

KAUNIAINEN INTEGRATION PROGRAMME

including plan
for promoting
ethnic equality



Kauniaisten kaupunki

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1. INTRODUCTION

The government of Finland issued its first immigrant and refugee policy programme in 1997. This earliest policy considered immigration primarily a question of refugees. In May of that year, the Act on the Integration of Immigrants and Reception of Asylum Seekers (493/1997) came into force. According to the law, all municipalities in Finland must prepare a programme for promoting integration. The Association of Finnish Local and Regional Authorities emphasised in their immigration-related definition of policy that all immigrants need the services of the municipality, whether the immigration relates to work, humanitarian, or other factors. The association also stressed that focus on authorities' role should be avoided and that immigrant's own activities should be supported, in order for them to reach an equal position in terms of both rights and obligations. According to the current government platform, the government is to prepare a new immigrant policy programme. The workgroup for this programme put forth its proposal in summer 2005; according to the draft programme, Finland should support work-related immigration without forgetting international humanitarian commitments in the near future. This is to be achieved via an active immigration policy.

On 24 November 1998, the executive body of the mayor of Kauniainen appointed a workgroup to prepare an integration programme for Kauniainen. Various administrative bodies, the Social Insurance Institution of Finland (KELA), employment administration representatives, and immigrants were included. Over the last decade, immigration to Finland has increased and many circumstances related to immigration have changed and developed. The laws have changed also, and the Act on the Integration of Immigrants and Reception of Asylum Seekers was amended to include a requirement that integration programmes also cover ethnic equality and good ethnic relations. These were not addressed in the old programme of Kauniainen. Accordingly, the integration programme has now been updated, taking the changes in the law into consideration. The programme also includes a plan for promotion of ethnic equality, as required by the authorities under Section 4 of the Non-Discrimination Act (21/2004).

2. INTEGRATION PROGRAMME AND INTEGRATION WORKGROUP OF KAUNIAINEN

The goal of the new integration programme of Kauniainen is to bring out the diversity of immigration. Most immigrants living in Kauniainen do not have a refugee background; thus, it is all the more important that the heterogeneity of the immigrants' backgrounds be taken into consideration both in information and in arrangement of services. By law, the municipalities are responsible in general and for both co-ordination of activities promoting integration and development of an integration promotion plan in co-operation with employment administration authorities, the Social Insurance Institution of Finland, and other authorities. In developing the plan, these bodies must take into consideration the issues of immigrants, civic organisations, labour and employers' organisations, and other actors. The programme, which contains goals, measures, and resources for promoting integration and co-operation, should cover all immigrants, even though the main focus should be on organising services that promote integration of those who have lived in the country for only a short while.

In Kauniainen, each administrative body is responsible for promoting integration within its sphere of authority. Responsibility for evaluating and developing integration belongs to the integration workgroup, which consists of contact persons and those responsible for integration

matters within different administrative bodies. Though it is difficult to evaluate the success of integration except from the standpoint of individuals' subjective experience, follow-up and evaluation of the integration are important – performing follow-up work, receiving feedback, and creating active dialogue with immigrants are prerequisites for the development of services promoting integration. Integration is always two-way: the surrounding society also has to adapt to the immigrants. One of the concrete advantages the development of an integration programme offers is more effective co-operation between the parties involved. In developing the new integration programme, the workgroup has been guided by outside expertise. Terhi Juntunen, M.Sc., has gathered information, for example, through a survey mapping out various integration and equality matters and via personal interviews. Also, discussions were held with KELA representatives in Kauniainen, the employment administration, and immigrants. A survey aided in mapping the viewpoints of the Police of Espoo and the Church of Finland. Voluntary organisations active in Kauniainen had no active groups or resources ready to comment on the programme.

The administrative bodies in Kauniainen also co-operate on immigrations-related matters with neighbouring municipalities and regional networks. An active relationship with the various regional actors and development of regional co-operation are in line with the strategic goal of the city. Examples of this co-operation in integration work include the Internet service project for multicultural and immigration work Selma; the organisation of Finnish language studies with Espoo; the multicultural project for early upbringing; the MONIKU project; and the libraries' regional co-operation network addressing multicultural matters.

3. IMMIGRANTS IN KAUNIAINEN

Kauniainen is a city with a small population and is a neighbour of the large cities in the capital region. At the end of 2004, the city had 8465 inhabitants. Of these, 57% spoke Finnish as their mother tongue, 39% Swedish, and the rest (292 citizens, or 3.4%) other languages. The languages spoken in Kauniainen are presented in Table 1. In addition to these languages, other mothers tongues featured, but each with fewer than five representatives. Of those under 10 years of age, 46 persons spoke a foreign language first, and 36 persons in the 10–19 age bracket. By percentage, the age group with the most people speaking foreign languages primarily was 20–24, with 34 such persons. The figure for those above 60 years old was 20 citizens. At the same time, 258 foreign citizens were living in Kauniainen, the biggest groups being Swedes, Estonians, and Danes (139 of them men and 119 women). The most represented nationalities are presented in Table 2.

Population by mother tongue			
Finnish	4861	Swedish	3312
(All other languages)	292)		
Persian	45	Chinese	13
English	29	Danish	13
Estonian	23	French	11
Albanian	18	Bosnian	10
German	18	Dutch	10
Russian	17	Hungarian	7
Somali	14	Spanish	6

Table 1. The population of Kauniainen, sorted by mother tongue¹.

¹ Language information is from the population register. When the parents of a newborn child register the child's name, they indicate the language at the same time, a designation that remains the same until changed manually.

Population by citizenship, on 31.12.2004			
Total population		8465	
Finland		8207	
Other countries, total		258	
Sweden	34	Switzerland	8
Estonia	25	Russia	8
Denmark	22	China	8
Somalia	14	Germany	7
Iran	13	Yugoslavia	7
Great Britain	11	Iceland	6
Bosnia and Herzegovina	10	Former Yugoslavia	6
The Netherlands	8	Hungary	6
Norway	8	United States	6

Table 2. The population of Kauniainen, sorted by citizenship².

The word ‘immigrant’ is a general concept referring to all persons moving to one country from another, no matter the reasons. This programme applies this usage, and it will be noted explicitly if a special subgroup is intended. The citizens of Kauniainen with an immigrant background are very heterogeneous as a group. A minority has a refugee background, and most have arrived in the country through work or marriage. Keeping statistics on immigrants on multiple axes – for example, by language and citizenship – gives a better picture of the situation since immigrants can apply for Finnish citizenship after some time. On the other hand, Swedes are not visible in the statistics when sorted by language, and some foreign citizens speak Finnish as their mother tongue. The immigrants’ heterogeneous backgrounds and small language and nationality groups are a challenge in providing service, even though many immigrants who have come to Finland because of work are reasonably proficient in English. At the same time, the absence of large distinct ethnic groups acts to increase immigrants’ interaction with the rest of the population, making it easier for immigrants to be treated primarily as individuals rather than representatives of a certain minority group that in only some service situations is deserving of special attention.

4. PLAN FOR PROMOTING ETHNIC EQUALITY

4.1 Equality and equality plan

According to the development strategy of Kauniainen, the values of the city are the will to serve, a spirit of development, tolerance, economic sustainability, and openness:

Tolerance means appreciating and treating everyone equally, seeing differences as a strength, and meeting and coexisting with different cultures with the aim of reaching social harmony and justice.

According to the Finnish Constitution (731/1999), everyone is equal before the law. Equality is a central basic right. The Finnish Constitution prohibits discrimination based on personal

² Citizenship (being the citizen of a country) generally is granted at birth, but it can be changed when one moves to another country. If a person has dual, Finnish and other citizenship (see Law on Citizenship, 2003/359 and Nationality Statute, 1985/699), the statistics show Finnish citizenship. Only groups of more than five persons are listed.

attributes such as ethnic background, language, religion, or beliefs. The Penal Code also criminalises discrimination.

The EU directives 2000/43/EG (the anti-racism directive) and 2000/78/EG (the directive on discrimination in working life) have been enforced in Finland via the Non-Discrimination Act (21/2004), the aim of which is to promote and safeguard equality before the law, strengthen equality, and strengthen the legal rights of those who have suffered from discrimination. In practice, this means that two persons in equal or similar positions should be treated equally regardless of the differences between them. 'Positive discrimination' is allowed as long as there is acceptable reason grounded in law and the methods used are proportional to the intention.

The authorities have a common obligation of promoting equality. The municipality should establish a method of administration and operation that guarantees support of equality in handling matters within the municipality's area of competence and in decision-making. The municipality also must prepare a plan for promoting equality. According to the equality plan, the circumstances of people of different ethnic origin must be taken into consideration. Thus, integration of immigrants into Finnish society is promoted. The traditional minorities of Finland – Romany, Tatars, Jews, and Sámi – and persons with an immigrant background are at risk of being discriminated against because of their ethnic background. Of the groups named above, Kauniainen is home mainly to immigrants; accordingly, the needs of immigrants have been taken into account specifically in the plan for promoting ethnic equality. The number of immigrants is not great (please see the description of this group of citizens in Section 3 of this programme).

The scope and content of an equality plan depend on the size of the locality, the percentage of immigrants among the service users, and the significance of ethnicity in the service process. An equality plan may be a separate plan or part of the integration programme, as it is in this case. The equality plan aims to promote ethnic equality and prevent discrimination. Equal treatment on its own does not always guarantee realisation of equality, as people have different starting points and their opportunities to use the services vary. Sometimes special treatment is needed. The starting point in Kauniainen is that all citizens are equal and that everyone is treated as an individual no matter his or her background. If special action needs to be taken to reach equality for immigrants, it should be. Kauniainen has participated in the work of the workgroup against discrimination in Espoo and in 2004–2005 completed a survey of immigrants' experiences of discrimination, in collaboration with the adult education centre.

What is discrimination and what is not?

No-one may be discriminated against on the basis of age, ethnic or national origin, nationality, language, religion, beliefs, opinion, health, disability, sexual preferences, or any other factor related to his personality. Both direct and indirect discrimination are prohibited. Harassment and instructions or orders to discriminate are prohibited as well.

In **direct discrimination**, someone is treated unfavourably in comparison to how someone else is treated, has been treated, or would have been treated in a similar situation. In practice, this treatment inflicts disadvantages such as refusal of benefits, economic loss or limited options.

Indirect discrimination occurs when a person acting under seemingly unbiased regulations or instructions places someone in an especially unfavourable position in comparison to persons in similar situations. To put someone in a special position is not considered

discrimination if the regulations, instructions, or practice concerned has justified goals and the actions for reaching these goals are appropriate and necessary.

Harassment is intentionally offending human or group dignity or integrity on the basis of prohibited means of discrimination. This is accomplished when a threatening, hostile, demeaning, humiliating, or attacking atmosphere is created through disturbing behaviour or activities. Deliberate action leading to seriously disturbing consequences is prohibited. Also, an instruction or order to discriminate is a form of discrimination.

Giving someone a different position is **not considered discrimination** with prohibited grounds when it involves special treatment according to the equality plan. Examples can involve critical, demonstrable demands that must be met in order for work assignments to be accomplished or special treatment due to age when it objectively can be said to be appropriately based on a goal concerning employment policy, labour markets, or adult education. Special treatment based on age limits related to receipt of social benefits like pension and work disability benefits also can be justified.

Racism is a school of thought according to which groups of people can be ranked on the basis of ethnic background, skin colour, or nationality. It can appear as prejudice, discrimination, or hostile behaviour – for example, directed against ethnic minorities, immigrants, or foreigners.

Positive special treatment of groups in need of special support on account of origin, age, or social position is not considered discrimination. The goal of this special treatment is to reach actual equality for certain groups and prevent and relieve problems due to discrimination. To be justified, such treatment must stand in proportion with the desired goal. Practical actions for achieving equality for ethnic minorities – in this case, immigrants – have been presented in this programme both generally and specifically for every service. Actions of positive discrimination might be, for example, counselling, interpreter's services, provision of material in foreign languages, other information, and addressing of cultural matters in all activities.

4.2 Equality in Kauniainen

The principle of equality is taken into account in all available services, recruitment, and organised possibilities of influencing society.

Information and counselling

Immigrants receive special introductory counselling from social workers, home care workers, and the contact person for immigrants at the local health centre. An information package for all immigrants is under preparation. It contains information on basic services, the various authorities, and other important organisations. The package is being translated into English also. It will be handed out at libraries and made available on the city's Web site.

According to the development plan of the city, investment is to be made in Internet-based services, to increase their use as information channels and means for citizens to influence society. To take promotion of equality into account, different languages, especially English, will be used more extensively on the Web pages. The willingness to use modern information technology among immigrants varies widely, so the city has to make sure immigrants of different ages and backgrounds are given opportunities to use this information channel.

Interpretation and translation services are used especially when the authorities have to decide on the rights, privileges, and obligations of the immigrant or when interpreting services otherwise are needed to settle the issue at hand. In authorities' services, the need for interpretation services can be reduced by translating brochures and other messages into other languages. Translation of the necessary forms and brochures should be centrally organised.

4.3 Actions to prevent discrimination and promote equality

1. Positive intercourse between native citizens and immigrants is promoted.

All activities are open to everyone, and immigrants are encouraged to use services and attend activities where interaction with native citizens is possible. Examples are sports activities, adult education, and voluntary organisations. Information about these services will be given specifically to immigrants. Also, the majority citizens should be informed about immigrants' issues, the special services needed by immigrants, and the reasons for this need.

2. Immigrants' opportunities to preserve their own culture are supported.

Possibilities to maintain the immigrants' language and culture will be supported at children's day-care centres, in schools, and at adult education centres. The library will support immigrants and help them find and order material in the desired languages. The library and cultural office can arrange exhibitions related to immigrants' cultures.

3. Equality is promoted in all service encounters, and immigrants' participation is supported.

In the city's strategic planning, immigrants are considered a specific group in each age band. Service processes will be developed such that immigrants can get help with service encounters when needed and are encouraged to become active doers. Consideration will be given to the language support needed by immigrants. All personnel will receive training in how to serve clients with immigrant backgrounds. The client feedback received will be saved and discussed at unit level or in the integration workgroup, with the aim of service development. Women and preventing their displacement will be given special consideration. At election time, information will be given on rights to vote and on voting practice.

4. Attention will be paid to implementation of equality in all personnel policies and development of the competence of the employees.

Principles of equality will be considered in all recruitment. Information on the Non-Discrimination Act will be disseminated systematically, and training will be arranged. Equality of employees in work units and clients is safeguarded. The personnel's knowledge of different cultures and their competence to serve immigrant clients and apply interpretation services is maintained through training. In work units that do not yet have a contact person for immigrants, one will be appointed.

5. Prevention of discrimination and intervention in discrimination situations will take place.

Employers are given sufficient training to identify discriminatory practices and be able to intervene. In spreading information or arranging events, special care will be taken that no group of people, culture, or individual's convictions or beliefs is insulted – for example, in schools or children's day-care centres. City employees are obligated to intervene immediately when discrimination occurs. Ultimately, the responsibility for taking care of these matters rests with the managers or directors. Discriminatory behaviour or language disrespecting equality will not be tolerated by anyone, whether caused by an employee, a representative of the ethnic majority, or a person of immigrant background. The activity units intervene directly in cases

of discrimination but are also responsible for reporting on the enforcement of equality to the integration workgroup.

5. SERVICES OFFERED BY ADMINISTRATIVE BODIES OF THE CITY

5.1 Reception of refugees

Reception of refugees comprises those arriving in Finland as quota refugees, asylum-seekers, members of family reunification schemes, and certain returnees. The TE Centre and Kauniainen have signed a contract on placement of refugees in the municipality. For the first three years, the TE Centre pays set compensation to the municipality. Compensation for children under the age of seven is three times as great as that for other immigrants with refugee status³. The state fully compensates for the first three years' income support expenses. In addition, the state compensates for costs related to interpreter's services in social and health care and to forming integration plans. If the refugee when moving in has a disability or chronic disease, the state compensates for this for 10 years. The school administration receives greater compensation for children of comprehensive-school age who have a mother tongue other than Finnish or Swedish.

Before a refugee moves to the municipality, the social care office reserves a flat for the refugee or the family. A specified social worker is responsible for arranging the reception and informs all necessary administrative bodies of the refugee's arrival. The social worker is the refugee's first point of contact, but a member of the home care unit will help with practical matters. The social worker visits all necessary authorities with the refugee, and the home care worker helps the refugee and family to get acquainted with stores and the area close to home. He or she also helps with matters related to home care. After the initial period, the social worker meets the refugee once a month during the first year of integration. In the beginning, interpretation services are needed. In addition, the refugee receives written material on Finland and the available services in his or her own language, if such material is available.

Concerning refugees as clients, the most important co-worker for the social worker within the municipality is the contact person for immigrant matters at the health centre. If the family includes children, their day-care centre and school are important also. Integration plans for immigrants belonging to the work force are made in co-operation with the employment office. The social services office is responsible for integration plans for immigrants who are not part of the work force, and when necessary the plans are made in co-operation with an appropriate co-operating body. Depending on their needs, immigrants are referred for services for immigrants and refugees offered by different organisations. Examples of these are the Centre for Torture Survivors in Finland, the Finnish Refugee Council, and the Refugee Advice Centre. A challenge related to the reception of refugees in the future will be to make sure sufficient resources are available. Development of co-operation with other administrative bodies and organisations in the city is also needed.

³ At the time of writing of the programme, the compensation was 6222.95 euros per year for children under seven years of age and 1900.52 euros a year for others.

5.2 Health care services

An aim of the health care services is to guarantee all clients equal opportunities to use the services. Immigrants living in Kauniainen will receive the necessary health care and rehabilitation services at the health clinic and to some extent at Jorvi Hospital. They will be received according to the same principles as other citizens, but when needed they can form a separate group. There is a contact person for immigrants available at the health clinic.

The social welfare office that co-ordinates the reception of refugees will inform the contact person at the health clinic about new refugees in the municipality. Then, the refugees will be referred for a thorough physical examination. Double the time will always be reserved for clients with a refugee background for the first visit at the health clinic. The contact person at the health clinic will inform every refugee about the services at the health clinic and provide concrete introduction to the locality. When needed, an interpreter for this introduction is arranged. The contact person also informs the refugee about other municipal health care services and about the use of pharmacies.

To guarantee equality in the treatment of immigrants, interpreter services are used; especially when refugees are involved. One aim is to be aware of the desired gender of the interpreter. If the personnel and the client do not share a common language, an interpreter will be booked for the visits. Only in emergencies will the family or friends of the client be used as interpreter. Since the beginning of 2006, a new system is in use where the orderer pays for the interpreter and money for interpreting services is reserved in the budget. Various forms and written instructions are also available in other languages than Finnish and Swedish. The basic client information form is available in English, and information on how to prepare for different examinations is available in both English and the most common languages of refugees, such as Persian, Bosnian, and Urdu. Information on access to services and contact information will be updated in these. Other clients with immigrant backgrounds will be given written instructions in their mother tongues when available. Together with the maternity and children's clinic, an English-speaking group, Foreign Mothers' Group, meets once a month.

All personnel in the health care services sector need education on how to meet with clients with immigrant backgrounds. In addition to this, the availability of interpreting services needs to be guaranteed and more active co-operation with the social welfare office needs to be established. The evaluation of how well integration is accomplished within the health care service system will be followed up upon, and the contact person will inform the integration workgroup about this.

5.3 Social care services and family counselling

Social welfare services are equally available to all living in the municipality, according to the Municipality of Residence Act (1994/201). For all services, the rights and obligations of use are the same for immigrants as for all other users of those services. In addition to this, an immigrant in need of financial support has the right to receive integration support during the integration period. The integration support is available for three years but can be extended by two years when needed. Reasons for extending the support period are education; promoting basic abilities to read and write; needs resulting from the immigrant's age; disability, disease, or child protection needs; enabling maternity or parent leave; and other justifiable reasons. The social welfare office is responsible for paying integration support for persons outside of the labour market and who do not receive integration support as labour

market support from KELA. For example, senior citizens, disabled persons, and the mothers of small children can belong to this group. A prerequisite for paying this support is an integration plan prepared for the immigrant.

A social worker has been appointed for refugee clients, and this person will handle refugees' matters for the first three years. After this, they will be transferred to the social worker responsible for the area of residence. One can get an appointment at the social workers' office fairly quickly. To guarantee equal service, interpreter services will be used when necessary. This is essential, especially in the beginning, so that the client's privileges, rights, and obligations can be determined. On the basis of the topic of discussion, and when asked for, an interpreter of the same gender will be appointed, if possible. The social welfare office will co-operate with other authorities to promote integration and prevent discrimination, for immigrants in the worst positions. The social welfare office co-operates with the health care personnel, the day care staff, the pupils' welfare group, and the labour authorities. The integration workgroup of Kauniainen includes two persons from the social welfare office.

Family counselling offers professional help in matters related to psychological development and growth of children and youths. The family counselling works as much as possible in the same way with immigrant families as with other families. Among clients, the number of immigrants has been fairly low, and they will be appointed more time than other families. Even though many of the clients transact their business in English, interpreting services will be used when needed. These services have been used, for example, in counselling couples.

5.4 Children's day-care and pre-school education

Children of immigrants will be admitted to day-care centres according to the same criteria as the rest of the population. Children of refugee background will be directed to Finnish-speaking day-care centres. In the case of other immigrants, Swedish-speaking day-care centres might, in some cases, be a better alternative. Integration in children's day care is accomplished by integrating the children into normal activities, where individual needs for developing language and other skills are taken into account. The cultural background and religious beliefs of the family will also be taken into account in the activities. The aim is to accomplish an operations model where information on the circumstances from which the child will/has come to the country and the family background and other essential information are known beforehand. On the basis of this information, a professional group for special day-care services (the EPA group) will determine which day-care group suits the child the best.

Children who are 3–6 years old and just have moved to Finland will occupy two day-care centre positions for the first 6–12 months. To promote the development of the Finnish language, the day-care group will be divided into smaller groups, where it is easier for a child who does not know the language to establish rapport and learn the Finnish language. The immigrants' teacher of the school system will visit the day-care centre once a week to give pre-school pupils education in Finnish as a second language (S2). Children will be given education in the home language if big enough groups can be formed (4–5 children). Parents are encouraged to speak in their mother tongue with the child and read fairy tales for the children in their own language. Co-operation with the parents is supported by the use of interpreter services. In daily encounters, a common language is sought and used, usually English. The purpose is to translate all relevant teaching material into English for the parents who know the language. A customer service enquiry carried out in the children's day-care

centres was also translated into English and Somali. The day-care services co-operate with the children's health clinic (especially in performing check-ups for five-year-olds), the family counselling personnel, the speech therapist, the immigrants' teacher of the school system, and the social welfare office. When the church organises religious events, parents holding other beliefs will be asked for permission for their children to attend these events.

Kauniainen participates in the project for common multicultural early upbringing (MONIKU). The aim of the project is to find practical tools for multicultural work, both for S2 teaching and those involved with children's upbringing with the parents. A consulting special children's day-care teacher supporting the development units is performing work in the field in 2005–2007. The project arranged, for example, training: both attitude correction education and training increasing information and skills.

The day-care centres often have to redirect clients to other services. For this purpose, a centrally gathered information package would serve all parties. The day-care service personnel cannot translate this material into other languages, so a centrally gathered and translated information package is a good solution. The MONIKU project works to find good practices for motivating the parents of immigrant children. Before beginning the children's day care, the parents, a social worker, and the day-care services could create an integration plan for the child. Follow-up on the integration is accomplished by observing the child and interviewing the parents.

5.5 Schools

Schools focusing on the future are a major success factor of the city. Schools raise active and civilised individuals who have healthy self-confidence and knowledge, and take others into account. The teaching in schools is motivating and guides toward lifelong learning. It provides the basic abilities to function in a changing and internationalising society.

In Kauniainen, children of immigrants are primarily directed to Finnish-language schools.

The education of immigrant students follows the curriculum for basic education, where models for special support have been defined and the persons responsible for special support are specified according to the national curriculum for immigrant students. In Kauniainen, a full-time immigration-related teacher has been appointed. The immigrant teacher works in the schools of Kasavuori and Mäntymäki and partly in the pre-school education. The aim of the school is to support the integration of the child into the Finnish society. Immigrant students are integrated by participation in general teaching to as great an extent as possible. When needed, the children receive remedial education.

In addition to this, remedial education is arranged in different forms for immigrant students. The need for remedial education will be assessed individually by the class or subject's teacher in the school, by the integration or remedial teacher, and by the pupils' welfare group. Multidisciplinary operation is necessary for everyone needing remedial education and often for pupils of different language and cultural backgrounds. This is why the school does not define the need for remedial education simply according to time lived in the country. Also, pupils with immigrant backgrounds who are born in Finland can receive remedial education if requested. Immigrant pupils and pupils with immigrant backgrounds will be taught in their own language and will receive education in Finnish as a second language. If their mother

tongue is something else than Finnish or Swedish, they will be evaluated according to the S2 curriculum. Teaching in their mother tongue will be arranged if there are at least three persons speaking the same language. Teaching about their religion will be arranged if there are at least three such pupils and their guardians ask for it. Co-operation with the families also promotes integration. School-going and special needs related to it are discussed with the parents. Discussions with the family about the child are carried out with the help of interpreting services, when needed.

In addition to the cultivation of multicultural education performed at school, discrimination is prevented and intervened with during classes, celebration, and other activities. Immediate intervention will be performed in cases of direct or indirect discrimination. The discrimination will be discussed, and other means will be used when necessary. The school also arranges extracurricular activities in which pupils of different backgrounds can come together, such as a multicultural sports team.

5.6 Youth centre

The youth activities are directed toward being open and suitable for all young persons. In the youth activities, the need for young persons with immigrant backgrounds to attend the same activities and the same groups as any other youth has been seen to be important. Every young person will be treated as an individual. If the young person needs special support, related to integration problems or otherwise, attempts will be made to arrange this. At the youth centre, different games can be played, or one can use the Internet-connected workstations, perform music, meet other young persons, do homework, or just hang around. When it is requested, the personnel at the youth centre will help with homework. The youth centre also features a 'girls' room', available only to girls. When needed, special programmes can be arranged for immigrant youth.

Supporting the families of immigrant youth and giving concrete information on the services offered at the youth centre is also important. Information for immigrants will be made more effective, so that they better can find the services they need. Natural interactions and meeting with immigrants support integration, and leisure activities create situations where everyday language skills are improved. The youth activities mainly involve co-operation with schools, the social care workers, and various organisations, such as the Scouts and other voluntary organisations. A person has been appointed to be responsible for immigration issues and the personnel have received training and guidance in how to interact with those from different cultures. Possible discrimination situations will be dealt with immediately. Tolerance is promoted by organising activities in an open and exemplary manner.

5.7 Adult Education Centre

The Adult Education Centre is the only educational facility for adults owned by the city. The centre has the ability to organise both free education in becoming a member of society and education related to work. For the former, all who are willing, both original population and immigrants can study information and arts on their own initiative. This education also includes theme courses focusing on different cultures. The work-related education is, however, financed by the employment administration, and immigrants from Espoo and Kauniainen can participate. When needed, the courses offered by the education centre can be part of the integration plan for the immigrant, so-called parallel studies, as long as they,

perhaps with other studies, fulfil the curriculum (in terms of hours and other requirements) for parallel studies.

The centre has appointed a person responsible for immigrant issues and teachers who represent many different nationalities. The aim of the centre, as related to immigrants, is to have enough people on their Finnish courses to guarantee availability in the future. Courses are marketed also to people from Espoo through co-operation networks. In addition to this, the adult education centre has performed a survey called 'The Active Immigrant' and gathered customer responses and wishes from immigrants in 2004 and 2005. More than 65 questionnaires were sent out, and the response rate was almost 50%. The most interest was shown in studying of Finnish – specifically, developing the ability to read and write and verbal skills. Also, the courses in Swedish include more immigrants than the other courses, on average. The centre does not provide separate counselling; each teacher is responsible for his or her own topic.

The adult education centre publicises its courses and events in a dedicated brochure, on its pages on the Internet, and via the bulletin board in the library. To make the information for immigrants more effective, the homepage should be available also in English. At this time, only the Finnish language courses contain a short description in English. The centre has offered its facilities for an Iranian discussion group, which 30–40 people attend weekly. The group does not have an appointed teacher, but outside lecturers are arranged for when desired.

The person responsible for immigrant matters at the adult education centre participates in the education and employment issues workgroup (the KOTY group) in Espoo, Kauniainen, and Kirkkonummi, which gathers monthly. This co-operation group for vocational schools and polytechnics, immigrant workers, those in employment administration, those involved in free civil activities, and the Chamber of Commerce gathers information on education and employment opportunities for immigrants. It also advertises services for immigrants and organises open educational seminars on related topics. The aim is to hold seminars 1–2 times a year. In addition, the centre co-operates with the workers' school of Espoo, the folk school in Kirkkonummi, and the University of Jyväskylä, with the aim of mapping out the opportunities for education and employment of immigrants.

5.8 Library services

The library services are available to everyone, including those with temporary residence permits. The library offers a wide selection of material in different languages and possibilities to search for information from a variety of sources. In addition to the material offered by the HelMet database, common to the whole capital region, material and services offered by the libraries of Espoo, Helsinki, and Vantaa are available. Material from all of these libraries can be reserved and ordered. The library also offers loans provided by libraries in the rest of Finland and abroad.

The library of Kauniainen offers fictional literature in foreign languages and to some extent also non-fiction literature. According to an agreement made between the libraries in the capital region, the library of Kauniainen offers books in minority languages, mostly in Persian. The library can order volumes in different languages. The aim of the Foreign Library is to support the library services of foreign-language inhabitants in Finland and to gather material for use in those languages that are little represented in Finland. The clients also can suggest material for the library that is not available in the library of Kauniainen.

The library aims to keep various types of material available for Finnish-language courses offered by different adult education centres. DVDs are growing more common, and this makes things easier for people with different mother tongues, since soundtracks and subtitles are available in many languages. Clients of the library can use many types of Internet-connected workstations, and guidance will be provided as necessary. The client workstations can be used, for example, to read foreign-language newspapers on the Internet. The library also subscribes to foreign magazines and newspapers, which can be read at the library or taken out on loan. The Web pages of the library are also entirely available in English.

A representative of the library is a member of the integration workgroup of the city. The HelMet libraries in the capital region have their own group addressing multicultural matters, Sesam – the Library with Different Languages. Its purpose is to provide information on multicultural issues, to arrange different events and to organise education on that theme for library personnel.

5.9 The culture office

All residents of Kauniainen have the right to use the culture office's services. The culture office produces and co-ordinates cultural events and co-operates with cultural organisations and artists. The aim is to organise different culture and arts events and other happenings available to the public, which increases tolerance and promotes interaction between people representing different cultures. When it comes to the integration of immigrants, the aim is also to give the immigrants a possibility to maintain and promote their own culture. At the same time, they are given an opportunity to get acquainted with the Finnish way of life and way of thinking.

The cultural office in Kauniainen organises annual events in Vallmogård, Uusi Paviljonki, and Villa Junghans. The office co-ordinates exhibitions in the city hall's entry hall. When needed, the cultural office organises events related to Kauniainen, its inhabitants, and its history. Villa Junghans can be used for different immigrant organisation gatherings free of charge. Exhibitions can also be organised in other premises of the city. The culture office's aim is to participate in the development of multicultural activities and create opportunities for immigrants and Finns to meet.

5.10 The sports office

Sports services are available for all, and everyone has equal opportunities to attend sports activities. Immigrants can join sport groups and guiding will be provided in English when necessary. In some cases, hand signals or sign language can be used for communications. Positive feedback on the ease of immigrants joining sports activities has been received. The majority population has reacted positively to the participation of immigrants in sports activities. Sports activities are so-called leisure activities, and all who participate do so of their own free will and with full enthusiasm, and they are interested in the activities from the beginning. Information on sports activities for immigrants should be increased, since these activities can increase possibilities to interact in a natural environment. To make this information more easily available, the sports office should co-operate more closely with other administrative bodies.

6. OTHER AUTHORITIES AND CO-OPERATING BODIES

6.1 The Social Insurance Institution of Finland

The Social Insurance Institution of Finland, KELA, is responsible for the basic economic security of Finnish residents. Everyone living in Finland is a customer of KELA, regardless of nationality. Some people living abroad are also covered by Finnish social security. There has been a local office of KELA in Kauniainen since 1964. Benefits offered by KELA include pensions, maternity benefits, benefits for families with children, housing benefits, benefits for conscripts, financial aid for students, and disability allowance. In addition to the benefits available for all, immigrants can apply for integration benefits or special support benefits for immigrants.

After the immigration plan for the immigrant has been made, he or she can receive integration support, which is as comprehensive as the labour market support. This special support for immigrants can be applied for by immigrants over the age 65 or those unfit for work, if they have been living in Finland for at least five years. The law on special support for immigrants entered into effect on 1.10.1993. The aim of the special support for immigrants is to guarantee their quality of life in old age or when unfit for work if the immigrant is not eligible for a full pension since he or she has not lived in Finland a long enough time.

The starting point is that all clients will be treated equally, but to reach truly equal treatment where immigrants are concerned, more information has been produced and forms have been translated into different languages. KELA's Web pages have been completely translated into English, and parts especially concerning immigrants also into Russian. Forms are not available only in Finnish and Swedish but also in, for example, English, Russian, Somali, Persian, Albanian, and Serbo-Croat. All clients should be able to visit KELA personally, regardless of their language skills. If a representative is used, KELA should be informed of this in writing.

6.2 Services offered by the employment office

All labour exchange services and other services, including education and rehabilitation counselling and career guidance, are available for immigrants. The employment office aims to support the integration of immigrants, increase their opportunities to become employed, and improve their readiness for the labour market by different means: language training, professional education, practical training and work life coaching – and by providing employment support. The employment office, together with the Employment and Economic Development Centre, arranges reading and writing skills training and basic training for immigrants who have registered as job-seekers. Kauniainen makes use of the facilities of the employment office of Espoo, and clients can visit either the office in Tapiola or the one in Espoon keskus. Both offices have appointed a person responsible for providing labour guidance for immigrants. At the end of 2005, the employment office had 30 inhabitants of Kauniainen with an immigrant background registered as job-seekers. Kauniainen also participates in the activities of Espoo's service centre for labour, where representatives of the employment administration, the relevant cities, and KELA together serve their clients.

The integration plan and the work policy education for immigrants are services meant especially for immigrants. In the integration plan, the employment office, the municipality, and the immigrants themselves decide which actions best promote the individual immigrant's opportunities to achieve the skills and education necessary in work life and Finnish society. If the client is not in need of the social services offered by the municipality, he or she can prepare the plan together with the employment office. The immigrant commits to following the plan, and the plan is signed. The right to an integration plan is valid for three years after the time when the immigrant's home municipality was first registered in the register system. The time for which an immigrant is eligible for a plan can be prolonged by a maximum of two years if it is necessary to achieve the ability to read and write or complete primary education; if the immigrant's age, disability, or need for protective actions concerning children so require; to make an amount of time acceptable for maternity or parental leave possible; or for an equally justifiable outcome. At the latest, the integration plan should be made when the immigrant has received livelihood support or been unemployed for two months continuously, or when, at most, two months have passed since the request for an integration plan has been made. The aim is for the immigrant to be directed to action that promotes and supports integration within one month of completion of the plan. The immigrant has a right to integration support paid by KELA throughout the time for which he or she has the right to an integration plan. Before the integration period ends, the plan can be considered fulfilled one month after the immigrant has been given permanent and full-time employment or business activities or has commenced full-time studies leading to a job or a degree.

In the beginning, the most important element in the integration process is for the immigrant to attend language courses. Because of the low availability of courses, it can be some time before a course is available that meets the needs of the immigrant concerned. That is why it often is worth considering co-ordinated alternatives for education.

Other organisations

Immigrant youth partake in youth activities organised by the Finnish church. Immigrants are welcome to join activities offered by the Church, but in some cases the individual's religious background can affect willingness to attend such activities.

7. FOLLOW-UP AND DEVELOPMENT OF INTEGRATION

When it comes to the integration of immigrants, it is important to make sure immigrants have access to information on basic services as soon as they move to the municipality. Even though special services and support are needed initially, to make sure the integration process is started, it is important to train the immigrant in the skills needed for using ordinary services and setting goals for the future.

In Kauniainen, each administrative body is responsible for taking appropriate action and reserving the funds needed to achieve integration within its area of authority. Contact persons and personnel responsible for immigrant issues report to the integration workgroup on how well the integration work has succeeded. The integration workgroup is responsible for following up on and developing the general integration work in the municipality. The group follows up on the implementation of the integration programme and updates it when necessary⁴. The integration workgroup meets four times a year. When necessary, the

⁴ The group produces a statement or a report on the implementation of the integration programme, for example, annually or every two years.

workgroup will invite other authorities, representatives of different organisations, and immigrants to the meetings.

Smoothly functioning co-operation is essential for the development of integration work. Over the last five years, integration work has become more professional. Both Kauniainen and the co-operation networks comprise persons with both theoretical knowledge and practical experience. Procedures that have been developed sufficiently and found good are to be used. A special challenge faced by Kauniainen concerning co-operation that is not present in the other cities in the capital region is that it hosts relatively few immigrants. Despite this, the city maintains its participation in collective immigrants' projects and participates actively in the regional co-operation of the cities in the capital region.

When the bodies in the city have accepted the new integration programme, the employees of the city, residents, and other partners will be informed of this. Open and correct information is also the key to promoting healthy ethnic relationships and preventing racism and discrimination.

ATTACHMENTS

Attachment 1. Terminology related to immigration, integration, and equality

Asylum-seeker

A person seeking refuge or a residence permit in a foreign country. The person gets status as a refugee if asylum is granted. Thus an asylum seeker is not yet a refugee. This is why asylum seekers should not be called refugees.

Refugee

A foreigner with a well-founded fear of persecution because of race, religious beliefs, nationality, belonging to certain societal groups, or certain political conviction. Refugee status is given when a state grants asylum or if UNHCR verifies this.

Integration

Integration refers to the individual development of an immigrant with the aim of joining Finnish work culture while keeping his or her language and culture.

Promotion of integration

Promoting integration refers to measures taken by authorities, resources and services for promoting and supporting integration, and taking into consideration the immigrant's individual needs when planning and organising other services and measures in society.

Integration plan

The integration plan is a personal plan for the immigrant. It defines measures and services that promote and support the immigrant's possibilities to achieve sufficient language skills and other skills needed in society and work life. It also promotes and supports the immigrant's abilities to have an integrated social life.

Integration programme

The municipality forms an integration programme in co-operation with the employment office, the social insurance institution (KELA), and other authorities. The programme should be formed after input has been received from immigrants, societal organisation, employers, and employee organisations. The programme contains a plan for measures, services, resources, and co-operation promoting and supporting integration. The programme also includes promotion of ethnic equality and good ethnic relations.

Integration support

Integration support is a benefit meant to secure the livelihood of the immigrant during the term of the integration plan. The support consists of job-finding benefits and/or livelihood support. Every member of the work force living in Finland who has a home municipality in Finland and who is a job-seeker or recipient of livelihood support has the right to integration support. Immigrants who are in work are not covered by these integration measures, but their family members can be.

Immigrant

A person moving from one country to another. A general concept concerning people who are moving, for one reason or another.

Equality plan

The authorities are obliged to create an equality plan, which should cover at least ethnic equality. According to this plan, equality is to be promoted purposefully and systematically.

Attachment 2. Laws and background material used in this programme

- The Act on the Integration of Immigrants and Reception of Asylum Seekers (493/1999, amended 118/2002, 1292/2002, 649/2004, 362/2005, 1215/2005)
- The Decree on the Integration of Immigrants and Reception of Asylum Seekers (511/1991, amended 1496/2001, 1565/2002, 372/2005)
- The Municipality of Residence Act (201/1994)
- The Aliens Act (301/2004)
- The Non-Discrimination Act (21/2004)
- The Act on Equality between Women and Men (609/1986)
- The Finnish Constitution (931/1999)

Background material

- 'Immigration Policy Guidelines for the Association of Finnish Local and Regional Authorities', by the Association of Finnish Local and Regional Authorities, 2004
- General recommendations for the contents of equality plans by the Ministry of Labour, 1100/009/2004TM
- The workgroup's proposal for the government's immigrant policy programme, a publication of the Ministry of Labour (355), 2005
- Definitions of 'immigration lingua' by the Directorate of Immigration
- 'For Equality, Against Discrimination', by the Ministry of Labour, 2004