



ENAR Shadow Report

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Finland

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1. Foreward

This report has been compiled and written from several sources of information in 2003 and 2004 by ENAR-Finland, interviewing victims of racism and anti-racism activists with their views included in this report. The Board of ENAR-FINLAND has authorised the publication of this report.

The signatories of this report work in their respective associations to support minorities in the fight against all kind of discrimination and in the promotion of human rights.

We thank Ms. Erja Mononen for her contribution in translating part of this report. The expression 'illegal immigrants', appearing in this document has been changed to 'unregistered immigrants' in line with the Association's point of view.

In order to compile this report information was collected from various immigrant organisations and associations working with issues of racism with additional information collected from various interviews and discussions with people, who have encountered racism in their lives during their stay in Finland.

While collecting this report we have taken into consideration grass root opinions and substance from the immigrant communities in particular from individuals whose views have not been heard in the past. We have also tried to find the real hidden phenomenon of racism and racist approach in Finland. For the next Country Shadow Report 2004 in Finland we have already started to collect information at grass root level.

Racism in Europe is in a state of transformation. Racism is evolving towards discrimination based on culture, religion and traditions against immigrants coming from outside Europe. "Besides some Nazi and skinhead groups, no one in his right mind publicly talks of an inferior race, colour or ethnicity, the 11th September events in USA have opened certain doors no one dared to open before" said the Chairman of ENAR-EU, Bashy Quraishy in a Round Table meeting in Finland 15 June 2004. We tend to agree with this viewpoint and have noticed the same effects here in Finland as elsewhere in the world.

We take this opportunity to thank all those who have helped us to collect this information and who have used their valuable time to send their opinions and shared their sources of information for this report.

We hope that there will be a bright light characterised by a more pluralistic society and cosmopolitan identity, multi-cultural, multi-ethnic and multi-religious.

Ali Qassim
Chairman

ENAR-FINLAND

Maritta Kivelä
Board Member

ENAR-FINLAND

2. Background

In 2002 Finland experienced no dramatic changes in patterns of migration. The net immigration was 5,222 (Finnish citizens included) and 7,215 (Finnish citizens excluded). Net migration has been positive since the early 1980's but figures were far from the high numbers of the 1990's and the break down of the Soviet Union.

As previous years, biggest net immigration groups – Russians, Estonians and Afghans - entered Finland mainly because of humanitarian and family related reasons. The biggest negative net migration figure (1,993) was that of the Finnish citizens. There can be traced a tiny but growing flow of Finns moving to Estonia. However, the main direction of the – modest - movement between these countries is still from south to north. The Ingrian Finns, mainly from Russia, represented as much as 10,7 % of total foreign citizens' immigration to Finland.

The internationally low number of asylum seekers (3,443) of 2002 grew considerably compared to year 2001 (1,651). Top ten countries from which asylum seekers came from were Romania, Slovakia, Bosnia-Herzegovina, the Federal Republic of Yugoslavia, Bulgaria, Russia, Turkey, Iraq, the Ukraine and Bangladesh. The six most important countries of origin in terms of numbers included four EU applicant countries. There were as few as 50 asylum seekers from former top countries, such as Somalia.

In 2002 the foreign population of Finland included citizens of 160 nationalities, among whom the largest group were Russians (24,336) and the second largest Estonians (12,428). The number of men was 51,697 and that of women 51,985. Many individual groups, however were clearly male-dominated. Women were very clearly in the majority within the groups originating from Thailand, Philippines, Russia and Estonia. Especially the preponderance of women among big immigrating groups has affected the total structure of immigration. In the 1990's an increasingly large proportion of the new immigrants have been women.

The rate of unemployment for foreign citizens during 2002 was estimated as an average 30 %. Hardest hit by unemployment were especially the immigrants from Iraq, Iran, Somalia and Yugoslavia, among whom over 59 % of those eligible to work were unemployed. The results of immigrants living conditions survey indicate that immigrants who have found employment are doing quite well on the labour market, as the majority of them work full-time in a permanent employment relationship. The pay of immigrants is, however, considerably lower than that of Finns. Nonetheless, unemployed Russian and Somali immigrants are almost hopeless and they do not believe they will find a job in the near future either.

Unregistered employment and the exploitation of foreign workers, though considerably smaller phenomenon than in many EU countries, was seen as a political issue. The trade union and the police were advocating strict measures in order to combat unregistered employment and the exploitation of foreign workers, which is expected to become more common owing to EU enlargement and an overall increase of immigration into Finland. The amount of drawn immigration plans continued in the yearly level of 10,000. Worth noting is

the constantly increasing number of those who directly started working in the labour market. By the end of August 2003 there were more transitions to labour market than the complete year of 2001. Anyway, there is a need for more training opportunities for foreigners.

2.2. Social context

2.2.1. Economic situation

Developments in the Finnish economy remained sluggish in the early months of 2003, and the volume of production has stagnated since last autumn. Exports, and consequently also growth in industrial output are expected to be modest this year because world demand is weak. Growth in total output will in fact be based largely on domestic demand, particularly on private consumption, which is being fuelled by better household purchasing power. Total output is estimated to grow by only 1.8 % and the average unemployment rate is forecast at 9.4 %. The past few years' surpluses in central government finances are anticipated to reduce, and overall general government finances to show a surplus of 2½ %.

Next year, annual growth in total output is forecast to accelerate to almost 3 %, close to the long-term average rate of growth. Exports are anticipated to grow faster than this year, as world trade is envisaged to accelerate and Finnish export competitiveness is still good. Private consumption is like-wise expected to grow faster than this year, as the tax cuts underway will boost consumer purchasing power substantially. The average annual unemployment rate is forecast to edge down to 9.1 %. Central government finances will go into a clear deficit, as expenditure is rising and revenue will grow only modestly as a result of tax cuts.¹

2.2.2. Employment

In 2002 the economy began to recover from a short downturn, but growth for the whole year was a modest 1.6 %. The weak economic growth seen for two consecutive years halted the favourable employment trend that has been in place for some time. Despite the sluggish economic growth the number of persons in employment did not drop, rather it increased slightly (0.2 %). The employment rate (the percentage of those aged 15 – 64 in employment of the population of the same age) was 67.7 % in the year under review, i.e. the same as in 2001. The dip in the economy in the last two years has begun to be seen in the structure of economic life. Especially in the last quarter of the year under review the number of those employed in industry fell steeply, whereas at the start of the year employment increased, particularly in the metal and forestry industries. Within the IT sector the numbers working in communications equipment production fell throughout the year, but the situation improved slightly towards the end of the year.

As in previous years, the number of persons in jobs declined most in agriculture, with a loss of over 8,000 persons compared to 2001. Employment in the housebuilding sector fell by 2,000. On the other hand, employment improved in service sectors. Employment increased in finance, insurance and business services by an average overall of 7,000 persons and in the retail sector by 6,000 persons. Ministry of Labour statistics show that unemployment

¹ Ministry of Finance, Economic Bulletin 2/2003 (22.5.2003).

continued to fall, but at a slower rate. The decrease gathered pace, however, during the year. This development is exceptional. Previously economic growth below 2.5 % has increased unemployment by around 30,000 persons per percentage point of economic growth. In 2002 the number of unemployed jobseekers registered at employment offices was at a monthly average of 294,000. The number of unemployed jobseekers fell from the previous year by 8,200 persons or 2.7 %. Compared to the trend in 2001, the decrease slowed to about half. In that year the number of unemployed jobseekers decreased by 19,000 persons or 5.9 %.²

The economic regression has affected the regions of southern Finland most, and in many places unemployment has increased. On the other hand, the decrease in the number of unemployed jobseekers has even accelerated in eastern and northern Finnish regions. In the early 1990s unemployment was still much more common among men than women. Gender differences in unemployment have levelled out in the postrecession years. In the year under review the unemployed jobseeking total consisted of 154,000 men and 140,000 women.

2.2.3. Changes in the age structure of the population and labour shortages

According to the population forecast by Statistics Finland, the Finnish population will continue to grow during the next two decades by 100,000, but will drop to five million by 2050, even though the annual positive net migration rate would be 5,000. The working age (between 20–64) population will grow in the next few years by only a couple of thousand per year and will already decline by as much as 20,000 persons per year during the next decade. The rapid and dramatic change in the working age population will have a decisive effect on the entire functioning of the labour market.

The impact of the exit of the baby boom generation from the labour market has been reviewed in the Ministry of Labour report *Preparing for the Changes in the Labour Market Caused by the Baby Boom Generation*. The project report came to the conclusion that a shortage of labour will be a characteristic feature of the Finnish labour market in the next few decades. Problems regarding the availability of labour will already become more pressing before the working age population decreases. Although the working age population will increase during the present decade, the growth will occur in the age group over 55 years old. The ageing is most evident in the public sector where the relative proportion of aged employees is higher than in the private sector. The absolute number of aged employees is, however, highest in the private sector.

The labour market attrition is a problem because the labour force entering the labour market will not be able to replace those exiting it. According to the project report, the labour reserves will shrink during the next few decades. Even if the economic growth remained moderate and the number of jobs decreased, a labour shortage can still be anticipated. On the one hand, the labour shortage is expected to increase participation in the labour market, and on the other, to lower the level of actual employment. Without these changes the gap between the need for a new labour force and the number of those entering the labour market would be even wider (towards the end of the decade a good 10,000 higher annually and during the first half of the next decade, 15,000 higher annually). In comparison with the

² Ministry of Labour, Annual Report 2002

attrition, the significance of the change in employment is small. Therefore, quite substantial labour needs may occur even in the sectors where the number employed will decrease.

The need for a new labour force in 2000-2015 is greatest in construction, care, services and industry. In the care and services sectors, the need for a new labour force will be intensified owing to the growth in employment and attrition. In construction and industry, it will decrease but nevertheless, the high attrition rate will create a need for a new labour force. The focus of the labour needs will be the same in the present decade, as well as at the beginning of the next decade. Besides the labour force attrition and employment developments, the turnover of the labour force in existing jobs will create the need to recruit a new labour force.

In accordance with the report, the demand for a new labour force will be most evident in:

- § occupations requiring special skills owing to the increasing demand for labour,
- § occupational groups in the care and services sectors where the shrinking labour force and growing demand for labour together increase the need for a new labour force, and
- § occupations in the production sector such as construction and industry where the demand for labour is decreasing, but a large number are also leaving the labour market.

In accordance with the report, better utilisation of the unused labour reserves is important to alleviate the problems in the availability of labour. The number of unemployed would cover the need for labour for several years since unemployed job seekers represented 8.5 % of the working age population in 2001. In practice, the problem is caused by the discrepancy in the quality of the demand and supply of labour. Some unemployed groups are also outside the open labour market for other reasons.

The largest groups outside the labour market are students and those who have taken early retirement. Therefore, activating people outside the labour market is difficult and not always even justified. In order to improve the balance between the supply and demand of the labour force, it would be rational to prepare for more extensive immigration. Increasing immigration will not stop the ageing of the working age population in either Finland or other industrialised countries, because the required number of immigrants would be unrealistically high. The Finnish reviews and reports have generally emphasised the utilisation of the labour reserve. Simultaneously, however, being prepared for administering increasing immigration has been considered important in a situation in which the demand for labour will exceed the supply provided by the labour reserve.

2.3. Immigration and emigration

2.3.1. Numbers and structures

Finland, a country of long tradition of emigration faced a turnaround in the early 1980's. From 1981 onwards Finland has recorded higher immigration than emigration. This was partly a result of the smaller age groups entering the working population and partly a sign of

improvement in the employment situation and a closing of the gap in wages and the standard of living between Sweden and Finland. Economic emigration to Sweden begun to slow down. Immigration from Sweden increased in the late 1980's, at the time of the economic boom, and emigration to that country slowed down markedly throughout the early 1990's.

In 1991 there were 13,017 more people entering Finland than there were leaving the country, the highest net immigration ever experienced. In addition, a large proportion of the immigrants were non-Finns. The largest group of all consisted of citizens of the former Soviet Union, 5,500 persons, mostly Ingrians, who had been granted the status of returning emigrants in 1990 and moved to Finland in thousands the following year. The number of foreign citizens entering Finland in that year was also swelled by an intake of over 1,300 refugees from Somalia.

While the typical immigrant to Finland in the 1980's was still a person returning from Sweden, the majority from 1990 onwards have been from the former Soviet Union, chiefly Russia and Estonia, the largest single group being from Ingria. The number of emigrants returning from Sweden has been much smaller, and the following groups in terms of size have been from Somalia and the former Yugoslavia, almost all of whom have been refugees.³

In 2002, a total of 18,113 persons immigrated⁵ in Finland of which the number of foreign citizens was 9,972. As the numbers concerning the previous year were 18,955 (all persons) and 11,037 (foreign citizens), there were a slight decrease in immigration

In the same year, a total of 12,891 persons, of which 10,134 Finns and 2,757 foreign nationals emigrated from Finland. Compared with the year 2001 numbers 13,153 (all persons), of which 10,996 Finns and 2,157 foreign nationals one could say that no dramatic changes occurred. The seven-year-long growth in immigration rate seemed take another direction in 2002. The numbers of those emigrated, after having growth for four years, reduced by the year 2001. The net migration year 2002 was 5,222 (all nationalities), of which 1,993 (Finns) and 7,215 (foreign citizens).

“Immigration” in this context means that a person moves in Finland permanently and gets an official domicile in Finland by virtue of the Act of Domicile (Kotikuntalaki 201/1994). Usually the persons who stay in Finland temporary only in few cases can get a domicile.

Though the work permit system is somewhat marginal in the field of the foreigners working in Finland, the number of issued work permits is rising. Until the mid-1990's the total of the issued work permits (first permits and extensions) were approximately 10,000 per year. In 2002 the total was 20,307. There are different groups of foreigners working in Finland outside the work permit system. Citizens of European Economic Area, among them citizens of Nordic countries do not need a work permit. The yearly quantity of these workers in Finland can be estimated to be 2,000 – 3,000. Without work permits business visitors, visiting artists and mechanics who work within the terms of the delivery contract of a

³ Foreigners and international migration (2003).

machinery or other device, are allowed to work. Also foreigners with permanent residence permits, students in regard to part-time work and holiday jobs, refugees and people receiving residence permits due to the need for protection, asylum seekers who have been in Finland for at least three months, entrepreneurs, and teachers and researchers at universities are exempt of the work permit obligation. During one year these workers may add up to 60-70,000 persons.

2.3.1. Unregistered immigration and working

There are no statistics available, which makes it difficult to estimate those unregistered immigrants, working in Finland. The phenomenon does not seem to be a big problem. However, estimates differ according to the provider of information. According to the National Bureau of Investigation, the number of irregular migrants in Finland is ca 1,000 persons meaning persons who are staying in Finland without a valid permit. In addition, there are few thousand overstayers (mostly Russians) in Finland yearly but these persons are usually caught when leaving the country which does not make them irregular migrants since they leave the country voluntarily. Many of them have stayed in other EU countries and because of the long border with Russia are leaving from the Schengen area through Finland and may only have travelled through Finland. Please note that asylum seekers are a different case and their situation is not described here because they do not fit into the category of "irregular migrants" even if they are staying without a valid residence permit. According to the police, it is difficult to give exact numbers of illegal workers. The border control gives figures according to which a few hundred persons suspected of having worked illegally in Finland cross the border yearly.

The Ministry of Labour also estimates that there might be a few thousand 'overstayers' yearly. In addition, there might be some hundreds of illegal workers in seasonal work, mainly in the construction and agricultural work. E.g. strawberry picking is a branch that needs more labour within a very short period and there is not enough labour available for these jobs. The labour unions, on the other hand, talk about thousands of illegal workers, mostly Russians and Estonians, in the construction sites in Southern Finland. These arguments, however, might be classified as interest-oriented ones.⁴

Illicit work is a big political issue. Trade unions and police are advocating for very strict measures in order to combat illicit work which is expected to become more common due to EU enlargement and an overall increase of immigration into Finland.

It has been politically agreed that several measures will be implemented in order to fight illicit work. These measures include new registers, stricter criminal consequences for employers employing illegal workers, new resources for the police etc. Employers will in the future have to keep a register of the work permits of their foreign workers.

A phenomenon that should be mentioned in this context but which legally does not fall under the term illicit work, is prostitution. It is estimated that thousands of mostly Russian and Estonian women yearly work in Finland as prostitutes. If they are caught in Finland

⁴ This section is based on the fact finding of MS. Leena-Kaisa Åberg for the purposes of the Finnish Red Cross (2003). See also information provided in the last year's Finnish Sopemi Report.

selling sexual services they will be expelled since when applying for visa they have given false reasons for their stay in Finland. Suspected prostitution is a reason to expel a person from Finland according to the Aliens Act, even if prostitution as such is not a crime.

Neither is there much proof of human trafficking e.g. in the prostitution business which does not of course mean that this does not exist. It is, however, clear that at present, foreign prostitution in Finland is remarkable both for its volume and in regards to the social problems related to it. The second biggest category are persons who do small scale business (selling cigarettes, alcohol) or work as prostitutes etc. The reason they have indicated for their stay when applying for visa is false and for this reason they can be expelled from Finland.

Irregular migrants do not have access to social services, health care or education. Most social security in Finland is based on residence. To be counted as a resident in Finland a foreigner needs to have a residence permit valid for at least one year which allows a person to be registered as a permanent resident in the population registry. According to the Finnish Constitution every one, has a right to basic subsistence and care regardless of their nationality if they are staying in Finland. This means that also irregular migrants have the right to emergency health care and can get the basic living allowance (*toimeentulotuki*) for a short period. Persons staying illegally in Finland will, however, most likely be expelled soon if immigration authorities find out about their situation.

According to the legislation on the basic living allowance, a foreign citizen without a valid permit staying in Finland can have a right to this allowance if it is the only means for his/her subsistence. Also according to court decisions, the fact that the person is staying in Finland without a valid permit is not a reason to automatically refuse an application for the allowance. In cases where the irregular migrant is leaving the country or will be expelled from Finland, the living allowance can be granted for the specific days that the person is still in the country and also for the return travel costs.

If you are staying in Finland in an irregular manner, it is extremely difficult to get a residence permit for legal stay and this happens seldom. According to legislation, a foreign citizen is required to have applied for a residence permit before entering the country. If however, there are strong humanitarian reasons e.g. the person is too sick to travel or has strong links to Finland, a residence permit can be granted when it is considered "clearly unreasonable" to expel the person, but this is seldom applied. Also in cases where the home country refuses to accept its national back, a residence permit can be granted.

If the irregular migrant does not leave voluntarily, he/she will be expelled or deported. On the whole, ca 7,000 foreign citizens are expelled from Finland yearly. Most of them are expelled directly at the border because they do not have sufficient travel documents, funding for their stay or the border guard has reasons to suspect that he/she will commit crimes or sell sexual services. If it is expected that the person will go into hiding, the police can detain the person. Usually detention is used in order to prepare the expulsion/deportation of the person but mostly in cases where the person is a rejected asylum seeker or a person whose deportation is based on a criminal offence.

2.4. Foreign residents

2.4.1. Numbers and structures

The number of foreign residents living in Finland at the end of October 2003 was 106,439, amounting to 2,0 % of the resident population.

The number of foreigners had remained fairly high then began to increase during the 1980's, and this was followed by a "wave of immigration" beginning in 1990, when the Finnish-speaking Ingrians from the former Soviet Union were granted the status of "returning emigrants". This led to an immediate increase in immigration and made a significant contribution to the rise in the numbers of foreigners living in Finland. It is practically the first time in history that Finland encountered immigration problems and issues which have now been dealt with.⁵ Consequently ethnic Finns from the Soviet Union now constitute the greatest part of the population which even have a tendency to grow. Therefore one of the main discussion topics in the media which dealt with many problems associated with immigration has been the validity of Ingrian's Finnish ethnicity since the Ingrians tend to lack Finnish language fluency and also tend to identify themselves with Russia. The other side of the coin is that "Ingermanland" is once again losing the small number of Ingrian Finns and their descendents therefore making this old ethnic region non-existent anymore. Up until the end of 2002 the number of persons born outside Finland was 152,057 and the number of foreign languages (other than Finnish, Swedish and Saami) was 117,103. Compared with the year 1990 this number has more than tripled. The most prominent language other than official languages in Finland was Russian (over 33,000 native speakers), the next most prominent Estonian (12,000) and English (7,758).

The growth of the number of foreign citizens remained high during the economic recession with decreasing population of Finland included citizens of 160 nationalities, among whom the largest group were Russian citizens (24,336) and the second largest Estonians (12,428). The total increase of 5,105 was lower than in the previous year, working age, i.e. 15-64 years, compared to 67 % for the population as a whole. Correspondingly the proportion of elderly people was below the national average, 6 annual gross domestic product (GDP) and increasing employment 1992-1996. The steepest annual rise of all was recorded in 1991, over 11,000 persons, the largest groups among whom were the Ingrians and refugees from Somalia. The sometimes negative attitudes in society against foreign population owes much to this development. It is worth noting that when the GDP again started to recover in the late 1990's the annual increase of foreign population dropped. In 2002 Swedish citizens and refugee groups from Somalia and Yugoslavia arrived. The greatest increase in numbers over the year was recorded for Russians and Estonians. Also this immigration was characteristically family oriented. These groups, however, are relatively small in numbers. Especially the preponderance of women among big immigrating groups, that is newcomers from the former Soviet Union, i.e. Russia and Estonia has affected the total structure of

⁵ Foreigners and international migration (2003), Gulijeva (2003).

immigration. In the 1990's an increasingly large proportion of the new immigrants have been women.

Men obtained divorces most often from the wives originating from Estonia and the former Soviet Union, in spite of the fact that this was the largest category of mixed marriages involving Finnish men. The divorce rate was high between Finnish men and women from Thailand. By contrast, the marriages between Finnish men and women from Somalia. The number was big also in absolute terms. Moroccan or Turkish men very frequently ended in divorce. The biggest relative number of children can be found in groups which have mainly entered Finland as refugees. Biggest absolute numbers of children were born to Russians and Estonians.

2.4.2. Integration of immigrants

The purpose of the law is to promote equal opportunities of immigrants belonging to the Finnish society. The newcomers have the possibility of trying to obtain employment and training. For this, an integration plan is drawn up for them. Best practices that help the immigrant to integrate is drawn in the framework of the municipal integration programme. The municipality compiles an integration programme that includes clear aims, procedures and resources for integrating the immigrant. The fund (ERF) in Finland. The fund's resources promote an equal sharing of the burdens placed on member states by the reception and consequences of the annual level of 10,000. This information is not available. It seems, however, that there was a female predominance in Finland, the immigrants from Iraq, Iran, Somalia and Yugoslavia, 59 % of those eligible to work were unemployed and only a tiny minority had found work. These groups have entered Finland mainly as refugees. Outside the distinctively refugee population, the worst affected by unemployment were the Moroccans and Russians, all of whom suffered from rates considerably above the national average.

On the other hand there were immigrant groups with lower unemployment rate than that of the population and better than average labour market success. The immigration of these groups is characteristically labour and family oriented. Integration is enacted in the law making to concentrate on studying Finnish or Swedish during their first three years in the country, to complement their professional skills and acquire the forms of knowledge and abilities needed in Finland. This applies to those individuals whose livelihood the society needs to secure. In exchange, immigrants have an obligation to play an active role in Finnish society, such information is put together in the plan. Such measures include, e.g.:

- § Language studies in Finnish or Swedish
- § Acquiring or completing basic or professional education/training
- § Acquiring the abilities needed in the Finnish working life
- § Establishing contacts with Finns
- § Participation in other meaningful activities

The programme needs to be compiled in an extensive cooperation with local authorities, immigrants, NGO's, religious communities and trade union representatives. By amendment of the Act which came into force on the 1st March 2002 the municipalities shall include in

the programme improvement of ethnic equality and good ethnic relations. The Ministry of Labour administers the European Refugee for reception of refugees, asylum seekers and persons displaced from their home countries. Almost all projects in Finland have been directed at the integration of refugees. In 2002 the amount of drawn immigration plans continued sp immigration plans. In 2002 the women-to-men ratio was 60,8 %, as compared to the women-to-men ratio of jobseekers (55,2 %). In 2002 of all female jobseekers, 32,2 % had an immigration plan drawn for them. The same figure for men was 25,7 %.

2.4.3. Applications for Finnish citizenship

Although Finnish citizenship was granted to only about 100 people a year in the 1970's, the figure increased in the early 1990's so the number of foreigners to be granted Finnish citizenship would remain during the next decade at almost 1,000 a year. The most common cases were former Swedish citizens, most of whom had some prior ties with Finland. In 1995 the Finnish citizenship was granted to only 651 persons in 1994 and to 668 persons in 1995, the lowest figures since the late 1970's. After 1995 the number of foreigners to be granted Finnish increased. In 2002 citizenship was granted to 3,049 persons.

Promotion of good ethnic relations in the field of immigration there are some historical features which influence the public attitudes. The Ministry of Labour has implemented the government's action plan against ethnic discrimination and The Ministry of Immigration adopted the Clear Approvals project as a prevailing practice during 2002. In these cases, the applicant received a decision in as little as two weeks. A total of 5,586 new nationality matters were filed for processing: applications, notifications, investigations and enquiries (2001: 4,659). A total of 6,151 (4,962) decisions were made. At the end of the year there were 5,628 matters pending.⁶ In the immigrant population in Finland. Firstly Finland is a relatively recent immigration country. Until early 1990's the foreign population remained between 10,000 and 20,000 individuals, with the percentage of total population being between 0,3 – 0,4 %. Thus Finns are not traditionally 'used' to foreigners in everyday life. Secondly, as indicated earlier, the recent bigger 'wave' of immigration occurred during the economic recession and rising unemployment of the 1990's, and immigrants were mostly refugees maintained by society. Thus it is not seldom when negative attitudes, discrimination and racism can be traced in daily life in Finland. The racism and the EU's action plan fight against all forms of discrimination. The programmes have been implemented with both national funding and partfunded EU projects. Work has been done in partnership with other ministries, the regional Employment Development Centres, local employment offices, social partners, organisations, groups facing exclusion and other bodies. Under the Integration Act, municipalities must complement their integration programmes with measures to monitor and prevent racism and exclusion.

The Ministry of Labour has undertaken a range of measures to increase ethnic equality and diversity in the government's Advisory Board for Ethnic Relations (ETNO). This is intended as an advisory expert body with input from representatives of ministries, municipal authorities, NGO's and immigrant and ethnic minorities.

⁶ Directorate of Immigration, Annual Report 2003

2.5. Immigrants' living conditions

2.5.1. Economic standing of foreign citizens

The results of the immigrants living conditions survey¹⁹ indicate that immigrants who have found employment are doing quite well on the labour market, as the majority of them work fulltime in a permanent employment relationship. The pay of immigrants is, however, considerably lower than that of Finns, and the public sector is a very significant employer of immigrant groups, except for the Vietnamese. Nonetheless, unemployed Russian and Somali immigrants are almost hopeless and they do not believe they will find a job in the near future either. It is also notable that the unemployed are ready to accept work on a considerably lower pay than the Finnish pay level.

Information on remittances through banks is not available, since the requirement that banks report their foreign payments sent and received to the Bank of Finland was abolished in 1998. Private banks will not disclose such information within the sphere of banking confidentiality.

2.5.2. Other living conditions

The results of immigrants living conditions survey²⁰ indicate that immigrant groups are fairly healthy and capable of functioning. They also live in fairly overcrowded quarters, but the majority of them are satisfied with the size of their dwelling. The level of education among those having arrived as refugees to Finland is fairly defective, because every fourth Somali and every fifth Vietnamese have not completed comprehensive school. Russians and Estonians are well educated, as around 90 % of them have at least upper secondary level qualifications. Slightly over 70 % of the total population have at least upper secondary level qualifications. The majority of immigrants had received sufficient treatment for their illnesses, and only a few of them felt lonely. On the other hand, immigrants, particularly Somalis, had experienced unequal treatment both in working life and in acquisition of dwellings. In the respondents' opinion, part of the discrimination is caused by their immigrant background.⁷

2.6. Highlights of immigration policy

On 22nd January 2002, the Ministry of Labour established a project on the future challenges to the immigration policy. The project proposed alternative development lines concerning legislation and administrative practices relating to migrant workers and their family members; the attractiveness of Finland and Finnish jobs; foreign students' placement in the Finnish labour market, the availability of necessary public services, the development of the Integration Act, international cooperation in recruitment, and information about Finnish working life and jobs. The proposed policy lines were based on a review of the practices in and shortcomings of present immigration policy, legislation and administrative practices, the volume and structure of foreign labour force in Finland, motivations for the international

⁷ Immigrants' Living Conditions (2003)

mobility of labour, and estimated causes for the migration of labour to Finland. The report also reviews policies and legislation in some countries, which are major recipients of migrant labour.

Preparations for the total overhaul of the Aliens Act were again continued. The government proposed in December 2002 that the Aliens Act from 1991 be superseded by a new Act, which would make the general provisions clearer and promote good governance and legal safeguards in alien matters. The Parliament did not have time, however, to consider the proposal before the elections of March 2003 which is why the Government proposal for the new Aliens Act was dropped. The new proposal which was practically the same as before, was handed over to the Parliament in September 2003. One of the most significant changes introduced by the extensive new Act – consisting of more than 200 sections – is that family members of Finnish citizens would have been entitled to enter Finland to apply for a residence permit on the basis of family ties. Currently the first residence permit application is filed with the Finnish diplomatic Mission abroad and the applicant must wait for the processing abroad. Working in Finland would require a special ‘worker’s residence permit’ for an employee or ‘employee’s residence permit’ for a selfemployed person. These permits would be issued in two stages through a process of cooperation between the local employment offices, economic development authorities and the Directorate of Immigration.

Based on the agreement of the social partners and the Government in December 2002 the Government proposed also other amendments of the Aliens’ Act. These provisions would increase employers’ responsibilities when employing foreign nationals and to promote authorities’ cooperation in the field of supervising the working contract terms of foreign workers. As a part of preparations for the EU enlargement 1st of May 2004 the Government started to prepare the transition period Act which would set limits for the entrance to the labour market for the workers originating from the new EU member states. The use of the transition period is based on the tripartite agreement in 2001. With the enlargement in mind the Chancellor of the Estonian Ministry of Social Affairs and the Permanent Secretary of the Finnish Ministry of Labour nominated a cooperation group to consider questions related to the mobility of labour and relevant questions. Among the matters under preparation in 2002 was the amendment of the ‘Ingrian Act’, laying down provisions on the immigration of persons coming from the former Soviet Union who are of Finnish descent. Provision on language proficiency and abode, among others, were introduced into the Act which entered into force in October 2003.

The new Nationality Act (359/2003) came into effect on June 1, 2003, repealing the old Nationality Act of 1968 and its amendments. The most important elements of the new Act include acceptance of multiple nationality (‘dual nationality’) and prevention of statelessness. People who are left without any nationality against their will can now acquire Finnish citizenship more easily than before. Whether a person can be a citizen of two or more countries depends on the relevant legislation in both Finland and the other country. A Finn may retain his/her Finnish citizenship if the country where he is applying for citizenship allows multiple nationality. Similarly, a foreigner who acquires country’s legislation so allows. A former Finnish citizen who has lost citizenship under earlier legislation may regain it and thus acquire multiple nationality by making a declaration to the authorities. The declaration procedure is also available to descendants of Finnish citizens or

former Finnish citizens. In such cases, the declaration must be made by May 31, 2008. To promote equality between Finnish men and women, the new Nationality Act places both parents in as equal a position as possible in cases where a child's nationality is determined by the parent's nationality.

For children born to a Finnish father it is easier than before, which means that the child of a Finnish father can always acquire Finnish citizenship. Equality between men and women and the approximation of an adopted child's position to that of a biological child will increase legal equality between children in citizenship matters.

In spring 2002, the Government submitted a report to Parliament on the implementation of the Act of integration. In the report several amendments were proposed. Resources for the immigrants' education must be increased and in particular the position of the young people, women and families must be supported in future. There is a need to reinforce the integration services for those remaining outside the labour force. Attention need to be paid to cooperation between authorities and a clear and consistent division of tasks. Integration stresses the two-way approach: supporting immigrants in society and working life, an equal treatment and fostering and maintaining positive attitudes among the majority of population.

In 2002 the new retention unit started its activities. The new legislation would provide for a special detention unit for foreigners taken into custody under the Aliens Act and on their treatment and rights while in custody, while also setting down provisions on essential limitations of their rights. The Aliens Act permits foreigners to be taken into custody under certain conditions, for instance, while investigating whether they can be permitted to enter Finland and there is reason to suspect that the person in question is in hiding or likely to commit crimes, or if the foreigner's identity is unsubstantiated. According to the proposed new legislation, foreigners in custody should be treated fairly and with respect for their human dignity. Foreigners should be advised of their rights and duties. Hitherto, foreigners taken into custody have been kept in police cells, which is not in keeping with Finland's human rights obligations.⁸

⁸ www.mol.fi/migration/migrchallenges.pdf

3. Ombudsman for Minorities

The tasks of the Ombudsman for Minorities include promoting good ethnic relations, monitoring and improving the status and rights of ethnic minorities, reporting, taking initiatives and informing. In addition, the Ombudsman for Minorities will, together with other officials, supervise that everyone is treated equally regardless of their ethnic background. An Advisory Board for Minority Issues will be established to assist the Ombudsman for Minorities.

The Ombudsman for Minorities gives mainly recommendations, instructions and advice. The Ombudsman may also take initiatives concerning social defects or the status of foreigners or different ethnic minority groups. In certain cases the Ombudsman or his office may help persons who have faced discrimination. The Ombudsman for Minorities is Mikko Puumalainen, Licentiate in Laws, since 01.01.2002. The first year of operation of the Ombudsman for Minorities: Towards a multicultural society.

The Ombudsman for Minorities has submitted the annual report for the first year of operations of his office. The emphasis during the first year was on the construction of the new job description and prerequisites for operation – heading towards the future, but making good use of the old. Opportunities for a multicultural society have been created by increasing the visibility of the Ombudsman for Minorities and establishing relations for cooperation. Organising the internal activities of the Ombudsman's office has also been at the top of the list.

During the Ombudsman's first complete year of operation, 2002, Finnish society continued its development towards a multiethnic society. It is anticipated that this process will speed up in the future. Labour immigration, which as yet is not very active, is likely to increase substantially in the next few years, even if unemployment in Finland will not decline. At the same time, the factors creating multiethnicism – such as crossborder interaction and the provision of international protection – will hardly disappear.

The process towards multiethnicism is a profound change that concerns our society in a number of ways. We have taken it for granted that ethnic minorities change: they learn our language and customs – they integrate into society. Yet there is another change that we often fail to notice. In return, the minorities unavoidably change our society and what it means to be Finnish. The result is something new: a multicultural society. At its best, it does not mean a sharp division between the majority and minority cultures or the full merging of the minority with the majority. The change can be steered towards a positive kind of multiculturalism. But we must also prepare for the change comprehensively and transparently. Establishing the office of the Ombudsman for Minorities was part of this preparation.

In 2002, the Ombudsman was faced with many new things that had to be solved for the first time. This can probably be applied more extensively to everyday life in multicultural Finland. But there is also another side to the matter: Finnish society has strong foundations on which we can build something new, and we can do it together.

In the first year of operation, the Ombudsman for Minorities issued a number of statements about asylum applications and deportation of foreigners. The Ombudsman's tasks also included improving the position of ethnic minorities at a general level and providing information for customers. Matters such as the application of the Aliens Act and the availability of social services often emerged in customer service.

According to section 6 in the Decree on the Ombudsman for Minorities (687/2001), the Ombudsman for Minorities provides the Ministry of Labour with an annual report every year.⁹

According to Mikko Puumalainen the year 2003 was very active year to reach the real motives behind the ideology of racism. Also there were two laws, which got through in Finnish Parliament:

The Office of the Ombudsman for Minorities is presently in preparation for the 2003 Annual Report, which will mainly follow the structure and presentation of the 2002 Report.¹⁰

According to the Ombudsman for Minorities the definition of Racism is always vital,

“we have perceived racism mainly as ideology or as one of the underlying motives for discrimination. In this sense Racism (ideological) in our work in 2003 hasn't been specifically followed as a collective, general theme with an emphasis, perhaps excepting the media. Our focus, however, is on the phenomena arisen through our own activities in this issue. Presently we don't e.g. aim to follow up the issue of Racism as an entity of various authorities and others involved in the activities. Probably our report will concern the racist classified undertones present in media and in the net as well as racist writings or other written expressions.”

At times racism appears in customer consultation. In these cases when there has been racism at the background and it can reliably be proved to a point, we will try to find the underlying phenomena and means to tackle the problems, which mostly come up in everyday life as discrimination or harassment.

⁹ The first annual report will soon be available in English at <http://www.mol.fi/vahemmistovaltuutettu/ombudsmaneng.htm>
[Press release: The first year of operation of the Ombudsman for Minorities](#)
[Report for the first year of operations Office of the Ombudsman for Minorities 2002 \(pdf\)](#)

¹⁰ The work is still continuing and the Report is expected to be ready in June 2004 and then available for reading at: www.mol.fi/vahemmistovaltuutettu .

In general, the Ombudsman for Minorities has made good progress in his work against racism, creating ENAR-Finland conferences and other public meetings of the issue. He has seen the matter of tackling racism in all its manifestations as a matter of great importance and presented the various measures available, which have gone through a lot of development lately. One of the vital developments is the new, general decree of the Criminal Act, in which crime based on racist motives has been lifted as one of the aggravating circumstances. The Equality Act will also provide some new measures.¹¹

¹¹ Speeches, Motions and Statements by the Ombudsman for Minorities

4. Positive Actions

4.1. The Ministry of Education; The Definition of Policy in Immigration

The Ministry of Education as a part of the State of Council is responsible for Education, Science, Culture, Physical Education and Youth Policy and International Cooperation issues. The Ministry contributes to culture and education and provides prerequisites for competence, creativity, citizen involvement and welfare. Common values of the extensive field of the Ministry of Education in welfare, education, democracy and creativity stand out. The Ministry of Education appropriates allowances in support of minority cultures and anti-racism. Besides cultural allocations support has been granted to youth activities, development and maintenance of minority cultures identity and presentation of ethnic minority cultures to mainstream inhabitants. These allocations are submitted for strengthening the rights of the ethnic minorities in developing and maintaining their own culture and languages together with the mainstream languages. The allowances will also be used to back up the Finns' positive attitudes towards the ethnic minorities.

4.1.1. The Ministry of Education; Work Group memos and accounts 2003:7/ISBN 952-442-191-7

The unofficial work group appointed by the leading group of the Permanent Under-Secretary of State has drawn the following proposal for the Ministry of Education's definition policy in immigration. This policy includes a background memo with an account on the Ministry of Education administrative measures in present-day immigration policy with some detailed propositions for further measures. The aim of the proposal is to clarify the principles of the immigration policy and the actions taken towards better ethnic relations. The preliminary proposal of the work group was completed in November 2001 and altogether 22 instances requested the proposal for comment. The various views based on these comments have later been taken into account when completing the proposal.

The Finnish Immigration Policy pursues flexible and efficient measures in the settling of immigrants in the Finnish society. The sphere of activities of the Ministry of Education in this process of integration and development of good ethnic relations is essential and successful immigration policy requires close cooperation of the various instances and participants. In the integration process also authorities and NGOs play a vital role.

According to the Ministry of Education immigration to Finland will be on the increase during the coming years. Mostly immigration will be controlled and growth will remain relatively even. In the coming years the biggest immigration groups will be arriving from nearby regions. With the aging of the population the need to accept representatives of various occupations in different age groups will be growing and the workforce movement to Finland from abroad is on the rise. Finland will continue in the future to participate in the alleviation of the worldwide refugee problem as before. Universally and in the European scale e.g. the environmental catastrophes and armed conflicts may cause uncontrolled and extensive migration leading to an increased need for temporary protection. Phenomena related to this migration and needs involved will, however, concern Finland at a later stage

and affect Finland less than other European countries. Within the European Union there's a tendency towards joint immigration and refugee policy.

4.1.2. Education

In the educational field increased immigration will be met by primarily developing the prevailing, national education system and taking into consideration the special needs of the immigrant children and youth in the curriculum. Special emphasis will be on adequate knowledge of one of the official languages, either Finnish or Swedish, serving as a basis for further studies. The maintenance and development of immigrant students native languages will be supported. Tolerance and positive attitudes towards other cultures will be emphasised all throughout education. Minority and human rights issues will systematically be included in teacher training as part of their basic and higher education. The National Board of Education will have a financial reserve for experimental and developmental projects supporting good and healthy ethnical relations both in schools and in universities. The board will try to ascertain that books and other teaching material used will contain adequate information on ethnical minorities and on human rights. Comprehensive schools will have added educational packages on preparatory education resuming the level of the education of the 1990's.

There's an aim to double the proportion of immigrant students in upper secondary schools by the year 2005. The student selection systems for universities and polytechnic schools will be developed, thus allowing a substantially bigger number of immigrant students within higher education by the year 2010. Schooling acquired by the immigrant students will be acknowledged and further developed. The main responsibility of the integrated education will remain with the employment administration. The responsibility on integrated education of the illiterate, refugee background immigrants and education for incompetent immigrant students in need of further education will be transferred to the Ministry of Education. The study grants and integration support will be assimilated so that the students entitled to participate in this integration scheme could make better and more extensive use of the integration support both during the general and vocational studies.

4.1.3. Culture, sports and youth policy

The needs of minority cultures will be better recognised as part of the national organisations, which are supporting both culture and arts as well as cultural and art academies. The cultural needs of the immigrant population will be catered for by raising the level of allocations to correspond with the increased immigration. The allocation systems will be further developed to support professional ethnic minority artists and their cultural organisations. Youth work and experimental and developmental projects in youth activities for immigrants will receive more substantial support. Tolerance will further be stressed with sports and physical exercises strongly supported and in minimum receiving the same financial support as earlier.

4.1.4. Enhancing good ethnic relations

In the administration and actions of the Ministry of Education anti-racism and other developments progressing tolerance will be emphasised. One of the focuses in the strategies till 2010 will be the development of good ethnic relations. These objectives will be part of the action plans and policies in education, culture, sports and youth programmes in the coming years. The preparatory measures and projects will be specified in the agreements of the institutes of management by results. The dangers and risks involved in racism and xenophobia as opposed to the advantages of a multicultural society will be stressed in the information services of the Ministry of Education. The Ministry will coordinate these actions against racism and tolerance, with these two ministries, sharing responsibility on EU matters concerning ethnic relations.

4.1.5. Religious activities

The Ministry of Education will be the executive power in the issues of freedom of religion and burial legislation and in charge of the preparations of government subsidy organisation for the registered religious communities.¹²

4.2. The report of the Council of State on Human Rights Policy in Finland (31.03.2004)

Human Rights are one of the focuses in the governmental foreign policy. Within the government platform, they will be the pacesetter both in bilateral and in EU and international organisations. The government supports the central position of the United Nations as a leading contributor towards the realisation of human rights both in the Council of Europe and in OSCE (Organisation for Security and Cooperation in Europe). This report defines various objectives and measures for the realisation of initiative Human Rights Policy. In the report the development is compared to the previous human rights account of 2002 by the Minister for Foreign Affairs to the Foreign Affairs Committee, with a special focus on how Finland has realised the set goals in her international human rights policy. Some demonstrative cases are presented in separate, more detailed enclosures to clarify the situation and activities in Finland. The central objectives have been summarised in the beginning of the report and further summed up in captions of each chapter.

The Human Rights Policy has to be consistent and logical and be based on the same and common principles both domestic and international. Universal Human Rights Policy and application of rules and norms in Finland are inseparable in many aspects. The Foreign Affairs Committee has also advised for consistent actions both at national and international level in their 2002 national report on human rights in Finland. This account looks into some central issues of human rights and their realisation together with some international human rights case studies. The coverage in this area is in parts more extensive than previously.

¹² Publication: <http://www.minedu.fi/julkaisut/hallinto/2003/tr07/tr07.pdf>

National issues included have been chosen with regard to the recommendations on Finland of the supervisory bodies for international enforcement. The issues - with the national survey on human rights included - are the latest central issues that the bodies in charge of human rights obligations have emphasised. Focusing on certain issues only has been necessary, as the human rights are an extensive and complex subject matter and thus limiting the report coverage on human rights, but on the basis of the experiences from this report the issues concerning Finland may be expanded on in the future. The previous report of the Finnish government on this subject matter have been handed over by the Minister of Foreign Affairs to the Foreign Affairs Committee in the years 1998 and 2000. The last report now to be handed over is meant to cover a longer period of time and to clarify the government goal-setting. The Foreign Affairs Committee has found the report, published once an electoral period, - functioning and appropriate, too.

The report firstly states the basics and general principles of human rights policy in Finland and there is a separate chapter on the European Union. The EU being a central channel in human rights policy will be cross-sectioning thematically all through the report. In the chapter focusing on the human rights organisations the latest developments are described and the Finnish objectives set. The activities taking place in the neighbouring areas will be covered separately in the report. In the chapter on global issues attention is drawn to universal challenges from various points of view: human security, terrorism, human rights and trading, targets for development and refugee matters as vital elements. The refugee matters will be studied from the Finnish point of view and later in the report there's a more detailed account on focus areas as well as some thematic national and international issue coverage.

Globally the period after the previous report has from the point of view of human rights been difficult. Before the terrorist acts of September 2001 the human rights were booming and developing positively. After these terrorist attacks new kinds of security needs have arisen and the general atmosphere in the human rights forums in the United Nations has been somewhat strained. Even though the situation after the year 2001 has been varying the restrained atmosphere can still be felt in human rights dialogue. The efforts on human rights restrictions in the name of terrorism are still predominant. General sharpening of attitudes is reflected on i.e. the dialogue of women's rights. The International agenda has been affected and changed after the year 2001.

From the viewpoint of human rights there has been a need to defend the acquired rights instead of moving on with new aspirations. But what is more essential with human rights is the explicit need and existing space for progress despite the prevailing situation. The active and credible human rights policy requires support on civic level both nationally and internationally, which is vital to the issue. The government of Finland is committed to consistent emphasis on various political sections.¹³

¹³ Finnish report: <http://formin.finland.fi/doc/fin/palvelut/tietopalvelut/julkaisut/ihmisoik/ihmisoikk04.pdf>
The English version will be available in June 2004

4.3. Ministry of Social Affairs and Health

The leading principle of the Ministry of Social Affairs and Health, is to ensure a healthy environment, good and functioning personal health, an adequate livelihood and social security for people. The Ministry runs and directs the social welfare and public health service development and operations. The ministry further defines the developmental guidelines, prepares the legislation and central reforms and governs their realisation and maintains communication with policymakers. The ministry is in charge of welfare and health, social security and development of health and environmental issues. Furthermore the ministry contributes to the social insurance (pension schemes, health- and unemployment insurance), development of personal insurance, occupational safety and health, advancement of equality with research and developmental projects and international cooperation. The ministry develops and prepares programmes, quality standards and projects to be approved by the Council of the State. The general objectives and measures will be ratified in the welfare and health package drawn for the whole time of government.

4.4. Ministry of Labour

The Ministry of Labour runs various, versatile activities for promoting anti-discrimination and multicultural diversity in Finland. The various ministries, local administrations and organisations are working in close cooperation with The Ministry of Labour and specifically with the representatives of the groups under the threat of discrimination. According to the government plan of action (ETNORA) the ministry is developing tripartite cooperation against discrimination and for multicultural diversity in working life. Anti-discrimination legislation has been implemented and renewed to correspond with prevailing Employment Equality and Race Equality Directives with the ministry heading the work. Reporting on the work will take place nationwide during the year 2004. The Ministry of Labour is responsible for coordinating the ETNORA plan of action in Finland and has administrated the projects financed from this source since 2001.

4.4.1. JOIN - Joint Promotion of Anti-Discrimination at Local Level -project

JOIN-project brings local authorities and NGOs together in order to collect the successful anti-discriminatory working practices and to develop them further. What are the most efficient methods to combat discrimination? How to spread them? These issues are being solved in information gatherings, round-table meetings, seminars and projects in several cities in Finland, Germany and Ireland.

The European Commission granted co-funding for the JOIN-project from its Community Action Plan to Combat Discrimination for two years (1.9.2002-31.8.2004). Project partnership includes different types of organisations, public authorities and NGO's, from Finland, Germany and Ireland.

The overall aim of the project is to:

- § Promote local know-how to identify, prevent and affect discriminatory processes and indirect discrimination

- § Promote dialogue between local authorities and groups exposed to discrimination
- § Develop and test new working practices
- § Exchange experiences and ideas at transnational level on good practices for anti-discrimination

Different grounds of discrimination are taken into account, such as ethnic origin, religion, disability, age and sexual orientation.

Activities of the JOIN Project include training sessions, thematic workshops, staff exchange/study visits and sub-projects for testing tools and methods at local level. JOIN project is a developing project, which is based on horizontal and cross-administrative methods to approach and tackle discrimination. The objective is to discover similarities in the experiences of different groups exposed to discrimination and to promote equality and anti-discrimination through a joint effort regardless of the discrimination ground. For the purpose of multiple discrimination, the project partnership includes a network of multiple discrimination, which will in practice look at the possibilities, needs and limitations of cooperation between different discrimination grounds. Cross-administration will be addressed in practice through the local sub-projects, when they test the transferability of different working methods from one sector to the other. Sub-projects are implemented by NGO's established by groups exposed to discrimination, experts in discrimination experienced by their members and local authorities, experts in their field of administration.¹⁴

4.4.2. STOP – Finland Forward without discrimination -project

STOP- Finland Forward without Discrimination (SEIS-Suomi eteenpäin ilman syrjintää) is a national awareness-raising campaign on equality, diversity and non-discrimination. The campaign aims at non-discrimination through education and information sharing. STOP focuses on minorities and discrimination on grounds of racial or ethnic origin, religion or belief, disability, age or sexual orientation. Awareness-raising is fostered among discriminated groups as well as among authorities. Also cooperation between different actors in the field of anti-discriminatory action is fostered.

STOP III is funded by four Finnish ministries, the Office of the Ombudsman, Advisory Board for Ethnic Relations and the European Commission. Activities are carried out in cooperation with NGOs representing groups exposed to discrimination. The third phase lasts from July 2003 to June 2004.

A horizontal approach is being pursued with implementation by a general single Equality Act. It covers all grounds of discrimination of "the Race Equality Directive" and "the Employment Equality Directive" adding language, opinion, health and other grounds, though differing by scope, obligations and supervision depending on the grounds of discrimination. The purpose of the Act is to foster and safeguard equality and enhance the protection provided by law to those, who have been discriminated against in cases of discrimination that fall under the scope of this Act. A new body, the Board of Discrimination issues will be established by the Office of Ombudsman for Minorities.

¹⁴ http://www.join.fi/english/good_practices.html

The Act applies to both public and private activities in the following contexts: opportunities for the independent pursuit of a profession or means of livelihood, and support for business activities; principles of recruitment, working conditions, conditions of employment, personnel training and promotion; access to training, including specialist training and retraining, and occupational guidance; and membership and participation in the activities of employee or employer organisations or other organisations, in which the members are of a particular profession, and any benefits deriving from membership.

The Act also applies to cases of discrimination based on ethnic origin concerning: social welfare and health care services; social security benefits or other forms of support, rebate or benefit granted on social grounds; the performance of military service, women's voluntary military service or non-military service; or housing and the supply of or access to movable and immovable property and services on offer or available to the general public.

According to the Act, the authorities shall seek purposefully and methodically to foster equality and consolidate administrative and operational practices that will ensure the fostering of equality in preparatory work and decision-making. In particular, the authorities shall alter any circumstances that prevent the realisation of equality. Authorities shall draw up a plan for the fostering of ethnic equality (equality plan), which must be as extensive as required by the work of the authority.¹⁵

4.4.2. The Advisory Board of Ethnic Relations (ETNO)

ETNO works through the Ministry of Labour being commissioned to draw bills, reports and follow-ups on the development of ethnic relations in Finland as well as securing the status of immigrants. Half of the board members represent various language minorities and others are made up of various authorities, employer representatives, organisations and communities. The board has several sub-divisions, which are in charge of practical work in promoting and contributing to good ethnic relations and monitoring the developments in groups.

In cooperation with the government the ministry finances the research programmes on minorities and administrates, implements and finances the European Social Fund (ERS) and European Refugee Fund (ERF) projects. All levels of The Ministry's Personnel Training Programme include the issues on equality and diversity. According to the Police Act their commission is to ensure legal and social order with maintenance of law and order, preventing and solving crimes and consideration of charges. The police is responsible for auxiliary, appointed duties within his division.

4.5. The Finnish League for Human Rights

The Finnish League for Human Rights is a non-religious, politically independent, non-profit human rights organisation. The main objective of the association is to improve and monitor the human rights situation in Finland. The activities' goal is to make the human rights issue

¹⁵ Further information: [STOP II Evaluation report](#) ; <http://www.join.fi/seis/linkit.shtml#apua> ; [For diversity. Against Discrimination -kampanja](#)

known and to tackle and oppose human rights violations both nationally and universally. The Association coordinated anti-racist organisations' network RASMUS has emphasised through the proceedings of their annual meeting that the anti-racist implementation needs heavy-duty tools to fight the problems. "The weakness of the anti-racist work is that generally the priest preaches to his congregation" fretted the Secretary General of the Romany Advisory Board, Ms. Sarita Friman, in her introductory speech in the Helsinki RASMUS-network recent conference. Thus it's the very challenge in anti-racist and non-discrimination work that those groups in need of a change in their outlook are reached and influenced.

The related conferences, organised with the RASMUS-network annual meeting, main objective this year was together with RASMUS to chart even more effective means and implements to tackle racism in today's society. Ms. Friman emphasised the need for better communication of rights and entitlements of the individual facing racism. The Ombudsman for Minorities, Mr. Mikko Puumalainen, in his speech reminded society that they should give clear messages with legislation about accepted actions, although legislation on its own isn't sufficient to eradicate racism. The unanimous decision of the Association annual meeting was that the Finnish League for Human Rights will continue to be the coordinating instance of the RASMUS-network. RASMUS is a national, broadly-based anti-racist network, which gathers under the same umbrella various organisations, such as civic movements, immigration associations, labour market organisations and organisations representing different authorities. The Network is available to everybody interested and is constantly monitoring multicultural issues both in Finland and abroad and promoting the immigrant scope of activities and participation.

The Finnish League for Human Rights offers support- and advice services available for the victims of racism. In cooperation with some Finnish cities (e.g. Helsinki, Espoo and Vantaa) as well as organisations such as the Church Council, Mannerheim League for Child Welfare, Refugee Council, Crime Victim Service, The Finnish Red Cross, The Ombudsman for Minorities' Office and various researchers, the League organises training in special needs for the responsible officials. The basis of the training scheme will be formulated according to the findings of a questionnaire (with questions on existing support- and consultation services and the possible interest for training in the target group). The questionnaire will be coordinated by the Finnish League for Human Rights and run by the university students Liisa Heikinheimo and Tea Hoffrén (Tampere University) and Laura Metso (Jyväskylä University).

The Human Rights League together with thirteen (13) other European NGOs carried out the RESOURCE- project (Refugee's Contribution to Europe). The project aimed to give a description of refugees interviewed, who had succeeded in employing themselves in social and health sectors as well as in technology and IT sectors. The project was funded by the European Refugee Fund. According to the findings of the RESOURCE study project there are talented, motivated and dedicated, social people in the Finnish society, whose skills and attitudes would be a valuable resource in working life. Unfortunately the Finnish employers and society rather extensively ignore the refugees' assets, know-how and experience and make no use of it. The biggest obstacles in employing the refugees are e.g. inadequate

knowledge of the Finnish language, employers prejudice and the discrimination of immigrants especially in job interviews.¹⁶

4.5. SETA (Sexual Equality in Finland)

SETA a national human rights and social and legal equality organisation founded in 1974.
SETA

'strives to change the Finnish society and legislation in such a manner that all members of society would be treated equally irrespective of sexual orientation, family status, gender identity or gender expression'¹⁷

4.7. ENAR-FINLAND (European Network Against Racism in Finland)

ENAR has been working in Finland since 1998 under the umbrella of many organisations with some difficulties in reaching local level in our country. During these years ENAR has annually organised a Round Table meeting, where the immigrants and organisations have been able to present their needs and local level problems to fight against racism directly and indirectly. More and more immigrants and minorities are interested in ENAR's activities in the local level. The outcome of the debate was ENAR-Finland being established officially and registered as an association in 2003.

The most important vision is that immigrants and minorities groups should not be seen as objects but rather work as subjects towards their rights with more active participation. ENAR-Finland has organised three seminars and one Round Table meeting in 2003 and for the first time ENAR-Finland organised a successful meeting at local level in the city of Jyväskylä situated in central Finland. The meeting was very informative and different sectors of the society were present, especially immigrants with a very active participation. Henceforth it was decided to organise a similar meeting annually to discuss the everyday racism with a special emphasis on racist confrontation cases.

In the themes of the seminar there was an analysis of the current city plan against racism and intolerance with the Ombudsman for Minorities giving an interesting lecture on everyday racism dealing with the actual, practical situation and position of the immigrant life in Finland. ENAR-Finland has an information desk, which is receiving calls weekly for a period of three days to give basic information on immigrant rights and legal help in racist issues.

¹⁶ The RESOURCE-project study results and findings can be ordered by paying postage or collected personally free of charge from the association.

The Finnish report and summary of all the countries in the project: www.ihmisoikeusliitto.fi. You can also find there the latest report of racism in Finland, prepared by The Human Rights League. Unfortunately it is only in Finnish. More information: www.eumc.eu.int
<http://www.join.fi/seis/eumc/> <http://www.join.fi/seis/eumc/raportit.shmtl>

¹⁷ www.seta.fi

Traditionally Finland isn't accepting as many asylum seekers as Sweden, asylum seekers and immigrants being a new, recent phenomenon in Finland. This, however, doesn't mean that Finland should receive less immigrants or other asylum seekers and refugees than other neighbouring countries, but there should be an insistence to level out with the other Nordic Countries. The refugee and immigration policy on the whole reflects the negative and unfriendly attitude towards the matter in contrasting comparison to our neighbouring countries and the old European Union member countries. In the future ENAR-FINLAND can act as consultant to the new joining member countries of the European Union in cases of racism, with an emphasis on monitoring the latest uprise of religious or cultural grounds of racist behaviour.

ENAR-FINLAND has started to mainstream their action plan to ten (10) cities in Finland and has started as a partner organisation in the JOIN IN- mainstreaming project of the Ministry of Labour to combat discrimination at the beginning of year 2004. ENAR-FINLAND will start the local monitoring of racism in NGO, public and private sectors.

ENAR-FINLAND is also a partner in the 'Bridge of Synergy'- proposal in the EQUAL-project. The idea is to encourage enterprises to recruit more multicultural and international (intercultural) employees and train immigrants to empower their individual and provide a new social identity to the whole family.

ENAR-FINLAND has been granted support by The National Board of Education and The Ministry of Education to start the action in schools aimed both for parents and children and for arranging teacher conferences. Ten (10) more trainers have been educated within the ENAR training programme PEER (Paths for Empowerment for EU Residents – Tools for Your Rights).

4.7.1. The Bridge of Synergy

ENAR-FINLAND has planned with one member association, The Immigrants Support in Finland (Maahanmuuttajien Tuki ry) the EQUAL-proposal. The overall object of the project is to get the employers and unemployed immigrants closer to each other and thus create new working opportunities for the organisations in recruiting multicultural employees. This will take place by creating and increasing mutual understanding, trust, skills, acceptance, etc., i.e. developing such social competence to both sides that lowers the employers barriers of recruitment and increases the skills of immigrants to become employed.

The purpose of the Bridge is to bring the employers and the unemployed immigrants closer to each other by opening a dialogue between them. This means that the interaction is a two-way process: both sides will have their say and both sides will be heard.

The demand for the inclusion of the immigrant families in the project derives from this target. It is not sufficient to limit the participants only to one family member or organisations middle or top management.

All members (workers, supervisors and leaders) of the organisation should understand what multiculturalism is and how it works, both in home and in work places. Similarly, the

immigrant families should learn skills which help them to integrate into their new environment and society. The concept of integration includes both multicultural interaction and maintenance of one's own culture. Thus, it allows people to retain and recognise their ethnic identities, but on the other hand doesn't hinder interaction and communication between diverse ethnic groups and society has to recognise the multiple ethnic identities in the various policies. Integration is considered as the best solution to the problems of adaptation and acculturation of diverse ethnic groups into society and the work force. Harmful solutions are assimilation or separation of the groups.

On the side of the organisations the Trust Diversity Analysis (TDA), created by Dr. Teppo Sintonen (Sintonen & Rautamies) will be implemented and TDA will be used as an analysing instrument in the organisations. TDA has been developed for the analysis of the diversity issues in organisations. It measures connections between the different modes of discrimination (racism, ethnic and religious discrimination, ageism, nationalism, sexism and homophobia) and the components organisational trust (atmosphere, flow of information, engagement and empowerment). The TDA process includes the basic analysis and anti-discrimination learning and developing activities. The multicultural learning is based first on the deconstruction of discriminative representations and ideologies concerning ethnic minorities. Secondly, new anti-discriminative ideas and representations are invented, constructed and put into practice in the organisations. Thus, the TDA process will improve the multicultural acceptance, understanding and atmosphere in the working places. Selected employers take part in the TDA process. The training and developing activities will be carried out in close cooperation with the employers and immigrants. ENAR-FINLAND is searching partners from UK, Holland or Ireland. After preparing the ENAR-FINLAND model, they are now looking for partners from Poland and Estonia to cooperate and mainstream the best practices (good practices) to help immigrants labour markets in Poland and Estonia. ENAR-FINLAND is at the moment networking very effectively with other ENAR-EU membership countries, but special emphasis will be to network with public authorities, enterprises and NGO's at local level, ENAR-FINLAND serving as a bridge between them.

4.7.2. At ENAR Meeting, delegates discuss strategies to combat discrimination in the labour Market 2004

ENAR-FINLAND participated at a meeting in Brussels on 11 - 12 June, 2004 as the member organisation of the European Network Against Racism (ENAR). There were participants from fifteen (15) EU countries including the representatives from new EU member countries Hungary, the Czech Republic., Poland and Latvia. Delegates met for the first time with ENAR's new and potential members from the new EU member countries.

In an effort to expand ENAR's work and to intensify cooperation, the delegates participated in a training seminar on the second round of the EQUAL Initiative. EQUAL is a community initiative under the European Social Fund (ESF), part of the European Employment Strategy (EES) to create jobs and to reduce the employment gaps for disadvantaged groups and individuals.

EQUAL is unique amongst ESF initiatives in that it serves as a laboratory for discovering new and creative ways to combat discrimination and inequality in the labour market and to

encourage social inclusion in the workplace. One such initiative the ENAR delegates focused on in the Brussels meeting was the Inclusion in Creative Industries (iCi) project.¹⁸

Studies have shown a serious under-representation of Black and Minority Ethnic (BME) workers in the creative sector that bears no relation to the quality and quantity of talent available. iCi is a major transregional project underway in the UK that focuses on improving BME employment opportunities by improving access to skills training and resources in the creative and cultural sector, setting up dynamic support forums, and developing an ongoing programme of events and activities to showcase emerging talent. iCi has proven that creativity can be channeled into opportunity, and developing the creative talents of minorities can be a powerful vehicle for job creation amongst otherwise disadvantaged groups. iCi and other EQUAL initiatives throughout the EU are actively building networks of support at regional and national levels, linking businesses with talented - though often disadvantaged - individuals.

ENAR's meeting in Brussels brought together professionals with project development experience in order to foster new partnerships - and develop new creative initiatives - under the EQUAL fund. This very innovative initiative is welcomed by Finnish labour market, too.¹⁹ All over Europe social enterprises and social innovations have very good practices of employing immigrants and asylum seekers.²⁰

4.8. IOM (International Organisation for Migration)

Thomas Lothar (PhD) of IOM Baltic and Nordic Countries published in May 2002 the manual on Anti-discrimination. Discrimination, racism and xenophobia haven't decreased in today's society, but signs of contrary developments are imperceptible. With globalisation the immigration and cultural diversity have increased and this phenomena has become a universal concern. People's understanding and awareness of the utilisation and care of these factors haven't developed at the same pace with the immigration and diversity. Effective legislation is a principal element in surmounting tackling discrimination, racism and xenophobia and the most notable means to promote equality and prevent social and economic discrimination. The front-line organisation in this work is the European Union. The 1999 Amsterdam Convention brought about a new article in the Act (Article 13) and in June 2000 this Act led to two (2) new EU Council directives. The Directive 2000/43/EY decrees of "the implementation of the principle of equal treatment notwithstanding racial or ethnic origin of the individual" and the Directive 2000/78/EY " equal treatment in work and occupational general frame". These directives are very significant in European legal development, as all the EU member countries have to ensure the consistency of their

¹⁸ <http://www.i-create.org.uk/>

¹⁹ Two other good practice cases for innovative EQUAL-projects for minorities were presented from France: PRELUDE www.cr2i.com/ www.ciep.fr/ www.travail.gouv.fr/ www.racine.fr and Austria: Equal Chances in Companies http://www.gleichechancen.at/htm/pdf_Languages/Folder_en.pdf

²⁰ Further information about ENAR-EU: www.enar-eu.org

legislation with the principles of the directives. These two directives are a part of "the *acquis communautaire*"- legal entity that all the EU member and applicant countries have to include in their legislation. As both on national and global level the interaction has increased it is clear that also the knowledge and awareness of the judges, prosecutors, solicitors and other lawyers involved should be upgraded. The manual has been written to amend the increased demand of knowledge by providing an extensive but at the same time concise picture of discrimination as a phenomenon and of the existing legislation. The manual is based on the research carried out during the years 2002 - 03 in five (5) EU member countries, i.e. Austria, Greece, France, Sweden and Finland, headed by regional Baltic and Nordic Countries Office of the International Organisation for Migration.

This manual of anti-discrimination works as a tool in training sessions, which the "Awareness Raising and Legal Training for Lawyers in Discrimination Practices" - project organises for judges, prosecutors, solicitors and other lawyers. The European Commission is the principal financier and the implementation is managed by the Baltic and Nordic Countries Regional Office of the IOM. In Finland the project partner is The Finnish League for Human Rights. Other cooperating partners include Ludwig Boltzmann (a Human Rights Institute in Austria), an association of judges and prosecutors in Greece, the institute for promoting cultural interaction (ADRI) in France and Raoul Wallenberg (an institute of human and humanitarian rights in Sweden). The leading researcher in the manual - Mr. Timo Makkonen (The Åbo Akademi Human Rights Institute) - has written a chapter in all language versions of the book, which describes the general background, forms and consequences of discrimination and another chapter on legislation and judicial practices. He has also compiled a Finnish manual with the situation and practices in various countries and with the existing jurisdiction. The manual has been translated in several languages, e.g. Greek, French, Swedish, German and Finnish and will be a great and useful asset as a source of information for the professionals of law and others interested in the subject.²¹

4.9. Sámi People

The Sámi Parliament - founded in the beginning of 1996 - is the main administrative body of the Sámi. Its most important task is to plan and put into effect the cultural autonomy which the constitution of Finland guarantees the Sámi - the indigenous people of Finland. The Sámi Parliament was preceded by the Sámi Delegation, which was founded already in 1973. The Sámi Parliament is the supreme decision-making body of the Finnish Sámi. It falls within the authority of the Ministry of Justice but is not part of the Finnish state administration. The Sámi Parliament is a representative body. Its 21 members and four vice members are chosen among the Sámi through elections every four years. Because of its representative nature, the Sámi Parliament is the only body in Finland which can express the official view of the Sámi in matters that concern them. The task of the Sámi Parliament is to maintain and develop the language and culture of the Sámi and to attend to matters that concern the Sámi as an indigenous people. The Sámi Parliament can make initiatives and proposals and prepare statements for the authorities. The Sámi Parliament decides how the state appropriations for Sámi culture and the production of educational material in Sámi are

²¹ These translations and additional information on "Awareness Raising and Legal Training for Lawyers on Discrimination Practise" - project can be obtained in: www.iom.fi/anti-discrimination.

to be distributed. The general assembly and the executive board are the most important organs of the Sámi Parliament; in addition, it has a full-time president. The Sámi Parliament has also appointed six committees to prepare matters: the Livelihood and Rights Committee, the Educational Committee, the Cultural Committee, the Language Council, the Social Affairs and Health Committee, and the Election Committee. The Sámi Parliament gets its financing from the state.²²

4.10. Romani People

Finland's Romani people enjoy the same civil rights and are subject to the same civic duties as all other Finnish citizens. They are both Finnish and Romani, and they have played an active part in building Finnish society. There are an estimated 10,000 Finnish Roma living in Finland and around a further 3,000 living in Sweden. The 1970s brought the first signs of a change in Finnish social policy with the enactment of the first piece of anti-discrimination legislation. The assimilation policy of the early part of the century was abandoned and special measures were introduced to improve the economic, educational and social position of the Roma and the Sámi. In the 1980s, special government funding began to be channelled into the teaching of Romani language and culture.

There are Romani communities in every part of Finland, although the majority of Roma live in the towns and cities of the south. They nowadays live in permanent homes, but often move around during the holiday season. Like other Finns, most Roma belong to the Evangelical Lutheran Church. Some are also active members of the Pentecostal Movement and other nonconformist Christian denominations.

Roma are on average worse off both economically and socially than other Finns. The radical restructuring of the Finnish economy and Finnish society since the Second World War has undermined the traditional Romani means of livelihood and created economic problems for the Roma. This is one of the reasons for the high rates of unemployment among the Roma and their social exclusion. The Roma have traditionally been suspicious of education, as the schools have been used to assimilate them into the majority population. During the 1990s, however, they have begun to take a more positive attitude towards education, a development undoubtedly influenced by the growing strength of their language and culture. Use of the word romani has become widespread in Finland during the 1990s, replacing the traditional designation *mustalainen* (gypsy).

In spite of their equal legal status, the Roma have still not achieved real equality with the majority population in Finland. Roma continue to experience discrimination in their everyday lives. Cases of discrimination are dealt with in the general courts, although only a tiny fraction of the actual cases of discrimination in working and business life are ever brought before the courts.

²² www.samediggi.fi, <http://www.om.fi/55.htm>

Despite continuing problems, the position of the Roma has undoubtedly improved over the past few decades due to the combined efforts of the public authorities and the Roma themselves. The majority of the population have learned to understand Romani customs and respect Romani culture. The more positive climate has been influenced by the active work of Romani organisations and the various seminars which have been put on for the majority population. The advertising of educational opportunities in the Romani press has in turn led to a more positive attitude towards education on the part of the Roma, while the introduction of radio news in Romani and the participation of Roma in the arts world have also helped to create a more positive attitude among the majority population.²³

4.11. The National Council on Disability

The Finnish Disability Forum (Vammaisfoorumi ry) is a member of a European umbrella organisation (European Disability Forum). The cooperation of these two organisations promotes the disabled people's equal involvement and participation in society. The main objective of the Finnish forum is to represent the Finnish organisations of disabled people in national and global cooperation, especially in the European Disability Forum. They are actively present in formulating the disability policymaking: Focal issues are discussed and common attitudes expressed. In EDF there are fifteen (15) representatives from EU-countries with representation from Iceland and Norway and these with the various disability groups are working in close cooperation. Their objective is to promote human rights of the disabled in civic life as well as socially, politically and economically. This is a movement towards equal treatment, where disability no longer as a criteria for discrimination.

The Finnish guide *Tunne oikeutesi – Pidä puolesi – Auta muitakin* (Know your rights – Hold your own – Help others) deals with human rights from the point of view of people with disabilities. It helps people with disabilities to recognise their own human rights and situations where discrimination occurs. The point of departure is the universality, non-transferability and fundamental character of human rights. People may not be segregated or assigned a different status on the basis of a quality related to the individual in question. Neither can human rights be taken away from anybody. The states which have adopted the human rights conventions are committed to securing their citizens the implementation of human rights.

The United Nations' Declaration of Human Rights was adopted after the World War II in December 1948. The Declaration includes the most important rights, but it is nevertheless a product of its time. Significant 'new' human rights have not been created since that Declaration. Disability-related human rights however are a future issue.

In the human rights guide discrimination is defined as "discrimination means such segregation that is aimed in some significant way at people in the same position and for which there are no acceptable grounds". This must however be kept distinct from treatment in different ways. For instance people with disabilities can be offered services that others do

²³ <http://pre20031103.stm.fi/english/pao/publicat/paocontents32.htm>
<http://pre20031103.stm.fi/suomi/pao/ronk/rindex.htm>

not obtain. It is vital that the grounds for different treatment must be positive. At the end of the section dealing with discrimination there are guidelines for how to act if one is discriminated against.

The next part of the guide goes through the human rights documents of the European Union, the Council of Europe and the United Nations. Thereafter, practical examples of the discrimination and human rights violations encountered by people with disabilities are given. It is stated in the guide that the authorities do not systematically monitor the human rights of people with disabilities in Finland. Disability organisations play a key role in the monitoring of human rights, and this role should be strengthened.

Next, the human rights guide deals with advocating one's interests and defending one's rights. This part discusses, among other things, what interests can be advocated, who can advocate them and what to do if one cannot hold one's own because of one's disability. Finally, it is stated that there is no comprehensive system in Finland through which people with disabilities could find a suitable person to take their side and to represent them.

Disabled lawyer of the Human Rights Network, Caroline Gooding, tells in the last part of the guide about human rights violations against people with disabilities. The central principle in her article is that people with disabilities have the same human rights as other people. Contrary to other 'vulnerable' groups, people with disabilities however have not any legally binding document that would expressly protect their rights. At the end of her article, Ms. Gooding cites the content of the Universal Declaration of Human Rights: equality before the law, legal protection, freedom of expression, social rights and the right to work.
24

The year 2003 has been declared by the European Union as the European Year of People with Disabilities. The authors of this guide have obtained financial support for publishing it from the European Commission.

24 <http://www.vane.to/english.html>

5. Legislative reforms of the Finnish Parliament

5.1. A new Nationality Act into force 1 June 2003

The most notable change in the new National Act is the multiple nationality (dual nationality) extended acceptance. A Finnish national doesn't lose her/his citizenship with the naturalisation in another country. The new act allows the foreigner the naturalisation without the loss of his/her native nationality.

5.2. The other country's legislation in deciding and accepting the multiple nationality

The other country's legislation can be crucial in processing multiple nationality. A Finnish citizen is allowed to retain his/her initial Finnish nationality, if the multiple nationality is accepted in a country, whose nationality he/she has applied for. A foreigner can also retain the initial nationality, if there are no objections on behalf of the applicant's home country on this dual nationality. The unintentional loss of nationality can be avoided by advance legal clarification by the native country on this subject matter (multiple nationality).

5.3. Equality Act and implementation

The Equality Act validated 1 February, 2004, prohibits any direct or indirect discrimination based on age, ethnic origin, nationality, language, religion, conviction, disability and sexual orientation etc. The Act requires relevant authorities more active commitment in rooting out the various forms of discrimination. The former Act enabled the founding of a special Anti-Discrimination committee, which has been set up to strengthen the position of the Ombudsman for Minorities' Office and to monitor the implementation of the Equality Act.

The new Act shall secure and promote equality in all spheres of society. The Act prohibits both direct and indirect discrimination and harassment, request or demand to act is considered discrimination. The Act requires the authorities to promote equality in all their actions and the state and municipal authorities are obliged to draw plans for promoting ethnic equality.

The person breaching the Act may have to pay an indemnity up to 15 000 euros to the individual discriminated. The Act serves as a basis for drawing up the European Council Racism and Labour Discrimination Directives. The Act shall be applicable to the employment basics and working conditions, terms of employment, career and entrepreneurship advancement, education and support of business activities. Furthermore, the membership and involvement in other employee or employer organisations will be within the application scope of the Act.

According to the Act an individual shall not be discriminated on ethnic grounds in social and health services, welfare benefits or in other social supplements and benefits. This applies to the compulsory military service and women's voluntary service as well as non-military service. The Act also prohibits discrimination between others than private persons, based on the availability and obtainability of goods, property, services and housing.

The Act further prohibits any counter-measures, which means disadvantageous or consequential treatment of an individual, who takes measures or engages in activities for securing his/her equality. The Act decrees on the reverse of the burden of proof in discrimination cases. The breacher can be condemned to pay for injury a compensatory fine of up to 15 000 euros.

In working life and service the conforming shall be monitored by the industrial safety authorities. In other spheres of ethnic discrimination the Ombudsman for Minorities with the future Anti-Discrimination Board will be responsible for monitoring actions.

5.4. Monitoring to the Industrial safety authorities, Ombudsman for Minorities and the new Anti-Discrimination Board

The responsibilities of the Ombudsman for Minorities will be increasing with the Equality Act. Apart from requests for guidelines, advice and recommendations, the customers can turn to the office-bearer in arranging meetings for settlement between the parties involved. The objective of these meetings is to reach an agreement satisfactory to both parties, of a reasonable compensation to the discriminated party.

The Ombudsman can take the case to be considered in the Anti-Discrimination Board and the Board can confirm the conciliation, or forbid the continuation or repetition of the activities in contradiction with the prohibition of counter-measures. The Board can threaten with and impose a conditional fine to be paid. The Board doesn't replace the existing appeal proceedings and institutes and has no authority to annul official decisions.

The new Education Programme of 2004 deals with the validated Equality Act. The programme is targeted at state and municipal officials, work communities and enterprises for familiarising and as study and supplementary education material. The editor-in-chief is Mr. Jarmo Juntunen, Euro TV-News/Opetusohjelmat (Education Programmes). The expert and cooperation bodies with the representatives are e.g. the Ministry of Labour (the Legislation Counsellor, Ms. Tarja Kröger), the Ombudsman for Minorities Office (Ombudsman, Mr. Mikko Puumalainen), the Ministry of Social Affairs and Health and the National Council on Disability (Secretary General, Ms. Sari Loijas). The Education Programme approaches the Equality Act and the concept of discrimination with real life cases and others, such as actions considered as non-discriminating, prohibition of counter-measures, the consequences of the forbidden discrimination and the burden of proof, in courts and authority readings.

The actions of the responsible authorities have to be systematic and objective-oriented in promoting equality and special attention should be drawn to the conditions hindering the

implementation of equality. The programme is produced in digital DVCAM format and supplied together with an analogical format video and digital CD. The Swedish version of the programme will be coming out in June, 2004.

5.5. The new Aliens Act

The new Aliens Act has been in reading in Parliament. The existing Act dates back to 1991 and after several amendments (23) has become rather incoherent and calls for a total rewriting. There's been a notable increase in the number of foreign entries in Finland after the Act was drawn, which necessitates the reform. Amendments needed are only minor and the Act will be validated 1 May, 2004.

The finalising of the controversial Alien Act was postponed until late night after a seven-hour debate in Parliament 14 April, 2004. The occasionally heated feedback discussion topics were specifically the accelerated return procedure as a measure to control and decrease the Slovakian Romanies "asylumtourism", and some workforce issues. The administrative committee report of the Act, in reading twice in the Parliament, received three opposing objections thus resulting the Act to be put to the vote.

The second government headed by PM Paavo Lipponen and the Minister of the Interior, Mr. Ville Itälä (coalition party) left the reformation of the Alien Act uncompleted (STT).

Mr. Johannes Koroma of the Confederation of Finnish Industry and Employers -TT - opened a discussion on immigrants as a welcome input on workforce. He remarked that "any foreigner willing to work hard and support the family will on his behalf be welcomed to Finland". Those Finns, who have had some contact with the immigrants, however, claim that all immigrants are willing to work and support their family, but it's the Finnish society that hasn't been very innovative in finding the job opportunities for the immigrants. One third of them have an academic education, but good education and knowledge of languages are being wasted in Finland.

On one hand it is hoped that the immigrants will ease the future labour shortage, but on the other hand the Alien Act was postponed and delayed until last minute. The enactment was launched in June 2000 with the entry of a big group of Slovakian Romanies seeking asylum in Finland. The Parliament passed an amendment of accelerated procedure (of return to native country), but at the same time called a case for the total reformation of the Alien Act from the government.

Although the government proposal is a comprehensive and complex package there aren't many issues that have changed. What has become more difficult to comprehend and interpret is the legal language, which needs to be explained in detail and thus causes a lot of extra work to appellate courts. Furthermore, the Office for Alien Affairs would be granted the right of appeal to the Supreme Administrative Court, if the administrative court repels the negative decision of the appeals office. Is this really necessary, when the Office for Alien Affairs and the Supreme Administrative Court are already overburdened with cases?

In war situations - on one hand - there's been a tendency to send the minors to countries considered 'safe', e.g. from Somalia and Iraq. The parents, on the other hand, may think that by sending the children first they may be able to have the whole family later in better conditions. These are the kind of situations where the children come first, but must ensure that she/he isn't exploited for the benefit of others. Clearly the child should be considered first where during the long processes he/she has already established firm and secure relations and bonds in Finland.

5.5.1. Protest of human rights organisations

Human rights organisations have for years protested on issues that the Act wouldn't change. Decisions made on the visa applications still can't be appealed against and one can still face deportation despite the fact that she/he has a spouse and children in Finland. The police still has the right to implement deportation at the last minute, which doesn't allow the deportee any time to tend to any unfinished affairs.

There are problematic decrees concerning the future shortage of labour in Finland, too. If a foreigner working in Finland has children and a spouse in his/her native country, who has education for a trade with labour shortage, the family's subsistence should be secured before their entry into Finland. Would it be more important to check that there aren't persons without means as job-seekers and secure the family life instead?

5.5.2. The new Finnish Aliens Act 2004 changes the job application process

- § The new Finnish Aliens Act came into force May 1, 2004.
- § In the future foreigners are obliged to stay in Finland uninterrupted for a period of four years - previously a two year period - to be granted a permanent residence permit.
- § A family member (with children) of a household with the Finnish citizen can apply for a residence permit in Finland, whereas previously the application process and the waiting period of the family members took place abroad. The granting of the residence permit is transferred from the Directorate of Immigration to the local police, but the application can be left with the Finnish missions abroad.
- § The granting of permits for the other foreigners residing abroad has been transferred from the Finnish foreign missions to the Directorate of Immigration. In the future missions will handle only the visa applications.
- § The local police will continue to grant the extended residence permits and permanent residence permits.
- § Foreigners coming to Finland as job-applicants will be required to have only one permit instead of the former two: the work- and residence permit will be replaced by a permit granted in two phases. The first step will be the evaluation of the

unemployment agency, whether there's workforce for the applied job available in Finland. If the first stage terms are fulfilled the Directorate then decides on the granting of permission from the point of view of security.

- § Those running a business in Finland will have a similar entrepreneur's residence permit. The profitability of the business will be evaluated by the TE-keskus (T&E Centre; Employment and Economic Development Centre) and the granting decided by the Directorate of Immigration.
- § The process for application for asylum will be retained except for the asylum hearing process being transferred from the police to the Directorate of Immigration.

The transport operators will receive a fine of 3000 euros for negligence of checking the passengers travel documents.

5.5.3. Some central amendments to the Alien Act 2004

- § Decision on the residence permit should be made within three (3) months of entry
- § The spouse with a Finnish citizenship has a right to reside in Finland while waiting for the decision on the residence permit - humane consequences of the waiting period, - permit administered by the local police
- § Joint work- and residence permit, remains a two-phased procedure
- § All the procedures to take place in Finnish missions (or other representative body of the country) except the visa applications and decided by the Office for Alien Affairs, the residence permits of spouses admitted by the local police
- § More extensive decrees in the Act on the freedom of movement (complying to EU regulations)
- § Right of appeal to be applicable in all decisions on residence permits, general legal protection to be improved. The employer to have the right of appeal on the employee's decision. The Office for Alien Affairs to have the right of appeal as well, but the visa decisions would be final.
- § Residence permit could be granted on 'humane grounds'
- § Permanent residence permit 2-4 years, in the Nationality Act citizenship to six years. This complies with the EU decisions, but the member states have an exemption order for the advantageous decision. (The uncertainty of family life and slowing down of the settling process.)
- § The clearly unfounded applications, appraisal of the non-credibility of the application
- § In principal returning lone child entrants to their families with a basic principle (stronger than in the suggested statute) of children as main benefactors
- § Provision of a child welfare official/worker
- § The subsistence income minimum with others than refugees and those granted a residence permit on the grounds of need of protection. Problematic principle especially with the families of students and persons in working life and spouses of another nationality. Adults receive 5000 euros, the tourist visa granted for three months and very high travelling costs. It should be considered on which side the

- scales tilt, the family unification or pursuing immigrants without means? Could the grounds for the permit be based on the applicant's education and work experience?
- § The sanctions of the transport companies and obligation for return (of the entrant). Humane measures and security? Whose responsibility, the police and border guards?
 - § The accelerated procedure, contradiction to the Human Rights Convention, article 13 (appeal)
 - § Definition of the family, the minors and their siblings should be considered a family (apart from the parents)
 - § Safe country of origin
 - § Students, 20h/week, application for an extended stay, in most cases the residence permit expires on the graduation date, possibilities to apply for a job scanty
 - § The custody of minors should be banned
 - § The importance of language studies emphasised with the possibility for the applicant to study his/her own language

5.5.4. Local activities

Local activities could involve motivation to vote in elections and participation in political activities (EU and municipal elections) and information on voting options and rights.

Basically, it would be more productive to focus on similarities than differences and activate the locals to team up and cooperate with the immigrants e.g. in the cultural field, which facilitates the concentration on similarities and common interests.

The Parliament accepted the government's proposal for an Alien Act On 15 April, 2004 (HE 28/2003 vp and HE 151/2003 vp) complying with the Government Committee Report except the changes in articles 73 and 81, which read as follows:

The employers responsibilities: If a person with a citizenship of a non-EU country, comparable applicant or applicant's family member is employed as well as a holder of a permanent residence permit. An immediate account complying to the first paragraph of the Act should be addressed to the employment agency and notify the said work-place's employee's representative (shop steward), the elected official or industrial safety delegate about the name of the employed person with the applicable collective labour agreement. In cases where the employer isn't posted in Finland the applicant has a right to work for a living without a residence permit.

5.5.5. The Parliament Human Rights Working Party

The Parliament Human Rights Working Party has been set up on 10 of October, 1991. The Party aims to increase the knowledge of MPs in human right issues. The Party draws up White Papers, as well. Some of the members can act as signatories on appeals, motions and Parliamentary questions. The Party aims to have an influence on the Parliament definition of policy as well as on the governmental and human rights policy in various countries. The Party arranges hearings and is visited by ministers, NGO representatives, various

speacialists and both official and inofficial delegations, from different countries. The party also organises excursions to become initiated with other countries human rights situation. Diverse action models and the use of e-mail for communication ensure good communications.

6. Research

6.1. Academy of Finland

When deciding on the research programmes and projects the Academy of Finland, considers the need for research data in a multicultural society. The Ministry of Education channels the funds towards the educational and administrative projects of research run by polytechnics and universities with the aim to promote multicultural action conditions. The Ministry is responsible for the commissioning of regular barometres on people's attitudes. If needed, the Ministry - in cooperation with other authorities - executes surveys on immigrants and ethnic relations.

6.2. A study on some Somali youngsters and their controversial youth in Finland (Petri Hautaniemi's thesis titled "Growing up and Crossing Boundaries - Young Somali boys in eastern Helsinki)

What does it feel like to be born in the middle of the Civil War and without border-crossing family network? And what are your feelings when landing from a far-away continent in another extreme, in the northern Helsinki and grow up as a Finnish citizen. The book will give answers to these questions and others while the life and the growing up of the Somali boys is followed from their youth to manhood in the 1990s Helsinki. The book is based on ethnographic research with many years follow-up of the Somali boys everyday life - friendships, family life and development of relations to the various authorities and movements within Helsinki in public. The study also examines the various actors and authorities, who explained their actions being beneficial for the children disregarding the boys close network's (family and relations) viewpoints. The book reveals an intricate tension between the boys own experiences and the welfare state's and media's interpretations. The multiculturalism and it's significance and political status in the Finnish society is being evaluated in the book.

The book ends up being an ethnographic study on the existing controversies with a detailed description and analysis on the development of cultural differences within the biopolitical framework of family, gender and growing up. Further information: Petri Hautaniemi, petri.hautaniemi@helsinki.fi

6.3. University of Turku

The University of Turku published on 33 of March (in their cultural history publications) the study by Marjo Kaartinen " Negro anxiety - writings on the fear of facing the unfamiliar".

The Doctor of Research and a university lecturer in Turku in Cultural History, Ms. Marjo Kaartinen, studies the dilemma of meeting with the unfamiliar in Finnish society. The studies are based on some writings deriving from Africa, mainly from Kenya, and debates on the concept and idea mediated to Finns by these writings.

Using the tool of provocation Ms. Kaartinen indicates that the Finns have envisioned the Africans as 'animal-like wild children, who are lazy and stupid, greedy, unsatiable and ugly and practise no religion, but are pagans. The interpretations are crystallised in the word "negro", which in Finnish has racist implications, too. The differences haven't been only in African people, but also African nature has been seen through racist lenses.

The 'negro anxiety' isn't, however, an individualistic way of facing something alien like an African. The book gives a clear picture of the common cultural viewpoint not based on facts but on western self-sufficiency and fear of the unknown and new. What the book indicates is that our understanding of the "negroes" actually reveals more about us as Finns and westerners than about the Africans themselves.

It's possible to free oneself of racism granted that there's awareness and knowledge on the latent racist mechanisms in our culture. This book by Ms. Kaartinen opens up our eyes to see the existence of racism around us. The book has been published by K&H, which is the main published in the cultural research publications in Turku University.

7. Some immigrant experiences of racist offences in Finland

The Ministry of Interior Police Department

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The Key Factors of the Study Results

During the past 12 months one third (1/3) of the study participants had been the victims of a racist offence (Jasinskaja-Lahti, Liebkind&Vesala 2002, 94). Of all the participants in the study six (6) % had experienced discriminative behaviour when trying to visit restaurants or comparable facilities during the past twelve months. This equalled as high as 74 per cent of all the immigrants, who had visited such facilities during the last 12 months. In criminal classification the immigrants had during this time been mainly the victims of slight causations, racist abuse and threatening (in total 59 % of the reported cases). The cases considered more serious were those of physical assault with a percentage of ten (10) of the cases (Jasinskaja-Lahti etc. 2002, 95).

As high a figure as 43 per % of the immigrants, who had experienced offences in these past twelve (12) months had been victims of crimes more than three (3) times. Discriminative behaviour was experienced by almost as many of the immigrants - thirty-seven (37) per cent - with many of the crimes targeted at the same person. About forty (40) per cent of those, who had met with abuse or threats were often targets of these crimes. One third of those, who had been victims of physical assault had been assaulted several times.

Nearly a third (1/3) of the study participants had met with various kinds of racist offences during these past twelve months. The top figure was in the number of victims experiencing the combination of abuse and threat.(Jasinskaja-Lahti etc. 2002, 95). Furthermore, as high a percentage as eighty (80) % had been victims of these crimes several times (at least three times).

Those, who had been victims of a racist offence during their stay in Finland or during the past 12 months or having met with several offences, were younger, lived in Helsinki or the vicinity and were mostly men. This was in comparison to people, who had neither been crime victims on any of the targeted periods or only having experienced one assault during the study period.

The Somalis as well as the Arabs were easily distinguished from the other nationalities in many ways. They had experienced more racist crimes during their stay or this twelve-month period than other nationalities. The types of offences were such as abuse, threats, physical assaults, crimes against property etc. And of these two groups Somalis were standing out from the Arabs. Both these two nationalities had also had these experiences more often than other nationalities and Somalis the most. Such nationalities as the Russians and the

Vietnamese, however, had been harassed the least, as well as those of Finnish origin. The Somalis, Arabs and Kosovo Albanians had also been discriminated more often than other nationalities during their stay in Finland. There were also within the groups of Somalis and Arabs significantly more people, who had been targets of racist offences or discrimination than in other national groups and the least discrimination in the groups of immigrants with Finnish origin.

The immigrants seldom reported the cases to police (racist offences or discrimination). The figures were as high as 71 % in unreported racist offences (Jasinskaja-Lahti) and 85 % in discrimination cases during the last twelve months. Other crimes, however, such as abuse, threats, assaults and property crimes were often reported to police. As could be expected, those who had been crime victims several times also reported the cases more often than others, including those people with at least three experiences, when the case was vice versa with the groups of 1-2 cases; they reported less than other groups. Furthermore, the victims of racist crimes had been living in Finland for a longer period, had been mostly men and been victims (of a racist offence) more often than others. As this was the case the men also reported the offences more often than women, which is only natural. Apart from the Arabs and the Somalis the Vietnamese also reported their cases quite often, in fact, they reported **all** cases compared to other nationalities leaving quite a high percentage of cases unreported. (Jasinskaja-Lahti etc. 2002, 100). The Vietnamese as well as the Arabs also reported discriminative behaviour more often than other nationalities, but with the groups of Finnish origin and the Russians there were the least reported cases.

The most common reasons to unreport cases of racist offences were that the case was considered minor and too insignificant to lead to any actions(Jasinskaja-Lahti etc. 2002, 101). The thinking in discriminative cases was more or less the same (minor crime, no actions taken). Those unreported racist offences were in the groups of 1-2 crime experiences of people, who had lived in Finland a shorter period (than others studied). They were nationals of Vietnam and Estonia in most cases, but e.g. Somalis were of the opposite opinion; they considered the minor cases worth reporting, as well. On the whole, the insignificance of the case was the reason for not reporting them in racist offences more often than in other crimes.

Those immigrants with no knowledge of the offence being reportable or how the process should run, had a weak knowledge of the Finnish language and had lived in Finland a shorter period. People of Finnish or Arab origin had little knowledge of the offences being police cases. Those with Finnish origin didn't know how to report the cases (the highest percentage) and the Somalis were most aware of the reporting processes.

Those few immigrants, who didn't dare to report their cases of racist offences, had experienced worse treatment by the police than others, were younger and mostly Arabs and Somalis. Those immigrants who suspected that their cases wouldn't lead to any actions, even if they had reported them, had experienced bad treatment compared to other immigrants, who had mentioned some other reasons.

In cases, where the offence was a threat or property crime and the victims had been targeted several times, they left the cases unreported with the reason of the case being minor and

leading to no actions. The people with experiences of bad treatment by the police were in most cases men, younger than others and living in Helsinki or the surrounding area. The Somalis and the Arabs were of the opinion that they had been treated badly by the police more often than other nationalities, whereas the Russians and the people with Finnish origin had had the least bad experiences. (Jasinskaja-Lahti etc. 2002, 83).

8. Summary of the various comments on the net

- § One of the viewers drew attention to the examples from the rest of the western world, where experience has shown that creating a multicultural society has been through the ages difficult, if not even impossible. The biggest problems have been in the factual everyday issues such as employment, rate of crime, ethnic riots and the ghettoism in the city suburbs, which has accentuated to the rise of intolerance both ways and further complicated the settling process of the immigrants. The nepotism has raised its ugly head and with the accelerated race of limited resources (jobs, health care and welfare services etc.) the race is getting even more heated.
- § Attention was drawn to such things, as the adjustment of people to each other and easing of cultural integration, which according to historical facts seems to be a delusion rather than a fact, judging by the rise of extreme right political movements in many European countries. A good example- according to the viewer - has been USA, which despite many attempts and open practice of multicultural policy hasn't succeeded in assimilating the various cultures within a functioning framework, but quite the opposite: the latest developments have been alarmingly vice-versa. The hindrance on the way to renewed tolerance and improvements in the attitudes and further developments are political aspirations of the various parties and party politicians, which the viewer sees as stumbling blocks on the way towards rational thinking in multicultural, tolerant developments.
- § The idea of free movement from state to state and openness with no boundaries doesn't appeal to everybody. The accomplishment of such basic values as the women's vote, social security, educational benefits and judicial equality have called for hard work and are only young, western constructions, which have been reached within national boundaries and with a lot of historical value settings. The demand for giving up on the national states wouldn't be the solution in dealing with the integration and settling of foreign cultures in alien, new surroundings, but national states serve as value retainers in the otherwise loose and weakening culture frames.
- § 'What are the grounds for cultural amendments and how far should nations go in giving in to expressions of fear and extremist actions and thinking', is what one of the viewers asked in the net. Should there be endless tolerance towards the manifestations of islamic terrorist attacks whether carried out in the name of a new home country (e.g. USA) and whose responsibility is it to draw the line?. Should there be some legislative amendments drawn according to the demands and needs of immigrants or only practical changes? If the policy will be very short-sighted and decisions made hastily the results and consequences will fall on the immigrant cultures in Finland. There are many questions, both in practical level as in legislation to be solved before the immigrants can make demands on the prevailing culture, says

the

viewer.

- § Thinking globally the white population on earth are in minority (western white people make up only 8% in Europe in statistics). Why should they then have the right to make the majority of the decisions concerning other cultures, when we as Finns are both language wise and culturally a minority group? The viewer's concern was in the retainment of the cultural identity in the pressure of multiculturalism and globalisation and on the long-term responsibility of decision-makers in finding the right solutions and not losing the Finnish identity.
- § The issue of shortage of work-force seems to be only a "statistical delusion". According to some facts there doesn't seem to be any acute need for additional work-force in predicted fields of work (social and health care sectors, IT etc.), but even the Finns have been made redundant in these sectors during the past years. There will, however, be a need for an educated work-force in certain areas, but the mass immigration will have catastrophic consequences in the future, according to one of the viewers.
- § One of the immigrants expressed his/her opinion based on the experiences of a friend, who through many difficulties and fights finally got a residence permit in Finland after a struggle of 6,5 years. The homecountry of this person had been considered safe and the constant uncertainty and threat of return to the native country ended up in the person developing mental problems. According to this viewer Finland is guilty of practising mental abuse towards foreigners, which is happening backstage and hidden from the public and only emphasised by the prejudice and negative attitudes of the Finnish people.²⁵

²⁵ YLE 2/Ajankohtainen Kakkonen 'Rajat Auki'- keskustelu/YLE 2- discussion programme 'Open Boundaries' (on actual topics) on the Finnish TV (April 2004)

9. New and updated sources on information and studies on migration

Some of the new and updated sources of information and studies on migration in 2002 and 2003:

Finnish migration and immigration statistics in the web:

Ministry of labour (immigration): www.mol.fi/migration/kal02eni.pdf

Ministry of labour (work permits) www.mol.fi/tyolupa/til.html

Directorate of Immigration: www.uvi.fi/englanti/ajankoht.html

Statistics Finland: www.stat.fi/index_en.html (includes a link to StatFin online statistics service)

Population Register Centre: www.vaestorekisterikeskus.fi (in Finnish and in Swedish)

Institute of Migration (University of Turku): www.utu.fi/erill/instmigr/eng/e_tilast.html (extensive web site in English)

Foreigners and international migration (2003) Foreigners and international Migration in 2002.

Statistics Finland, Population 2003:8. Forsander (ed.) (2002) *Immigration and Economy in the Globalisation Process. The Case of Finland*. Sitra Reports series 20/2002. (complete text is available in English at www.sitra.fi/Julkaisut/raportti20.pdf)

Government integration report (2002) Government report on implementation of the Integration Act.

Government report no. 5 of 2002. (complete text is available in English at www.mol.fi/migration/govrep.pdf)

Further information on the subject from the following links:

[Työhallinnon maahanmuuttosivulle](#)

[Ulkomaalaisvirasto](#) (Directorate of Immigration)

[Pakolaisneuvonta ry](#) (Refugee Advice Center)

[Suomen Punainen Risti](#) (Finnish Red Cross)

[UNHCR](#), YK:n pakolaisasiain järjestö (United Nations High Commissioner for Refugees)

[IOM](#), Kansainvälinen siirtolaisjärjestö (International Organisation for Migration)

[ETNA](#) -etninen tasa-arvo työelämässä (Ethnic Equality in Working Life)

[ENAR-EU](#) www.enar-eu.org