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Advisory Services Against Ethnic Discrimination in Municipalities

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1. Introduction

Racism and ethnic discrimination have not abated in Finland. This can be concluded from such as statistics on racist crime¹ and the increasing number of times the Office of the Ombudsman for Minorities is contacted about cases of ethnic discrimination. This is why it is important to look at ways of intervening in discrimination.²

One of the measures listed in the Government's Immigration Policy Programme (19 October 2006) is developing support and advisory services for victims of discrimination and racism. Another measure is imposing on the educational, social affairs and health authorities, who are responsible for producing basic services, the task of creating good practices both at the local and national level for preventing and intervening in racism and discrimination.

Supporting ethnic minorities by offering them advice in situations of discrimination, and support and guidance in other problematic situations, should be part of the tasks of the municipalities. Advisory services should be organised as part of ethnic equality planning. The Constitution imposes ensuring non-discriminating and equal treatment as a task of the public authorities. It is the basic right of all citizens to receive non-discriminating and equal treatment. Good administration encompasses an equal treatment and guidance of all customers. Equality must also be implemented outside the administration in such as private services.

A study conducted by the Office of the Ombudsman for Minorities³ proved the need for creating local level advisory and support services for ethnic minorities, immigrants, the Sami and the Roma people. The ease of accessing such advice and its multiprofessional expertise are highlighted in the development of good advisory and support services. The threshold of approaching advisory services organised by the municipality would be low.

The municipalities bear the general responsibility for and ensure the reconciliation of the development, planning and monitoring of the work to integrate the immigrants. As part of the integration activities, the municipalities give guidance, advice and information, as well as measures and

¹ According to a study conducted by the Police College, 669 racist crimes were recorded in the police information system in 2005, whereas this figure for 2004 was 558.

² Appendix 1

³ Etnisen syrjinnän vastaisen neuvonnan kehittäminen (Development of anti-discriminatory advisory services), the publication series of the Ombudsman for Minorities Nr 1, 2005

services promoting equality. The duty to organise advice and guidance is not, however, imposed by the law. In connection with performing the integration duties, for example, the municipalities have accumulated a wide range of experience of organising services for immigrants. This expertise must be used when making advisory and support services available for a larger target group than just the immigrants or returnees within the scope of the integration plan.

Pursuant to the Non-Discrimination Act (21/2004, Section 4), municipalities have a duty to draw up equality plans. This means a duty to improve the position of ethnic minorities living in the municipality. This duty should be made more specific by including the planning of advisory functions as a part of the municipality's equality planning. In connection with this planning, the number and needs for advice of the ethnic minorities resident in the municipality should be analysed, as well as establishing what kind of advisory and guidance services the municipality already offers. This will create a foundation for the practical implementation of the advisory services, avoiding overlapping functions.

Giving advice and guidance to those having experienced ethnic discrimination in the municipalities could be concentrated to such as the social services ombudsman, immigration co-ordinator or the person responsible for reconciliation activities. Even in this situation, providing advisory services will require co-operation between the various administrative sectors and other authorities. Experience has shown that a network encompassing the personnel of the social, health and educational services, the reception centre, the police and the legal aid office will boost the expertise of the advisory services.

The number and needs for advice of ethnic minorities vary in different areas. The requirement of equality is the same everywhere. There are various ways of responding to the challenges of non-discrimination and equality by means of advice and guidance.

This report makes the model for developing advisory services put forward in connection with the 2005 study more specific and focuses on the possibilities of developing the advisory system as part of ethnic equality planning in municipalities. It also contains a few observations concerning the co-ordination of advisory services and compiling information on discrimination at the regional level, as well as co-operation between the Office of the Ombudsman for Minorities and the regional and local level stakeholders. A summary of the seminar organised in connection with this project is also included (Appendix 5).

2. The cornerstones of good advice

One of the most central quality criteria in the advisory activities against ethnic discrimination is that the capacities of recognising discrimination and intervening in it will be developed *all-inclusively* throughout the various personnel groups of the municipalities and State. It is important to reinforce the professional skills of the personnel in anti-discrimination advice in such as the social, health, educational, property maintenance and housing services, the police and courts of law. When encountering a customer having experienced discrimination, a professional could then guide the customer on or inform him or her about the rights and possibilities of those having experienced discrimination to have the matter dealt with by such as a police investigation, the Discrimination Tribunal or a court of law as a claim for compensation. It is important to enhance the ability of the actors to recognise discrimination, increase their awareness of the rights of a person who has been discriminated against and to encourage them to intervene.

In the advisory services, attention must be paid on the individual characteristics and personal situation of the customer. The ethnic or national origin is not usually the only grounds that have resulted in the person not being treated equally with the others. Several grounds for discrimination may occur simultaneously: the person's age, state of health, sexual orientation, disability or opinions may be causes for discrimination in addition to the ethnic background. The ethnic background is only one personal characteristic amongst many others. In order to perceive the overall situation of the customer and to ensure that he or she receives the right kind of support, it is important to deal with the customer as an *individual*. The ways of dealing with conflicts also vary in different cultures, and the advisory services should not only respect but also build on these differences. The Roma people, for example, often appreciate a conflict being arbitrated by a person with a Roma background.⁴

Recognising the level of advice needed will help both the provider of advice and the customer. Advice can be given to guide the customer to contact

⁴ Annika Forsander (Monietninen työ - haaste ammattitaidolle (Multi-ethnic work - a challenge to professional skills), 1994, p. 52): There is no generally applicable method or technique for working with a group of people consisting of all age and social classes and whose educational background, nationality and experiences are different. The only common feature of immigrants is that they are in a foreign country. The fact that the customers are foreigners does not as such require any particular professional skill from the workers, only information about the human factors associated with adapting to a new country, being a refugee or various cultures. The employee should combine this information with professional skills so that he or she could flexibly take into account the other factors influencing the life situation of the immigrant.

a suitable party. The social services, for example, can direct the customer to contact the Ombudsman for social services, the police, the Office of the Ombudsman for Minorities or a peer support project working in the area. In this case, the provider of advice should know the network of advice against ethnic discrimination as well as possible. In case more extensive guidance is offered, the provider of advice should be familiar with the means of legal protection available to a victim of discrimination in order to decide if a suspicion of discrimination has arisen and what means are at the customer's disposal to for example have the matter heard by the authorities. As a third level of advisory services can be regarded a more long-term or tangible assistance offered to the victim of discrimination e.g. in the role of legal aid or by means of peer support. The advisor can also work at all of the above-described levels. An example of this are the advisory services available in the Office of the Ombudsman for Minorities. Those giving advice in addition to performing other tasks, on the other hand, usually only have the possibility of directing customers forward and informing them of their rights. Recognising one's own level will promote the development of advisory services, making it easier to know on what it is necessary to concentrate.

The good *accessibility* of the advice is an important aspect. There is a need for advisory services with a low threshold: easily approachable and free advisory services in one's own language are needed. Using one's own language is important even because the experience of discrimination is personal, and the verbal and emotional significance of the language is emphasised in the customer contact of the advisory service. Advice provided by NGOs is often experienced as more approachable than that offered by the authorities. Reasons for prejudices against the authorities may include previous bad experiences either in Finland or, in the case of immigrants, in their countries of origin. The customers also are worried about service fees in case of advice provided by the authorities. The accessibility of advisory services can also be improved by forms of online advice.

Co-operation between the authorities and organisations providing advice against ethnic discrimination is associated with certain problems. It is difficult to find common operating methods, and the confidentiality regulations applicable to the authorities are an example of obstacles experienced in this type of co-operation. The activities of the authorities are permanent, and the authorities have a wide-reaching right to information (such as the Occupational Safety and Health Inspectorates and the Ombudsman for Minorities). The work to combat discrimination by NGOs and projects, on the other hand, often is practical, and the operating methods are flexible. The *networking of various actors* would mean clear bene-

fits in the development of advisory services, as it would be possible to get the strengths of the various actors to pull together. At the same time, any overlapping functions of the advisory services could be discontinued. The efficiency of co-operation between the authorities must also be increased. The needs for assistance of victims of ethnic discrimination may vary to a great extent, and co-operation between various professionals is important in helping them.

Individual cases of ethnic discrimination occur as a steady continuum, but at times racist phenomena emerge as a series of events. Such events have occurred in various parts of Finland, such as Kajaani, Kotka and Lahti. It is important to ensure the *continuity* of activities combating ethnic discrimination in order to also enable an efficient response to racist phenomena in the form of advice. In projects working with fixed-term financing, continuity is uncertain and long-term development of the advisory services difficult. In the activities of the authorities, the State, municipalities and parishes, continuity is clearly better realised.

Sufficient information should be disseminated on the advisory services, so that victims of discrimination would know who they can contact and where in order to get help. The visibility of the advisory service must be ensured by displaying the names and contact information of persons responsible for the service with adequate visibility wherever people use services: service points, libraries, local papers and the notice boards of public spaces, in addition to advertising on the Internet, are important channels of disseminating information on the advisory services.

Intervention in ethnic discrimination should be *resolution oriented and practical*. Gathering information on discrimination also is important in order to efficiently intervene in discrimination and to develop anti-discrimination advice. Questionnaires sent out at regular intervals and collecting customer feedback are good tools for gathering information on experiences of discrimination.

Discrimination based on ethnic background arises from the characteristics of the group a person belongs to. The expertise of the minority in their own culture and background is necessary for implementing a good advisory service. This is why the *involvement of ethnic minorities* in the planning and implementation of the advisory services is important. Good experiences have been received of various contact person and cultural interpreter practices, and these should be developed. Inclusion in the various levels of functions in the society will reinforce ethnic minorities and reduce tensions between ethnic groups. Anti-discrimination advice should not,

however, be passed back to the minority to solve. The responsibility for implementing it belongs to everyone, and the authorities are in the best position to create a framework for the advisory services.

After being discriminated against because of his or her origin, the person has to confront the fact that he or she is different. Unfortunately, help is rarely offered by a representative of the person's own ethnic group, and often the provider of advice belongs to the same ethnic group as the person suspected of discrimination, usually the main population. This is why the starting point in the advisory services combating ethnic discrimination is unequal, and consequently the advisor must pay attention on creating an atmosphere of *listening, expertise and building confidence*. An advisory service in the customer's own language is experienced as more approachable and often more reliable. Additionally, we should have a certain understanding for the confusion of an immigrant used to conducting business orally when confronted with an operating method based on paperwork. It is a good idea to reserve more time than usual for serving a customer whose background information and experience of the Finnish society are deficient in some parts.

3. A model of developing advisory services against ethnic discrimination

According to a study conducted in 2005⁵ there are shortcomings in the advisory services for the victims of ethnic discrimination, and the services are disjointed in their arrangement. From the results of interviews and questionnaires sent out and based on experiences of the advisory work, it could be concluded that a better co-ordination and concentration of the advisory services would improve their accessibility and increase their efficiency. The joint operation of mutually supportive services would improve the advisory system. A better organisation of the advisory services would also reduce the possibility of overlapping functions. It would additionally improve the possibilities of systematically collecting information on racism and discrimination.

Ethnic discrimination refers to treating a person less favourably than others because of their ethnic origin. The needs for advice of those experiencing discrimination because of their ethnic background vary. Legal assistance and aid is often required, while sometimes peer support or psychological help is needed. In the arrangement of advisory services, it is important to take in consideration the fact that a single actor usually cannot respond to all needs. It is important to concentrate the advisory services against ethnic discrimination to a party who has a wide-reaching knowledge of the network of different actors and who can guide the customer forward.

The study looked at the various tasks of information, advice and guidance. Information activities aim to impart to the customers the information they need, such as informing immigrants about the Finnish society and working life, and the rights and duties of those resident in Finland. The advisory services offer the customer a method of operation: who can I contact, how could my rights be realised. Guidance, on the other hand, aims at by interactive means promoting the customer's own capacities to manage and improve their quality of life.

The study presented a model of developing advisory services against ethnic discrimination at the local, regional and national level. The emphasis was on providing advice in connection with the basic services offered by the municipality. The Ombudsman for Minorities, who is a national authority, promotes good ethnic relationships in the society through guidelines, advice and initiatives. Developing advisory services against ethnic

⁵ Tella: Etnisen syrjinnän vastaisen neuvonnan kehittäminen (Development of anti-discrimination advisory services), the publication series of the Ombudsman for Minorities Nr 1, 2005

discrimination, the objective of which is implementing regional equality, is one way of promoting ethnic relationships. A regional advisory system would increase equality in accessing advisory services, reinforce the operating preconditions of the Ombudsman for Minorities and improve the possibilities of intervening in racist phenomena. Regional advisory services would also improve the flow of information from the local to the national level and vice versa. The model of developing advisory services against ethnic discrimination put forward in the study has three steps, including local level (a municipality or a federation of municipalities), regional level and national activities. The model mainly builds on the existing actors and resources.

3.1 Organising advisory services against ethnic discrimination in municipalities

The Constitution prescribes safeguarding the basic rights as a task of the public authorities. Non-discriminating and equal treatment is one important basic right. In case a person with an ethnic background differing from the main population is discriminated against in a restaurant or a shop, he or she is to some extent in a different position than if he or she was discriminated against in such as social or health care services, in which case he or she could contact the social or health services ombudsman, or the authority supervising the organisation of the services. As part of good administration, the authorities also have the duty to treat their customers equally and to advise and guide them.

In private services, such as a hairdresser's or a restaurant, the customer service employees do not have a statutory duty to advise, and implementing the legal protection of a person discriminated against requires making appeal to the equality provisions in the Constitution, the Non-Discrimination Act, Penal Code or, in an employment relationship, the Employment Contracts Act. As pursuant to the Constitution, the public authorities must safeguard the implementation of the basic rights, thus including equality, they also must safeguard it in situations that are not about discrimination in administration or public services. It is necessary to create a system of advice and guidance in which help is available regardless of whether discrimination has taken place in public or private services, in working life or education, or in another facet of life. The responsibility for organising advisory services must be assumed by the public bodies, the State and municipalities, even if the implementation would necessarily also require the involvement of organisations and contact persons representing minorities.

Many municipalities already offer easily accessible and professional advisory systems, which are felt to deliver a high quality service. The advisory services are the closest to the people and the most easily accessible in the customers' municipality of residence. Varying numbers of immigrants, Roma and Sami people and other minorities live in different municipalities, and consequently the needs for advisory services against ethnic discrimination also vary. Different municipalities have adopted different ways of combating racism, preventing discrimination and promoting equality. Some have a clear emphasis on preventive anti-racism work, in others the advisory services build on stand-by groups or service points providing advice.

The Non-Discrimination Act imposes on the municipalities the obligation to produce ethnic equality plans. Advisory services against ethnic discrimination should be introduced as part of this planning. The following should be taken in consideration in the planning:

- Analysing the number of people representing minorities resident in the municipality and their needs for advice
- Appointing a co-ordinator for advisory services against ethnic discrimination: who in the municipality is/are responsible for the issue: the co-ordinator of immigrant work, the social services ombudsman, an employee of the joint labour force service centre or a multi-professional stand-by group?
- Finding the contact person network of minorities represented in the municipality (cf. contact persons for the Roma, cultural interpreters, network of experts)
- Providing sufficient resources for the activities of the contact person network
- How will the multiprofessional nature of the advisory services be ensured? Is co-operation between such as the police, the reception centre, a social worker and a legal aid enough?
- What kind of training does the municipality offer for those providing advisory services against ethnic discrimination (co-operation with the Employment and Economic Development Centres and the Nova Etna trainer network as well as the Office of the Ombudsman for Minorities)?
- How can information on the advisory services against ethnic discrimination be disseminated with sufficient efficiency, so that those having been afflicted by discrimination will find it easy to reach the discrimination contract person of his/her own minority group, the common contact person of the minority groups or the municipal ad-

visory service?

- Where will the advisory services be concentrated in the physical sense: in a multicultural meeting point, the premises of a youth information office, a joint service point?
- How will the customer numbers, contents of the service and other implementation of the advisory service be monitored? Should customer satisfaction indicators for such as integration planning, social services, student counselling and health care include a question of whether the customer has received help in experiences of ethnic discrimination and if the advice provided had been sufficient?

The municipalities bear the general responsibility for and ensure the reconciliation of the development, planning and monitoring of the integration of immigrants. The municipalities also arrange measures to improve and support the integration of refugees and returnees, and services for immigrants. As such can be mentioned guidance, advice and information, introduction to the society and the way it functions as well as teaching of the official languages of the country. Other measures and services encouraging the immigrants to independently acquire knowledge and skills needed in the society can also be arranged pursuant to the Integration Act. The municipalities have wide-reaching experience in promoting integration, and this should also be used in the organisation of advisory services against ethnic discrimination. The integration measures, however, only concern one part of ethnic minorities. Advisory services should be offered for a larger target group: immigrants having lived in Finland for extensive periods, the Roma, the Sami etc.

The municipality should appoint a person co-ordinating the advisory services, whose task would be to collect information on ethnic discrimination and the actors a person having experienced discrimination can contact. The person responsible for the advisory service would act as a contact person between the minorities, authorities, organisations and the Multicultural Advisory Board. This person should refer the processing of the matter to the right party, such as the police, social services, a peer support project or the Office of the Ombudsman for Minorities. In some cases, on the other hand, negotiations between minority groups can be the best way of progressing, and the person responsible for the advisory services should be familiar with these possibilities. His or her contact details should be made efficiently known through the various information channels of the municipality.

The person co-ordinating advisory services against ethnic discrimination in the municipality would also disseminate information on the adviso-

ry service, take part in equality planning and report on the arrangements of the advisory service to the Provincial Government. To support the coordinator of the advisory service, stand-by groups representing various professional groups should be set up in the municipalities, whose skills in recognising and intervening in ethnic discrimination could be reinforced and whose members the victims of discrimination could be advised to contact. In addition, supporting the activities of associations representing ethnic minorities and developing the co-operation between these organisations and the authorities will play a central role in the municipalities.

3.2 Monitoring and reconciling the advisory services at the regional level

The guidance and regional level reconciliation of advisory services against ethnic discrimination must be instituted as part of, and in co-operation with, the activities of the Provincial Governments and Employment and Economic Development Centres. The role of the Provincial Governments would be to ensure that advisory services are available in the municipalities and that they are appropriately organised. The role of the Employment and Economic Development Centres in the monitoring of the occurrence of discrimination and in regional co-operation must be more precisely defined than today.

The regional level networking and co-operation of the advisory service actors will increase the preparedness to intervene in racist phenomena. In addition to the Employment and Economic Development Centres and Provincial Governments, at least the representatives of the Occupational Safety and Health Inspectorates, municipalities in the area, labour market organisations, the Advisory Boards on the Roma People and the Advisory Boards for Ethnic Relations should take part in the regional co-operation. The representation of the ethnic minorities in this co-operation should also be ensured. The tasks of the Occupational Safety and Health Inspectorates include supervising compliance with the Non-Discrimination Act in working life, and they play a central role in organising the advisory services against ethnic discrimination.

3.3 National level advisory services

At the national level, most of the advice and guidelines against ethnic discrimination are issued by the Ombudsman for Minorities and his Office. The Ombudsman for Minorities is supported by the Advisory Board on Minorities. The Ombudsman for Minorities also reports on the state of

ethnic relationships in Finland and arranges national level training associated with equality and non-discrimination. A more close-knit co-operation with the regional and municipal levels would improve the possibilities of the Ombudsman for Minorities to intervene in ethnic discrimination and to promote ethnic relationships in the society. The Ombudsman for Minorities would also have better possibilities to support the processing of discrimination issues locally. The processing of complex cases of discrimination or those with general significance could also be taken over from the local providers of advice by the Ombudsman for Minorities if necessary. Through a network of advisory services extending to the regions and municipalities, the information flow to the national authorities and similarly from the Ombudsman for Minorities to the local actors could be developed. This advisory network could also help to improve co-operation in the fields of training and information.

4. A need for advisory services against ethnic discrimination felt in a number of municipalities

In the second phase of the project, a request for opinions (Appendix 2) on developing advisory services against ethnic discrimination was sent out to fifty of the largest municipalities in summer 2006. For a list of these municipalities, please refer to Appendix (1). What influenced the selection of the sample was the fact that these fifty largest municipalities included localities of different sizes all around Finland. On the other hand, the greatest numbers of immigrants in particular are found in the largest municipalities of the country. In the request for opinions, comments were asked for on the model of advisory services against ethnic discrimination put forward, as well as replies to questions on the theme. One of these questions concerned the need for advisory services against discrimination in the municipality. Of the 23 opinions received, 14 reported a clear need for advisory services, and 3 anticipated this need. Three out of four municipalities that submitted an opinion felt that the need for advisory services was a topical issue, or it would materialise in the near future due to such as the end of the integration period of refugees that had moved into the municipality. In some of the opinions, maintaining the current peaceful situation and working to prevent discrimination were set as goals. Estimating the need for advisory services was found a difficult task, and it was suspected that the discrimination often is concealed.

Great differences can be observed in the organisation of advisory services so far. In most of the municipalities that submitted an opinion, advisory services had not been organised. On the other hand, municipalities such as Helsinki have a separate advice point for immigrants and an online Info Bank, and the libraries of the City offer guidance and advice. In Vaasa, on the other hand, the youth information and counselling point Reimari serves young immigrants. Tampere is thinking about developing the activities of cultural centre Unipoint in the field of anti-discrimination advisory services.

In the request for opinions, the municipalities were asked to describe the kind of skills organising advisory services would require and the type of support the Office of the Ombudsman for Minorities could offer in the development of the advisory services. The following skills needs were mentioned in several of the opinions:

- recognising discrimination
- intervening in discrimination (with care)
- lack of information
- anti-discrimination legislation and legal protection of the victim
- assistance systems
- legislation and guidelines associated with equality planning
- management of diversity

According to the opinions, recognising discrimination is associated with problems of distinguishing discrimination from poor customer service, dissatisfaction (with such as the level of social benefits) or simple misunderstandings. In an ambiguous situation, it is also difficult to guide the customers on to further measures.

The municipalities showed a willingness to offer induction training associated with the advisory service within the municipal personnel in a wide sense. They felt that the social workers, educational and teaching staff, as well as the personnel of the health care, elderly citizens' care, housing and youth services play a key role in intervening in and preventing discrimination. As individual professional groups who would need induction training in anti-discrimination advice were mentioned such as porters in the reception lobbies of social services, employees and instructors in the centres for immigrants, and employees working with immigrants. The occupational safety and health organisation was also considered as a central player. In addition, the role of the police in intervening in discrimination and giving advice was emphasised. Developing the capacities for giving advice as part of the basic services would, according to the opinions, also improve the accessibility of the advisory services.

Several opinions highlighted the responsibility of superiors for developing the advisory services. The directors of agencies are regarded as key persons responsible for training the staff of their organisations in anti-discrimination advice relevant to their own sector.

The request for opinions also asked about the municipalities' opinions on concentrating the advisory services and the responsibility for these in the municipality. In the opinions of 23 municipalities, 18 were in favour of concentrating the responsibility for co-ordinating advisory services to a certain person or unit. The replies also brought up the need for co-operation between a number of authorities, and it was felt that the person responsible for the advisory services needs to be supported by a co-operation group consisting of professionals of various fields. Many opinions also suggested a suitable co-ordinator for the advisory service. The social

and health services ombudsmen and staff of the social services were the most often regarded as suitable for this task. It was felt that they already have expertise in discrimination issues. The social services and health ombudsmen offer advice and arbitration in situations of conflict, and they can be contacted about problems encountered both in public and private services. One of the opinions stated that the position of the co-ordinator should be similar to that of the social services ombudsman, and highlighted the need for independence of the co-ordinator in customer matters. The superior of the immigration office, leader of voluntary activities and person responsible for the integration of immigrants were seen as possible parties to assume responsibility for the advisory services. In addition, the role of the Personnel Centres in co-ordinating equality work was in many opinions evaluated as central.

There clearly were two ways of looking at appointing a person working with the integration of immigrants and returnees to co-ordinate the advisory services against ethnic discrimination. On the one hand, they were regarded as having essential expertise in working with the minorities, and it was felt that this task would be ideal for them. Some opinions, however, expressly stated that the person responsible for co-ordinating the advisory services should be appointed outside the group of persons dealing with integration matters in the town. There were two justifications for this view. Firstly, the position of the co-ordinator of advisory services should be as independent as possible as regards his or her tasks and authority. On the other hand, advisory services should be offered to all ethnic minorities, also those who are not within the scope of personal integration plans⁶, and as widely as possible in various facets of life. The appointment of a separate equality contact person or officer was also proposed. On the other hand, it was suggested that in larger cities, each administrative sector should have their own contact persons for minority issues.

Some opinions commented on the involvement of ethnic minorities in the planning and implementation of advisory services. Attention was paid on the fact that it would be important to think about in what way the representation and involvement of the minorities will improve the quality of advisory services. It was felt that mere participation in the advisory system is not necessarily enough, and it might only act as ostensible representation. Concerns were also expressed about the fact that involvement should not mean reverting difficult situations involving discrimination as a problem of the minority community. According to one comment, putting to-

⁶ Only those immigrants who are unemployed jobseekers or who have received social support for three years after they first were registered as residents in the municipality are entitled to measures under individual integration plans.

gether “representative groups” based on different ethnic backgrounds will not solve the problems of co-operation between the authorities and minorities. It was also suggested that increasing the every-day encounters in connection with such as the social and sports services would enable an increased dialogue between the main population and minorities and help to develop the prerequisites of co-operation.

Customer and staff questionnaires were the most commonly suggested way of collecting information on discrimination and racism. Online registers for filing information on cases of discrimination was mentioned in several opinions. The information compiled in the online register would be a tool for monitoring and reporting on situations of discrimination. It was also felt necessary to look at the possibilities of offering advice against ethnic discrimination in the electronic format.

5. Eight discussions on ethnic discrimination and intervention in it

A central goal of the second phase of the project was to disseminate the results of the study on advisory services against ethnic discrimination. This took place through training and discussion events between the various actors in different municipalities. The arrangements for these events were usually launched on the basis of the opinions requested from the municipalities, so that they were initiated with those municipalities who had hoped for support from the Ombudsman for Minorities.

In the project events were discussed recognising ethnic discrimination and intervening in it, as well as the role of the various actors in organising anti-discrimination advice. The discussion themes had different priorities, and the number and composition of the participants varied greatly. In Hollola, two different events were organised for the staff of the Municipal Federation of Public Health Care in Tiirismaa, in which a total of 111 health care professionals of this area took part. The event in Lohja, on the other hand, supported the beginning of the town's equality planning, and six persons from the various administrative sectors had been invited to this meeting of dialogue. In total, 210 persons took part in the events.

When organising these events, it was considered important to highlight the situations of different ethnic minorities. Many of the participants in the events were working with immigrants and integration in particular. Two of the events focused specially on discrimination against the Roma people and advisory services offered to them, and the composition of the participants steered a third one in this direction. One event was organised in Rovaniemi, where the position and rights of the Sami people emerged more strongly than in the other events. One project event was implemented in connection with the meeting of the regional co-ordinators of the anti-racism network consisting of various actors (Rasmus) in Helsinki.

The model of developing advisory services against ethnic discrimination builds strongly on the duty of the municipality to provide these services. Consequently, the majority of the participants in the events represented municipal administration or personnel. Co-operation between the various stakeholders in organising advisory services is necessary, and this is why such as representatives of the police, arbitration office, reception centres, Occupational Safety and Health Inspectorates, Employment and Economic Development Centres and the Social Insurance Institution were invited to the events. Actors from associations representing ethnic minorities

and projects of various types were also involved. Of these, associations of the Roma and the Sami Parliament should be mentioned. Representatives of minorities took part in every event. To give a few examples of the project meetings organised, I will below describe some of the events in more detail. I selected for closer examination three events, the common denominator of which was the position of the Roma people in our society, discrimination targeting them and intervening in it starting from the local level.

5.1 Three events on Roma issues

Within the framework of the project, two events with a special focus on the issues of the Roma people were organised, and one event shaped up this way because of the composition of its participants. The first one took place in the Office of the Ombudsman for Minorities in Helsinki at the end of August. To this event, representatives of the national and regional Advisory Boards on the Roma people had been invited. New planning officers had been recruited for the Regional Boards, thus reinforcing regional activities in the Roma issues. The objective was to make co-operation between the Office of the Ombudsman for Minorities and civil servants of the Provincial Governments and the Ministry of Social Affairs and Health who deal with Roma issues more close-knit.

In this event were discussed matters associated with recognising discrimination, the contents of the Non-Discrimination Act and the means of legal protection offered by it, as well as the role of the Ombudsman for Minorities in enforcing the law. The participants were introduced to the advice given by the Ombudsman for Minorities and the possibilities of requesting for an investigation in cases of suspected ethnic discrimination, as well as the possibility of the Ombudsman for Minorities at his discretion referring cases to the National Discrimination Tribunal. The possibility of giving advice and discussing matters was emphasised, even when evidence of discrimination only is non-substantial, “word against word”, and the matter will not be referred to other authorities.

During the event, a wide-ranging discussion was had on the ways in which ethnic discrimination against the Roma people occurs. There is a need for persons with a Roma background for such as special needs assistants, but because of prejudices, adequate numbers of them are not being hired. Attention was also paid on suspicions of theft affecting the Roma. The discriminatory attitudes against the Roma people are the most evident in situations of conflict: e.g. when a theft has taken place in a school, a Roma child is suspected more easily than a representative of the main population.

The participants described the role of the police in investigating situations of discrimination as central, but it was also mentioned that problems do occur in dealings with the police: investigation requests are not always accepted, investigation is not started, or it progresses very slowly. According to the participants, the risk of losing the case discourages victims from taking discrimination matters to court.

Concerns were expressed in the event about the great number of racist crimes targeting the Roma. Discussing this matter and influencing attitudes in such as educational institutions would be important in order to increase awareness of the fact that criminal behaviour is not a feature of the Roma culture, but something that the Roma oppose. The customs of the Roma should be widely discussed, both their positive aspects and those that result in friction with the main population. The visibility of the Roma people in such as the media should be increased, in particular so that the Roma would be interviewed as members of the Finnish society and active players, not only as representatives of the Roma culture, as too often is the case. Understanding of the Roma culture is needed in schools and day-care centres.

In the Advisory Board on the Roma People of Oulu, housing questions were among the priorities of activities in 2006. It is difficult if not impossible for the Roma to find a flat at the private market, and this is why their applications for housing should be processed urgently. In the communities they live in, the Roma often are under scrutiny, and they are blamed for any problems occurring in the community. It was observed that the Roma people's own activities together with other stakeholders is an important starting point. A need to organise a meeting between the authorities of central State authorities and the Advisory Boards on the Roma as early as in autumn 2006 with reference to housing for the Roma was noted. An open discussion event was organised in Oulu between the rental housing company, social services and housing services. The experiences were encouraging, and the event was successful in particular as regards passing on information. Co-operation between the Roma working groups in various localities has also increased recently.

The participants' views on how anti-discrimination advice should be organised locally, regionally and nationally were aired in the event. Locally, the needs for advice associated with housing are central. Local co-operation between social workers, housing secretaries, the police, Employment Offices and contact persons of the Roma would be important. Local Roma working groups play an important role.

The regional reconciliation and guidance of advisory services was also discussed. Overlapping functions should be avoided between the regional Boards for Ethnic Relations, the Integration Committees of Immigration Work that will potentially be set up at the Employment and Economic Development Centres and the Advisory Boards on the Roma in Provincial Governments. The role of the regional Advisory Boards on the Roma People was seen as an informative expert body that helps to reconcile the functions. Recruiting new Planning Officers in the Provincial Governments will increase the regional level possibilities of exerting influence in Roma issues.

As regards national advisory services, the need and significance for the Roma of the customer services provided by the Office of the Ombudsman for Minorities was confirmed in the event. The fact that the Ombudsman for Minorities intervenes in discrimination cases was felt to be important.

In a meeting of the Advisory Board for the Roma in the Province of Southwest Finland and the local Roma working groups in Tampere, on the other hand, the themes included supporting and developing the local Roma working groups. The event supported the organisation of advisory services against ethnic discrimination as part of equality planning. The Roma working groups work at the municipal level, and it was felt that the duty of the municipalities to produce equality plans was a good tool in intervening in discrimination against the Roma. Concerns were expressed about the position of the Roma among the various ethnic groups: the Roma have no support comparable to the integration planning of the immigrants, yet they continuously encounter difficulties in employment, obtaining housing and services.

In a project event held in Imatra, an inspector and employee of services for substance abusers from the City of Imatra, representatives of social services and immigrant work from the Town of Lappeenranta and members of the Roma association in Imatra met each other. The discussion highlighted serious problems in the employment of the Roma, and the need to develop the co-operation between the Town and the Roma people. The operating methods of networking co-operation found good in Lappeenranta (and in Southern Karelia in a wider sense) were presented⁷ and a clear need for co-operation between the towns and municipalities was noted. The participants would like to see projects targeting the Roma population aiming at promoting their employment. The Monimuotoinen Kaakkois-Suomi (Diverse Southeast Finland) project, for example, operates in the provin-

⁷ See Appendix 3.

ces of Kymenlaakso and Southern Karelia, aiming at promoting positive attitudes in working life towards the meeting of cultures and helping the stakeholders in the region to find new methods of promoting diversity in working life⁸. This project set out to train decision-makers and work communities in receiving and meeting workers representing different cultures and in creating co-operation networks to promote the employment of immigrants. Similar projects would be needed to promote the employment of the Roma.

In the events focusing on the position of the Roma population and discrimination affecting them, the need for co-operation with the various stakeholders clearly emerged. The responsibility and role of the Roma people themselves in influencing discrimination, its prevention and building up advisory services was also highlighted. At the local level there were, however, examples of individual persons who had been left alone in their struggle to improve the position of the Roma in the locality. In case an individual or a small group of activists can establish a network of actors around itself, better results can be achieved. Attitudes towards co-operation between the various minorities were also positive: co-operation between immigrant services could enhance anti-discrimination activities also as regards the Roma.

5.2 Conclusions on the project events

During the project, a number of discussions were had between the various stakeholders in different areas on ethnic discrimination, intervening in it and the roles of regional and local actors in organising advisory services. The role of the Office of the Ombudsman for Minorities in advisory services against ethnic discrimination was also discussed. In connection with the events, interaction between the stakeholders in the area was initiated, and attention was focused on the difficulties of recognising discrimination and the need for networking between the various stakeholders.

5.2.1 Increased dialogue

The discussions were mutually beneficial: the Office of the Ombudsman for Minorities obtained information on local stakeholders and operating methods. The regional stakeholders, on the other hand, received information on the tasks and possibilities of exerting influence of the Ombudsman for Minorities as well as the advisory work and lobbying carried out by the Office.

⁸ For more information on the MOKS project, please refer to Appendix 4.

The discussions in the events did not only take place between the authority providing advice nationally and the local level actors, however, but more than anything between the actors of a certain area. A brilliant example of this was the event organised in Jyväskylä, to which participants from Laukaa, Muurame and the Rural Municipality of Jyväskylä had also been invited. These municipalities are together preparing a multi-cultural programme and as a part of that, an ethnic equality plan. Participants in the event included the representatives of such as the Evangelical Lutheran parish, the Employment and Economic Development Centre of the region, the immigrant, social and health care services of the City of Jyväskylä, the Social Insurance Institution, the police, trade union movement, Occupational Safety and Health Inspectorate and a project aiming to help the Roma.

In this event, the working groups already active in the region were mapped, and the suitability of these groups to assume responsibility for organising the advisory service was discussed. As regards working groups consisting of civil servants, it was pointed out that involving ethnic minorities in this work would be problematic because of the duty of confidentiality associated with the work of the authorities. The regional co-ordination of the advisory services by the Employment and Economic Development Centre was supported, but it was also criticised for the fear of creating overlapping regional level functions. As regards services offered by the municipality, it was concluded that the interpretation services for immigrant customers have been undermined, which has made it more difficult to conduct business with the authorities. The gradual development of the capacities of municipal personnel to recognise and intervene in discrimination was supported all-inclusively for every personnel group.

In the event held in Imatra, the situation of the town's equality planning was discussed, the conclusion being that there would be a need to engage in a more close-knit co-operation between the representatives of the ethnic minorities and the personnel of the town. A representative of the integration services in Lappeenranta told the participants about the networking co-operation in Lappeenranta, Kotka and Kouvola and a project aiming to improve the possibilities of finding employment for immigrants (Monimuotoinen Kaakkois-Suomi (Diverse Southeast Finland) - MOKS 2006 - 2007). In comparison to the basic population, a rather large and increasing immigrant minority with a Russian background lives in this area, and it is necessary to focus attention to the employment situation of this group. This way, a dialogue between the local and regional level actors was achieved, despite the meagre number of participants in the event. The actors were left devising future forms of co-operation.

5.2.2 Unrecognised discrimination

The training and discussion events created a foundation for developing advisory services against ethnic discrimination at the local and regional levels. The significance of equality and non-discrimination is only gradually emerging as an important value for many stakeholders. A good illustration of this is the fact that by request of the organisers, the word "discrimination" was not used in the title of a certain event.

In order to promote equality, it is necessary to recognise and admit tensions between ethnic groups. Systematic attention should be paid on problems that ethnic minorities encounter more often than others in such as searching for jobs or housing. Only then will it be possible to start examining the alternatives for influencing the situation and improving the position of ethnic minorities in the society. Denying the existence of discrimination only hinders the finding of effective means. The development of advisory services must be based on reliable information on discrimination and its occurrence. The way in which the advisory services against ethnic discrimination have been developed varies greatly in different municipalities and areas, whereas discrimination as a phenomenon has many similarities: as regards the Roma people, for example, problems linked to housing and employment emerge clearly more often than other issues. What also is common is that the victim of discrimination does not know his or her rights, in which case recognising the discrimination remains the responsibility of others. Awareness of the ban on discrimination and requirement of equality is increasing, however, and people know to make claims in situations where the ban on discrimination is violated. This is reflected in such as the number of contacts with the Office of the Ombudsman for Minorities, in which the share of discrimination cases is steadily increasing.

5.2.3 The need for networking

What was highlighted in all project events was the need for co-operation and activities based on networking between the various stakeholders. In many areas, Multicultural Advisory Boards are active, or less close-knit networks, such as the Rasmus network, which is an unofficial network for anti-racism actors. It includes actors from e.g. municipalities, parishes, associations and universities, and it organises anti-racist events and disseminates information on these. In addition to local networks (Kajaani, Kouvola, Tampere and Turku) there are regional Rasmus networks, and the activities are co-ordinated by the Finnish League for Human Rights.

The integration measures also involve plenty of operating methods based on networking. In Southeast Finland, for example, there are regional networks of immigrant work: MoniKlubi in Kotka, Mytty in Kouvola and Koto in Lappeenranta. These networks also are networking together, so that an action network with a wide basis for integration matters exists in the region of Southeast Finland involving educational institutions, projects, towns, parishes and such as Employment Offices and Register Offices (Appendix 4). The immigration issues network of Southeast Finland also includes actors from Imatra and the Employment and Economic Development Centres of the region. The goals of the network for immigration issues include bringing up the various forms of immigrant work in the region, exchanging information and experiences, developing training and disseminating information on current projects. The network also organises seminars twice a year, one target of which is to discuss the prevention of racism.

As regards the organisation of advisory services, networks like these play a key role in highlighting the needs for organising advice. The authorities involved in the networks receive information about the situation of the immigrants in the area and the services offered to them. The networks connect people who as part of their jobs give various types of advice to immigrants. The networks do not, however, generally provide advisory services, but they play an important role as support or background groups for advisory services. In the offer of advice, the network can also be used, in which case a group of people act as contact persons whom a customer having experienced racism or discrimination can contact. The Advisory Boards and networks should thus look at their role in organising the advisory services. Sometimes disseminating information on discrimination and the status of ethnic relations can be sufficient, but networks can also assume responsibility for organising advisory services locally or regionally.

Of the networks currently active, the majority seems to be involved in the integration of immigrants or returnees, which begs the question of the position of other ethnic minorities as target groups for advice. In order to avoid overlapping services, it will make sense to offer advice to various ethnic minorities in a wide sense and take the differences between the groups into account when implementing the service.

6. How the advisory services should be arranged

The project events confirmed the conclusion of the 2005 study (Development of anti-discrimination advisory services) that the arrangements for advisory services are haphazard, and in many places no advisory service is provided. It also emerged that there is a need for arranging advisory services, and in many municipalities this need has been noted. There also is willingness to organise such services. The majority of municipalities have not finished or even started their equality planning⁹, and consequently there are no experiences of organising advisory services as part of ethnic equality planning as yet. Despite of this, the attitudes to organising advisory services as part of equality planning were positive based on both discussions in the project events and the opinions of the municipalities.

6.1 A network supporting a concentrated advisory system

Co-operation and networking between stakeholders emerged as a central issue to be taken in consideration in the organisation of advisory services. The responsibility for arranging the advisory services must be concentrated, but their implementation requires the skills and co-operation of a number of professional groups. During the project, many different views were expressed on to whom or which unit the responsibility for organising advisory services could belong. The number and proportion in the population of ethnic minorities resident in the municipality influence the need for organising advisory services and the requirements set for these.

6.2 Developing the capacities of providing advice all-inclusively

An immigrant or a Roma or Sami person resident in a municipality may need day-care, health care, education or social services. Safeguarding equal treatment in the basic services is important. On the other hand, the customer may have experienced discrimination at the private housing market, in a restaurant or in a shop. In that case, it should be possible to guide him or her to anti-discrimination advice, or advise him or her of the legal protection and remedies available for victims of discrimination. Familiarising the personnel with discrimination, recognising discrimination and

⁹ Of the 277 municipalities that returned the follow-up questionnaire sent out by the Ministry of Labour concerning the implementation of the Integration Act from 2005 (How are the municipalities managing integration?), 51 municipalities had prepared the plan and in as many as 48 municipalities, this plan was under way.

the legal protection of the person discriminated against is important in all personnel groups. The closer to the customers an employee is working, the more likely he or she is to encounter victims of discrimination in course of his or her work.

6.3 Avoiding overlapping services

Mapping the extent of ethnic minorities and anti-discrimination functions locally or regionally is important in order to transform overlapping functions into a network of mutually supportive functions. The operating methods of the existing working groups and networks should be mapped and used in the organisation of the advisory services. In most cases, it should be possible to build the advisory services on existing functions. Being aware and publicising the tasks of the advisory service and familiarising the actors of the advisory service with anti-discrimination work is an excellent starting point for arranging the service.

6.4 Significance of information on discrimination

In order to create an advisory service, it is necessary to have versatile information on the ethnic minorities in the area, discrimination experienced by them and the processing of discrimination cases. Collecting background information for arranging the advisory services is important in terms of planning and focusing the activities. When the ethnic minorities of the municipality consist of such as Roma people alone, it is possible to concentrate on creating contacts with the representatives of the Roma people and obtaining information on their needs for advice. The gathering of information must be continuous, and the discrimination situation must be regularly monitored, for example in connection with evaluating the equality planning. The regular gathering of information is also significant for the future development of the advisory service.

6.5 Forms of online advice

Electronic forms of information have successfully been introduced in disseminating information to immigrants. An example of this is Infopankki (the Info Bank) that has expanded from Helsinki to Turku, Tampere, Kuopio, Kajaani and Rovaniemi and that serves in a number of languages and also includes information on discrimination. In the capital area, the selmanet.fi network serves as the information exchange channel for those involved in multiculturalism and immigration work. The Sosiaaliportti (Social Gateway) consultant services provided by the Research and Development Centre for Welfare and Health target social work professionals and pro-

vide an opportunity of asking for advice and support in one's work from consultant groups of various fields. The group of consultants discusses the question and gives its reply in about a week. By permission, the questions and answers produced during the consultation are published in *Sosiaaliportti*. This way, they benefit a large group of professionals. One of the consultant groups of *Sosiaaliportti* responds to questions associated with the Roma population and culture.

The possibilities of online advice must be made use of both in advisory services targeting those having experienced discrimination and the mutual consultation of parties providing advice. Online advice can also be imparted anonymously, avoiding the risk that bringing up the case of discrimination will land the customer in further difficulties. As free Internet connections are becoming more wide-spread in such as libraries and municipal service points, online advice also is fairly easily accessible. In case the questions of the customers are replied by professionals of several fields (such as the police, a social worker, legal aid and immigrant worker), the good quality of the advice can be ensured.

6.6 Equality between the minorities

Ethnic discrimination concerns not only foreigners visiting or living in the country, but also those whose parents or grandparents were immigrants, and the representatives of the so-called old ethnic minorities in Finland, such as the Sami, the Roma and Tatars. This way, the target group of the advisory service clearly is larger than that of integration measures. Good practices of advisory services and networking have been created through the integration of immigrants and returnees, however, which should be utilised in the development of anti-discrimination advice. Advice imparted in connection with integration can also be expanded to concern other target groups as regards advisory services for those having experienced discrimination. In any case, it is important to pay attention on the equality between various ethnic groups in access to advisory services, the contents of the advice and the implementation of the service. Equality in the planning of activities, resource use and guidelines also is a statutory duty of the authorities pursuant to both administrative legislation and the Non-Discrimination Act. The principle of equality must be safeguarded when developing anti-discrimination advice.

6.7 Confidentiality by the authorities, lack of interpretation services, and professional skills

Confidentiality rules binding the authorities were mentioned in one of the events as a factor that essentially hinders co-operation between the authorities, NGOs and other third sector actors. Opening up the work of regional working groups consisting of authorities for organisations representing the minorities and project workers was regarded as impossible. Representatives of ethnic minorities had not nearly always been appointed even in the working groups on ethnic equality plans, but the intention was to hear them once the plan had been drawn up. It is necessary to examine means for achieving a genuine involvement of the minorities. This achievement is a central milestone in building a functioning advisory system.

The availability of interpretation services was felt to be insufficient in many areas, and linguistic problems also hinder the recognition of and intervening in discrimination. In addition, the deficient capacities of municipal personnel to recognise discrimination and to advice the customers in situations of discrimination were seen as a significant challenge in developing the advisory system.

7. Organising advisory services as part of the municipal equality plan

The discussions in the second stage of the project, or the so-called dissemination phase, confirmed the view put forward in the 2005 study that advisory services against ethnic discrimination should be developed as part of municipal activities or in co-operation by several municipalities. Close-knit co-operation with other authorities and third sector actors is also needed. Based on the Non-Discrimination Act, the municipalities have a statutory duty to draw up ethnic equality plans, which imposes a liability to promote equality in planning, information and targeting of resources. When the Non-Discrimination Act was passed, the goal and recommendation was that the plans should have been completed by the end of the year 2006.

No penalties were imposed for neglecting to produce an ethnic equality plan, unlike in case of equality planning. The supervision of the ethnic equality plan was not imposed on any authority as a specific duty. General controllers of legality (the Parliamentary Ombudsman, Chancellor of Justice) supervise the activities of the authorities and the fulfilment of statutory duties, which also includes the preparation of a non-discrimination plan. The Ombudsman for Minorities can also for his part monitor the situation of equality planning in municipalities, ask for a report on their contents and support the equality planning by the authorities.

The Ministry of Labour monitors the implementation of the Integration Act and in this connection, also collects information on non-discrimination planning in the municipalities. The Ministry of Labour also issued general recommendations as regards the contents of non-discrimination plans. These guidelines also focus attention on the planning of advisory services and the arrangements to safeguard the effective access to the services of all customer groups. In addition, attention was paid to the fact that when drawing up the plan, the municipalities could prepare for potential conflicts, and the guidelines make reference to multiprofessional groups set up in certain localities that can intervene in conflicts at a short notice if necessary. As regards intervening in discrimination, the recommendations also mention that it is necessary to define concrete procedures and forms of co-operation relevant to the responses of the authorities. These recommendations, however, refer to advisory services as positive special measures. It would be a good idea to establish if the advisory system could in the future be regarded as a stronger means of intervening in discrimination and make the recommendation more specific in this respect.

However, ethnic equality planning also is a tool for developing the actions of the authorities, planning and services. In many municipalities, the ethnic diversity of the residents has strongly increased in the last decade, and neither is the situation of the so-called domestic minorities problem-free. Equality can be increased and ethnic relations enhanced by giving practical consideration for diversity in the offer of services and also creating prerequisites for dealing with any ethnic conflicts e.g. by means of arbitration or advice. Developing the advisory services will require familiarity with recognising discrimination, banned discrimination and the various minority cultures, which will empower both the municipal personnel and the relationships with the local ethnic minorities.

7.1 The state of equality planning and the organisation of monitoring

The launching of the equality planning has taken place more slowly than projected.¹⁰ As regards the development of advisory services, it is necessary to look at the situation of ethnic equality planning in the municipalities. During the project events, it emerged that in a number of municipalities, these plans had not been produced or they were only being drawn up. Plans are also being prepared in co-operation between municipalities, as is the case e.g. in the region of Jyväskylä (Jyväskylä, the Rural Municipality of Jyväskylä, Laukaa and Muurame).

What, then, would motivate the municipalities to focus on non-discrimination planning better than today? Attention has only been paid on ethnic discrimination and the promotion of equality after conflicts between ethnic groups have arisen. This has been the case e.g. in Kajaani and Lahti. The idea of the planning, however, is to prevent ethnic discrimination and promote equality, while also determining how to react to discriminating situations and how to deal with them.

Of the 415 municipalities in Continental Finland, nearly 250 have less than 50 foreigners as residents. On the other hand, there are 19 municipalities that are home to more than 500 foreigners. Of the 250 municipalities that returned the follow-up questionnaire concerning the implementation of the Integration Act, 183 announced that they had prepared an integration programme. When asked if the integration programme included the promotion of ethnic equality and good ethnic relationships, 192 municipi-

¹⁰ Source: Miten kunnat kotouttavat? Kotouttamislain toimeenpanon seurantakyselyn tuloksia vuodelta 2005 (How are the municipalities managing integration? Results of a follow-up questionnaire on the implementation of the Integration Act, the Ministry of Labour, October 2006)

palities replied, 91 of which reported that promoting ethnic equality and prevention of discrimination had not been included in the integration programme. When asked about the situation of ethnic equality planning, 227 municipalities replied. According to these replies, the plan had been drawn up in 51 municipalities: 25 had a separate programme and 26 had included it in the integration programme. 48 municipalities reported that the equality plan was under way.

The coverage of the Ministry of Labour's follow-up questionnaire is improved by the fact that more than 93% of the foreigners resident in Finland live in the municipalities that did reply. It also emerged that more than 90% of the foreigners permanently resident in municipalities of Continental Finland live in municipalities that have prepared an integration programme.

Promoting ethnic relationships and preventing discrimination pursuant to the Integration Act shall also be more clearly than today included as parts of the integration programmes. However, only part of the ethnic minorities resident in Finland are entitled to integration plans. In addition to those having resided in the country for longer than the integration period, the domestic minorities, such as the Roma and Sami, are also excluded from these measures. This is why the advisory services against ethnic discrimination should be developed precisely as a part of non-discrimination planning. The results of the above-mentioned follow-up inquiry show that certain municipalities (26 according to the integration follow-up questionnaire of the Ministry of Labour) preparing integration programmes had drawn up the ethnic equality plan in connection with the integration programme. This way, those experiences and practices and significant networks of actors of advisory services that the municipalities have created in connection with the integration measures can be used in developing the advisory systems.

The Ministry of Labour and the Employment and Economic Development Centres monitor the preparation of integration programmes and the implementation of services relevant to integration in municipalities by means of an annual questionnaire. At the moment, ethnic equality planning and the contents of the ethnic equality plans are not monitored as systematically as this. The gathering of information on ethnic discrimination and the measures municipalities take to influence ethnic relations should be arranged. The results of the questionnaire by the Ministry of Labour concerning integration measures in municipalities in 2005 showed that in certain municipalities, the social services department, educational department and health care department already report on equality in their

annual reports. The opinions requested by the Ombudsman for Minorities of the municipalities in summer 2006 also support the idea that a system corresponding the monitoring of integration measures should also be created for the implementation of the Non-Discrimination Act, at least as regards the municipal ethnic equality plans. This monitoring could be implemented by means of a questionnaire sent out annually by the Employment and Economic Development Centres or Provincial Governments to the municipalities in the region, of which regional reports would be compiled. Immigration Committees are being set up in the Employment and Economic Development Centres, and this type of monitoring could be one of their tasks. The monitoring would enhance the orientation and planning of measures affecting banned discrimination and promotion of equality.¹¹

7.2 Organising advisory services

Based on discussions heard in the events held in connection with the project and the opinions submitted by the municipalities, it is necessary to fine-tune the model of advisory services presented in connection with the 2005 study.

The persons representing ethnic minorities are unevenly divided between the municipalities. The most information is available on the numbers of foreigners living in municipalities. According to the follow-up questionnaire of the Ministry of Labour (How are the municipalities managing integration?) there are 250 municipalities in Finland with only less than 50 foreigners living in them. On the other hand, there are no more than 19 municipalities where more than 500 foreigners are resident.

The foreign citizens living in Finland, however, only are one target group for the advisory services against ethnic discrimination. Collecting data on ethnic backgrounds is banned, and this is why only estimates exist on the minorities in most localities. Ethnic discrimination is also experienced by people of a foreign origin who have received the Finnish citizenship, the Roma, the Sami and the smaller domestic minorities. About one half of the Sami people in Finland live outside the homeland (Inari, Enontekiö, Utsjoki, Sodankylä). According to an estimate obtained from a representative of the Sami Parliament, there are some 800 Sami people living in Oulu, and some 400 would be resident in Rovaniemi. There also are Sami people

¹¹ The Government's Immigration Policy Programme (19 October 2006) also focuses attention on monitoring the development of the relations between various population groups in connection with the monitoring of integration (Policy framework 13) and creating the necessary indicators and data collection models.

living in the capital area. Of the approx. 10,000 Roma people, on the other hand, the majority are living in Western and Southern Finland. This is why the local needs for advisory services vary dramatically. The inaccuracy of information on ethnic minorities in an area should not hinder the planning of advisory services offered to them. Mapping the ethnic minorities and analysing their needs for advisory services is a good starting point for launching the development of the advisory system in the area.

7.2.1 Small municipalities, small minorities

Where there only are few representatives of ethnic minorities (e.g. less than 50 people), organising advisory services in *co-operation* with the *municipalities* in the local area should be examined. Intervention in racism and discrimination based on a *stand-by group* implemented in co-operation by several municipalities could in these cases be a functional way of launching the advisory system. The members of a multiprofessional stand-by group could include such as an immigration worker, social worker, police, a representative of a minority (rotating membership) and an arbitrator. Developing the advisory service could start from familiarising the members of the stand-by group with discrimination, the relevant legislation, legal protection of victims of discrimination and the cultures of the minorities living in the area. The latter type of training would also create a network of contacts with representatives of the local minorities, in case these do not already exist. In the arrangement of the advisory system, it would be a good idea to take into account those cornerstones of good advisory services that were detailed in the 2005 study.

7.2.2 Municipalities with large minorities

In municipalities where there are several hundred representatives of ethnic minorities (e.g. more than 200¹²), a *separate service* should be provided for advice targeting the minorities. In municipalities of this type, advisory services often have been arranged; the advisory service against discrimination only was not a systematic part of the advisory work conducted in them. The activities of multicultural meeting points and youth information points should be oriented towards anti-discrimination advice.¹³ In large cities, such as Helsinki and Espoo, advice targeting immigrants is already available in various service points. As a new priority, advice against ethnic discrimination should be included in the tasks of the advisory services. In this, familiarising the personnel with recognising and intervening in disc-

¹² There are 26 municipalities in Continental Finland with more than 200 foreigners in residence (Follow-up questionnaire concerning integration by the Ministry of Labour 2005).

¹³ Such as Moninet in Rovaniemi, UniPoint in Tampere and Reimari in Vaasa.

rimination and updating the relevant skills would be highlighted.

7.2.3 Co-ordinating the advisory system

Responsibility for arranging the advisory system *shall* in all cases be *concentrated* to a certain person or unit. In the opinions submitted by the municipalities, as the person co-ordinating the advisory system and assuming responsibility for its implementation was the most commonly suggested a health or social services ombudsman. The police and a co-ordinator of immigrant work also received support as parties responsible for anti-discrimination advice, but appointing an immigrant worker was also strongly criticised for the fear of the advisory service overemphasising discrimination against immigrants. Based on the opinions of the municipalities, we should also look at setting up the task of a separate co-ordinator of equality issues. This task could be combined with another post. In large cities, there could be several contact persons in the various administrative sectors.

In addition to appointing a person to assume responsibility, highlighting the *network* of actors also plays a central role in arranging the advisory system. The significance of network-based activities was emphasised both in the opinions of the municipalities and the discussions had within the framework of the project. The authorities and NGOs active in the locality or region and individual actors should form a support and activity network for the implementors of the advisory system. Examples of networking activities were presented above, mainly in association with the integration of immigrants. These experiences should also be used as regards other ethnic minorities.

7.2.4 Regional level co-ordination of the advisory systems

The establishment of Immigration Committees is being prepared in connection with many Employment and Economic Development Centres. One task of these Committees relevant to integration will be to promote ethnic equality and good ethnic relations, and in addition to the representatives of the Centres, the members will include such as representatives of the Provincial Governments, municipalities, Employment Offices and NGOs. The role of the Committees to be set up in the monitoring of ethnic equality planning (and in this connection, the arrangements of advisory services) should be examined. In this connection, the Committees should regularly gather information on the status of ethnic relationships and cases of discrimination as well as their processing in the region, e.g. by means of a questionnaire sent out annually to the municipalities. The gathering

of information should be arranged so that data is collected for all ethnic minorities. The results of this questionnaire should be compiled into a report to allow them to be efficiently utilised by the various stakeholders. As discrimination at work is one of the most central forms in which discrimination occurs, the Committees should also include representatives of the Occupational Safety and Health Inspectorates. Pursuant to the Ministry of Labour's Decree on Immigration Committees (315/2006), the Committees to be set up do not have these tasks, and imposing this task on the Committees would require an amendment of this Decree. The voluntary nature of establishing Immigration Committees also is a problem as regards the task of co-ordinating the advisory services.

7.2.5 The support of the Ombudsman for Minorities for the regional implementation of advisory systems

The advice provided by the Office of the Ombudsman for Minorities for victims of ethnic discrimination is a form of national level advice that has been found important. The support of the Office is also needed in the development of local advisory systems. This can be the most successfully done by supporting training and the municipal efforts of equality planning. Local training needs concern recognising discrimination, legislation relevant to discrimination and equality, assistance systems, ethnic equality planning and management of diversity.

Collecting information regularly in the various fields through the above-described network of advisory systems will help to orient the activities of the Ombudsman. Co-ordinating the information on monitoring the equality planning and ethnic discrimination by the Immigration Committees of the Employment and Economic Development Centres and passing on information to the Ombudsman for Minorities as well as the Advisory Board on Minorities supporting the Ombudsman would improve the possibilities of the Ombudsman for Minorities to promote good ethnic relations in the society. In addition, regular contacts between the Ombudsman for Minorities and the regional authorities responsible for integration (the Employment and Economic Development Centres) and the Occupational Safety and Health Inspectorates should be established through annual meetings or seminars. The results of regional follow-up questionnaires directed at the municipalities concerning equality planning and the situation of discrimination should also be made available for the Ombudsman.¹⁴

¹⁴ The model of arranging advisory services against ethnic discrimination as a graph in Appendix 6.

8. Conclusion

The development task of Finland in the Eur-Equality project was to look at the various forms of advisory services against ethnic discrimination and to build a model of arranging advisory services in the various regions. The results of this study were spread in the second stage of the project, or the so-called dissemination phase, during which eight training and discussion events were held on ethnic discrimination, recognising it and arranging advisory services for the victims of discrimination. In the second phase, opinions and more freely worded comments on the presented model of advisory services were also collected. In particular, information was gathered on the needs of arranging advisory services and their implementation at the local level.

On the basis of opinions on developing the advisory systems from 23 municipalities and discussions with various stakeholders, it can be said that the model for developing advisory services was strongly supported. Equality planning in the municipalities was found a good platform for developing the advisory services. Concentrating the advisory system as the responsibility of a specific co-ordinator or a certain unit received wide support. Ambiguity and differences of opinion emerged in deciding which party would be the best suited for this task. The impartiality of the co-ordinator in terms of municipal services was emphasised, and health and social services ombudsmen were widely suggested as the persons best suited for this task.

According to experiences gathered during the project, in municipalities with few representatives of ethnic minorities in residence, a standby group familiar with ethnic discrimination and intervening in it would be a good way of arranging the advisory service. These often involve municipalities with relatively low populations, and co-operation between municipalities in a larger area would be recommended. In municipalities with large numbers of representatives of ethnic minorities, the advice should be concentrated to a separate service point, such as in connection with a multicultural meeting point. The possibilities of providing online services (the Internet) should also be assessed.

Collecting regular information on the status of ethnic relationships and discrimination based on ethnic origin plays a central role. In certain models of advisory services that have been implemented, this has already been included as an essential part of developing the service. Familiarising the persons providing advice with recognising discrimination, anti-discrimi-

nation legislation and the legal protection of victims of discrimination are the first steps in arranging the advisory service. The training should be gradually extended to various personnel groups in the municipality. Equality questions should increasingly be included in personnel and management training.

The support of the Ombudsman for Minorities' Office is needed in developing the advisory systems for the needs of different areas. Training and exchange of information between the Ombudsman and the local level should be increased. In order to function, this will also require co-ordinating the arrangement of advisory services and co-operation at the regional level. Currently, information on the means of intervening in discrimination taking place in a municipality and equality planning is only gathered as part of monitoring integration, and in this a clear deficiency can be pinpointed as regards prevention and intervention. The possibilities of promoting good ethnic relationships would be enhanced in case the advisory services were developed as part of equality planning, and information on monitoring the planning and the status of ethnic relationships would be regularly collected in various areas.

Appendix 1

In the years 2005 and 2006, the Office of the Ombudsman for Minorities has been developing advisory services against ethnic discrimination under the EurEquality project financed by the European Commission. Finland's development task during the first year concentrated on examining the forms and providers of advice and on presenting certain qualitative criteria for a good advisory service. As a result of this study, a model for developing advisory services against ethnic discrimination at the local, regional and national level was presented. The beginning of the report describes the conclusions and recommendations of the study conducted in 2005. The project task of the second year was to disseminate the results of the first year's study nationally as well as internationally, and for this purpose to organise round table discussions in various regions.

In summer 2006, a request for opinions concerning the model put forward to develop advisory services was sent to 50 of the largest municipalities in Finland (see Appendix 2, request for opinions). Replies were received from 23 municipalities, or slightly less than one half of those to whom the request was addressed. The opinions provided background information that was necessary for planning the second phase of the project. They contained plenty of useful information, which needs to be taken in consideration in the development of the advisory services. The report includes a summary of the municipalities' opinions.

In September - November 2006, discussion and training events were organised in various municipalities. The municipalities in which the events were held were mainly selected because they reported a need for training associated with ethnic discrimination, and developing the advisory services was felt to be topical e.g. as part of equality planning currently under way. The discussion and training events dealt with the development of advisory services against ethnic discrimination, local needs for advice and ways of developing co-operation between the national Office of the Ombudsman for Minorities and the local and regional level actors. The themes received a different emphasis in the different events. Conclusions of the discussions heard during the events are detailed in the report, including a discussion of how these could be utilised in the future development of the advisory services. The information and experiences collected during the project events and based on the municipalities' opinions are compared to the results of a study conducted in 2005.

In connection with the 2006 project, a seminar on developing the advisory

services was also organised, which dealt with the results and conclusions of the project, as well as various forms of advice. In addition, co-operation between the various stakeholders, and in particular that between the authorities and NGOs in recognising ethnic discrimination and intervening in it by means of advice was discussed. This seminar was held in Helsinki on 24 November. Please refer to Appendix (5) of the report for a summary of this seminar.

The municipalities that were requested an opinion on the model presented for developing the advisory services against ethnic discrimination (the ones that replied in italics):

Helsinki

Espoo

Tampere

Vantaa

Turku

Oulu

Lahti

Kuopio

Jyväskylä

Pori

Lappeenranta

Joensuu

Rovaniemi

Vaasa

Kotka

Hämeenlinna

Porvoo

Mikkeli

Hyvinkää

Järvenpää

Nurmijärvi

Rauma

Lohja

Seinäjoki

Kokkola

Kajaani

Tuusula

The Rural Municipality of Jyväskylä

Kirkkonummi

Kerava

Kouvola
Imatra
Nokia
Savonlinna
Riihimäki
Kangasala
Vihti
Salo
Varkaus
Raisio
Ylöjärvi
Kemi
Iisalmi
Raahe
Tornio
Hamina
Kaarina
Hollola
Heinola
Valkeakoski

Appendix 2

16 June 2006

The person responsible for equality planning imposed on the authorities by Section 4 of the Non-Discrimination Act (21/2004)

DEVELOPING ADVISORY SERVICES AGAINST ETHNIC DISCRIMINATION

Dear recipient,

The Office of the Ombudsman for Minorities is in the process of developing the advisory services against ethnic discrimination. The study completed in 2005 (Tella: The Development of Anti-discrimination Advisory Services) and the experiences of practical advisory work have shown that there is a need for a more close-knit co-operation between the local and regional level actors in the implementation of the advisory services. A visible and easily accessible advisory service could encourage victims to bring up cases of discrimination. Recognising ethnic discrimination is a precondition for intervening in discrimination and also developing a good advisory service.

To develop the advisory services further, we would like to know about your views of the model of the implementation of the advisory services put forward by the Office of the Ombudsman for Minorities. The model concentrates on organising the advisory service in municipalities. It proposes appointing a co-ordinator in each municipality and building up a co-operation network based on the co-ordinator, other authorities and persons representing the minorities.

For a full presentation of the model, please refer to the study report, which can be accessed at www.vahemmistovaltuutettu.fi > Julkaisut. A printed version can also be ordered from the Office of the Ombudsman for Minorities. We would like to ask you to at least get acquainted with the attached summary of the model for developing the advisory services and let us have your comments on it. The following questions may be of assistance to you in preparing your comments:

1. What kind of needs would you estimate there are for advisory services against ethnic discrimination in your municipality?

2. Please describe your experiences so far of organising advisory services against ethnic discrimination. a) What kind of arrangements have proved functional? b) What kinds of skills needs have you encountered?
3. By what kind of arrangements could a good accessibility and sufficient expertise of the advisory services best be ensured in the municipality?
4. Who in the municipality should be appointed as the person/s assuming responsibility for advice against ethnic discrimination?
5. Which stakeholders would in particular need training in anti-discrimination advice?
6. What kind of co-operation should be instituted between the various authorities and representatives of minorities?
7. How could collecting information on discrimination be smoothly implemented in the municipality, and how could changes in the discrimination and racism situation best be monitored?
8. What kind of support or training would you like to receive from the Ombudsman for Minorities in developing the advisory service?

The Office of the Ombudsman for Minorities will organise training and discussion events concerning the arrangement of advisory services against ethnic discrimination this autumn. These events will be organised as a part of the EurEquality project. In order to organise these events, we will contact some of those who replied. Other replies will be otherwise used in the development of the regional advisory services. We will be happy to receive all comments and also replies that only address some of the questions.

Please return your replies as soon as possible but **no later than by Friday 18 August 2006** to the Office of the Ombudsman for Minorities.

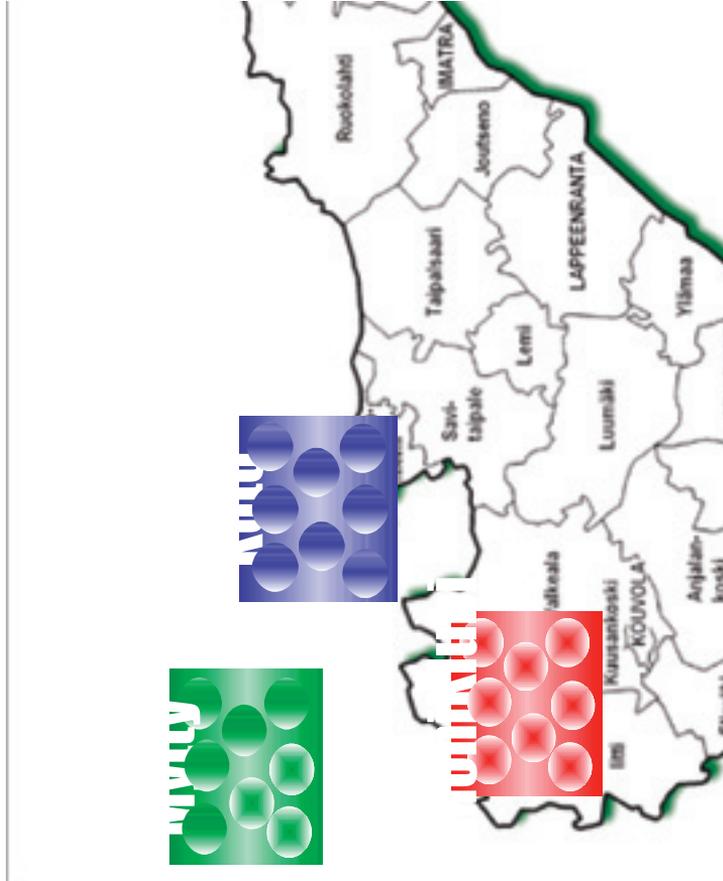
Respectfully yours,

Ombudsman for Minorities Mr Rainer Hiltunen

Senior Officer Ms Riikka Tella

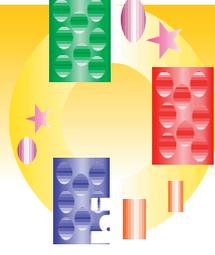
APPENDIX A summary of the model to develop advisory services
against ethnic discrimination

Kaakkois-Suomen seudulliset mamuverkostot



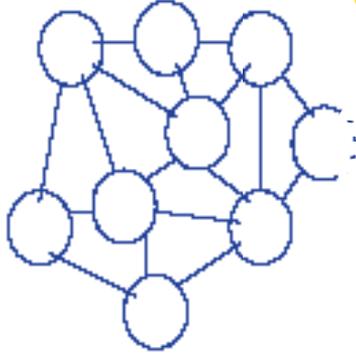
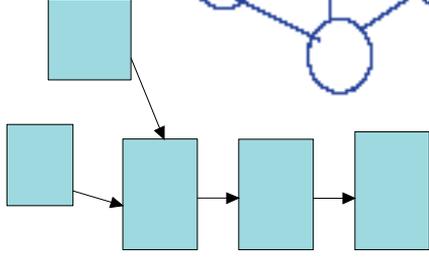
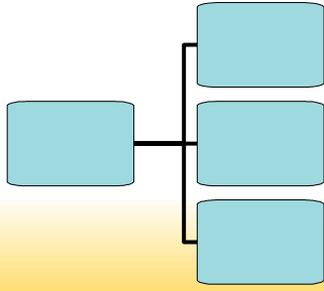
Uusi toimintakulttuuri: verkostojohtaminen

- Osallistaminen, mahdollistaminen, yhteistyö, verkostot, poikkisektoriaalisuus, horisontaalisuus, rajapinnat, luova pörinä, synergia.....
- Menetelmät: sidosryhmäseminaarit, yhteinen koulutusjärjestelmä, kansainvälinen yhteistyö.....
- Proaktiivinen turvallisuuden ennakointi - **muuttu** hyvinvoinnin prosessien vahvistaminen



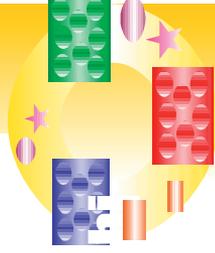
11.10.2006/P-S Posa

Verkosto, arvoketju vai hierarkia



Omistamisesta ja johtamisesta aitoon yhteistyöhön

lytly



11.10.2006/P-S Posa

**Kotkan
kaupunki**

**Työvoima-
toimisto**

**Maahan-
muuttaja-
järjestöt**

Projektit:

•Kirjo

•Tuu Mun Kaa

•NTT

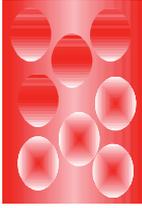
**Palmenia,
Kotka**

**Kotkan
Opisto**

Ekami

Kyamk

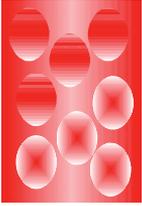
11.10.2006/P-S Posa



MoniKlubin historiaa:

- lähtenyt liikkeelle 5 vuotta sitten toimijoiden yhteispalaverista
- Kotkan Opiston koordinoimana parisen vuotta, kokoontumisia noin 5 viikon välein
- mukana laittamassa liikkeelle Kotkan maahanmuutto-ohjelman työstämistä
- ryhmä on kaikille kiinnostuneille avoin ja täydentyy jatkuvasti

11.10.2006/P-S Posa



MoniKlubin hyödyt:

- verkostoituminen
- tiedon levittäminen
- ideointi, ideoiden testaus ja jatkotyöstäminen (esim. rasismien seuranta)
- aloitteet mm. kaupungin suuntaan
- työssä jaksamisen tukeminen
- ’epävirallisen virallinen’
- ’ilmaista’

11.10.2006/P-S Posa

**Kouvolan
kaupunki**

Kouvolan iltalukio

**Työvoima-
toimistot**

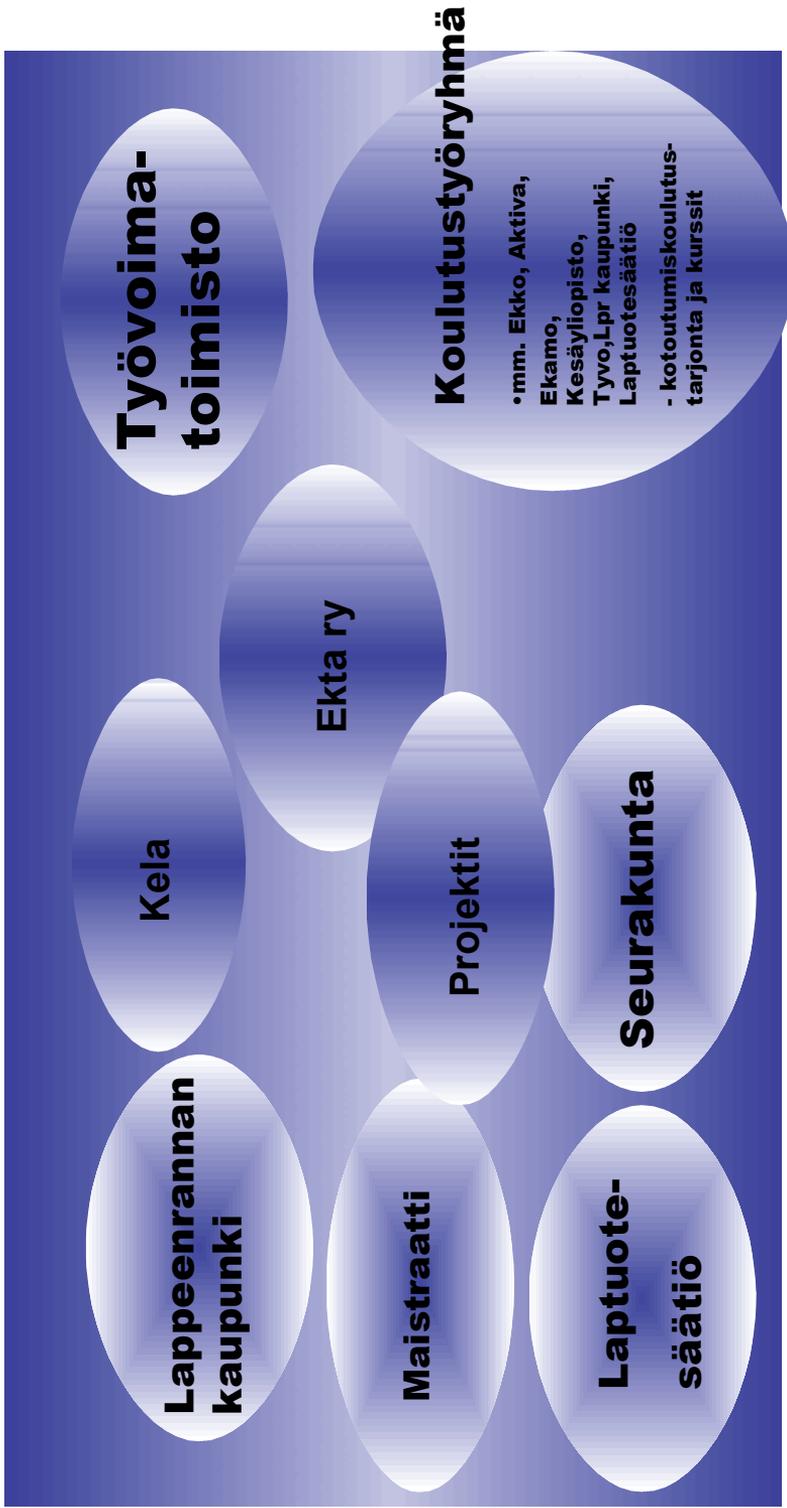
**Palmenia,
Kouvola**

**Kansalais- ja
työväenopistot**

**Kymenlaakson
Marttapiiriilitto**

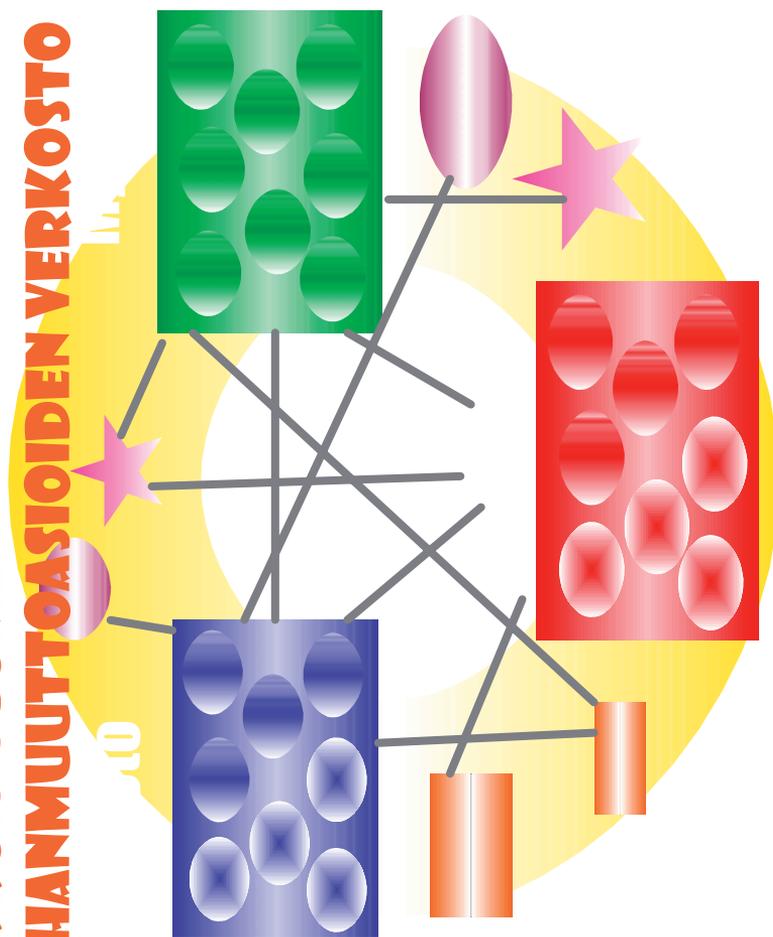
**Kymenlaak-
son opisto**

11.10.2006/P-S Posa



11.10.2006/P-S Posa

KAAKKOIS-SUOMEN MAAHANMUUTTOASIOIDEN VERKOSTO



11.10.2006/P-S Posa

KAAKKOIS-SUOMEN MAAHANMUUTTOASIOIDEN VERKOSTO

- Kaakkois-Suomen maahanmuuttajatyöryhmän jäsenet 8.8.2006

Kotka:

- Pia-Stina Posa, Sotek-säätiö, Kotka (puheenjohtaja), pia-sitina.posa@sotek.fi
- Jaana Kosonen, Kotkan kaupunki, jaana.kosonen@kotka.fi
- Reija Keskinen-Kuhlman, HY Koulutus- ja kehittämiskeskus Palmenia, Kotka, reija.keskinen-kuhlman@helsinki.fi

Lappeenranta:

- Virpi Ulmanen, Etelä-Karjalan aikuisopisto, AKTIVA, Lappeenranta, Virpi.Ulmanen@ekakk.fi
- Kaija Silvolahi, Laptuote-säätiö, Lappeenranta, kaija.silvolahiti@laptuote.fi
- Merja Heino-Kukkurainen, Lappeenrannan kaupunki, merja.heino-kukkurainen@lappeenranta.fi

Imatra:

- Marjo Pihlman, HY Koulutus- ja kehittämiskeskus Palmenia, Imatra, marjo.pihlman@helsinki.fi
- Sirpa Vertanen, Imatran työvoimatoimisto, sirpa.vertanen@mol.fi

Kouvola:

- Satu Kurri, Kouvolan kaupunki, satu.kurri@kouvola.fi
- Seija Vainio, Kouvolan ammatillinen aikuiskoulutuskeskus, seija.vainio@kvlakk.fi
- Anne Rasskasov, HY Koulutus- ja kehittämiskeskus Palmenia, kouvolananne.rasskasov@helsinki.fi

TE-keskus:

- Merja Mattila, Kaakkois-Suomen TE-keskus, Merja.Mattila@te-keskus.fi

Mytty

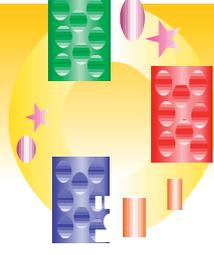


11.10.2006/P-S Posa

KAAKKOIS-SUOMEN MAAHANMUUTTOASIOIDEN VERKOSTO

- verkoston tavoitteet:
 - saada maahanmuuttajatyön koko kirjo näkyviin
 - vaihtaa tietoja ja kokemuksia
 - kehittää koulutusta
 - välittää tietoa meneillään olevista projekteista.

Mytty



11.10.2006/P-S Posa

KAAKKOIS-SUOMEN MAAHANMUUTTOASIOIDEN VERKOSTO

- Seminaari kaksi kertaa vuodessa
 - koulutus
 - rasismien torjunta
 - hyvät käytännöt
- Sähköpostilista
- Kaakkois-Suomen mamusivuston kehittäminen
<http://www.mamukaako.net>

Mytty



11.10.2006/P-S Posa



Kaakkois-Suomen maahanmuuttajasesiminaari: Maahanmuuttajien koulutus

OHJELMA

Aika: ti 17.10.2006, klo 8.30-15.30

Paikka: Kouvolan ammatillinen aikuiskoulutuskeskus, Vatajantie 2, 45100 Kouvola
Puheenjohtaja: työvoimapaivalupäällikkö Merja Mattila, TE-keskus

- 8.30 Aamukahvi
- 8.45 Tilaisuuden avaus: Merja Mattila
- 9.00 Projektipäällikkö Heikki S. von Hertzen: Kaakkois-Suomen maahanmuuttostrategia 2005-2015 ja Monimuotoinen Kaakkois-Suomi-hanke
- 10.30 Erikoissuunnittelija Irma Heikkilä-Paukkonen, Työministeriö: Ajankohtaista valtakunnallisesta kotoutumiskoulutuksen kehittämisestä
- 12.00 Lounastauko (omakustanteinen)
- 12.45 CASE: johtava ohjaaja Merja Heino-Kukkurainen, Lappeenrannan kaupunki: Kotouttavaa toimintaa Lappeenrannassa; rinnasteista ja muuta koulutusta - unohtamatta kalastusta ja hyvää ruokaa kommenttipuheenvuoro: Opettaja Sirpa Tereska, Etelä-Karjalan Kansalaisopisto
- 13.15 CASE: kouluttaja Riitta Mielonen, Etelä-Kymenlaakson Ammattiopisto: Kielenopetuksen tasotestauksen käyttö Kotkan – Haminan seudulla
- 13.45 Iltapäiväkahvi
- 14.00 CASE: projektsihteeri, kouluttaja Tanja Neuvonen, Kotkan kaupunki: Maahanmuuttajana ja kouluttajana Suomessa
- 14.15 CASE/T: Maahanmuuttajanjakokulmia: Maahanmuuttaja-avustaja Ab ja mahdollisesti muita maahanmuuttajia: Kielenopiskelun kokemuksia
- 14.45 PANEELIKESKUSTELU: Maahanmuuttajien koulutus tulevaisuudessa
Pj Merja Mattila, keskustelijat: CASE –tapausten esittelijät ja tilaajat

- Tilaisuuteen on vapaa pääsy. Ohjelma sisältää kahvitarjoilut.
- ILMOITTAUTUMINEN **6.10 mennessä** sähköpostitse minna.k.olikainen@helsinki.fi

11.10.2006/P-S Posa



Appendix 4



Monimuotoinen Kaakkois-Suomi - MOKS 2006-2007

Monimuotoinen Kaakkois-Suomi -hankkeen tarkoitus on edistää työelämän myönteistä suhtautumista kulttuurien kohtaamiseen ja auttaa alueen toimijoita löytämään uusia keinoja työelämän monimuotoisuuden edistämiseksi. Valmennamme päättäjiä ja työyhteisöjä vastaanottamaan ja kohtaamaan eri kulttuureita edustavia työntekijöitä. Luomme yhteistyöverkostoja maahanmuuttajien työllistymisen edistämiseksi.

Kaakkois-Suomella on Venäjän raja-alueena strateginen asema maahanmuutossa. Alueella on hyvät mahdollisuudet edistää työperäistä maahanmuuttoa työmarkkinoiden tarpeita vastaavasti. Alueen kantaväestön ikääntyessä muualta muuttaneen työvoiman tarve tulee kasvamaan jatkuvasti. Monilla aloilla, ensimmäisenä kuntien hyvinvointipalveluilla, on edessään työvoimapula. Samaan aikaan alueellamme on paljon osaavia maahanmuuttajia ilman työtä. Heidän voimavarojensa hyödyntämiseksi työelämässä tarvitaan uusia taitoja. Valmiuttamme kohdata ja hyväksyä erilaisuutta on tietoisesti kehitettävä.

Suomessa on tuotettu eri hankkeissa mainioita oppaita, kirjoja ja tiedotusmateriaalia monimuotoisuudesta. Monimuotoinen Kaakkois-Suomi -hankkeessa levitetään hyviksi havaittuja toimintamalleja ja käytäntöjä. Hankkeen pääpaino on yhdessä tekemisessä ja toiminnallisten menetelmien käytössä. Tutkimme yhdessä, miten voimme hyödyntää ja kehittää olemassa olevaa osaamista Kaakkois-Suomen parhaaksi.

Missä hanke toimii?

Monimuotoinen Kaakkois-Suomi -hankkeen toimialueena ovat Kymenlaakson ja Etelä-Karjalan maakunnat. Hanke painottuu kunnalliselle sektorille, jossa palvelutyöntekijöiden tarve on suurin. Hankkeeseen otetaan mukaan myös kiinnostuneita yksityissektorin ja järjestöjen toimijoita.

Mitä tehdään?

Projektin rungon muodostaa seudullisten toiminnallisten seminaarien sarja: kolme kertaa kolme toiminnallista seminaaria Lappeenrannan, Kouvolan ja Kotkan seuduilla. Seminaareihin kutsutaan kullakin seudulla työnantaja, työntekijöitä, työvoimahallinnon edustajia, kuntapäätättäjiä sekä järjestöjen ja aikuisoppilaitosten edustajia. Kutsomme mukaan sekä kantasuomalaisia että maahanmuuttajia. On myös tärkeää, että kaikki henkilöstöryhmät ovat edustettuina.

Seminaareissa käsitellään monikulttuurisuuden teemoja työelämän näkökulmasta. Uskomme, että avoimen keskustelun ja toiminnallisten tehtävien kautta osallistujat tulevat tietoisemmiksi kulttuurisesta moninaisuudesta ja työyhteisöjen asenneilmasto kehittyä heidän kauttaan avoimmaksi erilaisuudelle. Seminaarien välillä järjestetään työyhteisökohtaisia koulutuksia, joiden tavoitteena on syventää seminaarien teemoja sekä vastata kunkin osallistuvan työyhteisön erityistarpeisiin.

Hankkeeseen osallistuvien organisaatioiden työn tukemiseksi perustetaan työkuultuuritopia, joissa jaetaan suomalaista työelämä tietoutta. Tuvat tarjoavat myös mahdollisuuden maahanmuuttajien ja kantaväestön kohtaamiseen.

SEMINAARIT

Ensimmäinen seminaarisarja, syksy 2006

Teemana on "Erilaisuuden kohtaaminen". Seminaarissa tutkitaan omaa kulttuuritautustaa ja suhdetta erilaisuuteen ja toisin tekemiseen. Avaamme kulttuurisidonnaisia ajattelu- ja toimintatapoja.

Työyhteisökoulutukset ja välitehtävät

Seminaarin jälkeen teemojen käsittelyä jatketaan työyhteisökoulutuksissa tai itsenäisesti välitehtävää tehden. Tutkimme oman toimintaympäristön ja sen rakenteiden suhdetta moninaisuuteen ja erilaisuuteen. Koulutukset räätälöidään kullekin työpaikalle erikseen.

Toinen seminaarisarja, kevät 2007

Toisessa seminaarisarjassa esitellään Kaakkois-Suomen aikuisoppilaitosten monikulttuurisuus-hankkeiden tuloksia ja hyviä käytäntöjä. Miten otamme niistä kaiken hyödyn irti Kaakkois-Suomessa?

Työyhteisökoulutukset ja välitehtävät

Työyhteisöjen koulutukset jatkuvat teemalla Kulttuurien moninaisuus. Tavoitteena on oppia tuntemaan eri kulttuurien peruspiirteitä ja erilaisten kulttuuritaustojen vaikutusta ihmisten ajatteluun, vuorovaikutukseen ja työnteekoon. Välitehtävien tekevät samoin kuin ensimmäiselläkin kierroksella myös ne, jotka osallistuvat vain seminaareihin.

Kolmas seminaarisarja, syksy 2007

Kolmannen seminaarisarjan teemana on "Maassa maan tavoilla – moninaisen suomalaisuuden mahdollisuus". Kaksipäiväisissä seminaareissa kootaan toiminnallisilla menetelmillä yhteen edellisissä seminaareissa, työyhteisökoulutuksissa ja välitehtävissä opittua. Pohditaan, pitääkö maassa olla maan tavalla, vai voivatko maan tavat moninaistua?

Kuka, mikä, missä, millä rahalla?

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Appendix 5

The final seminar of the EurEquality project in Helsinki on 24 November

ADVISORY SERVICES AGAINST ETHNIC DISCRIMINATION - the possibilities of co-operation between NGOs and the authorities

In the second phase of the project, the results and conclusions of the first year's studies were disseminated and put into effect. To conclude the training and information events, a final seminar for the project was held in Helsinki. This event brought together 70 people, who represented such as . municipal administration and services, various organisations and State government.

The seminar discussed various ways of implementing advisory services against ethnic discrimination. The speakers described the ways in which the Cities of Kotka, Vantaa and Helsinki offer advice to ethnic minorities. In Kotka, advisory services against racism and discrimination are offered by a standby group consisting of several persons. Vantaa has focused on building up co-operation between the authorities and NGOs, and equality work is carried out by the various administrative sectors all-inclusively. In Helsinki, one form of advisory services is advice offered to immigrants at a service point. As regards advisory services provided by the State, the advice and guidance offered by the Ombudsman for Minorities and the actions of the Irish Equality Tribunal in cases of discrimination and their prevention was presented.

In the second part of the seminar, the possibilities of the authorities and NGOs to engage in co-operation were analysed, as well as the strengths and weaknesses of both in the work to combat ethnic discrimination. Those having experienced discrimination often find it easier to approach a non-governmental organisation than the authorities, and the operating methods of the NGOs are more flexible. The activities of the authorities are continuous, on the other hand, and they have a wide-reaching right to information, which makes it easier to investigate cases of discrimination. The seminar highlighted the significance of networking between the stakeholders in order to combine the cited strengths and to minimise the weaknesses. The discussion at the seminar confirmed the views expressed during the course of the project on the necessity of the stakeholders to

operate as a network.

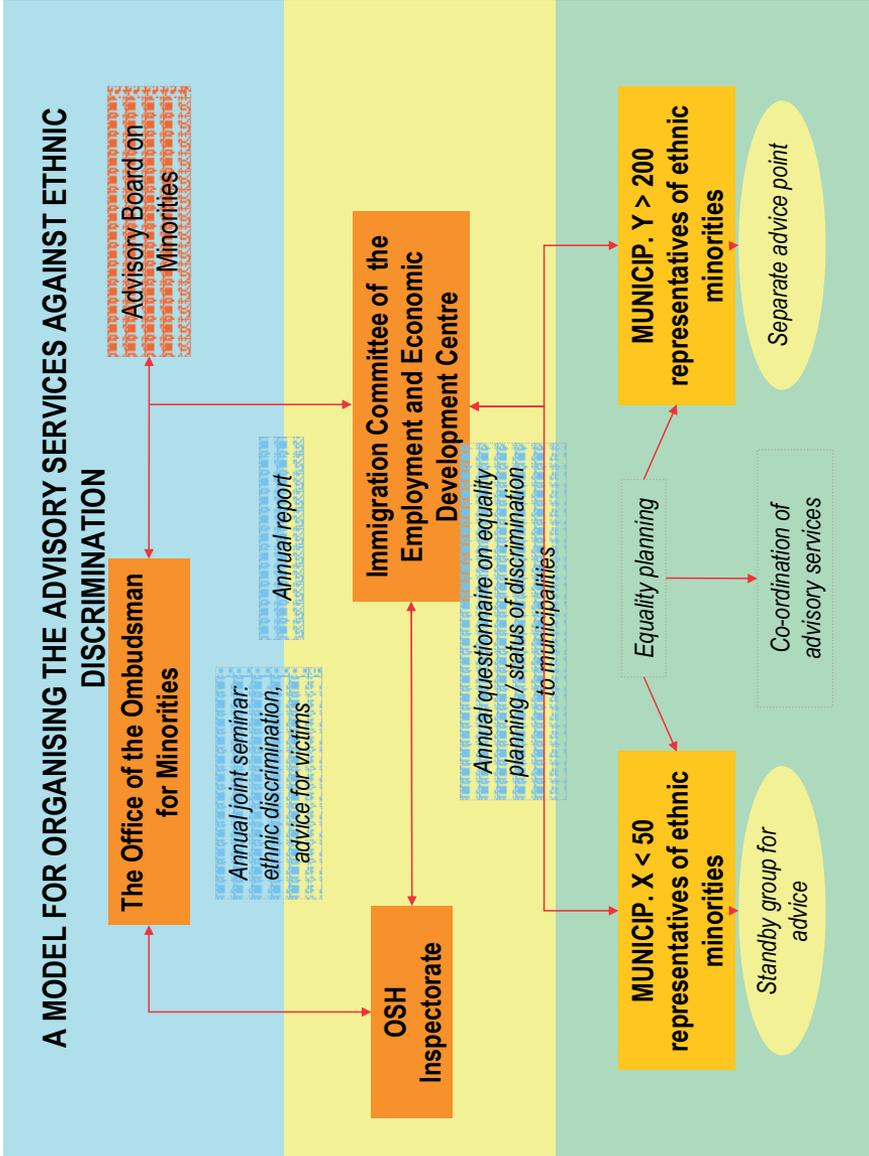
The discrimination experienced by ethnic minorities in working life was brought up in the contribution of a participant belonging to the Roma population. A discussion on supervising the ban on discrimination in working life was heard mainly between the Occupational Safety and Health Inspectorate, the Office of the Ombudsman for Minorities and representatives of the trade union movement. All the actors have different means of supervising and intervening in discrimination. A more close-knit co-operation is needed. The discussion on discrimination based on ethnic background associated with employment and working conditions contributed new priorities in the entity of the project.

The model of organising advisory services against ethnic discrimination developed by the Office of the Ombudsman for Minorities was shortly presented. This model is based on advisory services provided locally at the municipal level. The municipal advisory arrangements presented at the seminar gave the participants concrete examples of what advisory services provided by the municipality could mean. In this sense, the seminar programme made the proposed model of developing advisory services more tangible. It was also observed during the discussion on the model of advisory services that for many actors, anti-discrimination advice is an important yet still a minor part of the whole scope of tasks.

The significance of collecting information on discrimination and its occurrence in terms of intervening in discrimination was also discussed. Similarly to the advisory services, the arrangements for collecting information currently are fragmented and irregular. In this matter, the NGOs have certain expectations as regards the authorities and in particular the Office of the Ombudsman for Minorities. The monitoring of discrimination cases processed as complaints or legal hearings, however, only brings up part of the cases and in this, too, co-operation between the actors is necessary. The presented model of developing advisory services also comments on the method of collecting information on discrimination and includes a proposal on this matter.

The final seminar brought together persons who had been involved in the various phases of the project as well as those who were previously ignorant of the whole project. The seminar offered a forum of discussion for the providers of anti-discrimination advisory services and ethnic minorities. At the same time, the results and conclusions of the project were disseminated.

Appendix 6



Sources:

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