹</p>
	<p>Frequency of convening of the body/-ies/ meetings with competent public authorities. What is foreseen and how is it implemented in practice?</p>	<p>See the next question.</p>
	<p>Role in relation to other public or private bodies. Is there a statutory role of coordination and cooperation with other public or private stakeholders foreseen? How is this implemented in practice?</p>	<p>Key stakeholders, such as ministries, political parties, and trade unions, have their representatives in the advisory board, and one of the central tasks of ETNO is to increase coordination and cooperation between these actors. In addition to its own meetings, ETNO has its representative in several external projects and working groups.¹⁴²</p> <p>The advisory board for immigration and integration affairs organises regular meetings and hearings with stakeholders central to its field of work. In the</p>

¹³⁹Finland (2011), Government Decree on the Advisory Board for Ethnic Relations (*Valtioneuvoston asetus etnisten suhteiden neuvottelukunnasta/Statsrådets förordning om delegationen för etniska relationer*), 298/2011, available at (accessed 6 March 2015): <http://www.finlex.fi/fi/laki/alkup/2011/20110298>

¹⁴⁰ETNO (2014), Action plan 2014–2015 (*toimintasuunnitelma*), received via email from Peter Kariuki, secretary general/ETNO 13 February 2015

¹⁴¹ Information available at the City of Helsinki website, available at (accessed 6 May 2015): <http://www.hel.fi/www/kanslia/fi/paatoksenteke/maahanmuutto-kotoutumisasiat>

¹⁴²ETNO (2014), Action plan 2014–2015

		<p>proposal made for the city board on appointing the advisory board¹⁴³, offices and institutions implementing the city's strategy, cities in the capital region, the Finnish state, universities, NGOs and the representatives of the industry are mentioned as central stake holders.</p>
	<p>Participation in decision-making (consultative, observer status, voting right etc.). Are such bodies competent to participate in decision-making at national/regional/local level in regard to the design, implementation, assessment and/or review of integration-specific, migration or other policies of general interest? Are such bodies and/or their representatives participating in any way to allocation, distribution, monitoring, evaluation or management of funding social inclusion and integration policies, measures and programmes at national level?</p>	<p>ETNO is a body that seeks to bring forward the point of view of migrants and ethnic minorities, but it has neither final decision making, legislative, nor executive power. Therefore, ETNO's influence is highly dependent on the capability of its members to promote ETNO's goals in their background organisations. ETNO's annual report for 2005–2008 points out that this capability might be very different, depending on whether the member is a representative of an organisation or a ministry, for instance.¹⁴⁴</p> <p>The Helsinki advisory board for immigration and integration affairs monitors the implementation of the city's strategy for the parts that fall into their field of work. Furthermore, it gives statements to the City Board and other organisations on issues related to integration.¹⁴⁵</p>
	<p>What are the modalities for representation and participation of migrants, e.g. elections, designation etc.? What is foreseen and how is it implemented in practice?</p>	<p>The national advisory board has a maximum of 33 members out of which 10 have to be migrants, whereas the regional boards have a maximum 14 members each, out of which a half have to be migrants. Moreover, one of the vice chairpersons of the national ETNO has to be a migrant or a member of an ethnic minority. The migrant members of the board represent registered migrant associations and no other criteria are defined for who should be considered as a migrant. In 2011, Ministry of the Interior organised an open application round for organisations representing migrants and ethnic minorities for the seats in the board.¹⁴⁶ In the open application round in 2011, the organisations were selected at first and each organisation was responsible for appointing their representatives to ETNO. ETNO's Secretary General Peter Kariuki noted that the selection criteria will be revised in the future but the method of selecting the representatives will remain the same.¹⁴⁷</p>

¹⁴³ City of Helsinki, Advisory Board for Immigration and Integration Affairs (2013), *Esitys kaupungin hallitukselle maahanmuutto- ja kotoutumisasioiden neuvottelukunnan toiminnan jatkamiseksi toimikaudelle 2013–2014*, available at (accessed 6 May 2015): <http://dev.hel.fi/paatokset/media/att/be/be914ab72da26ed913e8fe9907f771244f4d0a13.pdf>

¹⁴⁴ ETNO (2008), Annual report 2005–2008 (*toimintakertomus*)

¹⁴⁵ Information available at the City of Helsinki website, available at (accessed 6 May 2015):

<http://www.hel.fi/www/kanslia/fi/paatoksenteko/maahanmuutto-kotoutumisasiat>

¹⁴⁶ Information on organisation of ETNO is available at (accessed 6 March 2015):

http://www.intermin.fi/fi/yhdenvertaisuus/etnisten_suhteiden_neuvottelukunta_etno/organisaatio/valtakunnallinen

¹⁴⁷ Information received via email from Peter Kariuki, Senior Advisor, Secretary General/ETNO 4 May 2015

		<p>According to the instructions¹⁴⁸ for the open application round of 2011, registered associations, coalitions of associations and registered religious communities that can represent persons with migrant background or members of other ethnic minorities could apply to be members of the national level ETNO. More specifically, applications were wished from migrant and multicultural associations who have many active members with migrant background. The ability of the association to represent migrants and ethnic minorities was emphasized by paying attention to its number of members and connections to the group that it represents. Also the size of the group that the association represents, the reasons of that group to come to Finland, their risk of being discriminated against and their potential other channels of influence were taken into account. According to the instructions, the aim was to assemble as diverse and representative group of organisations as possible. The instructions further specify that after the member associations of ETNO are chosen, the associations propose a member and a deputy member to represent the association in ETNO. Proposed members need to have sufficient knowledge of the Finnish society and especially situation of migrants in Finland. Otherwise no criteria were set for the members in the application instructions.</p> <p>The Helsinki advisory board for migration and integration affairs is formed by representatives of political parties. Therefore, there are no specific criteria based on which migrant groups are represented and it is up to the parties who they appoint to the advisory board.¹⁴⁹</p>
	<p>On which criterion are migrant groups represented (migrant status, foreign-born, foreign nationality etc.)? What is foreseen and how is it implemented in practice?</p>	<p>Apart from above mentioned modalities, no formal criterion concerning migrant status of the members exists. ETNO's composition has been criticised over the years for insufficient representation of migrant groups and ethnic minorities in relation to the size of the biggest lingual, religious and cultural minorities and largest multicultural associations. There has also been a demand to choose the members by democratic election.¹⁵⁰ In the evaluation report for ETNO's 2011–2014 activities, its composition was criticised for not including some</p>

¹⁴⁸ ETNO (2011), Järjestöthakuohjeet, document received from Peter Kariuki, Senior Advisor, Secretary General/ETNO 4 May 2015

¹⁴⁹ Information available at the City of Helsinki website, available at (accessed 6 May 2015):

<http://www.hel.fi/www/kanslia/fi/paatoksenteko/maahanmuutto-kotoutumisasiat>

¹⁵⁰ Moniheli ry (2014), *Ota mut mukaan!* Pages 113–114.

		of the largest migrant groups, namely Estonians, Chinese and Thais. ¹⁵¹
	Is there any evidence through formal evaluations or academic research on awareness about such national level consultative bodies among migrants and their descendants, and among the general public?	In the evaluation report for ETNO's 2011–2014 activities, some respondents mentioned that ETNO's visibility in the national level discussion is poor and that migrants are not very aware of ETNO's activities. ¹⁵² However, no formal evaluations have been done specifically concerning the awareness among migrants and general public. No evaluations or research on awareness about the advisory board of immigration and integration affairs in Helsinki were found.

3.4. Participation in trade-unions and professional association

	In this section based on available data, research, surveys, studies, etc. please provide information about: Membership and participation of migrant workers in <u>workers' unions and craft associations</u> :	
	Are there any legal or practical limitations or barriers for the membership of migrant workers in trade unions and craft associations?	According to the contacted trade unions ¹⁵³ , no legal barriers should exist for the membership of migrant workers. Moreover, many unions do not even enter information on nationality in their membership registers in order to ensure equal treatment. Eve Kytäjä's article on experiences of Estonian and Russian speaking migrants as members of trade unions shows that in practice, many migrants, especially young people, have no experience of trade unions from their country of origin or their experience is extremely negative. They also do not necessarily realise why they should join a trade union or what benefits it would bring. Brochures and leaflets compiled by the unions are mostly in Finnish and do not necessarily reach potential migrant members. One reason for not wanting to take part in union activities is the language barrier. The trade-unions were also often criticised for being distant and cliquy, and for their unwillingness to see the structural problems in the labour market. ¹⁵⁴
	Do workers' associations encourage and support membership and participation of migrant workers? E.g.	Finnish trade unions are divided in three central organisations. The Central Organisation of Finnish Trade Unions (hereafter SAK), represents blue collar workers, who are further organised according to

¹⁵¹ Ekholm, E. (2014), ETNO:n toimikauden 2011–2014 arviointi, Pages 15–16, received via email from Peter Kariuki, secretary general/ETNO 13 February 2015

¹⁵² Ekholm, E. (2014), ETNO:n toimikauden 2011–2014 arviointi, Page 10.

¹⁵³ Information enquiries to Pirkko Nikula, senior adviser, international affairs/STTK, email 16 February 2015; Mikko Laakkonen, advisor, education policy/PAM, email 4 March 2015; Heikki Taulu, economist/Akava, email 18 March 2015

¹⁵⁴ Kytäjä, E. (2011), 'Viron- ja venäjänkielisten maahanmuuttajien kokemukset työyhteisön ja ammattiliiton jäseninä' in: Helander, M. (ed.), *Totta toinen puoli? Työperäisen maahanmuuton todelliset ja kuvitellut kipupisteet*, Helsinki, Svenskasocial- och kommunalhögskolan vid Helsingfors universitet, SSKH Skrifter 31, Pages 59–84.

<p>through information and raising awareness initiatives in more languages, translation and language support services etc.</p>	<p>different industries. The Finnish Confederation of Salaried Employees (hereafter STTK), is the biggest representative of white collar workers and Akava, the Confederation of Professional and Managerial Staff in Finland, is a trade-union of those with university, professional, or other high-level education.</p> <p>As a part of her doctoral dissertation <i>Finnish Trade Unions and Immigrant Labor</i>¹⁵⁵, published by the Finnish Institute for Migration, Tiina Ristikari conducted an online survey, where responses of the member unions of the central organisations of trade unions to immigrants and ethnic discriminations were collected. The survey was designed by using an online survey making software and sent to all member unions of SAK (27 unions), Akava (34 unions) and STTK (20 unions). Altogether 59 responses were collected, 16 from SAK affiliated unions, 21 from Akava's member unions, and 12 from STTK affiliated unions. Response rate was 73% and not all the respondents indicated their union. The survey was sent to either the persons responsible for immigration related issues in each union or, when such persons could not be identified, to the person responsible for membership issues or to the head of the union.</p> <p>In the online survey, 83.3% of the unions indicated that they do not have a strategy to increase the number of migrant members, whereas 16.7% indicated that they do. Of the SAK affiliated unions 75%, Akava affiliated 82% and of the STTK affiliates 92% indicated that they do not have a strategy to increase the number of migrant members in their union. Most commonly, such strategies included developing recruitment materials in multiple languages and increasing shop floor level recruitment.</p> <p>When asked whether their union had a strategy to activate the existing migrant membership, altogether 81.3% respondents of the survey answered that they do not and about 18% that they do. Of the STTK affiliated 16%, of the SAK affiliated 33%, and of the Akava affiliated unions 9% had such a strategy. According to the survey, efforts made to activate existing immigrant membership consisted mainly of educational programmes targeted to migrants.¹⁵⁶</p>	<p>different industries. The Finnish Confederation of Salaried Employees (hereafter STTK), is the biggest representative of white collar workers and Akava, the Confederation of Professional and Managerial Staff in Finland, is a trade-union of those with university, professional, or other high-level education.</p> <p>As a part of her doctoral dissertation <i>Finnish Trade Unions and Immigrant Labor</i>¹⁵⁵, published by the Finnish Institute for Migration, Tiina Ristikari conducted an online survey, where responses of the member unions of the central organisations of trade unions to immigrants and ethnic discriminations were collected. The survey was designed by using an online survey making software and sent to all member unions of SAK (27 unions), Akava (34 unions) and STTK (20 unions). Altogether 59 responses were collected, 16 from SAK affiliated unions, 21 from Akava's member unions, and 12 from STTK affiliated unions. Response rate was 73% and not all the respondents indicated their union. The survey was sent to either the persons responsible for immigration related issues in each union or, when such persons could not be identified, to the person responsible for membership issues or to the head of the union.</p> <p>In the online survey, 83.3% of the unions indicated that they do not have a strategy to increase the number of migrant members, whereas 16.7% indicated that they do. Of the SAK affiliated unions 75%, Akava affiliated 82% and of the STTK affiliates 92% indicated that they do not have a strategy to increase the number of migrant members in their union. Most commonly, such strategies included developing recruitment materials in multiple languages and increasing shop floor level recruitment.</p> <p>When asked whether their union had a strategy to activate the existing migrant membership, altogether 81.3% respondents of the survey answered that they do not and about 18% that they do. Of the STTK affiliated 16%, of the SAK affiliated 33%, and of the Akava affiliated unions 9% had such a strategy. According to the survey, efforts made to activate existing immigrant membership consisted mainly of educational programmes targeted to migrants.¹⁵⁶</p>
<p>What is the rate of participation (figures and % of association members, figures</p>	<p>In 2010, SAK had about 17 000 members of migrant background which is roughly 1.7% of the total amount of its members. STTK had about 5000,</p>	<p>In 2010, SAK had about 17 000 members of migrant background which is roughly 1.7% of the total amount of its members. STTK had about 5000,</p>

¹⁵⁵ Ristikari, T. (2012), *Finnish Trade Unions and Immigrant Labour*, Institute of Migration, Turku, Pages 91–92.

¹⁵⁶ Ristikari, T. (2012), *Finnish Trade Unions and Immigrant Labour*, Institute of Migration, Turku, Pages 95–96.

	<p>and % of migrant professionals as members, or descriptive data if statistical data is not available) of migrant workers in the most representative workers' unions and associations? Please specify the geographic and workforce range/type of associations (referring to national, regional, local and to the range of workers represented and degree of association).</p>	<p>and Akava estimated to have 4000 to 5000, 0.8%, members of migrant background. ¹⁵⁷ Based on these numbers, altogether 1.2% of the about 2.2 million members of these three unions have migrant background.</p> <p>One of the biggest employers of migrant workers is the service sector¹⁵⁸. The Service Union United (<i>Palvelualojen ammattiliitto, PAM</i>), which is organised under SAK, has the largest migrant membership of all trade unions in Finland. Out of its 230 000 members, almost 5%, around 11 000, have a migrant background (first language other than Finnish, Swedish or Sami) and the number is growing with about 1000 new members annually. The largest language groups are Russians and Estonians. ¹⁵⁹ In 2008 it was estimated that roughly 20% of migrants working in the service sector are members of PAM. ¹⁶⁰</p>
	<p>Are migrant workers elected as representatives of trade unions and workers' or craft associations? Please provide figures if available, and report the related legal or practical limitations or barriers, eventually faced by migrant workers.</p>	<p>The results of the survey conducted by Ristikari¹⁶¹ show that 14% of the unions had one or more foreign born persons in their representative bodies, 60% did not have any, and 26% did not know whether they have foreign born persons in their representative body.. Of the STTK affiliated 15% and of the SAK affiliated 8% had some foreign born representatives, whereas only one respondent of the Akava affiliated unions reported having foreign born persons in its representative body.</p> <p>Based on information received from the contacted trade unions, no legal barriers should exist for migrant workers being elected as representatives of trade unions. According to PAM, any member of the union can candidate for the election of the representatives, but unfortunately there are barely any migrants working in the administration of the union or in positions of trust in work places. ¹⁶² According to Akava, no barrier should exist but the union does not have information on migrant workers elected as representatives in their member unions.¹⁶³ Similarly, STTK points out that in principle, no barriers should exist, but in practice for</p>

¹⁵⁷ Kyntäjä, E. (2011), 'Viron- ja venäjänkielisten maahanmuuttajien kokemukset työyhteisön ja ammattiliiton jäsenenä' in: Helander, M. (ed.), *Totta toinen puoli? Työperäisen maahanmuuton todelliset ja kuvitellut kipupisteet*, Helsinki, Svenskasocial- och kommunalhögskolan vid Helsingfors universitet, SSKH Skrifter 31, Pages 59–84.

¹⁵⁸ Alho, R. (2013), 'Trade Union Responses to Labour Immigrants: Selective Solidarity', *Finnish Yearbook of Population Research XLVIII*, pp 77–102.

¹⁵⁹ Service Union United (*Palvelualojen ammattiliitto*), Maahanmuuttopoliittinen ohjelma 2015–2019, Page 8, received via email from Mikko Laakkonen, advisor, education policy/PAM 4 March 2015

¹⁶⁰ Service Union United, Maahanmuuttopoliittinen ohjelma 2009–2015, Page 5, available at (accessed 30 March 2015): <https://www.pam.fi/media/1.-materiaalipankki-tiedostot-nakyyvat-julkisessa-materiaalipankissa/pamin-strategia-ja-ohjelmat/paminmaahanmuuttoohjelma2009-2015.pdf>

¹⁶¹ Ristikari, T. (2012), *Finnish Trade Unions and Immigrant Labour*, Institute of Migration, Turku, Page 94.

¹⁶² Information enquiry to Mikko Laakkonen, advisor, education policy/PAM, email 4 March 2015

¹⁶³ Information enquiry to Heikki Taulu, economist/Akava, email 18 March 2015

	example limited language skills might set a barrier. 164
Are there differences between associations for high and low skill workers, different industries and trades, and/or different geographic area of country of origin, citizenship or birth or gender?	SAK that represents blue collar workers, under which PAM that represents service sector employees, have the largest percentage of migrant members (See question on participation rate for union specific numbers). The largest language groups correspond to the largest migrant groups in Finland: Russians and Estonians.
Membership and participation of migrant entrepreneurs and expert professionals to professional and scientific associations:	
Are there any legal or practical limitations or barriers for the membership of migrant workers in professional, employer and scientific associations (such as medical, engineer, bar associations)?	<p>There are no limitations for the membership of foreign nationals in employer associations. Moreover, the Confederation of Finnish Industries (<i>Elinkeinoelämän keskusliitto</i>, hereafter EK) points out that in Finland, membership of an employer association is not a prerequisite for entrepreneurship and thus, the question is not as relevant as in some other countries. The members of EK include member associations and companies, and according to EK, it is not possible to have detailed information on the ownership of these companies. ¹⁶⁵</p> <p>Most of the professional and scientific organisations such as, The Association of Finnish Lawyers, The Finnish Medical Association, the Finnish Union of University Researchers and Teachers, The Union of Professional Engineers and Academic Engineers and Architects are organised under Akava, the Confederation of Professional and Managerial Staff in Finland. There are no legal barriers for the membership of migrants in the associations of Akava. ¹⁶⁶</p> <p>In Finland, there are also scientific and professionally oriented associations that do not belong to trade-unions, for instance research societies. There are no citizenship requirements or other legal barriers for the membership of migrants in these associations and societies.</p>
Do professional associations encourage and support membership and participation of migrant professionals? E.g. through information and raising awareness initiatives in more languages, translation	<p>Employer associations do member recruitment, but it is not necessarily directed specifically to migrants. Many associations also inform about their activities in English. ¹⁶⁷</p> <p>In an online survey conducted by Ristikari, 82% of the Akava affiliated unions indicated that they do</p>

¹⁶⁴ Information enquiry to Pirkko Nikula, senior adviser, international affairs/STTK, email 16 February 2015

¹⁶⁵ Information received via email from Mikko Räsänen, advisor, social- and employment policy, employment and immigration/EK, email 16 February 2015

¹⁶⁶ Information received via email from Heikki Taulu, economist/Akava, email 18 March 2015

¹⁶⁷ Information enquiry to Mikko Räsänen, advisor, social- and employment policy, employment and immigration/EK, email 16 February 2015

	and language support services etc.	not have a strategy to increase the number of migrant members in their association. Furthermore, only 9% of the Akava affiliated unions indicated that they would have a strategy to active the existing migrant membership. ¹⁶⁸
	What is the rate of participation and membership (figures and % of association members, figures and % of migrant professionals as members, or descriptive data if statistical data is not available) of migrant professionals in the most representative professional, employers' and scientific unions and associations? Please specify the geographic and workforce range/type of associations (referring to national, regional, local and to the range of professional represented and degree of association)	According to EK, the employer associations neither have detailed information on the ownership of companies who are their members nor can they collect information on nationality of those who represent the companies in associational activities. EK estimates that migrants' participation rate is low. ¹⁶⁹ Akava estimates to have 4000 to 5000 members with migrant background, which is around 0.8% of Akava's 590 000 members. ¹⁷⁰
	Are migrants elected as representatives of professional, employers' and/or scientific associations? Please provide figures if available, and report the related legal or practical limitations or barriers, eventually faced.	There are no legal barriers for election of migrants as representatives of employer associations. No information is available of possible migrant background of EK's representatives. ¹⁷¹ According to Akava, no barriers should exist for election of migrants as representatives of the union but no information is available on migrant workers elected as representatives. ¹⁷²
	Are there differences between associations for different professions, different skill levels and/or types of enterprise, different industries and trades, and/or different geographic area of country of origin, citizenship or birth or gender?	No information available.

¹⁶⁸ Ristikari, T. (2012), *Finnish Trade Unions and Immigrant Labour*, Institute of Migration, Turku, Pages 95–96.

¹⁶⁹ Information enquiry to Mikko Räsänen, advisor, social- and employment policy, employment and immigration/EK, email 16 February 2015

¹⁷⁰ Kyntäjä, E. (2011), 'Viron- ja venäjänkielisten maahanmuuttajien kokemukset työyhteisön ja ammattiliiton jäsenenä' in: Helander, M. (ed.), *Totta toinen puoli? Työperäisen maahanmuuton todelliset ja kuvitellut kipupisteet*, Helsinki, Svenskasocial- och kommunalhögskolan vid Helsingfors universitet, SSKH Skrifter 31, pp. 59–84.

¹⁷¹ Information enquiry to Mikko Räsänen, advisor, social- and employment policy, employment and immigration/EK, email 16 February 2015

¹⁷² Information received via email from Heikki Taulu, economist/Akava, email 18 March 2015

3.5. Participation in social, cultural and public life

<p>In this section based on available data, research, studies, etc. provide information about the membership and participation of migrants and their descendants in media, cultural organisations and public life:</p>	
<p>Are there any legal or practical limitations or barriers for the membership of migrants in professional associations related to the media, sports and culture?</p>	<p>Like in case of other professional associations, there are no legal limitations for the membership of migrants. In the case of the Union of Journalists in Finland (hereafter UJF), income requirements that were previously set also for the membership of freelance journalists, used to form a barrier for the membership of migrant journalist who did not meet the requirements due to lack of employment. However, income requirements were given up last year.¹⁷³ Also, limited knowledge of Finnish might be a practical limitation, because especially smaller organisations publish their membership information primarily in Finnish.¹⁷⁴</p>
<p>Do media, sports, culture professional associations encourage and support membership and participation of third country nationals as members? E.g. through information and raising awareness initiatives in more languages, translation and language support services etc.</p>	<p>UJF has basic information about the union online in English and has organised some single events, for instance seminars, for migrant journalists. Otherwise, UJF has not specifically directed membership recruitment or information sharing to migrant members. In 2009, the union started hosting a website called reilumedia.fi ('fair media') with an objective to monitor how mainstream media handles immigration issues, to provide information for media use, and to bring together media professionals with migrant background. However, the project ended as unsuccessful, possibly because of focusing too much on immigration issues and too little on mainstream media.¹⁷⁵ The smaller associations contacted did not have specific member recruitment directed to third country nationals and the amount of information available on their activities in languages other than Finnish or Swedish was very limited.¹⁷⁶ No information was found on the membership of third country nationals in professional sports associations.</p>
<p>What is the rate of participation in the most representative professional associations? (figures and % of</p>	<p>No detailed information is available on participation, as information entered in the member registers of professional associations varies. Many associations do not in principle enter nationality or language</p>

¹⁷³ UJF, Union of Journalists in Finland (*Suomen Journalistiliitto*), phone call to Juha Rekola (ombudsman responsible for international affairs), 9 March 2015.

¹⁷⁴ Information on TEME and TAKU online available at (accessed 30 March): www.teme.fi; www.taku.fi

¹⁷⁵ UJF, phone call to Juha Rekola (ombudsman responsible for international affairs), 9 March 2015; Horsti, K. (2013), 'Maahanmuuttajat mediamaisemassa' in: Martikainen et al. (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Page 314.

¹⁷⁶ TEME, Union for theater and media professionals (*Teatteri- ja mediatyöntekijöiden liitto*), phone call to Tanja Tiukkanen (membership secretary), 4 March 2015 ;TAKU, The Art and Cultural Professionals' Trade Union (*Taide- ja kulttuurialan ammattijärjestö*) information received via email from Riina Virkkunen (organization and development coordinator) 13 March 2015; Information on TEME and TAKU online available at (accessed 30 March): www.teme.fi; www.taku.fi

	<p>association members, figures and % of migrant professionals as members, or descriptive data if statistical data is not available)</p>	<p>information in their registers. Based on information received from contacted associations and taken the low participation rate of migrants in trade-unions in general, the participation rate can be estimated low. For instance, UJF has about 100 members who are not Finnish citizens, which is 0.7% of its 15 000 members. UJF does not have reliable information on possible migrant background of its members but estimates that there are many migrant journalists who are neither working in the field nor members of professional associations.¹⁷⁷ The union for theater and media professionals, TEME estimates that they have roughly 20 members with migrant background which is around 0.4% of their members.¹⁷⁸ The Art and Cultural Professionals' Trade Union, TAKU, has no information on the number of members with migrant background in the union.¹⁷⁹ No information is available on the total number of migrant professionals working in media, culture and sports related jobs.</p>
	<p>Are migrants elected as representatives of professional associations related to the media, sports and culture? Please provide figures if available, and report the related legal or practical limitations or barriers, eventually faced.</p>	<p>No information available.</p>
	<p>Is there a visible or notable presence (or absence) of migrants and their descendants as media professionals?</p>	<p>Based on the information received from media related trade unions (see above), presence of migrants and their descendants as media professionals cannot be considered particularly notable or visible. However, neither are migrants completely absent among media professionals. There are some nationally well-known journalists with migrant background as well as migrant professionals who contribute to media content specifically directed to migrants (see answer to the next question).</p>
	<p>Are migrants and/or their descendants present, visible and actively participating in public? (E.g. in public events, TV and electronic media, cultural events). Please substantiate on the basis of existing data or contacts with relevant authorities, actors and stakeholders, making sure to</p>	<p>There is very little research on journalists with minority background and on minority owned media. The number of ethnic minority owned media is relatively low and it's usually operated by few activists. Several radio channels, Lahiradio in Helsinki and Radio Robin Hood in Turku broadcast in multiple languages, and Radio Sputnik in south-eastern Finland in Russian. Helsinki has two English language newspapers, Helsinki Times and freely distributed Six Degrees. Also, Russian language</p>

¹⁷⁷ UJF, phone call to Juha Rekola (ombudsman responsible for international affairs), 9 March 2015

¹⁷⁸ TEME, phone call to Tanja Tiukkanen (membership secretary), 4 March 2015

¹⁷⁹ TAKU, information received via email from Riina Virkkunen (organization and development coordinator), 13 March 2015

	cover a wide spectrum and obtain as much as possible objective information.	magazine Spektr comes out monthly in the capital region. Furthermore, M2HZ a public access online television, also operating in the capital region, broadcasts multicultural programmes. Furthermore, many migrant and multicultural associations manage their own publications, webpages and radio programmes. New media and the internet have lowered print and distribution costs of media content and thus enabled increasing participation of migrants in Finland. ¹⁸⁰
	Are there legal or practical limitations for the media, culture or other type of public events by migrants and/or their descendants? (E.g. are there national language requirements for TV or radio stations, bureaucratic and representation requirements, etc.)	There are no legal limitations or national language requirements are for privately owned media.
	Are there positive measures for promoting or restrictions/barriers to the operation of migrant and ethnic minority (owned, directed or audience specific) media?	For example, reilumedia webpage published by UJF has sought to promote operation of migrant and ethnic minority media in the past, but ended as unsuccessful ¹⁸¹ . On a more general note, new media such as online television and blogs create opportunities to publish media content with low distribution costs ¹⁸² .
	Are there practical measures encouraging and promoting the visibility, voice and public presence of migrants and/or their descendants in the media, culture or other type of public events? (E.g. are there programmes and information provided by the media in other than the country official language, and migrants' languages, quotas for journalists and public programmes reflecting the diversity in society etc.?)	<p>The Finnish national public broadcaster, Yleisradio (hereafter YLE), has a special role in promoting participation of minorities in public, as it has legally established commitment serve everybody living in Finland under equal conditions. According to section 7 of the Act on Yleisradio Oy, YLE shall support tolerance and multiculturalism and provide programming for minority and special groups. ¹⁸³</p> <p>In 1996–2008, YLE was sending a weekly programme called Basaari, handling multiculturalism and minorities, targeted to both migrants and native population. One of the key goals of Basaari was to train media professionals of an ethnic minority background within a framework of Mundo project, funded by the European Commission's European Social Fund's EQUAL programme in 2004–2007. The programme format came to an end after a strategic decision to integrate multiculturalism to mainstream</p>

¹⁸⁰ Horsti (2013), 'Maahanmuuttajat mediamaisemassa' in: Martikainen *et al* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Pages 313–315.

¹⁸¹ UJF, phone call to Juha Rekola (ombudsman responsible for international affairs), 9 March 2015

¹⁸² Horsti (2013), 'Maahanmuuttajat mediamaisemassa' in: Martikainen *et al* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Pages 313–315.

¹⁸³ Finland (1993), Act on Yleisradio Oy (*Laki Yleisradio Oy:stä/Lag om Rundradion Ab*), 22.12.1993/1380, available at (accessed 23 March 2013):

<https://www.finlex.fi/fi/laki/ajantasa/1993/19931380>, unofficial translation in English available at (accessed 23 March 2013): <https://www.finlex.fi/en/laki/kaannokset/1993/en19931380>

		<p>programmes instead of having a separate slot for ethnic minorities. Professionals who participated in making the programme criticised its shutdown, because nowadays the responsible for promoting multiculturalism is not clearly assigned to anyone in YLE. ¹⁸⁴</p> <p>Since 2011, YLE has given up the strategy of providing separate services for minorities and moved to promoting visibility of minorities as a part of the mainstream programme planning. In order to enhance multiculturalism, YLE's aim is to increase participation of minority representatives as experts, participants and makers when themes related to multiculturalism are covered. YLE's Administrative Council's report to the Parliament states that in 2013, multiculturalism and migrants have been visible especially in documentary programmes. Furthermore, the report highlights that apart from broadcasting, diversity is promoted in YLE's personnel policy. In order to have more employees from different cultural back grounds, YLE invests in more effective recruitment and seeks to offer internship placements for people with migrant background. ¹⁸⁵</p>
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3.5.1. Diversity in the public sector

	<p>In this section based on available data, research, studies, etc. please provide information about recruitment of migrants and their descendants in the public sector:</p> <p>Please describe how legal provisions allow or prevent the recruitment of third country nationals in the public sector. Please indicate specific areas, requirements, quotas if any, upward mobility and promotion limitations if any, as well as if and how these provisions are applied in practice.</p>	<p>According to section 125 of the Constitution of Finland (<i>Suomen perustuslaki/Finlands grundlag</i>) ¹⁸⁶, general qualifications for public office shall be skill, ability and proven civic merit. There are several public offices in which Finnish citizenship is required, for instance in the diplomatic service, high court and defence forces. These offices are defined in section 7 of the Public Servants Act (<i>Valtion virkamieslaki/ Statstjänstemannalag</i>)¹⁸⁷.</p> <p>Moreover, language requirements concerning the two official languages, outlined in section 6 of Act on the Knowledge of Languages Required of Personnel in Public Bodies (<i>Laki julkisyhteisöjen henkilöstöltä vaadittavasta kielitaidosta/Lag om de språkkunskaper som krävs av offentligt anställda</i>), might in some cases hinder the recruitment of third</p>
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¹⁸⁴ Horsti, K. & Hultén, G. (2011), 'Directing diversity: Managing cultural diversity media policies in Finnish and Swedish public service broadcasting', *International Journal of Cultural Studies*, 14:2, pp. 209–277; Horsti (2013), 'Maahanmuuttajat mediamaisemassa' in: Martikainen et al. (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, 314.

¹⁸⁵ YLE (2014), Yleisradion hallintoneuvoston kertomus eduskunnalle yhtiön toiminnasta vuodesta 2013

¹⁸⁶ Finland (1999), The Constitution of Finland (*Suomen perustuslaki/Finlands grundlag*), available at (accessed 12 March 2015): <http://www.finlex.fi/fi/laki/ajantasa/1999/19990731>, unofficial translation in English available at (accessed 12 March 2012): <http://www.finlex.fi/fi/laki/kaannokset/1999/en19990731>

¹⁸⁷ Finland (1994), Public Servants Act (*Valtion virkamieslaki/Statstjänstemannalag*), available at (accessed 26 March 2015): <https://www.finlex.fi/fi/laki/ajantasa/1994/19940750>

		<p>country nationals in public sector.¹⁸⁸ Language requirements are established in law for state personnel who are statutorily required to have an academic degree or exercise remarkable public powers. However, lack of language skills cannot hinder the recruitment of third country nationals other public offices, if there are no grounds based on which knowledge of both official languages would be necessary for completing the tasks. Third country nationals who do not know either of the official languages can only be recruited in a public office, if knowledge of Finnish or Swedish is not needed and the work of the authority in these languages will not suffer. On the other hand, migrant background might also be an advantage in the recruitment process when applying for a job that includes dealing with immigration and equality issues or work with minorities.¹⁸⁹</p>
	<p>Please indicate if citizens of migrant descent can also be affected by limitation – e.g on the basis of their ethnic origin or migrant background or naturalisation - in public sector recruitment, for example in education, law enforcement, judiciary, etc.</p>	<p>Recruitment to public sector is open and the most qualified applicant has to be chosen for each open position. All kind of discrimination in the recruitment process is specifically prohibited. Thus, only task specific language requirements in certain regions or positions might limit recruitment of citizens of migrant descent.¹⁹⁰</p>
	<p>Please indicate proportion of recruitment (% on the total of posts for this category or service) for the interested categories of third country nationals, if any.</p>	<p>No information is available on proportion of recruitment¹⁹¹, only on numbers of foreign national working in the public sector. In December 2014, 343 foreign citizens were employed by the Finnish state and they constituted 0.4% of all the public sector workers. Roughly 40% were third country nationals, most numerous groups being Russian and Chinese.¹⁹² According to an article published in 2013¹⁹³, majority, almost 50% of foreign citizens working for the Finnish state worked in the field of the Ministry of Employment and the Economy. Of</p>

¹⁸⁸ Finland (2003), Act on the Knowledge of Languages Required of Personnel in Public Bodies (*Laki julkisyhteisöjen henkilöstöltä vaadittavasta kielitaidosta/Lag om de språkkunskaper som krävs av offentligt anställda*)6.6.2003/424, available at (accessed 26 March 2015): <https://www.finlex.fi/fi/laki/ajantasa/2003/20030424>, unofficial translation in English available at (accessed 26 March 2015): <http://www.finlex.fi/en/laki/kaannokset/2003/en20030424>

¹⁸⁹ Finland, Ombudsman for Minorities (*Vähemmistövaltuutettu*)(2011), Maahanmuuttajien ja etnisten vähemmistöjen työllistäminen julkishallinnossa, Vähemmistövaltuutetun julkaisusarja 10, Page 6, available at (accessed 26 March): http://www.tem.fi/files/34482/Maahanmuuttajien_ja_etnisten_vahemmistojen_tyollistaminen_julkishallinnossa.pdf

¹⁹⁰ Valtiolle.fi (information portal about the Government as an employer), available at:

http://www.valtiolle.fi/valtiolle/fi/04_rekrytointi_valtiolle/index.jsp; Finland, Ombudsman for Minorities (*Vähemmistövaltuutettu*)(2011), Maahanmuuttajien ja etnisten vähemmistöjen työllistäminen julkishallinnossa, Vähemmistövaltuutetun julkaisusarja 10, Pages 12–13.

¹⁹¹ Information enquiry to Pauliina Pussinen (Labour market analyst, Ministry of Finance, Office for the government as employer), 24 February 2015.

¹⁹² Information received via email from Juho-Pekka Jortama (Labour market analyst, Ministry of Finance, Office for the government as employer), 25 February 2015.

¹⁹³ Finland, Ministry of Finance (*Valtiovarainministeriö/Finansministeriet*)(2013), ‘Ulkomaalaiset valtiolla korkeasti koulutettuja’, Valtiotyönantaja 3/2013, available at (accessed 9 March 2015): http://www.valtiotyönantaja.fi/lehti/fi/arkisto/3_2013/artikkelit/Ulkomaalaiset_valtiolla_korkeasti_koulutettuja/index.jsp

		the foreign citizens working for the Finnish state, 70% worked in research related tasks.
	Please indicate any affirmative action and positive action either for third country nationals or citizens with a migrant background, if any, e.g. quotas, reserved posts for people of migrant background etc. as well as promising practices in this area. Please provide information specifically for law enforcement, judiciary, and education.	The Government Programme for 2011–2015 mentions launching public sector recruitment and tutoring programme that targets specifically migrants. The Government Programme does not clearly define what is meant by migrants or immigrant population in this context. Furthermore, according to the Government Programme 2011–2015, flexible solutions will be offered for teachers with migrant background for fulfilling the official qualification criteria. The programme states that steps will be taken to develop the system of recognising foreign qualification and to make access to supplementary education easier. Otherwise the Government Programme does not give any examples of what is meant by flexible solutions. ¹⁹⁴ In 2010–2011, a project called AFRO was carried out with the aim to strengthen migrants’ opportunities to gain employment in the public administration and to prevent discrimination. As a part of the project, the Ombudsman for Minorities published a guide for employing migrants in the public sector. Moreover, a training preparing for employment in public administration and security related professions was piloted. ¹⁹⁵ However, taken that the number of foreign nationals working in the public sector has decreased by 10% between 2011 and 2014 ¹⁹⁶ , no concrete and visible results are yet available. The decrease was calculated by the author based on the numbers received from the Office for Government as Employer (see previous question). Before 2014, the number of foreign national working in the public sector was increasing, but decreased in 2014. However, as can be seen in the previous answers, numbers of foreign citizens working in the public sectors are not very large. In 2011, 387 and in 2014, 343 foreign citizens were working in the public sector. No studies analysing the recent decrease were found.

3.6. Political activity – active citizenship

	Membership and participation of migrants in migrant and/or diaspora organisations and associations:
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¹⁹⁴ Finland (2011), Programme of Prime Minister Jyrki Katainen’s Government (*Pääministeri Jyrki Kataisen hallituksen ohjelma*), Valtioneuvoston kanslia, Page 48 in the English version, available at (accessed 4 May 2015): http://vnk.fi/documents/10616/622966/H0311_Programme+of+Prime+Minister+Jyrki+Katainen%E2%80%99s+Government+2011.pdf/41e14454-a2c2-4ed0-8179-e46801a37541?version=1.0

¹⁹⁵ Finland, Ombudsman for Minorities (*Vähemmistövaltuutettu*) (2011), Maahanmuuttajien ja etnisten vähemmistöjen työllistäminen julkishallinnossa, Vähemmistövaltuutetun julkaisusarja 10; Finland, Ministry of Employment and the Economy (2013), information on AFRO project available at (accessed 12 March 2015): <http://www.tem.fi/afro-hanke>

¹⁹⁶ Calculations based on information received via email from Juho-Pekka Jortama (Labour market analyst, Ministry of Finance, Office for the government as employer), 25 February 2015

	<p>Are there any legal or practical limitations or barriers for the self-organisation membership of migrants in migrant and or diaspora associations and organisations?</p>	<p>There are no legal barriers for self-organisation of migrants in associations. Freedom of association is laid down in section 13 of the Constitution of Finland (<i>Suomen perustuslaki/Finlands grundlag</i>)¹⁹⁷ and it entails the right to form an association without a permit. According to section 7 of the Associations Act¹⁹⁸, a natural person as a founder shall be 15 years of age or over, and no other requirements apply.</p>
	<p>Are there notable cases of active migrant and/or diaspora associations and organisations? Please indicate the most known, active or representative ones on the basis of existing data about membership – please include size/numbers of members - and through contacts with competent actors and stakeholders. Please specify their character and eventual differences, including aspects concerning their religious, culture or geographic scope.</p>	<p>Between 1980 and 2010 migrants have founded over 700 associations in Finland. Migrant associations are concentrated in the capital region with over a half of the associations operating in the cities of Helsinki, Espoo and Vantaa. ¹⁹⁹ Some of the associations that are members of the National Advisory Board for Ethnic Relations (ETNO) are mentioned here as examples of active migrant and multicultural associations. Most of these associations act as national or regional level umbrella organisation either for multicultural associations, for associations representing certain nationality of cultural background, or for associations organised around a hobby or a certain sphere of life.</p> <p>Moniheli ry at the national level and Sondip ry in South-West Finland operate as umbrella organisations for local and national level migrant and multicultural associations. Moniheli, Network of Multicultural Associations, was founded in 2010 and has over 70 member associations. The Union of Multicultural Associations in South-West Finland, Sondip, was founded in 2006 and has 19 member associations. Both organisations seek to support the activities of their members to promote development of multicultural Finnish society. ²⁰⁰</p> <p>Suomen Somaliliitto ry, Finnish Somali Union (SSL) and Finnish Association of Russian-speaking Organizations (FARO) bring together associations of migrants from certain country of origin. SLL was founded in 1996 and has 25 member associations, located all over Finland. SLL represents the interests of Somali population in Finland and promotes their opportunities to be active citizens. Furthermore, SLL offers advice to individual</p>

¹⁹⁷The Constitution of Finland (*Suomen perustuslaki/Finlands grundlag*), available at (accessed 16 March 2015): <http://www.finlex.fi/fi/laki/ajantasa/1999/19990731>, unofficial translation in English available at (accessed 16 March 2015): <http://www.finlex.fi/en/laki/kaannokset/1999/en19990731>

¹⁹⁸Finland (1989), Associations Act (*Yhdistyslaki/Föreningslag*)26 May 1989, available at (accessed 16 March 2015): <https://www.finlex.fi/fi/laki/ajantasa/1989/19890503>, unofficial translation in English available at (accessed 16 March 2015): <http://www.prh.fi/en/yhdistysrekisteri/act.html>

¹⁹⁹Pyökkönen, M. & Martikainen, T. (2013), 'Muuttoliike ja kansalaisyhteiskunta' in: Martikainen *et al* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Pages 284–286.

²⁰⁰ Moniheli ry, information available at (accessed 16 March 2015): <http://www.moniheli.fi/moniheli/>; Sondip ry, available at (accessed 16 March 2015): <http://www.sondip.com/english/>

		<p>migrants and associations, and supports employment of migrants by seeking to influence attitudes and public discourse. ²⁰¹ FARO is a representative and consultative body of 37 Russian speaking associations. FARO represents the interests of the Russian speaking population in decision making by giving statements and initiatives to officials, and promotes preservation and spreading of Russian language, tradition, culture and science. ²⁰² Suomen Afgaanijärjestö ry, Finnish Afghans' Association, is an association founded in 2003 to promote the position of Afghans in Finland. It organises events, conducts research, launches publications and cooperates with other associations and the authorities. ²⁰³</p> <p>Suomen monikulttuurinen liikuntaliitto ry, Finnish Multicultural Sports Federation (FIMU), aims at promoting sports opportunities of migrants and people with migrant background in Finland. FIMU was founded in 1999 by both migrants and people of Finnish origin, and now has 54 member associations, out of which the majority has been founded by migrants themselves. ²⁰⁴ Monika-Naiset liitto ry, Multicultural Women's Association, operates as an umbrella organisation for ethnic minority women's associations. Monika-Naiset promotes women's social participation, provides services and guidance for victims of domestic violence, lobbies decisions makers, and provides training for social and health professionals. Monika-Naiset liitto has 10 member associations through which it reaches around 20 000 individual members. ²⁰⁵</p>
	<p>Please provide any data on the participation of migrants and their descendants in the most representative migrant and/or diaspora organisations and associations? (figures and % of migrants and/or persons with the specific ethnic or other background as members, or descriptive data if statistical data is not available).</p>	<p>Of the respondents of the migrant barometer 2012²⁰⁶, 40% were members in at least one organisation or association. Out of these 40%, 28% were members in migrant associations or in association that represent culture of their country of origin. The migrant barometer also indicates that there are differences between regions and nationalities. For instance, two thirds of migrants with Somali background are active in associations, whereas only one third of Kurds regularly participate in associational activities. As a comparison, according the citizen barometer</p>

²⁰¹ Suomen Somaliliitto ry, information available at (accessed 16 March 2015): <http://somaliliitto.fi/perustietoa-yhdistyksesta/>

²⁰² FARO ry, information available at (accessed 16 March 2015): http://www.faro.fi/fi/main_fi/

²⁰³ Suomen Afgaanijärjestö ry, information available at (accessed 16 March 2015): http://www.afghanistan.fi/kanun/index.php?option=com_content&view=article&id=68&Itemid=73

²⁰⁴ FIMU ry, available at (accessed 16 March 2015): <http://www.fimu.org/fimu/>

²⁰⁵ Monika-naiset liitto ry, available at (accessed 16 March 2015): <http://www.monikanaiset.fi/index.php/otherIng>

²⁰⁶ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö*)(2013), Kotoutumisen kokonaiskatsaus 2013, TEM raportteja 38/2013

		(<i>kansalaisbarometri</i>) ²⁰⁷ , published by the Finnish Federation for Social Affairs and Health, 66% of Finnish people of at least 18 years of age participate actively in at least one association and 84% either paid the membership fee or were a supporter of at least one organisation.
	Are such associations and organisations encouraged and/or supported financially or in other means (e.g. offices) by the national, regional or local authorities? Is there in place a mechanism linking such associations at national level? (e.g. network of migrant associations.	Majority of public funding received by smaller migrant associations comes from municipal cultural funds. Many associations operate solely with funding collected through membership fees. In some cases, associations receive larger project funding from cities, employment centres, or from the Finland's Slot Machine Association. Project funding is usually allocated to associations that organise integrative activities to a large number of migrants. Associations eligible for large scale funding from national authorities and the EU are usually cooperative networks of multiple migrant and multicultural associations. ²⁰⁸
Membership and participation of migrants in civil society organisations and voluntary work:		
	Are there any legal or practical limitations or barriers for the membership of migrants in civil society organisations?	In relation to its population, Finland has a very large number of civil society organisations. According to the Register of Associations, there are about 135 000 registered associations in Finland, differing from their purpose and size ²⁰⁹ . No legal barriers exist for the membership of migrants in civil society organisation, but some practical limitations such as, limited knowledge of the language the organisation operates in or unwillingness to pay the membership fee or to participate for instance in activities organised in the church premises, might exist depending on the type of the organisation. ²¹⁰
	Do civil society organisations encourage and support membership and participation of migrants and/or their descendants? E.g. through information and raising awareness initiatives in more languages, translation and language support services etc.	Because no information covering the whole variety of civil society organisations is available, two well-known and broad-based civil society organisations are taken as an example here. The Finnish Martha Organization, an organisation for house economics, takes members with migrant background into account by publishing their guidebooks in clear Finnish with pictures, and has teachers who are prepared to hold cooking and household courses for

²⁰⁷ Siltaniemi, A. (et al) (2011) *Kansalaisbarometri 2011: Hyvinvointi, palvelut ja osallisuus kansalaismielipiteissä*, Finnish Federation for Social Affairs and Health, Helsinki, available at (accessed 5 May 2015):

http://www.soste.fi/media/pdf/julkaisut/kansalaisbarometri_2011.pdf

²⁰⁸ Pyykkönen, M. (2007), *Järjestäytyvät diasporat: Etnisyys, kansalaisuus, integraatio ja hallinta maahanmuuttajien yhdistystoiminnassa*, Jyväskylän Yliopisto, Jyväskylä studies in education, psychology and social research 306, Pages 112–113; Pyykkönen, M. & Martikainen, T. (2013), 'Muuttoliike ja kansalaisyhteiskunta' in: Martikainen et al (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Pages 288–291.

²⁰⁹ Finnish Patent and Registration Office, information available at (accessed 16 March 2015):

<http://www.prh.fi/fi/yhdistysrekisteri.html>

²¹⁰ The Martha Organization (*Marttaliitto*), information received via email from Terhi Lindqvist (development manager, international activities) 9 March 2015; The Guides and Scouts of Finland (*Suomen partiolaiset*), information received via email from Anni Pellikka (educational coordinator) 19 March 2015

		<p>non-Finnish speakers. The organisation does not do campaigning in multiple languages but seeks to provide information in English when requested. ²¹¹ The Guides and Scouts of Finland, on the other hand, have encouraged participation of migrants by launching a project for openness of scout activities, organising camp leader training for migrants, cooperating with reception centres for asylum seekers and publishing material in multiple languages. ²¹²</p>
	<p>Please provide any data on the participation and membership of migrants and their descendants in the most representative civil society organisations? (figures or % of organisation members, % of migrants and/or with migrant background as members, or descriptive data if statistical data is not available).</p>	<p>Information on participation is poorly available, as the number of organisations is large and many of them do not keep statistics on the numbers of migrant members, and no studies or surveys have been conducted on this topic. The organisations contacted note that their local associations do have active members with migrant background but it is very difficult to estimate their number and/or information on nationality or first language of the members are not registered. ²¹³</p>
<p>Membership and participation of migrants in political parties:</p>		
	<p>Are there any legal or practical limitations or barriers for the membership of migrants in political parties, initiatives (e.g. petitions, signature collections) and movements?</p>	<p>According to section 10 of the Associations Act²¹⁴, foreign nationals whose domicile is in Finland can be founders and members of organisations whose primary purpose is to influence governmental affairs. Since 2012, foreign citizens have also had the right to participate in registration of political parties. As defined in section 2 of the Act on Political Parties²¹⁵, in order to be entered in the Party Register as a political party, an association needs have signed support cards of at least 5000 persons entitled to vote in national, municipal or European parliamentary elections. The right to give a signature to support registration of a party is tied to the right to vote in municipal election and thus, in order to participate in registration of a party, migrants need to have had their domicile in Finland for two years.²¹⁶ So far neither migrants nor new ethnic groups have founded their own political parties. An Islamic party has been founded in Finland, but its active members have primarily been native Finns who have converted to Islam.</p>

²¹¹ The Martha Organization, information received via email from Terhi Lindqvist (development manager, international activities) 9 March 2015

²¹² The Guides and Scouts of Finland, information received via email from Anni Pellikka (educational coordinator) 19 March 2015

²¹³ The Martha Organization, information received via email from Terhi Lindqvist (development manager, international activities) 9 March 2015; The Guides and Scouts of Finland, information received via email from Anni Pellikka (educational coordinator) 19 March 2015

²¹⁴ Finland (1989), Associations Act (*Yhdistyslaki/Föreningslag*)

²¹⁵ Finland (1969), Act on Political Parties (*Puoluelaki/Partilag*) 10.1.1969/10, available at (accessed 4 May 2015): <https://www.finlex.fi/fi/laki/ajantasa/1969/19690010>

²¹⁶ Finland (2012), Hallituksen esitys eduskunnalle laiksi puoluelain muuttamisesta HE 22/2012, available at (accessed 27 March 2015): <http://www.finlex.fi/fi/esitykset/he/2012/20120022>

	Moreover, the Islamic party has not yet collected enough supporters in order to get registered. ²¹⁷
Do political parties encourage and support membership and participation of migrants and/or their descendants in their activities? E.g. through information and raising awareness initiatives in more languages, translation and language support services etc.	According to a report published by the Finnish Ministry of Justice, political parties in Finland have started to organise activities directed to migrants in the early 2000s. In a survey conducted for the report, majority of the Finnish parliamentary parties indicated that they take migrants into account in their activities. Only the Finns party did not direct its member or candidate recruitment specifically to migrants, although they did announce that migrants are welcome to join the party's activities if they support its views. Other parties had encouraged participation of migrants by publishing campaign and information material in different languages and by nominating candidates with migrant background. Moreover, some parties had national level migrant or multicultural associations and some had local associations for different language groups. Those who did not have a specific association for migrants told that they seek to include migrant members into all activities of the party. ²¹⁸
Please provide any data on the participation and membership of migrants and their descendants in the political parties, initiatives and movements? (figures or % of party members, % of migrants and/or with migrant background as members, or descriptive data if statistical data is not available)	No detailed data is available on participation of migrants in political parties, but rough calculations can be made based on the total number of party members and the enquiries conducted by the Ministry of Justice in 2007 and 2010, where some parties estimated the number of members of their multicultural associations. These numbers varied between around 20 and 100 members and if they correspond to total numbers of migrant members in the party, the percentage of members with migrant background in parliamentary parties varies between 0.2–1%. ²¹⁹
Are migrants elected as representatives of political parties, initiatives and movements? Please provide figures if available, and report the related legal or practical limitations or barriers, eventually faced.	All parliamentary parties have nominated candidates with migrant background (first language other than Finnish, Swedish or Sami) in both local and national level elections. In national elections, only Finnish citizens can be nominated as candidates. ²²⁰

²¹⁷Weide, M. & Saukkonen P. (2013), 'Maahanmuuttajien poliittinen osallistuminen' in: Martikainen *et al* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Pages 262–271.

²¹⁸Ahokas *et al* (2011), *Maahanmuuttajien yhteiskunnallisen osallistumisen tukeminen julkishallinnossa ja puolueissa*, Helsinki, Ministry of Justice, Oikeusministeriön selvityksiä ja ohjeita 9/2011, Pages 50–56.

²¹⁹ Ahokas *et al.* (2011), *Maahanmuuttajien yhteiskunnallisen osallistumisen tukeminen julkishallinnossa ja puolueissa*, Helsinki, Ministry of Justice, Oikeusministeriön selvityksiä ja ohjeita 9/2011, Pages 51–54; Finnish Election Study Portal (2011), available at (accessed 16 March 2015):

http://www.vaalitutkimus.fi/fi/kiinnittyminen/puolueiden_jasenmaarien_kehitys.html

²²⁰ Ahokas *et al* (2011), *Maahanmuuttajien yhteiskunnallisen osallistumisen tukeminen julkishallinnossa ja puolueissa*, Helsinki, Ministry of Justice, Oikeusministeriön selvityksiä ja ohjeita 9/2011, Pages 41–45.

3.7.Civic and citizenship education

<p>The participation of migrants and their descendants (with a distinct linguistic, cultural background) in education:</p>	
<p>Have teachers of migrant background equal access to employment in education, as teachers? If yes, what is the rate of participation (% of teachers with migrant background at national level)? Are they represented in professional teacher associations? Please identify limitations, challenges and promising practice.</p>	<p>Migrant teachers' equal access to employment depends at first hand on whether they have received their education in Finland or abroad. Teacher's profession is regulated in Finland, meaning that teaching qualifications are specified by law²²¹. Finnish National Board of Education²²² decides on the eligibility of qualifications gained abroad when applying for a job.</p> <p>Employment of teachers with migrant background is mentioned in the Governmental Programme 2011–2015 which states that flexible solutions for fulfilling the official qualification criteria will be offered. More specifically, the programme states that recognition of foreign degrees and admission to supplementary teaching will be eased. Otherwise the Governmental Programme does not provide any examples of flexible solutions.²²³ Moreover, Ministry of Education and Culture allocates funding to universities and universities of applied sciences that offer supplementary training to teachers with migrant background and to teacher working with migrants. The aim of the training is to increase participants' qualifications to work with migrant students and to improve Finnish or Swedish skills needed in the job.²²⁴</p> <p>No information is available on % teachers with migrant background. Trade Union of Education in Finland (OAJ) represents teachers at various school levels and over 95% of teachers are its members.²²⁵</p>
<p>Are there any particular gender issues?</p>	<p>No information available</p>
<p>Are parents of migrant background actively participating in the school life? Please provide evidence concerning their participation</p>	<p>No information is available on how actively parents with migrant background communicate with schools. In practice, schools communicate with migrant parents through the same channels they do with other parents. These include parents' evenings,</p>

²²¹ Finland (1998), Decree on Qualification Requirements of Teaching Personnel (*Asetus opetustoimen henkilöstön kelpoisuusvaatimuksista/Förordning om behörighetsvillkoren för personal inom undervisningsväsendet*), available at (accessed 19 March 2015): <https://www.finlex.fi/fi/laki/ajantasa/1998/19980986>

²²² Finnish National Board of Education (*Opetushallitus/Utbildningsstyrelsen*), available at (accessed 19 March 2015): <http://www.oph.fi/english/services/recognition>

²²³ Finland (2011), Programme of Prime Minister Jyrki Katainen's Government (*Pääministeri Jyrki Kataisen hallituksen ohjelma*), Valtioneuvoston kanslia, Page 48.

²²⁴ Finland, Ministry of Education and Culture, information on funding available at (accessed 16 March 2015): <http://www.minedu.fi/OPM/Koulutus/koulutuspolitiikka/avustukset/mamu.html?lang=fi>

²²⁵ Information on Trade Union of Education in Finland, available at (accessed 19 March 2015): <http://www.oaj.fi/cs/oaj/trade%20union%20of%20education%20in%20finland>

	<p>in parents associations, school and community events and extracurricular activities, consultations etc.²²⁶</p>	<p>written notes either on paper or electronically, and meetings with teachers. Family Federation of Finland (<i>Väestöliitto</i>) has conducted an interview study that looks into views of migrant parents and school personnel on cooperation between home and school. The study mentions limited language skills as the biggest barrier for communication. Established ways of communication, such as written notes, do not necessarily effectively reach migrant parents, and therefore, meetings in person are often required. Moreover, many interviewees who had participated in parents' evenings brought up problems of understanding what was discussed as well as feelings of exclusion and lack of communication with other parents.²²⁷</p> <p>Collecting data on participation of parents of migrant background in parents associations is challenging as the idea of including them into parental activities seems to be new and only few parents associations take multiculturalism into account in their activities. Finnish Parents' League (<i>Vanhempainliitto</i>) sent a survey to 1400 parents associations and only got 170 responses. Out of the respondents, 30% indicated that to have members with migrant background. Very few parents associations, 17% of the respondents, specifically sought to include parents with migrant background in their activities.²²⁸ An illustrative example of the situation is that in the capital region, most of the schools with large number of pupils with migrant background either do not have a parents association or the association does not have active members with migrant background. Furthermore, although parents with migrant background are not completely absent from the boards of parents associations, language often sets a barrier to participation.²²⁹</p>
	<p>Are there extracurricular activities involving and engaging with children and parents of migrant background and/or focussing on civic and citizenship education? Please identify limitations, challenges and promising practice.</p>	<p>See previous question.</p>
	<p>Are there provisions for bilingual education? If yes, is it supported by trained teachers</p>	<p>Schools can provide teaching of migrant students' native language but the municipalities are not obliged to organise it. Recommendations for the</p>

²²⁶ For more information about involving the community in the school life and vice versa please refer also to the findings of the SIRIUS Network <http://www.sirius-migrationeducation.org/>

²²⁷ Säävälä, M. (2012), *Koti, Koulu Ja Maahan Muuttaneiden Lapset, Oppilashuolto Ja Vanhemmat Hyvinvointia Turvaamassa*, Väestöntutkimuslaitos Katsauksia E, 43/2012, Väestöliitto, Pages 69–74, available at (accessed 13 March 2015): www.vaestoliitto.fi/@Bin/1656316/Koti+koulu+ja+maahanmuuttajalapsen_Netti.pdf

²²⁸ Information received via email from Melody Karvonen, Counsellor for cross-cultural understanding/Finnish Parents' League, 23 March 2015

²²⁹ Phone call to Melody Karvonen, Counsellor for cross-cultural understanding/Finnish Parents' League, 19 March 2015

	<p>and training programmes, curriculum provisions and dedicated school manuals and books?</p>	<p>basis of migrants' own native language teaching are given in the appendix of the national curriculum. Moreover, schools can organise remedial education in different subjects in migrant pupil's native language. Schools and other organisers of language teaching are entitled to additional government funding if at least four students participate in the teaching in the beginning of the semester. Although both taking part in the teaching and organising it are optional, teaching is offered to over 11 000 students annually, in over 50 different languages.</p> <p>230</p>
	<p>Is there evidence of school segregation and/or policies of separate/distinct schooling of migrants?</p>	<p>According to section 6 of the Basic Education Act²³¹ (<i>Perusopetuslaki/Lag om grundläggande utbildning</i>), the local authority shall assign a child a neighbourhood school or some other appropriate place where education is given in the language in which the municipality is responsible for arranging education. As provided for in subsection 4 of section 4, the local authority in a municipality which has both Finnish and Swedish-speaking residents shall be responsible for arranging basic education separately for both linguistic groups. Subsection 1 of section 28 stipulates that the pupil has the right to attend the school assigned by the local authority. Thus, the pupil has a primary right to attend to the neighbourhood school, assigned based on the pupils home address. According to section 28 of the act, a child of compulsory school age can also apply for a place in a school other than mentioned above. In this case, the pupil has a secondary right to attend this school if there are places available. In case there are more applicants than there are places, the applicants shall be subject to equal selection criteria. If education is given according to a curriculum with special emphasis on one or several subjects, the admission of pupils may also be based on a test showing aptitude for said education.</p> <p>Especially in the capital region, some schools have significantly more students with migrant background than others. However, school segregation is at first hand resulting from socio-economic differences between areas. Studies have shown that the educational level of parents is one of the most central variables explaining differences in children's learning results, whereas no significant differences in the level of teaching between schools has been observed. The situation is somewhat self-</p>

²³⁰ Finnish National Board of Education (*Opetushallitus/Utbildningsstyrelsen*)(2011), *Maahanmuuttajien koulutus Suomessa – Tilannekatsaus*, Raportit ja selvitykset 2011:3, available at (accessed 16 March 2015):

http://www.oph.fi/julkaisut/2011/maahanmuuttajien_koulutus_suomessa_tilannekatsaus

²³¹ Finland (1998), Basic Education Act (*Perusopetuslaki/Lag om grundläggande utbildning*) 21.8.1998/628, available at (accessed 4 May 2015):

<https://www.finlex.fi/fi/laki/ajantasa/1998/19980628>, unofficial translation in English available at (accessed 4 May 2015): <https://www.finlex.fi/en/laki/kaannokset/1998/en19980628>

		<p>strengthening, because lower learning results, sometimes even the number of migrant students, might lower the reputation of these schools among highly educated families. ²³²</p> <p>Ministry of Education and Culture's strategy for developing education and research²³³ introduces a possibility of renewing the criteria for allocation of government funding in a way that indicators such as, the share of migrant population, the educational level and the employment rate of the population in the area would be taken into account. This would not yet have an impact on school segregation, but it would provide schools with poorer learning results with the needed additional support. The aim is to provide additional resources for schools that are located in areas, where the migrant population is large and the educational level of 30-54-year-olds is lower and the unemployment rate higher than the average. ²³⁴</p>
	<p>Is there evidence of modifying school curricula and teaching materials can be modified to reflect the diversity of the school population? Is the teacher regular curricula/training dealing with specific reference to immigrants or ethnic minorities and respect/promotion of diversity?</p>	<p>In the Basis of National Core Curriculum for Basic Education ²³⁵ it is stated that the diversification of Finnish culture through immigration must be taken into account. Basic education must also support the development of pupils' cultural and linguistic identity and their skills in their native language. Moreover, the general goals oblige all the teaching to promote tolerance and intercultural understanding. One goal of learning, defined in the curriculum, is to offer pupils opportunities to understand culture and its meanings, and to participate in society. In general, words tolerance, equality, justice and multiculturalism are mentioned in many different contexts in the curriculum. The terms are not, however, clearly defined at any point. Based on the national curriculum, Finnish municipalities draw up their own local curricula in which they can further take diversity into account.</p> <p>When it comes to the actual contents of the subjects, monoculture and European culture are emphasised. Moreover, there is inconsistency between the contents of different subjects in the</p>

²³² Bernelius, V. (2011). 'Osoitteenmukaisia oppimistuloksia?: kaupunkikoulujen eriytymisen vaikutus peruskoululaisten oppimistuloksiin Helsingissä', Yhteiskuntapolitiikka 76, available at (accessed 13 March 2015): www.julkari.fi/handle/10024/102966

²³³ Finland, Ministry of Education and Culture (2011): Koulutus ja tutkimus vuosina 2011–2016, kehittämissuunnitelma, Pages 29–30, available at (accessed 13 March 2015): http://www.minedu.fi/OPM/Koulutus/koulutuspolitiikka/asiakirjat/Kesu_2011_2016_fi.pdf

²³⁴ Finland, Ministry of Education and Culture (*Opetus- ja kulttuuriministeriö/Undervisnings- och kulturministeriet*)(2012), Koulutus ja tutkimus vuosina 2011–2016: kehittämissuunnitelma, Opetus- ja kulttuuriministeriön julkaisu 2012:1, available at (accessed 16 March 2015): <http://www.minedu.fi/OPM/Julkaisut/2012/liitteet/okm01.pdf?lang=fi>

²³⁵ Finnish National Board of Education (2004), *Perusopetuksen opetussuunnitelman perusteet 2004*, Vammala, Finnish National Board of Education, available at: www.oph.fi/download/139848_pops_web.pdf

	<p>principles of the curriculum and the actual contents of school books.²³⁶</p> <p>The national core curriculum is under reform and the new curriculum will be adopted in August 2016. The global education network that includes various NGOs and other actors was of the opinion that euro-centrism is still present in some parts of the new curriculum, for example in the contents of geography. However, for the most part the new curriculum is supporting the ability of the students to grow up as “world citizens” and the basic values of the curriculum stem from human rights.²³⁷</p> <p>Inclusion of multiculturalism in teacher training varies between universities and its importance has been brought up in education development plans. Ministry of Education and Culture’s report on teacher education mentions multiculturalism as one of the goals of development of basic and updating teacher education.²³⁸</p>
Are all students – not only of migrant background – targeted and/involved by civic education and activities related to migrant integration at schools?	Preparatory teaching, Finnish teaching, teaching of migrant student’s native language and in some cases teaching of religion are directed to students of migrant background exclusively. Otherwise teaching and other school activities are targeted to all students. ²³⁹
The implementation of specific measures and initiatives aiming at (the following possible practices on the left is an indicative and non-exhaustive list):	
<p>Please use the following as indicative list of possible practices to report on:</p> <p>Improving the way civic and citizenship education reflect diversity in society through curricular and extracurricular activities. Are there specific programmes helping young people to learn how to live in a society with people from different cultures and religions?</p>	<p>Global education seeks to increase visibility of diversity and intercultural understanding in educational activities. However, global education is not systematically included in teaching, and themes related to global education are primarily brought up by civil society organisations and individual active teachers in their teaching. Often schools also organise theme days related to the topic. Although national curriculum obliges to promoting tolerance and intercultural understanding, in practice its implementation is mostly up to individual teachers.²⁴⁰</p> <p>Municipalities can provide preparatory teaching for pupils with migrant background before they start their basic education. Preparatory teaching is aimed</p>
Improving the way formal curriculum subjects, e.g.	

²³⁶ Lampinen, J. (2014), *Vähemmistöt oppikirjoissa – erilaisuutta etäältä tarkasteltuna?*, The Finnish League for Human Rights, available at: http://ihmisoikeusliitto.fi/wp-content/uploads/2014/10/Oppikirjaselvitys_Ihmisoikeusliitto_2013.pdf

²³⁷ Global education network (2014), *Global education network commentaries on the Basic education reform 2016*, Global education network, available at: www.gloaalikasvatus.fi/tiedostot/gloaalikasvatusverkoston_ops-kommentti.pdf

²³⁸ Finland, Ministry of Education and Culture (*Opetus- ja kulttuuriministeriö/Undervisnings- och kulturministeriet*)(2011), *Selvitys opettajankoulutuksesta*, available at (accessed 13 March 2015): http://www.minedu.fi/export/sites/default/OPM/Koulutus/ammattikorkeakoulutus/opiskelu_ja_tutkinnot/Selvitys_opettajankoulutuksesta_14112011.pdf

²³⁹ Teräs, M. & Kilpi-Jakonen, E. (2013), ‘Maahanmuuttajien lapset ja koulutus’ in: Martikainen *et al* (eds.), *Muuttajat: Kansainvälinen muuttoliike ja suomalainen yhteiskunta*, Gaudeamus Helsinki University Press, Pages 190–192.

²⁴⁰ Information received via email from Nada Al Omair, Advisor, Human Rights Education/Finnish League for Human Rights, 5 March 2015

literature, history, etc. promote mutual understanding, respect for ethnic and religious diversity and the common democratic and pluralist values?	<p>at facilitating equal opportunities of those students with migrant background whose knowledge of Finnish or Swedish is not yet sufficient for participating in basic education in a regular school class. Preparatory teaching seeks to support the pupil's balanced development and integration to the Finnish society. In some cases, studies in subjects of the curricula of basic education can be completed during preparatory teaching.²⁴¹ After the preparatory teaching, students with migrant background can still receive teaching in Finnish and Swedish as a second language, in case their skills have not reached the native level. However, law does not oblige municipalities to organise teaching of Finnish and Swedish as a second language, and many municipalities do not have resources to do it, which might set migrant students living in different municipalities into unequal position in this regard.²⁴² Additionally, there are volunteer efforts, organised for instance by the Finnish Red Cross, to help pupils whose first language is not Finnish or Swedish with homework.²⁴³</p> <p>In order to increase the involvement of parents with migrant background in parents associations, Finnish Parents' League has published both, material on parents' associations in multiple languages (e.g. Somali, Arabic, Kurdish, Estonian, Russian, English) in order to reach migrant parents and guidelines on inclusion of migrant parents and intercultural communication²⁴⁴. The material was launched as part of VARSİ²⁴⁵ project in 2011, goals of which were to develop school class specific parents' activities, create group spirit and encourage intercultural cooperation. The project was piloted in six school classes. Each school drafted an action plan for encouraging participation of parents with migrant background. Moreover, feedback was collected from the participants in order to further develop cooperation between parents and schools. Finnish Parents' League now has an advisor for multiculturalism and the league organises trainings</p>
Facilitating equal opportunities in education for children with migrant background?	
Facilitating the involvement, participation and support of parents with migrant background in the educational system and in the school activities?	
Providing language learning support to students of migrant background?	
Improving attendance and reducing drop-out of students with migrant background?	
Improving school and teachers' capacity to embrace, build on and/or manage diversity?	
<p>In particular, please specify if there are promising practices, including affirmative action / positive action practices designed to tackle structural inequalities</p> <p>Other...</p>	

²⁴¹ Finnish National Board of Education (*Opetushallitus/Utbildningsstyrelsen*)(2012), *Perusopetukseen valmistava opetus*, Infomaatioaineistot 2012:15, available at (accessed 4 May 2015):

http://www.edu.fi/download/145302_Perusopetukseen_valmistava_opetus_2012.pdf

²⁴² Finnish National Board of Education (*Opetushallitus/Utbildningsstyrelsen*)(2011), *Maahanmuuttajien koulutus Suomessa – Tilannekatsaus*, Raportit ja selvitykset 2011:3, Pages 11–14, available at (accessed 16 March 2015):

http://www.oph.fi/julkaisut/2011/maahanmuuttajien_koulutus_suomessa_tilannekatsaus; Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö*) (2012), Valtion kotouttamisohjelma, Hallituksen painopisteet vuosille 2012–2015, Pages 47–48.

²⁴³ Finnish Red Cross, information on homework help for migrant children available at (accessed 19 March 2015):

<https://rednet.punainenristi.fi/node/15989>

²⁴⁴ Finnish Parents' League, information on multicultural work available at (accessed 13 March 2015):

<http://www.vanhempainliitto.fi/vanhempaintoiminta/monikulttuurisuus>

²⁴⁵ Finnish Parents' League, information on VARSİ project, available at (accessed 18 March 2015):

http://www.vanhempainliitto.fi/vanhempaintoiminta/monikulttuurisuus/varsii-projekti_vuonna_2011

		for parents and parents associations on how to encounter multiculturalism in everyday life.
3.8. Drivers, barriers for the implementation, monitoring and assessment of legislation & policy measures		
	<p>Previous paragraphs indicated in detail aspects about the actual implementation of participation policies, normative framework and measures. In this section briefly summarize the most important drivers, positive factors and the barriers, resistance or negative factors that have been identified regarding the design, implementation, monitoring and assessment of policy measures and normative framework for the political and social participation of migrants and their descendants. Please base the analysis on governmental and non-governmental reports, as well as research and studies.</p>	<p>Finnish election legislation which grants third country nationals the right to vote in municipal elections already after relatively short, two years period of residence can be considered a driving factor for political participation of migrants. On the other hand, low voter turnout among migrants is still an issue, possibly resulting from migrants' lack of information on the Finnish political system. Government integration programme for 2012–2015 emphasises the role active information sharing from political parties and authorities in increasing the voter turnout of migrants. ²⁴⁶</p> <p>Civil society organisations play an important role in the Finnish society and especially the increasing number of migrant associations as well as their contribution to integration measures can be highlighted as a positive factor promoting political and social participation. Also the Government integration programme suggests that activities of migrant associations should be supported and participation of migrants in civil society activities in general should be encouraged. Civil society organisations usually operate on a short term project funding, and especially migrant associations have very low resources, which could be mentioned as a barrier in this regard. ²⁴⁷</p> <p>On a general note, lack of register based data often complicates assessment of participation of migrants both in politics and in associations. Firstly, no statistics are available on voter turnout of migrants and their descendants who have acquired Finnish citizenship. Secondly, many associations, trade union and civil society organisations do not collect citizenship or language details from their members and thus, only estimates of the numbers of migrant members are available. Although this practice aims at equal treatment of members, it does at the same time hinder proper assessment of the development of migrant participation.</p>

²⁴⁶ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö*) (2012), 'Valtion kotouttamisohjelma, Hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisu 27/2012. Page 27. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

²⁴⁷ Finland, Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö*) (2012), 'Valtion kotouttamisohjelma, Hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisu 27/2012. Pages 30–31. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

3.9. Use of funding instruments (EIF, ERF, EMIF)

	Please provide briefly information and documented insights about the allocation and distribution of funds aimed at supporting political and social participation, and active citizenship measures for migrants and/or their descendants.	See Annex 5.
In particular provide a breakdown of funding for the relevant actions and measures by area (political participation, social participation and membership, indicating the source of funding (EIF, ERF, national, regional, other funding source) by using the Annex 5		

3.10. Key legal and policy developments, and relevant case law

	In this section, please provide information about developments regarding the above legal and policy instruments concerning participation (political, consultation, membership and association, active citizenship and civic education), including any new legislative or policy initiatives in the framework of migrant integration in the country. Key developments may be new legislation or policies, abolition, update, improvement or reform of existing ones, as well as important case law, court, equality body or administrative cases, that have had or may have an impact on the implementation of legal and policy instruments and on the actual situation on the ground, including public debates and perceptions among the native population and migrants. (Use template in Annex 9).	<p>The 2011 amendment to the Finnish Nationality Act shortened the period of residence required for naturalisation from 6 to 5 years. Moreover, it introduced more flexibility concerning continuous residence and a possibility to obtain Finnish citizenship already after four years of residence based on sufficient language skills or strong ties to Finland. ²⁴⁸</p> <p>In 2014, the EU Single Permit Directive granted third country nationals working in Finland with a temporary residence permit a right to earnings-related unemployment benefits and removed a possible barrier of their membership in trade-unions like PAM, who require membership in an unemployment fund. ²⁴⁹</p> <p>In 2012, the Act on Political Parties was amended in order to allow everyone who has the right to vote in municipal elections to participate in registering a political party by signing a support card. Before the amendment, only Finnish citizens entitled to vote in parliamentary elections were eligible to sign a support card. ²⁵⁰</p> <p>See Annex 9: National Discrimination Tribunal of Finland, Reg. No: 2013/1025</p>
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²⁴⁸ Finland (2011), Act on the Amendment of the Nationality Act, available at (accessed 23 March):

<http://www.finlex.fi/fi/laki/alkup/2011/20110579>

²⁴⁹ Finland (2013), Hallituksen esitys eduskunnalle laiksi ulkomaalaislain muuttamisesta ja eräksi siihen liittyviksi laeiksi, available at (accessed 23 March):

<http://217.71.145.20/TRIPviewer/show.asp?tunniste=he+139/2013&base=erhe&palvelin=www.eduskunta.fi&f=WORD>

²⁵⁰ Finland (2011), Hallituksen esitys eduskunnalle laiksi puoluelain muuttamisesta, available at (accessed 23 March 2015):

<http://217.71.145.20/TRIPviewer/show.asp?tunniste=HE+22/2012&base=erhe&palvelin=www.eduskunta.fi&f=WORD>

4. Social cohesion and community relations

4.1. Social cohesion policies

<p>Does the national integration legal and policy framework refer to social/community cohesion? Is there a clear definition of social/community cohesion? Please report it here – in original language and in full English translation.</p>	<p>Social and community cohesion are referred to in Chapter 5 of the Government Integration Programme for 2012-2015 titled "Focal points of community integration (<i>Yhteisöllisen kotoutumisen painopistealueet</i>)".²⁵¹ However, there is no definition of social/community cohesion. Measures affecting social cohesion are outlined (see next question below) but no actual definition of the concept is provided.</p>
<p>Are there any specific measures in place to strengthen social cohesion? Please refer to promising practices and examples of challenges. Use the template for promising practices in Annex 7 highlighting the most important and/or successful.</p>	<p>In the Government Integration Programme for 2012-2015, section 5.1 outlines measures concerning community cohesion. The goal is to bring the level of immigrants' living conditions closer to the general population in the areas of housing, income, employment, education and participation. The measure proposed to achieve this is monitoring of living conditions of immigrants and considering positive measures as a result of monitoring. Nothing more specific is outlined in the programme.</p> <p>The Finnish Red Cross launched in 2013 Against racism! -programme that offers training for volunteers and peer organisations. The program produces anti-racism material and makes school visits. It offers peer and group support as well as tools to cope with discriminatory situations for those who have encountered racism.²⁵² The project is financed by Finland's Slot Machine Association (<i>Raha-automaattiyhdistys/ Penningautomatföreningen</i>). See more about the programme in Annex 7.</p> <p>Another promising practice (HELMO and HELMO 2 projects) is detailed in the annex 7.</p>
<p>Are there indicators used by authorities to assess, monitor and support social cohesion policies? E.g. social distance, social interaction, intergroup relations, etc. Please provide available relevant data, figures and findings, if any, and present them briefly in the relevant table of the Annex (4).</p>	
<p>Please outline available research, studies, and surveys about the sense of belonging</p>	<p>Immigration researcher Marja Peltola from the Finnish Youth Research Network</p>

²⁵¹ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö*) (2012), 'Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015', *Työ- ja elinkeinoministeriön julkaisu* 27/2012, available at (accessed 20.2.2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

²⁵² The campaign website available at (accessed 27 March 2015): <http://eirasismille.fi/sisalto/english>

<p>and identification of migrants and/or their descendants with diverse types of local, regional and national identities. Please summarise briefly key findings and any differentiations by nationality or ethnic origin, gender, age and geographic area.</p>	<p>(<i>Nuorisotutkimusverkosto/ Ungdomsforskningsnätverket</i>) says that a lot of qualitative research has been conducted especially in the social sciences, such as sociology and social psychology, but mostly this research has focused on smaller segments of immigrant population and the sample sizes are not representative of the overall situation in Finland. Furthermore, some national groups have been the target groups of research projects more often than others; for example immigrants from Russia and Somalia, and to a lesser extent from Estonia.²⁵³</p> <p>As an example, Lotta Haikkola's doctoral dissertation research (2012) on first and second generation immigrant youth's transnationalism and identity negotiations focuses on 29 young people with diverse backgrounds in Helsinki. The interviewees either emphasize their ethnic minority identity in Finland, feel belonging both in Finland and the country of origin or create an identity connected to their transnational family network. The study shows that second generation immigrant identities do reflect the more and more multicultural and diverse local world and their transnational context.²⁵⁴</p>
<p>Please indicate legal measures and case law affecting social cohesion and community relations, for example the banning of specific religious or ethnic dress, such as the 'burqa'²⁵⁵.</p>	<p>There are no legal measures or case law available apart from the legislation on non-discrimination and prohibition of hate crimes.</p> <p>A case concerning religious dressing at employment, specifically a Sikh bus driver wearing a turban at work, was settled by trade unions in February 2014, and is still under investigation by the police. The Sikh driver had been denied the turban at work on the grounds of it not being a part of the bus drivers' uniform. On 25 June 2013, the Southern Finland Regional State Administrative Agency (<i>Etelä-Suomen aluehallintoviraston työsuojelun vastualue/Södra Finland Regionförvaltningsverken/Ansvarsområde för arbetarskyddet</i>) stated that Veolia Transport Vantaa was guilty of indirect discrimination by banning the wearing of traditional headgear by a Sikh bus driver and placed him in an unfavourable position due to his religious beliefs. The agency ordered the firm to report by the end of September 2013 as to how it plans to redress the problem.²⁵⁶ The daily newspaper</p>

²⁵³ Peltola, Marja (2015), researcher in the Finnish Youth Research Network (*Nuorisotutkimusverkosto/ Ungdomsforskningsnätverket*), personal communication by phone, 11 March 2015.

²⁵⁴ Haikkola, Lotta (2012), *Monipaikkainen nuoruus: Toinen sukupuoli, transnationaalisuus ja identiteetit*, Helsingin yliopisto, available at (10 March 2015): <https://helda.helsinki.fi/handle/10138/36449>

²⁵⁵ Cfr. The notable ECHR case European Court of Human Rights (ECtHR), *S.A.S. v. France*, No. 43835/11, 1 July 2014, available at [http://hudoc.echr.coe.int/sites/eng/pages/search.aspx?i=001-145466#{"itemid":\["001-145466"\]}](http://hudoc.echr.coe.int/sites/eng/pages/search.aspx?i=001-145466#{)

²⁵⁶ Aluehallintovirasto, työsuojelunvastualue (2013), *Työsuojelutarkastus, tarkastuskertomus*, 25 June 2013, available at:

		<p><i>Helsingin Sanomat</i> reported at that time that Veolia Transport had not changed its opinion, and they continue to ban the use of traditional headgear despite the decision of the Southern Finland Regional State Administrative Agency. The Agency does not issue binding decisions, but they will investigate the case further.²⁵⁷ The bus driver made a report of an offense to the police in January 2014.²⁵⁸ In February 2014, the trade unions agreed that a turban can be worn at work when it is considered religious dress and that a bus drivers' uniform can have an appropriately coloured turban as head dress, and Veolia Transport Vantaa succumbed to this decision. Information about the end result of the police investigation is not available.²⁵⁹</p>
	<p>Does the action plan or strategy on integration and inclusion of migrants and their descendants address combating racism, xenophobia and intolerance?</p> <p>Are there specific integration/inclusion actions related to racism and intolerance for education and/or for young people? If yes, how are such actions linked to general integration and/or social inclusion and/or cohesion policy? Please provide information on implementation and impact of such plans and refer to any assessment of their impact?</p>	<p>In section 5.2 of the Government Integration Programme for 2012–2015 on immigrant participation and good ethnic relations, attitudes and inter-ethnic relations are addressed. The section states that the general attitudes toward immigrants have become more intolerant and that positive interaction between immigrants and the general population must be encouraged. The section lists as its goals to "Significantly reduce racist acts and incitement to hatred" and to "Have zero tolerance of racist acts in the education system and the youth services". There are some general guidelines as to how this could be done, such as "encouraging municipalities to include the promotion of good relations in their integration policies", but no specific concrete measures are mentioned.²⁶⁰</p> <p>The Ministry of the Interior coordinated a project titled Good Relations, which ran from 1 November 2012 to 31 October 2014, and was aimed at to combat racism, xenophobia, anti-Gypsyism and other forms of intolerance by promoting good relations between people from different backgrounds. The project also developed a set of indicators of good relations, not yet implemented. The national partners in the project included the Advisory Board for Ethnic Relations (ETNO) and the Centres for Economic Development, Transport and the Environment for Uusimaa, Pirkanmaa and Southwest Finland. In addition, the project collaborated with the Ministry of Employment and the Economy. The international</p>

http://www.ofm.fi/download/44937_AVI_turbaanikeissi_ratkaisu.pdf?a29e556aeb4d088; YLE (2013), Sikh bus driver wins rights to wear turban in Vantaa, 27 June 2013, available at:

http://yle.fi/uutiset/sikh_bus_driver_wins_right_to_wear_turban_in_vantaa/6708848

²⁵⁷ Helsingin Sanomat (2013), *Työsuojeluviranomainen tutkii turbaanikiellon*, 24 December 2013.

²⁵⁸ Helsingin Sanomat (2014), *Bussinkuljettaja vei turbaanikiellon poliisille*, 8 January 2014.

²⁵⁹ Salomaa, Marja, K. Silfverberg et al., 24.2.2014, 'Päähinekiista ratkesi: Bussinkuljettaja saa käyttää turbaania työssään', newspaper article in Helsingin sanomat, available at (accessed 12 March 2015): <http://www.hs.fi/kaupunki/a1393212544303>

²⁶⁰ Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), 'Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015', *Työ- ja elinkeinoministeriön julkaisuja* 27/2012. Pages 25-29. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

		<p>partners involved in the project are the Swedish Ministry of Employment and the Northern Ireland Council for Ethnic Minorities (NICEM). The project was co-financed by the Fundamental Rights and Citizenship Programme of the European Union. However, no assessment of impact of this project is available.²⁶¹</p> <p>No specific integration or inclusion actions for young people were found. In section 5.2 of the Government Integration Programme for 2012–2015 on immigrant participation and good ethnic relations, one of the aims listed is to “Have zero tolerance of racist acts in the education system and the youth services”. There are some general guidelines as to how this could be done, such as “encouraging municipalities to include the promotion of good relations in their integration policies”, but no specific concrete measures are mentioned.²⁶²</p>
	<p>Please provide information about state and non-state responses via positive measures, campaigns, partnerships involving migrants and communities. Please provide information only about those actions that focus on migrants and on <u>prevention</u> and promotion of peaceful living together and integration as mutual accommodation combatting racism and intolerance. Please outline any assessment about their impact and identify any relevant promising practice. (Use the template for promising practices in Annex 7).</p>	<p>See information on the project “Against Racism!” in Annex 7.</p>
<h2>4.2. Combatting racism and intolerance</h2>		
	<p>Are there any policy measures, initiatives and practices to accommodate for ethnic or religious differences, for example in regard to sharing public space, such as swimming pools at local level?</p>	<p>“Welcome to the swimming hall” (<i>Tule uimahalliin</i>) is a guidance leaflet for professionals and swimming pool customers produced in 2013 by the Finnish Swimming Teaching and Lifesaving Federation (<i>Suomen uimaopetus- ja hengenpelastusliitto/ Finlands Simundervisnings- och Livräddningsförbund, FSL</i>) with the help of financial aid granted by the</p>

²⁶¹ Finland (2015), Ministry of the Interior (*Sisäministeriö/Inrikesministeriet*), ‘Good Relations project tackles xenophobia’, available at (accessed 12 March 2015):

http://www.intermin.fi/en/development_projects/good_relations

²⁶² Finland (2012), Ministry of Employment and the Economy (*Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet*) (2012), ‘Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015’, Työ- ja elinkeinoministeriön julkaisuja 27/2012. Pages 25-29. Available at (accessed 3 March 2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen

<p>Identify any promising practices encouraging social interaction and contacts of people of different backgrounds at local level (use the template for promising practices in annex 7).</p>	<p>Finnish Ministry of Education and Culture (<i>Opetus- ja kulttuuriministeriö/Undervisning- och kulturministeriet</i>). The aim of the guide is to guide personnel, visitors and organisations in making swimming hall services suitable for everyone, offered to everyone and used according to safety and hygiene requirements. The purpose is to increase the personnel's understanding of different cultural backgrounds and to offer support for service providers if there are problems in the use of a swimming hall. The guide has been translated in 10 languages (Finnish, Swedish, English, Arabic, Kurdish, Somali, Turkish, Thai, Russian and Estonian) and there are separate versions of the guide to customers and professionals, the latter being more extensive.²⁶³</p> <p>Some municipalities provide a time slot when only women are allowed in some of the swimming halls. For example, in the municipality of Vantaa, the swimming pool in Korso has three to four time slots per month on Thursday afternoons reserved for women only. The supervisors of the pools are also women at these times.²⁶⁴</p>
<p>Please indicate concrete measures, initiatives or programmes targeting migrants and/or descendants aiming at building trust in public institutions, especially at local level. E.g. campaigns, opening doors and reaching out to citizens, social centres, informal collective bodies, cultural events etc.</p> <p>Please provide notable examples of promising practice (use the template for promising practices in annex 7).</p>	<p>The Finnish police force organises regular meetings of a cooperation forum with the most prominent ethnic groups. The purpose of the forum is to increase the communication and trust between the Police and the ethnic groups and to cooperate especially on preventing racism and discrimination. By setting up a platform for open discussion, the Police hope to grasp problematic issues at an early stage and actively prevent the atmosphere of insecurity and alienation within the society. The forum was set up a few years ago and it meets three to four times annually.²⁶⁵</p>
<p>Are there any specific ethical or other guidelines or rules concerning the language used by media or journalists, when writing about migrants and/or their descendants? In this case please provide briefly</p>	<p>The Union of Journalists in Finland (<i>Journalistiliitto/Journalistförbundet</i>) has published its most recent guidelines for journalists on 1 January 2014. Section 26 of the guidelines states the following: "The human dignity of every individual must be respected. The ethnic origin, nationality, sex, sexual orientation, convictions or other similar</p>

²⁶³ Finnish Swimming Teaching and Lifesaving Federation (*Suomen uimaopetus- ja hengenpelastusliitto/ Finlands Simundervisnings- och Livräddningsförbund, FSL*) (2013), 'Tule uimahalliin! –opas', available at (accessed 12 March 2015): http://www.suh.fi/toiminta/tule_uimahalliin!_opas

²⁶⁴ Municipality of Vantaa, 'Monikulttuurinen uintivuoro naisille ja tytöille', available at (accessed 25 March 2015): http://www.vantaa.fi/fi/liikunta_ ja_ ulkoilu/uimahallit/maahanmuuttajanaisten_ ja_ -tyttojen_ uintivuorot

²⁶⁵ Finland, the Ministry of the Interior (*Sisäministeriö/Inrikesministeriet*) (2014), 'Poliisin ja maahanmuuttajajärjestöjen yhteistyö hälventää väärinymmärryksiä', 27 February 2014, available at (accessed 16 March 2015): http://www.intermin.fi/fi/ajankohtaista/monitori-lehti/yhteiskunta_ ja_ kulttuuri/1/0/poliisin_ ja_ maahanmuuttajajarjestojen_ yhteistyö_ halventaa_ vaarinymmarruksia_ 51682

	information about actual application of such rules and challenges.	personal characteristics may not be presented in an inappropriate or disparaging manner. ²⁶⁶ The Council for Mass Media in Finland (<i>Julkisen sanan neuvosto/Opinionsnämnden för massmedier</i>) gave a remark on 18 June 2014 to a local paper <i>JP Kunnallissanomat</i> on a piece of news that disclosed the ethnic identity of crime suspects with no grounds for doing so. Acceptable grounds would have been to help the police in solving the crime. The Council for Mass Media in Finland concluded that the newspaper had violated good journalistic conduct, and the decision was based on the aforementioned section of the guidelines for journalists. ²⁶⁷
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4.3.Mixed marriages

	Mixed marriages is often used as an index for social distance and integration or, even, assimilation. Mixed (citizenship) marriages are defined as those where one of the spouses has foreign citizenship and the other has national citizenship (including registered partnerships, common-law marriages). Please indicate legal limitations, if any, for marriages between nationals and foreigners, e.g. for asylum seekers, third country nationals, etc. Do these limitations result in practical barriers?	There are no limitations for mixed marriages other than the general impediments to marriage as stipulated by chapter 2 of the Marriage act (<i>Avoliittolaki/Äktenskapslag</i>) (13.6.1929/234); being under 18 years old, being married, marrying a close relative, or being in a registered relationship. ²⁶⁸
	Are there any official or non-official data and information on mixed marriages (between nationals and people with another citizenship)? Please provide % proportions on the total number of marriages in a given period, as well as data –	In 2012, about three percent of the married population of Finland was in a mixed marriage about eight percent of new marriages were formed between a Finnish and a foreign national, and in Helsinki, the proportion of such new marriages was about 16 percent. ²⁶⁹ The main national groups among the brides were Thai, Russia, China and Estonia in the order from the largest group to the smallest in 2011.

²⁶⁶ The Union of Journalists in Finland (*Journalistiliitto/Journalistförbundet*) (2014), *Guidelines for Journalists*, available at (accessed 12 March 2015): <http://www.journalistiliitto.fi/in-english/ground-rules/guidelines/>

²⁶⁷ The Union of Journalists in Finland (*Journalistiliitto/Journalistförbundet*) (2014), *Langettava 5408/SL/14*, decision available at (accessed 12 March 2015): <http://www.jsn.fi/paatokset/5408-sl-14/?year=2014>

²⁶⁸ Finland, the Ministry of Justice (Oikeusministeriö/Justitieministeriet) (2015), 'Avoliiton solmiminen', available at (accessed 12 March 2015):

<http://www.oikeus.fi/fi/index/esitteet/avioliittolaki/avioliitonsolmiminen.html>; Finland, the Marriage Act (*Avoliittolaki/Äktenskapslag*) (13.6.1929/234), available at (accessed 25 March 2015):

<https://www.finlex.fi/fi/laki/ajantasa/1929/19290234>

²⁶⁹ Lainiala, Lassi & Minna Säävälä (2012), *Rakkautta, rikkautta ja ristiriitoja – Suomalaisten solmimat kaksikulttuuriset avioliitot*, Väestöntutkimuslaitos – Katsauksia E 46/2012, The Family Federation of Finland (*Väestöliitto*), page 12

,available at (accessed 12 March 2015):

http://www.vaestoliitto.fi/tieto_ja_tutkimus/vaestontutkimuslaitos/?x27363=2000436

	<p>where available - about ages, country of origin/birth of migrant spouses.</p>	<p>The main national groups from the largest to the smallest group in grooms were Turkish, British, American (US), and Swedish. In 2009-2010, the median age of Finnish men in mixed marriages was 39 years old at the time of marrying (median age of men in Finnish-Finnish marriages was 33 years). This information on women in mixed marriages is not available.²⁷⁰</p>
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²⁷⁰ Lainiala, Lassi & Minna Säävälä (2012), *Rakkautta, rikkautta ja ristiriitoja – Suomalaisten solmimat kaksikulttuuriset avioliitot*, Väestöntutkimuslaitos – Katsauksia E 46/2012, The Family Federation of Finland (*Väestöliitto*), pages 23-25, available at (accessed 12 March 2015): http://www.vaestoliitto.fi/tieto_ja_tutkimus/vaestontutkimuslaitos/?x27363=2000436

Annex 2: National and regional level action plans on integration

National / regional level <i>(specify region)</i>	Year of the first edition and Year of latest update <i>(e.g.</i> <i>First edition: 2004, Most recent update: 2011)</i>	Responsible ministry – public authority – reference details <i>(URL – links)</i>	Target groups identify migrant and refugee groups as beneficiaries (e.g. on the basis of their residence status)	Main aims, actions and activities foreseen in the focus areas – link to fundamental rights <i>[provide both key dimensions and specific actions and aims of the policy instruments in each focus area (use a different row for each focus area if needed)]</i>	Targeting general population? Yes/No – explanatory comments where needed	Insert here definition of integration (in EN) if any. Alternative: Indicate the core aim/objective of the NAP related to social inclusion and/or integration of migrants
National Government Integration Programme for 2012–2015	First edition and most recent update: 2012	Finland (2012), Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö</i>) (2012), 'Valtion kotouttamisohjelma: hallituksen painopisteet vuosille 2012–2015', Työ- ja elinkeinoministeriön julkaisuja 27/2012, available at (accessed 20.2.2015): http://www.tem.fi/tyo/maahanmuuttajien_kotouttaminen	EU nationals and third-country nationals	The focus areas of integration policy include fostering a sense of solidarity and belonging to society among immigrants, two-way integration, supporting immigrant families and promoting the employment of adult immigrants, particularly by developing the teaching of Finnish and Swedish, the integration of immigrants as municipal residents, as well as good cooperation between the state and municipalities and the	Yes, the programme targets general population in a few areas. Section 5.10.3: Developing the abilities of the social and health service personnel, has as its object to offer more continuing training to professionals who work with migrants. The government is currently preparing a new proposal as the Act on the Arrangement of Social Welfare and Health Care	"Integration means interactive development involving immigrants and society at large, the aim of which is to provide immigrants with the knowledge and skills required in society and working life and to provide them with support, so that they can maintain their culture and language. Integration also means the multi-sectoral promotion and support of integration using the

				inclusion of civil society in integration efforts.	Services, including a section on the obligation to provide training for aforementioned personnel in cooperation with universities. Section 6, Equality and ethnic relations, especially 6.2.4. The relations between different demographic group, has as its objective to improve the sense of security of all ethnic groups and to affect prejudice between ethnic and demographic groups.	measures and services provided by the authorities and other parties.”
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Annex 4: Indicators monitoring migrant integration - social inclusion/cohesion

N.	Indicator	Definition	Legal frame / policy target	Data source	Periodicity	Reference / Comments
1	Sense of integration and feeling at home	In 2012: the target group are persons whose nationality is Russian, Estonian, Thai, Chinese, Iraqi, Somali or Turkish, who have resided in Finland 3 to 5 years and are 18 to 75 years old.	All indicators presented here were defined in 2009 and 2010 by Ministry of Employment and the Economy (Työ- ja elinkeinoministeriö /Arbets- och Näringsministeriet) as part of the Monitoring System of Integration and Ethnic Relations 2011-2015 (Kotouttamisen, kotoutumisen ja etnisten suhteiden seurantajärjestelmä 2011-2015); see Finland, Ministry of Employment and the Economy (Työ- ja elinkeinoministeriö /Arbets- och Näringsministeriet) (2013), Kotoutumisen kokonaiskatsaus	the Immigrant barometer (Maahanmuuttajabarometri 2012)	Every 4 years (thus far only once, 2013 (2012))	Finland, Ministry of Employment and the Economy (Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet), 'Monitoring of Integration'. Available at (accessed 3 March 2015): https://www.tem.fi/en/work/integration_of_immigrants/monitoring_of_integration Finland, Ministry of Employment and the Economy (Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet) (2013), Maahanmuuttajabarometri 2012, TEM raportteja 11/2013. Available at (accessed 3 March 2015): http://www.tem.fi/ajankohasta/julkaisut/julkaisujen_haku/maahanmuuttajabarometri_2012.98249.xhtml Finland, Ministry of the Interior (Sisäasianministeriö/Inrike

			2013, TEM raportteja 38/2013. Available at (accessed 25 February 2015): http://www.tem.fi/ajankohtaista/julkaisut/kotoutumisen_kokonaiskatsaus_2013.98033.xhtml			<i>sministeriet</i>) (2010), Kotouttamisen, kotoutumisen ja etnisten suhteiden seurantajärjestelmä 2011-2015 Thematic area: social cohesion/social inclusion
2	Rate of employment compared with the general population	Target groups: Foreign nationals & Immigrants	see above	Finland, Statistics Finland (<i>Tilastokeskus/Statistiska centralen</i>) <i>Työssäkäyntitilasto</i>	Statistics Finland publishes the employment statistics yearly. The indicator statistics are monitored every four years.	Finland, Statistics Finland (<i>Tilastokeskus/Statistiska centralen</i>) <i>Työssäkäyntitilasto</i> , available at (accessed 4 March 2015): http://www.stat.fi/til/tyokay/2013/03/tyokay_2013_03_2014-12-16_tie_001.fi.html Thematic area: employment
3	Monitoring of the employment rate (development)	Target groups: Foreign nationals & Immigrants	see above	Finland, Statistics Finland (<i>Tilastokeskus/Statistiska centralen</i>), <i>Työssäkäyntitilasto</i>	Statistics Finland publishes the employment statistics yearly. The indicators are monitored every four years.	Finland, Statistics Finland (<i>Tilastokeskus/Statistiska centralen</i>) <i>Työssäkäyntitilasto</i> , available at (accessed 4 March 2015): http://www.stat.fi/til/tyokay/2013/03/tyokay_2013_03_2014-12-16_tie_001.fi.html Thematic area: employment

4	Unemployment rate compared with the general population	Target groups: Foreign nationals & Immigrants	see above	Finland, Statistics Finland (<i>Tilastokeskus/Statistikcentralen</i>), <i>Työssäkäynti tilasto</i>	Statistics Finland publishes the employment statistics yearly. The indicators are monitored every four years.	Finland, Statistics Finland (<i>Tilastokeskus/Statistikcentralen</i>) <i>Työssäkäynti tilasto</i> , available at (accessed 4 March 2015): http://www.stat.fi/til/tyokay/2013/03/tyokay_2013_03_2014-12-16_tie_001_fi.html Thematic area: employment
5	Monitoring of the unemployment rate (development)	see above	see above	see above	see above	see above Thematic area: employment
6	Experience of acquiring employment corresponding to education	The target groups in the Immigrant barometer (<i>Maahanmuuttajabarometri</i>)	see above	the Immigrant Barometer (<i>Maahanmuuttajabarometri</i>)	every four years	Finland, The Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>) (2013), <i>Maahanmuuttajabarometri 2012, TEM raportteja 11/2013</i> . Thematic area: employment
7	Awareness of voting rights	see above	see above	see above	see above	see above Thematic area: Participation
8	Sense of participation	see above	see above	see above	see above	see above Thematic area: Participation
9	The proportion of local council representatives with immigration background compared	The municipalities	see above	Finland, Statistics Finland (<i>Tilastokeskus/Statistikcentralen</i>)	The Statistics Finland produces statistics on each	Thematic area: Participation

	with the general population			<p><i>ntralen</i>), Statistic on municipal elections</p> <p>Service survey directed at municipalities by the Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>)</p>	election. The indicators are monitored every four years.	
10	Proportion of persons who feel safe in Finland	The target groups in the Immigrant barometer (<i>Maahanmuuttajabarometri</i>)	see above	the Immigrant Barometer (<i>Maahanmuuttajabarometri</i>)	The indicators are monitored every four years.	Finland, The Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>) (2013), <i>Maahanmuuttajabarometri 2012</i> , TEM rapporteja 11/2013. Thematic area: Social cohesion/social inclusion
11	The amount of suspicions of racist crime reported to the police	Source: People reporting to the police	see above	The hate crime monitoring by the Police University	The police collects the information yearly. The indicators are	Thematic area: Welcoming society

				College (<i>Poliisiammatikorkeakoulu/Polisyrikes högskolan</i>)	monitored every four years.	
12	Persons who have experienced discrimination	The target groups in the Immigrant barometer (<i>Maahanmuuttajabarometri</i>)	see above	the Immigrant Barometer (<i>Maahanmuuttajabarometri</i>)	The indicators are monitored every four years.	Finland, The Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>) (2013), <i>Maahanmuuttajabarometri 2012, TEM raportteja 11/2013.</i> Thematic area: welcoming society
13	The time from arrival to passing the National Certificate of Language Proficiency tests (<i>Yleinen kielitutkinto</i>) on skills level 3	The participants in the language test. However, the information has never been available (see Finland, Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>) (2013), <i>Kotoutumisen kokonaiskatsaus 2013, TEM raportteja 38/2013. Page 12.</i>)	see above	The information is not available.	The information for this indicator was not collected in 2012 (2013) and has never been available.	Thematic area: education
14	Own estimate of the sufficiency of language skills and their effect on employment	The target groups in the Immigrant barometer (<i>Maahanmuuttajabarometri</i>)	see above	the Immigrant Barometer (<i>Maahanmuuttajabarometri</i>)	The indicators are monitored every four years.	Finland, The Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>) (2013), <i>Maahanmuuttajabarometri</i>

						2012, TEM rapportteja 11/2013. Thematic area: education
15	Proportion of students attending secondary education directly after comprehensive school and proportion of students not continuing their education right after comprehensive school (out of students graduating the 9 th grade)	Target group are students graduating 9 th grade whose maternal tongue is foreign. However, the information has never been available (see Finland, Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>) (2013), Kotoutumisen kokonaiskatsaus 2013, TEM rapportteja 38/2013. Page 12.)	see above	The information is not available.	The information for this indicator was not collected in 2012 (2013) and has never been available.	Thematic area: education
16	Drop-out rate of students in education resulting in a degree (comprehensive and secondary education)	Target group are students dropping out whose maternal tongue is foreign. However, the information was not available for comprehensive school.	see above	Finland, Statistics Finland (<i>Tilastokeskus/Statistiska centralen</i>), Statistic on dropping out of school		Thematic area: education
17	Income of the household compared with the average income of all households	Target group: immigrant households	see above	Finland, Statistics Finland (<i>Tilastokeskus/Statistiska centralen</i>), income statistics	Income statistics are collected yearly, the indicators mintored every four years.	Thematic area: employment

18	Square meter of the household per person in immigrant households compared with the average of all households	Target group: immigrant households	see above	Finland, Statistics Finland (<i>Tilastokeskus/Statistiska centralen</i>), housing statistics	see above	
19	The proportion of immigrant households with low income compared with all households	Target group: immigrant households	see above	Finland, Statistics Finland (<i>Tilastokeskus/Statistiska centralen</i>), income statistics	see above	
20	The proportion of immigrants who regard general population and other immigrants positively	Target group of the Immigrant Barometer	see above	the Immigrant Barometer (<i>Maahanmuuttajabarometri</i>)	Every four years	Finland, The Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>) (2013), <i>Maahanmuuttajabarometri 2012</i> , TEM raportteja 11/2013. Thematic area: welcoming society
21	The amount of interaction between immigrants and native population	Target group of the Immigrant Barometer	see above	the Immigrant Barometer (<i>Maahanmuuttajabarometri</i>)	Every four years	Finland, The Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets- och Näringsministeriet</i>) (2013), <i>Maahanmuuttajabarometri</i>

						2012, TEM raportteja 11/2013. Thematic area: welcoming society
22	Activation rate (amount of labour policy measures compared with persons involved in labour policy measures)	Foreign nationals who are clients at Employment and Economic Development Offices	see above	The Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets - och Näringsministeriet</i>)	Every four years	Thematic area: employment
23	Placement of foreign nationals who have terminated active measures	Foreign nationals who are clients at Employment and Economic Development Offices	see above	The Ministry of Employment and the Economy (<i>Työ- ja elinkeinoministeriö/Arbets - och Näringsministeriet</i>)	Every four years	Thematic area: employment
24	Average residence applications handling time: students and employees	Target group: residence applicants	see above	Finland, Immigration Service (<i>Maahanmuuttovirasto/Migrationsverket</i>)	Immigration Service collects statistics yearly, indicators are monitored every four years	Thematic area: welcoming society

25	Average nationality application handling time	Target group: nationality applicants	see above	Finland, Immigration Service (<i>Maahanmuuttovirasto/Migrationsverket</i>)	Immigration Service collects statistics yearly, indicators are monitored every four years	Thematic area: welcoming society
26	Proportion of 1-5 years old immigrant children in municipal day care compared with the proportion of all 1-5 years olds in day care	Target group: immigrant children (however, in the data source immigrants are not clearly defined, only by "immigration background)	see above	National Institute for Health and Welfare (<i>Terveyden ja hyvinvoinnin laitos/Institutet för hälsa och välfärd</i>)	National Institute for Health and Welfare has last collected this data in 2010 and 2013. Indicators monitored every four years.	Thematic area: education
27	The proportion of foreign language students attending pre-school of all students and the proportion of all foreign language children of pre-school age	Target group: pre-school students with a foreign mother tongue	see above	Finland, Statistics Finland (<i>Tilastokeskus/Statistiska centralen</i>)	Statistics Finland collects the data yearly, indicators monitored every four years	Thematic area: education
28	The proportion of students attending training in their mother tongue of all students with foreign mother tongue	Target group: students with foreign first language	see above	Finland, Finnish National Board of Education (<i>Opetushallitus</i>)	National Board of Education collects the data yearly, indicators	Thematic area: education

				<i>us/Utbildning sstyrelsen)</i>	monitored every four years	
29	Proportion of students with foreign first language in special support education of all students attending special support education	Target group: students with foreign first language	see above	Finland, Statistics Finland (<i>Tilastokesku s/Statistikce ntralen)</i>)	Statistics Finland collects the data yearly, indicators monitored every four years	Thematic area: education

Annex 5: Use of funding instruments²⁷¹

Table 1 - European Integration Fund (EIF)

	European Integration Fund (EIF) - TOTAL	Own	Funds distribution / Thematic areas							
			Participati on	Social Cohesion / social inclusion	Active citizenship	Welcomi ng society	Employment	Educatio	Healthca	Other
2010	898447	467592	0	434057 116 953	347197 90 943	178000 53 000	237297 123963	0	140130 70130	29358 12603
2011	1045466,2	514092,9	251640,9 62 907	349301,33 107 725	0	0	423926,38 180 981	183341, 81 45 835	68040,2 3 17010,2 3	283308,5 99 635
2012	1019775,9	339916,9	227364,3 56841,1	310579,7 77 645	133400 33350	0	129591,4 32391,4	171329, 04 42 832,47	72353,2 7 18 088	315075,0 78 768,77
2013	1420063,5	516885,3	150537,0 37634,26	302115,81 75 528,95	108756,99 27189,25	0	237934,7 85 569,33	300375, 84 75 093,96	0	837228,4 215 870
2014										

* Please indicate if Asylum, Migration and Integration Fund is used for 2014

²⁷¹ Author's note: Many programmes that have received funding from EIF and ERF aim to support several aspects of integration and do not thus fall completely into any of the categories. We have used our own evaluation to categorise the programmes based on what aspect is most visible in the programme description.

²⁷² Application round for Asylum, Migration and Integration Fund has been estimated to start before summer 2015, more information at (accessed 30 March 2015): <http://www.intermin.fi/eusa/>

Table 2 - European Refugee Fund (ERF) aiming at integration of beneficiaries of international protection

	European Refugee Fund (ERF) - TOTAL	Own funds(national/regional)	Funds distribution / Thematic areas							
			Participation	Social Cohesion / social inclusion	Active citizenship	Welcoming society (host society targeted)	Employment	Education	Healthcare	Other
2010	1004623,9	723307,15	0	167645,6 83822,8	119380 59690	196246,56 80 000	394996 210000	435017,38 172808,69	191788,8 47947,2	222856,71 69038,46
2011	1272283,3	815316,08	0	496147,84 212 300,01	0	0	100000 50000	476059,15 202 559,39	292229,27 73 057,32	723163,11 277 399,36
2012	1124267,4	642960,72	0	600819,51 202 568,16	0	0	45758,55 11439,64	320604,95 124 290,57	200453,94 50 113,70	599 591 254 549
2013	1611367	717764,49	0	717457,14 263351,53	0	64200 16050	80000 20000	120976,34 60488,17	438627,68 109656,46	907870,33 248218,33
2014										

* Please indicate if Asylum, Migration and Integration Fund is used for 2014

Annex 7: Promising practices

Thematic area	3.1. Political rights at national level, 3.2. Political rights at regional/local level
Title (original language)	iCount – Uskalla vaikuttaa!
Title (EN)	iCount – Make an impact!
Organisation (original language)	Monikulttuuriverkostojen yhteistyöjärjestö Moniheli
Organisation (EN)	Network of Multicultural Associations Moniheli
Government / Civil society	Civil society
Funding body	European Fund for the Integration of non-EU immigrants (EIF)
Reference (incl. url, where available)	http://www.icount.fi/icount/ ; Moniheli ry (2014), <i>Ota mut mukaan!</i>
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	June 2012
Type of initiative	iCount aims at increasing migrants’ knowledge about the Finnish political system and strengthening their participation in the decision making process. Moreover, the project seeks to improve dialogue between migrants, authorities and political parties.
Main target group	Migrants and citizens with migrant background
Indicate level of implementation: Local/Regional/National	Local and national
Brief description (max. 1000 chars)	The first term of iCount took place between June and December 2012, during the municipal elections of 2012. In 2012, the aim was to inform third country nationals about voting rights and the importance of voting. Informing was done by distributing visible campaign material, organising panel discussions, training volunteers and sharing information in schools, Church gatherings and other social events. The second term (1.1.2013-30.6.2014) continued from what was discovered during the first term, and the focus was on informing migrants about the Finnish political systems and on promoting dialogue between migrants and political parties. The third term started in August 2014 and will continue until summer 2015.
Highlight any element of the actions that is transferable (max. 500 chars)	The campaign material informing migrants about voting was visible in social media as well as printed media and in public transportation. ICount project also continuously recruits volunteers from different backgrounds to share information

	<p>in their networks. Often information spreads more effectively when it comes from the peers, not only from official sources. Prior to the national election 2015, election panels and discussion directed to migrants and citizens with migrant background will be organised.</p>
<p>Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')</p>	<p>Already the third term of iCount is underway and so far the themes and methods have been essential both during and between elections. The project is at the moment not self-financed, so there is a risk that it won't receive funding for another term. However, previous terms have shown that there is and will be a need for the project in order to increase political activity of migrants and citizens with migrant background.</p>
<p>Give reasons why you consider the practice as having concrete measurable impact</p>	<p>Development of the voter turnout of migrants in local elections is one very concrete measure, as one of the main goals of the project is to increase voter turnout of third country nationals.</p>
<p>Give reasons why you consider the practice as transferrable to other settings and/or Member States?</p>	<p>The methods of iCount, sharing information in the social media, in public spaces and through trained volunteers with migrant background and organising discussion events, are not tied to certain place and time. Thus, the project can be carried out depending on resources, either at local or national level in other Member States. However, the target groups might vary depending on the requirements set for the right to vote in each country.</p>
<p>Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice.</p>	<p>After the municipal election 2012 volunteers of the project were collected feedback. The project has a steering committee which included in 2012 a representatives from the democracy unit of the Ministry of Justice, the Ministry of the Interior and the European Migration Network, secretary general of the Advisory Board for Ethnic Relations and representatives of multicultural associations.</p>
<p>Explain, if applicable, how the practice provides for review and assessment.</p>	<p>In 2014, Moniheli published a book 'Ota mut mukaan!' on political participation of migrants and results and experiences of the first term of iCount. The book summarised feedback collected from volunteers working in the project. Volunteers organised most of the events by themselves and generally felt that they had learned a lot from participating in the campaign and increased their knowledge about associations and political system in Finland. The volunteers gave positive feedback on material published in multiple languages and also the poster campaign carried out in public transportation was found visible and successful. There were wishes for continuing the project and widening its scope from the capital region to elsewhere in Finland. In the future, the volunteers wished to have more resources for organising the events.</p>

Thematic area	Social inclusion/cohesion
Title (original language)	HELMO (Helsingin monikulttuurisuus koulutus ja palvelukeskus) Projektii; HELMO 2
Title (EN)	Helsinki Multicultural Education Services, HELMO (2013) and HELMO 2 (2014)
Organisation (original language)	Afrikkalaisten ja Afrikkalais-eurooppalaisten yhdistys, AFAES
Organisation (EN)	Africans and African-Europeans Association, AFAES
Government / Civil society	civil society
Funding body	The Asylum, Migration and Integration Fund (AMIF) (the European Fund for the Integration of Third world-country Nationals)
Reference (incl. url, where available)	The project's homepage in Finnish: http://www.afaes.fi/helmo/ and in English: http://www.afaes.fi/helmo/helmo/helmo-in-english/ Evaluation and analysis of the project by Bakajic, Maria, Becker, Theresa and Saana Boahen (2013), 'An analysis of participants' experiences of HELMO workshops', Laurea University of Applied Sciences: Otaniemi, available at (accessed 9 March 2015): https://www.theseus.fi/handle/10024/69424
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	HELMO: 1.1.2013-31.12.2013 and HELMO 2: 1.1.2014-31.12.2014
Type of initiative	HELMO is a multicultural education project aiming to increase multicultural dialogue and cultural understanding via a range of activities in the Helsinki metropolitan area. The project aims to foster the involvement of third country nationals in Finland and to promote two-way integration.
Main target group	The target groups include Finnish social workers, Finnish day care workers and third country nationals who are about to enter the working life in Finland.
Indicate level of implementation: Local/Regional/National	Regional (capital region)

<p>Brief description (max. 1000 chars)</p>	<p>Within the HELMO project, multicultural workshops are organized for different target groups. The target groups include Finnish social workers, Finnish day care workers and third country nationals who are about to enter the working life in Finland. The trainers of the workshops are immigrants living in Finland who are professionals in various fields and possess experience in giving workshops. In addition to the workshops, the HELMO project aspires to promote the development of a multicultural capital area through public exhibitions and seminars which focus on topics such as multiculturalism, integration and racism. The exhibitions as well as the seminars aim to increase the dialogue among native Finns and the representatives of different cultures residing in Finland and to strengthen cooperation between different sectors of the society. The project designed and coordinated by the Africans and African-Europeans association "AFAES ry" and funded by the European Fund for the Integration of Third world-country Nationals.</p> <p>Project Goals: Increase the participation of the third country nationals in the Finnish society; Strengthen intercultural dialogue; Foster the two-way integration process between the Finnish majority and the third country nationals; Develop multicultural Helsinki</p> <p>Project Beneficiaries: Third country nationals; Professionals in the field social services and day care; Workshop teachers; Finnish people; Migrant organizations that cooperate with the project; Project Partners</p> <p>Cooperation Bodies: Neliapila Ry that is formed by AFAES ry, this includes " The Finnish-Philippine Association, The Finnish Thai Association, The Chinese Friendship Association and Cultural Network (PACUNET)"; The city of Espoo; BestLife for Africa ry operating in Tampere; Earth Angels of Finland ry operating in Turku.</p> <p>The project is at the moment not self-financed, so there is a risk that it won't receive funding for another term. However, previous terms have shown that there is and will be a need for the project in order to include immigrant professionals in the development of integration measures and tools.</p>
<p>Highlight any element of the actions that is transferable (max. 500 chars)</p>	<p>The trainers of the workshops are immigrants living in Finland who are professionals in various fields and possess experience in giving workshops. The practice of having immigrant professionals train Finnish officials is both good use of immigrant resources and provides a space for and promotes two-way integration.</p>

Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')	The project has established itself in the two years it has been active and there have been good results and positive feedback from workshop participants.
Give reasons why you consider the practice as having concrete measurable impact	According to Bakajic, Becker & Boahen (2013), "the workshops enhanced general intercultural awareness" and that the participants recommend the workshops to professionals with some level of immigrant contact and "to all individuals who do not have much contact with culturally diverse people and may possess negative preconceptions about multiculturalism". Collecting qualitative data from workshop participants both after attending the workshop and later on can provide valuable insights into integration practices in general. ²⁷³
Give reasons why you consider the practice as transferrable to other settings and/or Member States?	The practice of involving immigrant professionals in the planning and directing of workshop discussions with multi-sectorial professionals from the immigration country is transferable to any country.
Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice.	According to Bakajic, Becker & Boahen (2013), the workshop participants "appreciated the immigrant background of the trainers, in other words experience expertise they were able to make use of their own experiences as immigrants in Finland in their presentations and activities. The trainers having personal knowledge about the addressed topics seemed to bring additional value to the workshop participation as the used examples were collected from real life." ²⁷⁴ No information about assessment of the practice is available.
Explain, if applicable, how the practice provides for review and assessment.	No information about assessment of the practice is available.

Thematic area	Social inclusion/cohesion
Title (original language)	Ei Rasismille! Mot Rasism!
Title (EN)	Against racism!

²⁷³ Bakajic, Maria, Becker, Theresa and Saana Boahen (2013), 'An analysis of participants' experiences of HELMO workshops', Laurea University of Applied Sciences: Otaniemi, pages 44-45, available at (accessed 9 March 2015): <https://www.theseus.fi/handle/10024/69424>

²⁷⁴ Bakajic, Maria, Becker, Theresa and Saana Boahen (2013), 'An analysis of participants' experiences of HELMO workshops', Laurea University of Applied Sciences: Otaniemi, pages 41-42, available at (accessed 9 March 2015): <https://www.theseus.fi/handle/10024/69424>

Organisation (original language)	Punainen risti/Röda Korset
Organisation (EN)	the Finnish Red Cross
Government / Civil society	civil society
Funding body	Finland's Slot Machine Association (<i>Raha-automaattiyhdistys/ Penningautomatföreningen</i>)
Reference (incl. url, where available)	The project's homepage in Finnish: http://www.eirasismille.fi/ and in English: http://www.eirasismille.fi/english
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	2013-2017
Type of initiative	Against racism! is a program coordinated by the Finnish Red Cross (<i>Punainen risti/Röda Korset</i>) in cooperation with dozens of organisations to form a front to campaign for an anti-racist Finland.
Main target group	Non-governmental organisations, schools, persons targeted by racist actions.
Indicate level of implementation: Local/Regional/National	national (also local)
Brief description (max. 1000 chars)	The program has as its aim to unite different parties to form a counterforce to hate speech and to diversify discussions of immigration, refugees and cultural differences. The campaign was conceived as a reaction to hate speech becoming more common and spreading wider and seeks to prevent it from taking root in Finnish society. The campaign supports those who are the targets of aggressive, personal attacks both online and in the context of normal everyday encounters and especially safeguards young peoples' growth by offering them new and diverse viewpoints and activities. For example, employees and volunteers working on the program will visit schools and offer anti-racism materials for teaching. ²⁷⁵
Highlight any element of the actions that is transferable (max. 500 chars)	Peer support groups for persons who have been targeted by racist actions. According to a survey conducted by the project, there is currently no such action in Finland, and the project will launch peer support for victims of racist acts.

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	The project will offer training on how to handle racism in other peer support work targeted at immigrants.
Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')	Peer support is extremely effective and important in raising issues that persons might not feel comfortable discussing with someone who has no experience on it. It is important to provide a space where victims of racist actions can feel safe in discussing their personal experiences without the pressures of being a "good immigrant" in a society where racist acts occur.
Give reasons why you consider the practice as having concrete measurable impact	Follow-up surveys can be conducted among participants in order to find out how effective this kind of work form is.
Give reasons why you consider the practice as transferrable to other settings and/or Member States?	Peer support groups are well transferable and training organisations in discussing racism is relevant in any member state.
Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice.	No information available.
Explain, if applicable, how the practice provides for review and assessment.	No information about assessment of the practice is available, as it is currently being launched.

Annex 8: Discrimination complaints submitted to Equality Bodies

Table 3 – Numbers of discrimination cases on any ground submitted by third country nationals (TCNs) in 2014*

Number of cases (report the 10 Largest nationality group that submitted a complaint by the end of 2014)	Grounds								
	Racial or ethnic origin	Nationality (where applicable)	Race / skin colour	Religion / faith/ belief	disability	gender	Sexual orientation / gender identity	age	other
Russia (49)	Russia (16)								
Somalia (28)	Somalia (9)								
Iraq (18)	Nigeria (7)								
Nigeria (16)	Iraq (2)								
Afghanistan (11)	Thailand (2)								
Iran (9)	Iran (2)								
Marocco (9)	Marocco (2)								
Syria (9)	Turkey (2)								
Turkey (5)	Democratic Republic of the Congo (1)								
	Afghanistan (1)								

* Provide data for 2013 if 2014 not available by March 2015

Table 4 - Outcome of discrimination cases on grounds of ethnic origin submitted by third country nationals*

N/A.

Annex 9: Case law – max 5 leading cases

Thematic area	EQUALITY AND NON-DISCRIMINATION
Decision date	17 June 2014
Reference details	National Discrimination Tribunal of Finland (Syrjintälautakunta / Diskrimineringsnämnden) 2014/746
Key facts of the case (max. 500 chars)	The Ombudsman for Minorities requested the National Discrimination Tribunal to examine whether A had been discriminated against in the provision of banking services, because it had not accepted A's Estonian passport as proof of identity.
Main reasoning/argumentation (max. 500 chars)	According to the petitioner, A had not been issued with online bank identifiers because the Bank had refused to accept his Estonian passport as proof of identity. The Tribunal considered that no legislation or other official instructions prevented the Bank from accepting the petitioner's Estonian passport as proof of identity and the Bank had not stated that it had any reason to doubt the authenticity of the passport. The Bank's conduct had been based on instructions which gave rise to distinction based on ethnic origin. According to the reasoning of the Bank, persons from foreign countries represent, as a rule, a higher risk of money laundering and terrorist financing, which entitled the Bank to require that citizens of EU/EEA countries present a Finnish identity document.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	The case clarified the interpretation of indirect discrimination in services, relation of general identification instructions to prohibition of discrimination.
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The National Discrimination Tribunal deemed the Bank's conduct to be indirect discrimination. The Tribunal considered that the Bank's general identification instructions were open to interpretation and could therefore result in direct or indirect discrimination. The Tribunal prohibited the Bank from continuing or repeating its conduct in breach of section 6 of the Non-Discrimination Act in respect of A or anyone else. In order to enforce compliance with its injunction, the Tribunal imposed a conditional fine of € 5,000.
Key quotation in original language and translated into English with reference details (max. 500 chars)	Syrjintälautakunta toteaa, ettei lainsäädännöstä tai muista virallisoheista ole aiheutunut estettä hakijan virolaisen passin hyväksymiselle henkilöllisyyden osoittavana henkilöllisyysasiakirjana. Pankki ei ole esittänyt, että sillä olisi ollut aihetta epäillä hakijan esittämän henkilöllisyysasiakirjan aitoutta.

	The Tribunal considered that no legislation or other official instructions prevented the Bank from accepting the petitioner's Estonian passport as proof of identity. The Bank had not stated that it had any reason to doubt the authenticity of the petitioner's identity document.
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Thematic area	2. Promoting equal treatment and non-discrimination
Decision date	19 March 2015
Reference details	Eastern Finland Court of Appeal, Decision No: 179, Reg. No: S 14/1241 Appealable until 18 May 2015
Key facts of the case (max. 500 chars)	District Court left the applicant A's demand to receive compensation for violation of prohibition of discrimination in employment unaddressed, because it considered A's statement where A did not take a stand on the definition of ethnic origin incomplete. The Court of Appeal considered that the applicant had answered the statement request of the District Court sufficiently and that neither the Non-Discrimination Act nor its pre-work clearly define the terms ethnic and national origin. Therefore, the District Court should not have left the applicant's demand unaddressed. The issue was send back to the District Court for a retrial.
Main reasoning/argumentation (max. 500 chars)	The District Court asked A to give information on his ethnic and national origin and to further clarify what is meant by ethnic origin. A had provided a statement according which A is a Turkish citizen and A's unfavourable treatment was related to A's status as a foreign worker. The Court of Appeal noted that if the applicant has to his or her best ability sought to provide a written statement, the purpose of the statement can be considered fulfilled even if some questions are left unanswered.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	According to A, A had been discriminated against based on ethnic and national origin, defined in subsection 2 of section 6 of the Non-discrimination Act. The Court of Appeal noted that the terms ethnic and national origin are ambiguous and the Non-discrimination Act and its preparatory work do not clearly define what is meant by them.
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The Court of Appeal considered that the applicant has answered the statement request of the District Court sufficiently and therefore, the District Court should not have left the applicant's demand unaddressed and sent the issue back to the District Court for a retrial. The decision is appealable.
Key quotation in original language and translated into English with reference details (max. 500 chars)	

Thematic area	3.1.1. Citizenship acquisition, 1.2.3. Language learning and integration tests
Decision date	25 November 2011
Reference details	KHO:2011:97 on the language skills requirement and application of amended provisions 25.11.2011/3414 KHO:2011:97, available in Finnish: http://www.finlex.fi/fi/oikeus/kho/vuosikirjat/2011/201103414
Key facts of the case (max. 500 chars)	Somalian citizen A appealed to Administrative Court (AC) and further to Supreme Administrative Court (SAC) of the Finnish Immigration Service's decision to reject A's citizenship application. A claimed that an exception of the language requirements should be made based on section 18 of the Nationality Act, because of A's efforts to actively improve A's knowledge of Finnish by participating in language, reading and writing classes. A's illiteracy and illness have hindered learning. A's Finnish teacher has informed the Immigration Service that A has basic skills in oral Finnish.
Main reasoning/argumentation (max. 500 chars)	According to section 18b of the amended Nationality Act, an exception to the language skills requirement is possible for an illiterate person who has basic skills of understanding and speaking Finnish or had regularly attended classes. According to transitional provisions, the new amended language skills requirement applies to an application pending at the entry into force of the amendment. The Act had been amended after the decision of the Immigration services and A's case was pending in SAC when the amendment entered into force on 1 September 2011.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	The SAC stated that the principle of applying the Act concerned only applications pending in the Immigration Service. However, in accordance of protection under law and protection of basic rights and liberties, guaranteed in sections 21 and 22 of the Finnish constitution, and because an application fee must be paid again for a new citizenship application, it would be unreasonable to reject the appeal when it was obvious that the language requirements would be met under the amended Act.
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	New, considerably wider exemptions from the language requirements for illiterate persons in are made the amended Nationality Act. Comparing the account made of A's language skill and studies to the Immigration Service when the decision was made with these new exemptions, the SAC decided to

	overruled the decision of the AC to reject appeal and send the case back to Immigration Service for a new decision.
Key quotation in original language and translated into English with reference details (max. 500 chars)	<p>"Korkein hallinto-oikeus kumooa hallinto-oikeuden ja Maahanmuuttoviraston päätökset sekä palauttaa asian Maahanmuuttovirastolle uudelleen käsiteltäväksi."</p> <p>"Supreme Administrative Court overrules the decisions of the Administrative Court and the Immigration Service and returns the case to Immigration Service for a new decision."</p>

Thematic area	2. Promoting equal treatment and non-discrimination, 3.7. Civic and citizenship education
Decision date	7 October 2013
Reference details	National Discrimination Tribunal of Finland, Reg. No: 2013/1025, available in Finnish at (accessed 20 March 2015): http://www.syrjintalautakunta.fi/download/48581_SLTK-tapausseloste_7_10_2013.pdf?ca1c49c15facd188
Key facts of the case (max. 500 chars)	Ombudsman for Minorities asked National Discrimination Tribunal to clarify whether prohibition of discrimination, laid down in section 6 of the Non-Discrimination Act, was violated when an adopted child with migrant background was taught in a small group instead of a regular school class. In case of a violation, the ombudsman demanded that the comprehensive school in question would stop organising separate teaching. National Discrimination Tribunal considered the grounds for organising separate teaching objective and acceptable and overruled the demand.
Main reasoning/argumentation (max. 500 chars)	In its clarification the municipality pointed out that the school personnel was not aware of C's adoption or migrant background and the grounds for special teaching arrangements were the special needs of the pupil observed during C's preschool education. The municipality sought to arrange C's teaching in cooperation with the parents, but due to communication difficulties, the parents had a different idea of how the teaching would be organised. Based on this clarification, NTD concluded that C was not discriminated against based on ethnic origin.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	When it comes to access to education, according to its section 2, Non-Discrimination Act is applied in both public and private procedures. Also offering equal services separately to different groups is prohibited if no acceptable reason for this procedure exists. According to preparation of the Non-Discrimination Act, presumption of discrimination arises if the applicant can present plausible evidence of a discriminatory procedure, after which the NDT requests the defendant to clarify whether the evidence presented by the applicant can be refuted or weakened.

Results (sanctions) and key consequences or implications of the case (max. 500 chars)	National Discrimination Tribunal overruled the demand.
Key quotation in original language and translated into English with reference details (max. 500 chars)	