

# integration programme for the Jakobstad region

Integration programme for the Jakobstad region

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2011

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## 1 INTRODUCTION

Integration is often seen as something that merely concerns immigrants. Immigrants coming to Finland are expected to integrate into Finnish society. If integration is to be successful it does, however, also require an engagement on the side of us Finns. Integration is often seen as a two-way process, that is, a process that involves both immigrants and Finns.<sup>1</sup> The government notes that true integration takes place in interaction with the Finnish society, most intensively in daily life situations and in the neighbourhood in places such as day care centres and schools, through hobbies as well as in working places.<sup>2</sup> Integration occurs in meetings among people. A central precondition for successful integration is that also Finns' attitudes are positive and inclusive. It is difficult for a marginalised or excluded person to be integrated.

Finnish legislation requires municipalities to draw up an integration programme. Such a programme may also be made jointly for a whole region. According to the Finnish government, the purpose of the programme is to support the planning of integration activities in municipalities. It shall assist in coordinating different integration measures and services as well as describe measures and services that already exist. Cooperation and the allocation of responsibilities shall be agreed upon. The most important point in an integration program is to identify, at a local level, the needs immigrants have. Integration services and measures that meet such needs should be arranged locally, and these needs should also be considered in local politics as well as in the organisation of all public services.<sup>3</sup> The programme shall furthermore consider work in the neighbouring society aimed at fostering good ethnic relations and ethnic equality.<sup>4</sup>

### *The Act on the Integration of Immigrants and Reception of Asylum seekers*

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<sup>1</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 16. (The governments report to parliament on the implementation of the integration act)

<sup>2</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen 2008,10.

<sup>3</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 21.

<sup>4</sup> Act on the Integration of Immigrants and Reception of Asylum seekers 9.4.1999/49, section 7a.

9.4.1999/493<sup>5</sup> is at present being reformed. This is because the act was adopted in the 1990s when the grounds for immigration were mainly humanitarian. The immigrants were primarily refugees and in addition to them there were Finns moving back to Finland. Since then immigration has both increased and changed character. Because of the increased diversity of immigrants coming to Finland, the immigration act of 1999 only covers the needs of a fraction of them. For this reason a reform of the legislation is shortly forthcoming. The scope of the act will be extended to cover also other groups than refugees and returning Finns.<sup>6</sup> The government notes that the point of departure for the new integration act will probably be that all immigrants coming to Finland will have the possibility to learn the languages and be familiarised with Finnish society.<sup>7</sup> Such a change will require considerable adaptations in the immigration work of the municipalities.

The Jakobstad (Pietarsaari) region comprises five municipalities: Nykarleby (Uusikarlepyy), Pedersöre, Jakobstad, (Pietarsaari), Larsmo (Luoto) and Kronoby (Kruunupyy). Immigration to this region is multifaceted as is also the case with the country as a whole. There have been quota refugees in the region since the 1990s. Many of them have become well established. Their children are second-generation immigrants. In February 2009 a reception centre for asylum seekers was opened for the region and there are now plans to receive quota refugees on a yearly basis. Work-related immigration is directed towards the enterprises in the region and in Jakobstad there is also a considerable number of foreign students at a university of applied sciences. Immigrants also come because of marriage, relationships and family reunions. The integration work in the Jakobstad region should be developed to include the needs of all categories of immigrants, and not only those who have immigrated for humanitarian reasons. In not too distant a future this will probably be required by the new immigration act. The immigrants themselves also need to assume an active role in shaping the new immigration work to

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<sup>5</sup> <http://www.finlex.fi/en/laki/kaannokset/1999/19990493>. The act is hereafter referred to as the integration act.

<sup>6</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 4, 10-11.

<sup>7</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 4.

ensure that the immigration services correspond to real needs.

## **1.1 Purpose**

The integration programme for the Jakobstad region serves the following purposes: 1) To present a comprehensive view of what integration implies in Finland. 2) The programme shall also describe the composition of the immigrant population in the Jakobstad region. It shall furthermore depict the nature of the integration work in the region and present specific suggestions for its development. 3) The integration programme will further serve as a directory of local actors in the integration process. 4) It shall facilitate cooperation among the actors by describing their respective role in the process, and also give contact information. 5) In addition, it shall serve as a tool for the development of regional cooperation in integration matters. It is important to update the programme at least every three years to ensure that the information is still relevant.

## **1.2 Disposition**

The integration programme is made up of 10 chapters. The introduction gives an account of the integration work and links it to the Jakobstad region. The following part describes the reasons for drawing up the integration programme and the method used. That part is followed by a list of different concepts, which are important for understanding integration as a subject. Thereafter integration in the Jakobstad region is dealt with, focussing on the number of immigrants, the purpose of integration work and the importance of good integration for the region. After the importance of integration work has been established for the Jakobstad region, principles for integration work are presented as they relate to Finland and the EU level. The importance of cooperation, information and participation is here emphasised, where after different categories of immigrants are presented. The most extensive part of the regional integration programme is a presentation of regional integration and immigration services. Here the local actors and their roles are described.

Contact information is also provided. The integration programme closes with future prospects and conclusions. This is followed by a list of references as well as a list of links with information on immigration and integration issues.

## **2 DRAFTING THE REGIONAL INTEGRATION PROGRAMME**

The municipal cooperation body for the Pedersöre region, Kommunala samarbetsnämnden i Pedersörenejden, decided on 17 November 2008 to draw up a regional integration programme, which would serve the whole region, and one that would be easy to update. According to the immigration act municipalities are obliged to draw up integration programmes in cooperation with the employment and economic development offices, TE offices, and also other actors. The Kommunala samarbetsnämnden i Pedersörenejden decided that the programme should be drafted as part of a project. Thus the integration programme for the Jakobstad region has been developed within the context of the IMMI project during the period 2009-2010. The IMMI project is partly financed by the European Integration Fund and partly by all the municipalities forming part of the Jakobstad region. IMMI stands for Innovative Methods and Models for Integration. The project is hosted by the Musikcafé After Eight and directed by Emma Wester, who acts as integration coordinator (during the period 1.9.2010-31.9.2011, Cajsa Björkman is deputy coordinator).

The regional integration programme is an updated version of the previous four integration programs that Nykarleby, Pedersöre, Jakobstad and Larsmo had adopted. Kronoby had not yet drawn up an own integration programme but is now a party to the regional integration programme. Kommunala samarbetsnämnden i Pedersörenejden is the body that decides on the integration program. After that each municipality in the region decides whether to make use of the programme. All municipalities decided to adopt the programme and the decisions are appended to this document.

The earlier four integration programmes of the Nykarleby, Pedersöre, Larsmo och Jakobstad municipalities, along with Seinäjoki's integration programme provide a basis for this regional integration programme. Legislation relating to integration and immigrants has also been considered, as well as other relevant governmental documents that were available at the time of writing

this programme. Among others, the following documents have been considered important: The Government Migration Policy Programme (2006), Pentti Arajärvi's report Maahanmuuttajien työllistyminen ja kannustinloukot, (2009) that maps out obstacles to the employment of immigrants and legal pitfalls in this regard, and also Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen (2008), the second government report on the implementation of the integration act, which is the government's report to parliament.

A particularly important material for the integration programme are 44 interviews made with 5 representatives for all sectors involved in work with immigrants as well as with ten immigrants from different countries. These were made within the IMMI project during 2009. The interviews dealt with experiences of the integration process, cultural awareness and also reflections about integration. The interviews also gave concrete suggestions for the integration programme and for the development of the integration work in the region. A regional aim for the integration work was also discussed. In this integration programme the interviews are referred to as "interviews from 2009". The interviews are confidential and the actors are therefore not cited by name. The material is deposited at the Musikcafé After Eight, but is not available for the public.

Integration coordinator Emma Wester has written the document, but all actors involved have checked the text that deals with their own activities in chapter 9 Integration and immigration services in the region. Also politicians in the region have had the possibility to give their opinions about the programme and to propose changes when the programme has been dealt with in their respective municipality. In addition, Näringscentralen Concordia (the Regional Development Centre Concordia) has been consulted concerning the chapter dealing with the Jakobstad regional strategy. Also the steering group of the IMMI project, which is composed of representatives from all sectors involved, has had the possibility to influence the content of the program. The program got its final outlook in October 2010.

### 3 CONCEPTS RELATING TO IMMIGRANTS

**Family immigrant**<sup>8</sup>: for example a member of an immigrant family, alternatively an immigrant who has moved to Finland to marry or establish a relationship

**Work-related immigrant**: a foreigner who moves to Finland to work and live here. It is estimated that a yearly total of some 90 000 foreigners work in Finland. Among them approximately 14 000 live permanently in Finland.<sup>9</sup>

**Asylum seeker**: a person who seeks protection and the right to residence in a foreign country.<sup>10</sup> An asylum seeker does not yet have a refugee status, but will obtain this status if asylum is granted. During the asylum procedure, the authorities will consider and decide whether an asylum seeker might alternatively be granted a residence permit on some other grounds.<sup>11</sup>

**Refugee**: a person who has been granted international protection outside his or her home country. A refugee resides outside his or her home country or country of permanent residence because of a well-founded fear of prosecution because of race, religion, nationality or membership of a particular social group or because of political opinion.<sup>12</sup> The persons who in Finland are called refugees have mostly received the right to stay in the country because of a need for protection or for humanitarian reasons.<sup>13</sup>

**Guest worker**: an emigrant or immigrant who gains his or her living in one country but lives in another one. It can for example be Estonian construction workers who go back to Estonia to celebrate feasts with the family.

**Internal refugee**: individuals or groups that have been forced to flee from their homes because of extensive violence, violations of human rights, armed

<sup>8</sup> This is a concept used in Sweden but not generally used in Finland.

<sup>9</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008,11.

<sup>10</sup> Seinäjoen kaupunki, Kotouttamisohjelma 2008, 4.

<sup>11</sup> www.migri.fi, Info Bank, Glossary.

<sup>12</sup> www.intermin.fi, Migration, Terms and info.

<sup>13</sup> Seinäjoen kaupunki, Kotouttamisohjelma 2008, 4.

conflict, catastrophes caused by man or nature. Internal refugees remain within the borders of their home country.<sup>14</sup>

**Immigrant:** a person who, for whatever reason, has permanently moved to another country. It may, for example, be a work-related immigrant from the EU area or a refugee. The definition of an immigrant given by the Ministry of the Interior also includes persons living temporarily in Finland, such as students.<sup>15</sup>

**Immigration because of family ties:** persons who have moved to Finland as a family member of work-related immigrants, a person who has married a Finn or an immigrant living in Finland, and also those who has come to Finland through a family reunion with a refugee who has a permanent residence in Finland.

**Quota refugee:** a person whose refugee status the UN refugee agency UNHCR has recognised and who has been resettled. On a yearly basis the parliament decides on the refugee quota, whereas the government decides on the allocation of the quota. Since 2001 Finland's quota has been 750 persons a year.<sup>16</sup> A quota refugee is not an asylum seeker, but registered as a refugee by the UN refugee agency UNHCR.

**Finnish expatriate:** A Finnish citizen or a person of Finnish origin living outside the home country. There are some 750 000 Finnish expatriates mainly in Sweden and the United States.<sup>17</sup>

**Foreigner:** a person who is not a Finnish citizen.<sup>18</sup>

**Foreign student:** a person from another country studying in Finland.

**Returnee:** A Finnish citizen or a person born in Finland who returns to Finland

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<sup>14</sup> <http://www.unhcr.se/se>, Skydd till flyktingar, Frågor och svar om internflyktingar.

<sup>15</sup> [www.intermin.fi](http://www.intermin.fi), Migration, Terms and info.

<sup>16</sup> [www.intermin.fi](http://www.intermin.fi), Migration, Terms and info.

<sup>17</sup> [www.intermin.fi](http://www.intermin.fi), Migration, Return migration and expatriate Finns.

<sup>18</sup> [www.migri.fi](http://www.migri.fi), Info Bank, Glossary.

after having lived a longer or shorter time abroad. These persons may, for example, return from Sweden, Estonia or Russia.<sup>19</sup> Since the 1990s the Ministry of the Interior supports the return of Ingrian Finns from the former Soviet Union. After that some 30 000 moved back to Finland.<sup>20</sup>

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<sup>19</sup> Seinäjoen kaupunki, Kotouttamisohjelma 2008, 4.

<sup>20</sup> [www.intermin.fi](http://www.intermin.fi), Migration, Return migration and expatriate Finns.

## 4 CONCEPTS AND EXPRESSIONS RELATING TO INTEGRATION WORK

**Deportation:** is a procedure for having a person removed from the country. A foreigner who has had a residence permit can get a decision about deportation and be removed from the country. Compare with refusal of entry.<sup>21</sup>

**The integration act:** is an abbreviation for *Act on the Integration of Immigrants and Reception of Asylum seekers 9.4.1999/493*. The purpose of this act is to promote the immigrant's integration, choices and equality through measures aimed at his or her acquisition of central knowledge and skills needed in Finnish society. The act also secures the subsistence and care of asylum seekers and persons obtaining temporary protection due to a mass flight. The act shall also assist victims of human trafficking.<sup>22</sup> The integration act is presently being reformed and a draft was scheduled to be presented to parliament in 2010. (The new act will take effect in September 2011).#

**International protection:** international protection refers to a residence permit granted on the basis of refugee status, a subsidiary protection or on the basis of humanitarian protection.

**Integration:** is by the Ministry of the Interior defined as the personal development of an immigrant to enable him or her to participate in working life and the Finnish society, while at the same time maintaining his or her own culture and language. Some vital prerequisites for integration are language skills, level of education, health, earlier experiences of other cultures and also the age at which a person immigrated. The immigrant's personal motivation and activity is vital but so are also the attitudes of the surrounding society and the majority population.<sup>23</sup>

**Integration work:** is work done to integrate an immigrant into Finnish society.

<sup>21</sup> [www.migri.fi](http://www.migri.fi) Info Bank, Glossary.

<sup>22</sup> [www.finlex.fi](http://www.finlex.fi), Act on the Integration of Immigrants and Reception of Asylum seekers 9.4.1999/493, section 1.

<sup>23</sup> [www.intermin.fi](http://www.intermin.fi), Migration, Terms and info.

The term normally refers to state-funded work but it can also be used for other activities aimed at integrating immigrants, such as voluntary work in religious communities, training at the work place organised by an enterprise or work in associations.

**Integration plan:** is a personal plan for an immigrant comprising measures and services aimed at giving the immigrant sufficient knowledge of Finnish or Swedish along with other necessary skills required to get along in society and working life. Account is also taken of the measures and services required for the integration of the immigrant's family. The content of the integration plan is tailored to meet the needs of the immigrant. This can also involve basic education, vocational training, upper secondary school or studies leading to a high school exam. The right to an integration plan is valid for three years after an immigrant's first residence in a municipality was entered in the population register. The duration of the integration plan can, under special circumstances, be prolonged with two years. The integration plan is drawn up jointly by the immigrant, the municipality and the employment office, the TE office. The immigrant can draw up the plan together with the employment office if she or he is not in need of the social services of the municipality. During the integration period the immigrant is registered as unemployed at the employment office.<sup>24</sup> An effect of this is that the statistics concerning unemployment among immigrants may be somewhat misleading. Part of the immigrants who are registered as unemployed may in fact be students.

**Integration programme:** is a municipal programme drawn up to promote and support integration, prescribed by the integration act. The programme shall contain a plan for measures and services for the promotion of integration work, as well as cooperation and the distribution of responsibilities in the municipality. The needs of immigrants shall also be considered when other services and measures are organised and planned. Account should also be taken of measures aimed at promoting ethnic equality and good ethnic

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<sup>24</sup> [www.finlex.fi](http://www.finlex.fi), Act on the Integration of Immigrants and Reception of Asylum seekers 9.4.1999/493, sections 11, 11a.

relations as well as the prevention of discrimination.<sup>25</sup>

**Integration assistance:** is financial support that immigrants are entitled to during the duration of their integration plan. Integration assistance is intended to cater for the immigrant's subsistence during the integration period, to improve and promote the immigrant's opportunities to find employment or further education. The integration assistance is made up of labour market support and social assistance. The immigrant is not entitled to an ordinary labour market support during the duration of the integration plan.<sup>26</sup>

**Integration services:** are, in line with integration measures, a concept used for the law-based services for immigrants in the municipalities. The expression measures promoting and supporting integration is used.<sup>27</sup> State authorities and municipalities handle the legally based integration work, but it is also possible to organise other activities promoting integration than the legally based ones. Enterprises and organisations also have an important role to play.

**Integration measures:** represent activities promoting integration that are organised by the authorities. The aim is to ensure that immigrants can participate in Finnish society in the same way as anybody else living in the country. To learn Finnish and Swedish is here central, as language skills improve their possibilities for continued studies and also for getting a job.<sup>28</sup>

**Multicultural:** with multicultural is meant the promotion of ethnic equality as well as recognition and respect for people with different backgrounds and varying cultural belongings living in Finland.<sup>29</sup> The integration act obliges municipalities to promote ethnic equality and equal treatment and also to

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<sup>25</sup> [www.finlex.fi](http://www.finlex.fi), Act on the Integration of Immigrants and Reception of Asylum seekers 9.4.1999/493, section 7a.

<sup>26</sup> [www.finlex.fi](http://www.finlex.fi), Act on the Integration of Immigrants and Reception of Asylum seekers 9.4.1999/493, section 12.

<sup>27</sup> [www.finlex.fi](http://www.finlex.fi), Act on the Integration of Immigrants and Reception of Asylum seekers 9.4.1999/493, section 3.

<sup>28</sup> [www.intermin.fi](http://www.intermin.fi), Migration, Terms and info.

<sup>29</sup> Seinäjoen kaupunki, Kotouttamisohjelma 2008, 4.

promote good ethnic relations.<sup>30</sup>

**Residence permit:** is a permit granting a person the right to reside in a country and to frequently return there. It is granted foreigners for a long stay in Finland. There are different kinds of residence permits:

1. Residence permit for an employed person
2. Residence permit for a self-employed person
3. Residence permit for studies
4. Residence permit on the basis of family ties

In addition, a distinction can be made among the resident permits according to the duration of their validity.

Permanent residence permit (P):

grants the right to stay in Finland on a permanent basis. This residence permit is given a person who has a continuous residence permit (A) and has resided in Finland for four years without interruption. The permit need not be renewed.

A fixed-term residence permit:

can be granted for a continuous or temporary residence. It is divided into the following categories:

Continuous resident permit (A):

is a permit granted to a foreigner who comes to Finland with the intention of permanent immigration. The permit must be renewed when it expires.

Temporary residence permit (B):

is a permit granted a foreigner who does not intend to stay in Finland permanently. The permit must be renewed when the validity period expires.<sup>31</sup>

A temporary residence permit is, among others, granted if there are obstacles

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<sup>30</sup> [www.finlex.fi](http://www.finlex.fi), Act on the Integration of Immigrants and Reception of Asylum seekers 9.4.1999/493, sections 7, 7a.

<sup>31</sup> [www.migri.fi](http://www.migri.fi), Info Bank, Glossary.

for removing an asylum seeker from the country. Also students from a non-EU or third country and workers who temporarily reside in Finland have temporary residence permits. The B permit does not give access to basic rights such as education and general healthcare services.<sup>32</sup>

**Deportation:** is the procedure used to remove an immigrant who has or has had a resident permit in the country. This is resorted to when a decision has been made that the person be removed from the country. Compare to refusal of entry.<sup>33</sup>

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<sup>32</sup> [www.intermin.fi](http://www.intermin.fi), Migration, Terms and info.

<sup>33</sup> [www.migri.fi](http://www.migri.fi), Info Bank, Glossary.

## **5 INTEGRATION IN THE JAKOBSTAD REGION**

This chapter gives a short account of the composition of immigrants in the Jakobstad region, as well as their numbers and also which nationalities presently are biggest in number. The purpose of integration in the Jakobstad region is presented, as it is formulated in a number of different sources. The chapter closes by indicating the significance of good preconditions for integration for all inhabitants in the Jakobstad region.

### **5.1 General account of immigrants in the Jakobstad region**

Up till 2009 the Jakobstad region has not received quota refugees on a regular basis. For this reason there has not been a foreigners office or other authority with immigrant work as a main concern. In 2009 the Oravais (Oravainen) Reception Centre for Refugees opened a unit in Jakobstad. This centre works solely with asylum seekers, whereas most other actors handle questions concerning immigrants as an additional task to their ordinary functions. As quota refugees were received in the 1990s, there is experience of receiving refugees in the region. During that time a network had been created around the refugee work, but as quota refugees were no longer received the network was scattered. Notwithstanding this, the number of immigrants is fairly big in the Jakobstad region with a total of some 1300 immigrants in 2010. This number also includes students and asylum seekers. The immigrants are quite a diverse group. There are foreign students among whom many come from a non EU country, termed a third country, as well as people who have come for work, asylum seekers and also people who have come to join their families or to marry. There are also many families in which the parents came as quota refugees from Vietnam, particularly so in Jakobstad. This means that there are also second-generation immigrants in the region.

## 5.2 The number of immigrants in the Jakobstad region

According to data in the population register 31 December 2008 there are a total 1140 immigrants in the Jakobstad region. When also asylum seekers and foreign students are accounted for the total number of immigrants is some 1395. The table below shows the three biggest immigration groups in the five municipalities making up the Jakobstad region, according to the population register data.

Location	Nykarleby Uusikarlepyy	Pedersöre	Jakobstad Pietarsaari	Larsmo Luoto	Kronoby Kruunupyy	Total
Group 1	Swedes 52	Swedes 69	Swedes 139	Swedes 35	Swedes 35	330
Group 2	Estonians 34	Norwegian s 8	Vietnamese 62	Norwegia ns 7 British 7	Estonians 12	
Group 3	Vietnamese 28	Austrians 6	Somali 49	Bosnians 4	Rumanians 5	
<b>Total</b>	214	142	624	71	89	<b>1140</b>

The table above reveals that Swedes make up the biggest immigrant group. There are a total of 330 persons. The second largest group varies among the five municipalities. The following table shows the second and third biggest immigration groups in the region.

Location	Nykarleby Uusikarlepyy	Pedersöre	Jakobstad Pietarsaari	Larsmo Luoto	Kronoby Kruunupyy	Total
Vietnamese	28	4	62	0	0	94
Estonians	34	5	37	2	12	90

The forth biggest group of immigrants in the region is Russians (57) and the fifth biggest Somali (51).

In addition to the ones accounted here, there are also immigrants living here

temporarily who may be staying for many years or alternatively for the rest of their life. They are asylum seekers at the Jakobstad unit of the Oravais Reception Centre, as well as foreign students studying tourism at the Central Ostrabotnia University of Applied Sciences. The reception centre has 150 places for adult asylum seekers and 14 places for children who come on their own. All places were occupied in January 2010. The two biggest groups of asylum seekers were in January 2010 Somalis and Kurds from Iraq. There are about 90 foreign students and they come from many different countries outside Europe. This makes the total number of immigrants in the region 1395. It should be noted that no quota refugees have arrived directly to the municipalities since the 1990s and also that asylum seekers make up only 11,85 percent of the total number of 1395 immigrants. Students make up some 6,45 percent. This means that refugees and students are in a minority among the immigrants in the region.

These statistics, retrieved from the population register, records as immigrants only persons registered in the municipalities in the region who do not have Finnish citizenship. Those immigrants who have lived in the region for a long time may have got Finnish citizenship, with the effect that the statistics of the population register may give a distorted picture. There are also foreigners in the region who are not municipal residents. These are, as mentioned, asylum seekers and students, but they may also be seasonal workers. Nonetheless, the statistics give the big picture. One can with certainty note that there are more than 1100 immigrants who permanently live in the region and a total number of close to 1400 foreigners.

### **5.3 The purpose of the integration in the region**

*The Act on the Integration of Immigrants and Reception of Asylum Seekers (493/1999)* defines integration as “the personal development of immigrants aimed at participation in working life and society while preserving their own language and culture”.<sup>34</sup> It is important to note that integration is here

<sup>34</sup> The Act on the Integration of Immigrants and Reception of Asylum Seekers (493/1999), section 2.

described as an individual process. There is, however, also a societal interest associated with the purpose of the act. Integration has to do both with the individual and society. Integration can be seen as a process through which a foreigner goes when she or he becomes part of the new society. It is a question of finding one's place in the new society, to acquire necessary knowledge, to learn one or more languages, to find a job, to participate in leisure activities as well as to find new friends. Family life also has to function. There is thus a societal interest involved in this, but integration is also closely associated with a person's self-perception and identity.

A person has to be able to function in the new society in a way that does not violate one's own values or be at odds with expectations in one's own group. In the 2009 interviews some immigrants described integration as not needing to take a distance to things just to be sure, or that one need not be cautious in regard to strange things. Integration was also described as not needing to feel different. Both immigrants and actors emphasised that it is important that an immigrant feels that she or he can somehow contribute to society. One immigrant described it as a feeling not to be of equal worth to Finns if you're not integrated. It is therefore important to be able to get along on one's own and feel that one contributes something. It is also important that an immigrant is able to feel at home in Finland and feel that he or she is part of the social environment. Immigrants should be able to participate in their social environment in a social, economic, political and cultural sense.

The immigrant coordinator Börje Mattsson<sup>35</sup>, director of the Västra Nylands invandrantjänst describes good integration as an immigrant's ability to control her or his life situation and to be able to find one's own way and one's own alternatives. In the 2009 interviews a great variety of aspects were brought to the fore. Information about Finland, the social environment, traditions and practices and also language skills are required and immigrants also need guidance during the integration process.

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<sup>35</sup> 3. Asteen yhteys, Länsi-Uudenmaan tie monikulttuurisuuteen, Västra Finlands integrationsprogram.

Immigrants also need to take own initiatives and figure out ways of functioning in a Finnish context. Everyday life should not be so complicated that the immigrant, due to the difficulties encountered, constantly long for his or her home country, as one interviewed described the situation. The immigrant needs to have a desire to integrate into the new country and learn what is required to cope with everyday life, without too many problems. A still greater spur is required to find one's own place and one's own way of life in the new society. One of the interviewed put it like this: one can become a part of one's social environment either in an active or a passive way. The active way is to be preferred, the person noted.

Yet another important prerequisite for successful integration is that people are open to the immigrants in their social environment. At a seminar "Integration as a possibility – a discussion about increased participation in the region" held in Jakobstad in November 2009, Peter Nynäs, professor of comparative religion at the Åbo Akademi University, observed that a person's experience of prejudices greatly influences one's adaptation. In the interviews in 2009 it is noted that an immigrant needs several contact points in order to start feeling at home. One becomes integrated for example via parents, sports, different contacts, the friends of friends and so on. Work and language skills are often mentioned as the two most important factors for integration, but they are not necessarily sufficient for good integration, if they remain the sole links to Finnish society.

It is important to try to create opportunities for immigrants and Finns to meet in the region, and to actively promote an open attitude towards immigrants. Information and discussions with the local population is required in order to promote an inclusive attitude to immigrants. Mutual acceptance should be promoted as a norm among different ethnic groups in the region. One of the interviewed persons described successful integration as a multicultural society. There needs to be space for many cultures. That space can be created through a resolute investment in multicultural programmes, training and activities for immigrants, information and discussions in schools and

media and also by including immigrants in the work place, in schools and leisure activities. One of the interviewed persons put it like this: if we succeed we succeed together.

Integration is a process that not merely concerns immigrants. The local population also needs to be able to see that one can live in different ways and that the local way of life is not the norm all over the world. The Finnish Government points out that a two-way integration is required<sup>36</sup> and the Government Migration Policy Programme supports the development towards a multicultural and non-discriminative society.<sup>37</sup> In short, integration involves both immigrants and the local population, and the individual and society as well. In the Jakobstad region the purpose of the integration work could therefore be to secure the quality of life of immigrants and to indicate possibilities for participation in the surrounding society, alongside work for the continued wellbeing of the local population.

#### **5.4 The importance of integration for the Jakobstad region and its inhabitants**

In the 2007 regional strategy of the Jakobstad region it is noted that the strength of this region is, among other things, social capital, a robust sports and organisational life as well as skills in event production. Short distances among people and authorities, mentally as well as physically, are also assets as are international networks and export oriented enterprises. Employees with a high moral standard is yet another asset for the region. Immigrants should also be able to profit from these assets. The government emphasises that it is important that integration permeates different strategies and that the promotion of integration is included in the qualitative strategies of different sectors.<sup>38</sup> A concrete test of equality and social inclusion in the Jakobstad region is whether all the region's assets are available to all population groups

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<sup>36</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 5.

<sup>37</sup> Regeringens invandrarpolitiska program, Statsrådets principbeslut 16.10.2006, 2.

<sup>38</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 4.

or only to some of them.

Social capital implies that people have many and well functioning social contacts. This is often not the case for immigrants. Very often immigrants have more narrow social networks. Networks can be enlarged in work places, schools, in sports and leisure activities. Those who work with immigrants should strive to create conditions for this. In the region, football offers an example of good integration in leisure activities. Many immigrants act as resource persons for football clubs and participate in the activities alongside the local population. The actors could see to it that immigrants to a greater degree would participate also in other sports and leisure activities in the region. Immigrants could also establish their own associations. Such an activity gives visibility to immigrants and counteracts segregation. The role of civil society should not be underestimated. Countries where there has been close cooperation with civil society in integration matters have been most successful in integrating immigrants, according to the Ministry of the Interior.<sup>39</sup>

In the regional strategy for 2015 it is noted that the Jakobstad region shall be welcoming, visible and attractive both nationally and internationally.<sup>40</sup> It is also mentioned that the Jakobstad region shall be a socially responsible region on a large scale. The vision for 2015 talks about an open, attractive, secure and visible region, as well as a bilingual and multicultural society. Openness, tolerance and diversity are values to be promoted in order to increase social capital. The Jakobstad region shall also be an area with the least racist crimes in 2015. Already in 2010 there shall be a multicultural meeting place. The training of immigrants, work and entrepreneurship shall also be promoted. These values should be visible both in immigration work and the everyday life of the local population.

The vision for 2050 also mentions that there should be internationally oriented spearhead enterprises. In future there may be a need for special language

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<sup>39</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 4.

<sup>40</sup> <http://www.intermin.fi/publikation/332009>, Maahanmuutajien tehokkaan kotouttamisen kolme polkua – Kotouttamislain toteuttava alkuvaiheen ohjauksen malli Osana Suomessa, 17.

skills and knowledge about different cultures. This is a field in which some of the immigrants in the region could act as resource persons. There may also be a need to employ experts to the enterprises from other countries. The Government Migration Policy Programme points to immigration as one means of improving Finland's international competitiveness. Immigrants should be able to work in Finland, but through their expertise, they should also add to knowledge in Finland. There shall also be possibilities for immigrants to start up their own enterprises, act as employers and maintain global networks. Finland's immigration policy therefore promotes the development of a multi-value, multicultural and non-discriminating society.<sup>41</sup> An international dimension to the Jakobstad region, a society that has space for multiculturalism and one that can integrate families to make them working immigrants, will all in the long run add to the Jakobstad region's competitiveness. It also offers space for social capital in the whole population and not merely in a part of it.

The strategy for the Jakobstad region has been updated in November 2009. The goals expressed in the regional strategy of 2007 are still valid in 2010, although the updated strategy contains less specific examples. It is written in more abstract terms. Among others, there are fewer examples in the updated strategy of the region's assets. In this chapter the strategy of 2007 has been used as it is considered important to make concrete connections between integration work and the strong aspects of the region and its weak ones. All the examples mentioned here have not been specifically mentioned in the updated regional strategy, but they are embodied in the goals and are thus still relevant.

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<sup>41</sup> Government Migration Policy Programme, 2006, Objectives and Means 2.

## **6 FINNISH INTEGRATION POLICY**

Finland was among the pioneers in developing its integration policy. The integration act was introduced in 1999 and it was one of the first of its kind in Europe. The act reflected the dominating kind of immigration at the time and the needs immigrants had then. The European Union does not have as its official task to promote integration, but there has been cooperation among European countries during the 2000s. Since the Finnish integration act was introduced there has been agreement on different principles to promote integration. The nature of immigration to Finland has also changed since the legislation was introduced and the government now favours immigration to Finland to secure employees for the future.<sup>42</sup>

This chapter presents Finnish commitments to international conventions regarding immigrants, principles concerning the promotion of integration, the purpose and structure of the integration work, as well as a presentation of the immigrants themselves. The national level is equally relevant for the Jakobstad region as the work done in this region must be linked to and conform with the national principles and goals.

### **6.1 European integration principles**

Joint integration principles have been agreed upon among the EU member countries. Largely speaking, these principles form the basis for Finland's national integration policy and equally so for the Finnish integration act. All these principles should be reflected in the integration work in the Jakobstad region as well. The joint principles are as follows:<sup>43</sup>

1. Integration is a dynamic two way process of mutual accommodation by all immigrants and residents of the Member States

<sup>42</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 4.

<sup>43</sup> <http://www.temaasyl.se>, Tema asyl & integration and A Common Agenda for Integration, Framework for the Integration of Third-Country Nationals in the European Union (2005).

2. Integration implies respect for the basic values of the European Union
3. Employment is a key part of the integration process and it is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making their contributions visible
4. Basic knowledge of the host society's language, history, and institutions is indispensable to integration. It is essential to successful integration to enable immigrants to acquire this basic knowledge.
5. Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society
6. Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way, is a critical foundation for better integration
7. Frequent interaction between immigrants and citizens in the member states is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and member state citizens
8. The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law
9. The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration
10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public-policy formation and implementation
11. Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.

## 6.2 International conventions

Finland has committed itself to international human rights conventions, such as the Geneva Convention relating to the Status of Refugees (the refugee convention).<sup>44</sup> This implies that Finland gives international protection to people in such need. A person who arrives at the Finnish border requesting protection shall be accorded protection by the Finnish state.<sup>45</sup> The person is placed in a reception centre while awaiting a decision on her or his application for asylum or a residence permit.<sup>46</sup> Finland supports the UN refugee organisation (UNHCR) in its monitoring of the implementation of the refugee convention. In its Migration Policy Programme the government has committed itself to a continuous development of both the international protection system and the EU and Finnish asylum systems.<sup>47</sup> International protection is developed among others, by supporting the UN refugee organisation UNHCR in its endeavours to increase the number of countries that participate in the placement of refugees on a regular basis, that is, by receiving quota refugees.<sup>48</sup>

UNHCR works to find permanent solutions for refugees. There are three different alternatives 1) voluntary repatriation of refugees to their home country, 2) integration in the first asylum country, 3) resettlement in a third country. Resettlement is considered when a refugee cannot enjoy central human rights in the first asylum country. Finland supports all these solutions and is one among some 10 countries worldwide that participates in the resettlement by receiving quota refugees for permanent residence. The Finnish refugee quota is fixed on a yearly basis by Parliament. At present their number is 750.<sup>49</sup>

A person who has refugee status in Finland enjoys international protection. A

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<sup>44</sup> [www.intermin.fi](http://www.intermin.fi), Refugees and asylum seekers.

<sup>45</sup> 2/2009, 14 Maahanmuuttajien työllistymisen ja kannustinloukot, 2/2009, 14.

<sup>46</sup> [www.intermin.fi](http://www.intermin.fi), Refugees and asylum seekers, asylum procedure.

<sup>47</sup> [www.intermin.fi](http://www.intermin.fi), Refugees and asylum seekers.

<sup>48</sup> [www.intermin.fi](http://www.intermin.fi), Refugees and asylum seekers, quota refugee policy.

<sup>49</sup> [www.intermin.fi](http://www.intermin.fi), Refugees and asylum seekers, quota refugee policy.

residence permit is granted when a person is in need of protection. In Finland international protection applies to asylum seekers or quota refugees and their family members. International protection is also granted if a person is unable to return to his or her home country. These persons are not part of quota refugees, neither are they accorded asylum, but they and their family members may obtain a residence permit because of their need for protection.<sup>50</sup> Compared to other countries, the number of asylum seekers in Finland is small. Sweden, for example, received somewhat more than 36 000 asylum applications in 2007, whereas Finland received merely 1500 applications.<sup>51</sup> In 2008 the number of applications was 4035.<sup>52</sup>

### **6.3 Legislation relating to immigrants**

In 1997 the Finnish Government took a decision in principle about a policy program for refugees and asylum seekers. It was decided that the purpose of the programme would be to integrate immigrants in Finnish society and working life in an efficient and flexible way.<sup>53</sup> The Act on the Integration of Immigrants and Reception of Asylum Seekers (493/1999) promotes the integration, equality and freedom of choice of immigrants through measures that will help them to acquire the essential knowledge and skills they need to function in society.<sup>54</sup> The act was drafted based on the Government policy program and it took effect in May 1999. Focus in the act lies on immigrants who have come to Finland for humanitarian reasons, as immigration then primarily involved asylum seekers and refugees. At that time there were few immigrants coming to Finland for work.<sup>55</sup>

The purpose accorded immigration in 1997 still persist, but immigration to

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<sup>50</sup> [www.intermin.fi](http://www.intermin.fi) , Refugees and asylum seekers.

<sup>51</sup> Maahanmuuttajien työllistäminen ja kannustinloukut, 2/2009, 14.

<sup>52</sup> [www.intermin.fi](http://www.intermin.fi) , Refugees and asylum seekers.

<sup>53</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen 2008, 4.

<sup>54</sup> [www.intermin.fi](http://www.intermin.fi) , Aktuellt, Publikationer Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2.10 2008, 4.

<sup>55</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 4.

Finland has since then taken a great variety of forms. During the 2000s work or family related immigration has increased whereas there has been no proportional increase in humanitarian immigration.<sup>56</sup> The changing structure of immigration also requires amendments to the integration act. A total revision of the integration act is being made to update it to existing demands and factual immigration. It was presented to parliament in spring 2010 (The new act adopted later in the year will take effect on 1 September 2011).<sup>57</sup> The most important change proposed in the new immigration act is that all immigrants staying in Finland for at least one year should be covered by integration measures independently of the reason for their immigration.<sup>58</sup> The old integration act only gave newly arrived immigrants, who register themselves as job seekers or apply for social assistance, the right to public measures aimed at enhancing integration.<sup>59</sup> The most decisive proposed change is that every immigrant that stays at least one year in Finland is entitled to language instruction and instruction about Finnish society. This will require considerable changes in the integration work at the municipal level.

Also the Aliens Act is being reformed. There are a number of proposed changes, such as the possibility to investigate a person's age through a medico-legal study, that the right to work will only be granted after a six months waiting period if the person has entered the country without valid travel documents, and criteria are also introduced for considering a person as a foster child.<sup>60</sup> Recent developments regarding legislation on integration as well as Finnish immigration policy in general can be followed at the Ministry of the Interior's website, [www.intermin.fi](http://www.intermin.fi) under the heading "Migration". Press releases can be subscribed to that give the latest news about migration in Swedish and Finnish through the news service of the Ministry of the Interior under the headings "Aktuellt" and "Ajankohtaista".

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<sup>56</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 4.

<sup>57</sup> [www.intermin.fi](http://www.intermin.fi), Under beredning, Projekt för totalrevidering av integrationslagen.

<sup>58</sup> [www.intermin.fi](http://www.intermin.fi), Under beredning, Projekt för totalrevidering av integrationslagen.

<sup>59</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 16.

<sup>60</sup> [www.intermin.fi](http://www.intermin.fi), Under beredning, Ändringar i utlänningslagen utifrån den asylpolitiska utredningen, Regeringens proposition med förslag till lag om ändring av utlänningslagen, 2009.

It is important to note that, according to the Finnish Constitution (731/1999) foreigners resident in Finland generally speaking have the same rights and obligations as Finnish citizens. An exception to this is that foreign citizens are not entitled to participate in political elections nor can they be appointed to some high positions. Neither do foreign citizens have to do military or civilian service. Specific provisions concerning foreigners' stay in the country, refusal of entry or to enter or leave the country are regulated in the Aliens Act, whereas the right to support measures relating to integration are stipulated in the integration act.<sup>61</sup> As immigrants have almost the same rights and obligations as Finnish citizens, this means that all legislation apply to them on equal terms with Finns. Immigrants have the right to preserve their language and culture, but not in ways that violate Finnish legislation. For example polygamy and genital mutilation are prohibited in Finland.<sup>62</sup>

Next follows a list of acts and decrees that apply specifically to immigrants.<sup>63</sup> Legislation that has not been translated into English is here mentioned in Swedish with an indication of its content

## **Laws**

Aliens Act 30.4.2004/301

Act on the Integration of Immigrants and Reception of Asylum Seekers  
9.4.1999/493

Act on the treatment of aliens taken into custody and on detention entities  
15.2.2002/116

Non-Discrimination Act 20.1.2004/21

Act on the Ombudsman for Minorities and the National Discrimination Tribunal  
13.7.2001/660

Lag om förutsättningarna för förvärvsarbete för medborgare i Tjeckien,

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<sup>61</sup> Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2008, 18.

<sup>62</sup> Maahanmuuttajien työllistymisen ja kannustinloukut, 2/2009, 33.

<sup>63</sup> Cited from En guide i god praxis för samarbete under invandrarnas integrationstid i Vasa Arbetskraftbyrås nätverk, Katarina Fogde, Vanda 2007, Updated 28.11.2008.

Estland, Lettland, Litauen, Ungern, Polen, Slovenien och Slovakien  
30.4.2004/309)

- preconditions for salaried employment for citizens in the Czech Republic,  
Estonia, Latvia, Lithuania, Hungary, Poland, Slovenia and Slovakia

## **Decrees**

Förordning om främjande av invandrares integration samt mottagande av  
asylsökande 22.4.1999/511

- promotion of immigrants' integration and reception of asylum seekers

Statsrådets beslut om ersättning för kostnader för flyktingar och vissa andra  
invandrare samt för arrangemang vid mottagande av asylsökande 512/1999

- compensation for costs for refugees and some other immigrants and the  
organisation of their reception

Arbetsministeriets förordning om personalen vid förläggningarnas grupphem  
och indelningen av utkomststödet till asylsökande och personer som får  
tillfälligt skydd i en del som ges ut i pengar och en del som ges ut i nyttigheter  
158/2002

- personnel in group homes at refugee reception centres and social  
assistance

Arbetsministeriets förordning om brukspenning till förvarstagna utlänningar  
samt registrering av åtgärder i anslutning till begränsningar och kontroller  
157/2002

- money for arrested foreigners, restrictions and control

Inrikesministeriets förordning om indelning av utkomststödet grunddel för  
asylsökande i nyttigheter och en del som ges ut i pengar samt om avgifter  
som tas ut för inkvartering och tjänster i samband med mottagandet 65/2010

- social assistance to asylum seekers, payment for accommodation

## **6.4 National objectives of integration**

The Government Migration Policy Programme (2006) is the foundation on  
which the immigration policy is based in Finland. The programme particularly  
targets immigration from third countries, that is, countries outside EES or EU.

In addition to acting as a frame for the immigration policy the objective of the programme is also to promote the development of a non-discriminatory, multicultural and pluralistic society. It enhances Finland's internationalisation process and spurs its competitiveness. In addition, the Government Migration Policy Programme is one of several means of responding to the challenges posed by an aging population.<sup>64</sup>

A number of objectives are mentioned in the programme. The overall purpose of the programme is "to define migration policy values, with the aim of respecting human and fundamental rights, to reinforce a culture of good governance and to combat migration-related threats".<sup>65</sup> The values governing migration policy are defined as those applying to the whole of society. The values are linked to those governing the human rights conventions by which Finland is bound. They can also be directly associated with the rule of law principle, with fighting racism and discrimination, as well as with the promotion of human rights. Other examples of central values are the promotion of factual equality, the principle of the best interest of the child and the principle of good governance and also other legal principles governing the administration, such as transparency.<sup>66</sup> These goals mainly concern the migration policy of the state and they may appear far removed from everyday life. Notwithstanding this, they point to important values that also need to be present in regional integration work.

A more specific description of Finland's national objectives for integration are given in the three integration programmes that were in use prior to that of the Jakobstad region. The following five points are mentioned as Finnish national objectives for integration in the Pedersöre integration programme (2000), the integration program for immigrants in the town of Jakobstad (Pietarsaari) (2000) and the Larsmo (Luoto) programme for promoting integration (1999):

1. Immigrants shall receive basic information about Finnish society: about fundamental rights and obligations as well as about working life

<sup>64</sup> Government Migration Policy Programme, Government resolution 19.10.2006, 2.

<sup>65</sup> Government Migration Policy Programme, Government resolution 19.10.2006, 2.

<sup>66</sup> Government Migration Policy Programme, Government resolution 19.10.2006, 3.

2. Immigrants shall acquire language skills that will enable them to work and pursue further studies
3. Immigrants who do not know to read and right and/or immigrants with an insufficient basic education will get complementary education.
4. Immigrants shall be given the possibility to establish contacts with the country's inhabitants and social life
5. Immigrants shall participate as equal individuals in economic, political and social life without discrimination on ethnic grounds

According to the Larsmo programme, these points are taken from a government study of 1997. They are not exhaustive, but they are still relevant and offer good guidance also for the integration work in the Jakobstad region.

## **6.5 Tasks and division of work on migration issues**

The Ministry of the Interior is responsible for many issues relating to migration. Integration of immigrants is only one of several tasks. Other tasks are the promotion of legal immigration, such as work-related immigration, foreign students and family-related immigration, return migration, deportation, combating illegal immigration and combating human trafficking. Further tasks involve support to victims of human trafficking, obligations pertaining to international protection, reception of asylum seekers and questions related to the national policy for quota refugees. Other issues falling under the Ministry of the Interior are questions concerning citizenship, return migration, migration and expatriate Finns, and also the promotion of ethnical equality and good ethical relations.<sup>67</sup> More information about the integration work is found at [www.intermin.fi](http://www.intermin.fi). The division of duties accounted here is also described at [www.intermin.fi](http://www.intermin.fi).

A rough division of duties involved in integration work in Finland can be made as follows: The **Government**, also called the **Council of State**, is the body steering the migration policy and its administration. This is done based on the

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<sup>67</sup> [www.intermin.fi](http://www.intermin.fi), Migration, Duties.

objectives expressed in the governmental program and the principles adopted by the Government. The **Minister of Migration and European Affairs** decides on the priorities, the main lines of action and targets for the administration of migration. This is part of the action and economic plan of the Ministry of the Interior. The draft budget for the Ministry of the Interior contains the funding for the migration administration. For its part the **Ministry of the Interior** is responsible for the administration of migration and the migration policy, it guides integration and is responsible for steering the results of the Finnish Immigration Service. The **Immigration Service** handles and resolves questions concerning the refugee status and citizenship of individual foreigners as well as their entry, residence and removal from the country. Through performance negotiations, the migration department at the Ministry of the Interior and the Immigration Service agree on the most important projects of the Immigration Service. Migration questions are also dealt with by the administrative sector of the Ministry of the Interior as well as the **border control and the police**. The border control can in certain circumstances issue visa and also handle deportation. The border control and the police also investigate the identity and travel route of asylum seekers.

The **local police** are the competent body to receive applications relating to immigration and also notifications and applications for citizenship. In some instances the local police also issue residence permits and returnee notifications. The police can also decide on the deportation of foreigners and also extend permits. In addition, the local police are in charge of registering EU citizens and their family members in accordance with the Alien Act. The local police also issue residence cards.

The **Ministry for Foreign Affairs** issues visas. The Finnish diplomatic missions abroad issue visas and receive notifications about citizenship and applications for residence permits. Together with the Ministry of the Interior the **Ministry of Employment and the Economy** monitors the quality and structure of work-related immigration and develops instruments for this work. At a regional level the **Centres for Economic Development, Transport and the Environment** are responsible for the immigration and integration issues

that are directed by the Ministry of the Interior. At a local level the **Employment and Economic Development Offices, TE offices** for their part take necessary working policy measures and arrange work-related services to immigrants.

The **Ministry of Education** is in charge of developing the education of immigrants at different levels. The **municipality** has at a local level a general responsibility and is required to coordinate the development, planning and monitoring of measures aimed at promoting immigrants' integration. The municipality shall take measures and arrange service that promote and support the integration of immigrants.

## **7 INTEGRATION THROUGH COOPERATION, INFORMATION AND PARTICIPATION**

The integration work in the Jakobstad region shall consist of cooperation among different actors, immigrants and the local inhabitants. If we succeed we succeed together, as one of the persons interviewed in 2009 expressed it. The need for cooperation can be divided into a need for cooperation among the actors, cooperation among the immigrants and cooperation between the immigrants and the local inhabitants. There should further be sufficient information both for the actors and the immigrants and in addition to that, there should also be recurrent campaigns in schools to foster tolerance. Multicultural events, organisational activities and voluntary work all serve to enhance knowledge about the others and to encourage a feeling of involvement among immigrants as well as among Finns. It is also important to have a regional contact person for integration issues to ensure easy access to information. This chapter gives an account of both legally based integration measures and other measures in the region and it also recommends some desired additions.

### **7.1 Municipalities' official responsibilities in integration work**

According to the *Act on the Integration of Immigrants and Reception of Asylum seekers (493/1999)* the municipalities have general and coordinative responsibilities for developing, planning and monitoring the integration of immigrants. Municipalities shall organise measures and services promoting and supporting immigrants' integration. The municipality has an obligation to provide services and measures to those immigrants, who receive social assistance and who are thereby entitled to an integration plan. Employment offices may also, under certain circumstances, guide immigrants to municipal measures and services, such as the social office.<sup>68</sup>

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<sup>68</sup> [www.finlex.fi](http://www.finlex.fi), Act on the Integration of Immigrants and Reception of Asylum seekers (493/1999).

According to the current legislation, the responsibilities municipalities have to organise services promoting integration and to take other measures only apply to immigrants who have newly arrived, and who are registered as job seekers or alternatively are applying for social assistance.

The integration period in Finland is three years, but may under specific circumstances be extended to five years. The immigrants shall also be resident in a municipality to qualify for integration promoting services and measures. This right does not apply to asylum seekers. Neither are foreign students entitled to municipal integration enhancing services. Likewise the municipal integration services do neither apply to families of work-related immigrants, foreigners who have married a Finn nor to immigrants who have lived in Finland for more than three years. They do, however, have access to any other municipal services in the same way as other municipal inhabitants, provided that they are registered in a municipality. Matters relating to asylum seekers are to a great extent handled by the reception centres, whereas regular day care centres and schools mainly offer day care and education. At present work and family related immigrants get very little guidance, which is a weakness throughout the Finnish integration work.

## **7.2 Other actors involved in integration enhancing activities**

In the Jakobstad region there are several enterprises that have immigrants among their workers. For example the enterprises Snellman and PreveX have a longstanding experience of immigrants, and fur and pig farmers often have foreigners working, at least for certain periods of time. Immigrants also have their own enterprises, such as restaurants, interpretation and translation services, cleaning services and also shops selling special food. Many immigrants also give courses at the evening institutes arbetar- and medborgarinstitut. These are assets. At the same time work-related immigrants is a group that receives very little support outside the work place. This is a weakness. Work-related immigrants get support from the enterprise that employs them but there is no comprehensive system catering for

enterprises that receive immigrants. Neither is there any neutral partner that a work-related immigrant can consult concerning working conditions or the work place. The families of work-related immigrants also remain without support. Children go to day care or school, but if one parent is at home with the children, this person will easily get very isolated.

In the region there are some organisations and parishes that involve many immigrants in their activities. This is the case with football associations in several municipalities, the Methodist Church and the music café Musikcafé After Eight in Jakobstad. There is also a Vietnamese association, a Finnish-Russian association, a Greek association, an English club in Jakobstad and an international club in Nykarleby that organises youth exchange. It is, however, only the Vietnamese association that is run by the immigrants themselves.

Generally speaking one might say that at present there are very few immigrants participating in a small number of associations only, and that very few immigrants have created their own associations. In 2010 there were very few fellowship-families. Organised voluntary work involving immigrants is very modest in size. In the Jakobstad region there is a flourishing organisational life, which enhances social capital. At present, immigrants are to a very limited extent involved in these activities. It should, however, be noted that the local population in the Jakobstad region to some extent establishes contacts with immigrants. There may also be engaged private persons that are not considered in this programme.

### **7.3. Legally based integration work in municipalities**

In Jakobstad the employment and economic development office, the TE office, cooperates with the social offices in the whole region to draw up integration plans for newly arrived immigrants, who are looking for a job. Many immigrants at Kronoby use the TE office in Karleby, whereas the office in

Jakobstad is regularly used for the rest of the region. The social offices handle social assistance for immigrants who have their residence in the region's municipalities. The Oravais Reception Centre unit in Jakobstad have their own social workers, who handle social assistance for asylum seekers. The refugee turn to the services of the municipality when they have received their residence permit in a municipality and have moved from the reception centre. The reception centre also arranges leisure activities in which they cooperate with organisations. Cooperation between the social and employment offices has worked fairly well although the integration plans were drawn up under a fairly tight time schedule. The integration work is presently tailored to cover the law-based tasks. There is very little cooperation with other actors such as enterprises and associations. It may be noted that the municipalities are the biggest employers in the region but there are few immigrants working for them.

The municipality and the employment office cooperate in measures promoting integration. According to the *Act on the Integration of Immigrants and Reception of Asylum seekers (493/1999)* these could be the following: To

- 1) provide guidance, advisory services and information services
- 2) provide information about Finnish society and how it functions
- 3) provide Finnish or Swedish language teaching
- 4) provide adult skills training and take appropriate labour market policy measures
- 5) provide instruction in reading and writing, and teaching to augment basic education
- 6) provide interpretation services
- 7) take measures and provide services to promote equality in all its forms
- 8) take measures and provide services to meet the special needs of immigrant minors
- 9) take measures and provide services for special-needs groups
- 10) take other measures and provide services that encourage immigrants to acquire for themselves the skills and knowledge needed in society.

It is also stipulated in the act that the best interest of the child shall be considered in all these measures.<sup>69</sup>

It may be noted that at present these legally based integration measures and services are mainly handled by the employment office, educational institutions, the police and the social office. The reception centre, again, mainly handles asylum seekers' matters but it cooperates with day care centres, schools, the police and the social and employment offices. Social workers both at the Jakobstad social office and the reception centre have contacts with some organisations. Interpretation is mainly handled by phone through the Österbottens tolkcentral, Ostrabotnia interpretation service, located in Vasa.

The social offices at Nykarleby, Pedersöre and Larsmo had very few immigrant costumers in 2010. There was no immigrant client at all at the Kronoby social office. This is because these municipalities have not received any quota refugees since 1990. In all municipalities except Pedersöre there are still persons who have earlier worked with quota refugees. This is an asset if the municipalities again decide to receive quota refugees. There are, in fact, plans to receive quota refugees on a yearly basis in the region from 2010 onwards, but it is up to each municipality to decide on it.

The services and measures available and used in 2010 are good but insufficient. There is a broad experience of immigration work in the region, which is an asset. But on the other hand it is evident that regional integration work cannot be carried out successfully with only a few individual actors. Broader cooperation is needed around the integration work in the region involving many more actors. Extended cooperation would also ease the burden of those actors who in 2010 carried most responsibilities. There are already in 2010 several actors in the region involved in integration measures, in addition to those who perform what is provided by Finnish law. Notwithstanding this, there had

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<sup>69</sup> Act on the Integration of Immigrants and Reception of Asylum seekers (493/1999) section 7.

not been any coordination of these activities until 2009. There are also a number of needs in the region that have not been attended to.

#### **7.4 Weaknesses in the regional integration work as revealed in interviews in 2009**

The interviews made in 2009 revealed that immigrants often inquire about matters that fall outside the work profile of the actors. Foreign students often visit the employment offices. They are not entitled to support when looking for work but still they take up the personnel's working time when they come. Teachers and enterprises also sometimes help in private matters and give advice in questions concerning immigrants. It may often be difficult for individual actors to answer questions that fall outside their sphere of competence and it also consumes valuable working time, increasing thereby their workload. For this reason an integration coordinator would be needed in the region, who could answer questions, guide, give advice and inform both immigrants and actors.

It can be noted that, according to the interviews in 2009, the weak points in the Jakobstad region represent point 1 in the above list of tasks prescribed by the integration act, that is, to provide guidance, advisory and information services. The employment offices, the social workers, educational institutions, enterprises and the few partnership families there are, take care of the guidance, but not sufficiently so. Neither do all immigrants have access to the legally established integration measures, which may thereby leave them without any guidance, advice or information. Point 7, to take measures and provide services to promote equality in all its forms is also underdeveloped.

Point 10, that is, other measures and services are to some extent produced in projects, communities and organisations, but this is done without direct cooperation with the municipalities and other actors. A further weakness that was revealed in the interviews is that, due to a shortage of resources, lan-

guage instruction is often given in groups that are very diverse in their composition. The immigrants have very varying educational backgrounds. It is not meaningful to teach an illiterate and somebody with a university degree in the same group. In 2009 there were also too few courses in Swedish for asylum seekers and international students. International students need courses in Swedish with English as the language of instruction. Help with homework is needed and there is also a need for fellowship families, immigration associations and other groups that would meet regularly during leisure time. Point 7, to take measures and provide services to promote equality is in 2010 handled by the employment office, through training, projects and associations but this is not done in an aim-oriented and coordinated way. There is also a need for measures to foster equality and equal opportunity in society at large. Yearly information campaigns should be organised in schools, and during the week against racism in March, week 11 or 12, festivals should be organised by many different actors with a variety of programs. This is a practice in many Finnish towns but it has not been part of festival activities in the Jakobstad region.

## **7.5 Needs in the regional integration work**

In addition to the work with integration and immigrants that already exist in the region, there are many needs that are not at all met or only insufficiently so. Different immigrant groups have different needs and they are for this reason divided according to the different categories of immigrants below. But first some general needs.

General needs:

1. Continued coordination of the immigration work
2. A cross-sectoral organ for cooperation regarding integration work
3. An organ for cooperation or network for immigration work in the region among different professional groups such as the parishes or football associations

4. An information centre where both actors and immigrants can get guidance, information and advice on integration issues, studies, jobs, leisure activities
5. Continued work for equality, equal opportunity and tolerance
6. Multicultural meeting places and events
7. More immigrant associations
8. Immigrants that are politically or ideologically engaged
9. Possibly social enterprises and cooperatives that involve immigrants in their activities
10. Immigrants engaged in all sectors and in many different professions

None of the points in the general needs listed above were covered in 2010. Points 1-6 shall henceforth be attended to within the IMMI-project. They should in future be catered for by those responsible for immigration work in the region. All actors involved in immigration work and also the immigrants themselves should work for points 7-10. If the above listed needs were satisfied, this would be a big leap for the integration work in the region. In addition to the general needs, some specific needs that different immigrant categories have are mentioned below.

#### Work-related immigrants:

- a possibility to contact a neutral agent in matters concerning work (independent information centre)
- language courses during working hours in the language of the work place
- immigrant associations
- leisure activities
- acceptance by the local population and an inclusive environment for an accompanying family

#### Family-related immigrants:

- help to find a job or courses
- language courses at an appropriate level in both Finnish and Swedish

- groups for mothers staying at home with the children or unemployed
- groups for men without occupation
- immigrants associations
- leisure activities
- mentoring in schools
- help with homework and reading

Asylum seekers:

- language courses at an appropriate level in a national language of their choice
- possibility to participate in practical activities
- assistance with seeking a job
- groups for mothers staying at home with children or unemployed
- groups for men without occupation
- leisure activities
- fellowship families
- help with homework
- immigrant associations

Foreign students:

- courses in both Finnish and Swedish with English as the language of instruction
- possibility to participate in voluntary work to get references and experience
- leisure activities together with Finnish youth
- help to look for a part-time or summer job
- possibility to visit churches and religious congregations

## **7.6 Cooperation among different actors in the region**

The new integration act will probably apply to all immigrants staying in Finland at least one year.<sup>70</sup> During 2010 the Ministry of the Interior tested the draft integration bill through pilot projects in 12 Finnish municipalities. A central point for the pilot was that the 12 municipalities should have unconditional cooperation with different local actors. The authorities shall not be alone in working for integration but instead there should be cooperation among the authorities, municipalities and civil society.<sup>71</sup> Enterprises should also be included.

The regional strategy for the Jakobstad region (2007) mentions as a vision for 2015 more cooperation both in the region and among regions. This can also be applied to the integration work in the form of increased cooperation among actors and also that contacts are established with people working with immigrants in other regions. A further target for 2015 is a structured cooperation between the public and the private as well as with civil society. This could be implemented in immigration and integration work through a cooperation body with representatives from all these sectors. In many instances there is already cooperation among different sectors, but these contacts can still be broadened and deepened. To broaden and deepen cooperation among different actors in the integration work is also in line with the guidelines of the Ministry of the Interior as part of the reform of the integration act. There should be cooperation both within different professional groups and among different professions through a cooperation body.

The legal reform requires a reorganisation of the integration work. Additional funding is needed to extend the municipalities' integration work to also include work-related immigrants, family immigrants and foreign students. Although the municipalities are formally responsible for the integration work, all of it need not fall on their shoulders. Part of the integration work can also be done by organisations, communities and churches, enterprises, immigrant associations and voluntary associations in cooperation with the municipality. When funding is available the municipality can buy the services from these

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<sup>70</sup> [www.intermin.fi](http://www.intermin.fi), Under beredning, Projekt för totalrevidering av integrationslagen

<sup>71</sup> <http://www.intermin.fi/newslist/pbic/20091214041>.

actors, but they can also perform complementary activities on their own accord.

Something that would be needed in the region is an information centre and a cross-sectoral cooperation body for immigration work. The information centre could be in charge of guidance, information and advice both for immigrants and for the actors, who work with immigrants. The information centre would be a neutral adviser both for immigrants and actors as it would not be associated with any enterprise or governmental authority. If need be, the information centre could also provide training about immigration issues for enterprises. Persons in a leading position in enterprises may need training in how to introduce immigrants to the practical work in the enterprise. The information centre could also be assigned work for a multicultural and tolerant society through activities such as arranging yearly campaigns against racism in the upper secondary schools in the region. This is in line with the purpose expressed in the government's migration policy program to work for a non-discriminatory society. In addition to an information point, also a cross-sectoral cooperation body is needed for a continuous development of the integration work in the region. It could be composed of some 10 persons who are engaged in immigration issues. It is, naturally, a must that immigrant representatives would be included. This cooperation body could meet twice a year. It could analyse the prevailing situation, the number of immigrants from different parts of the world and the different categories of residence permits there are, as well as topical needs and possible measures. The cooperation body could discuss the need for immigration and integration projects and also propose or consider proposals for new projects.

In addition to these two new structures, it should also be mentioned that associations, communities, churches, enterprises and immigrants themselves have an important role to play in creating conditions that are conducive to integration in the region. Associations can play an important part by engaging immigrants in their spare time. Communities and churches can also offer togetherness and activities. Enterprises are important employers and they can, in cooperation with the employment office, investigate the possibility to

organise language courses for their employees. Enterprises can also work with associations, communities and churches to offer activities and company for the employee's family. Voluntary associations can for example arrange fellowship families and help with homework and other social activities. Immigrant associations can function as a meeting place for immigrants, strengthening their cultural identity and native language. Immigrants can also start up an enterprise, establish own associations around different topics and engage themselves politically. Such activities would make it possible for immigrants to contribute to making the local society more multicultural and pluralistic. For example, the Vietnamese have opened several restaurants in Jakobstad enriching thereby the town. There are also many active sports persons among the immigrants. There could, though, be more support for entrepreneurship and participation in organisational life. The folk high schools and the business centre Näringscentralen Concordia have an important role to play by encouraging entrepreneurship. At present associations have no active campaigns for promoting increased participation by immigrants in their work. Even so, they evidently welcome interested immigrants in their activities.

## **8 CATEGORIES OF IMMIGRANTS AND THEIR RIGHT TO SERVICES**

There are several different categories of immigrants and in the Jakobstad region there is a mixture of them all. It is worthwhile to sort out which the most common categories of immigrants are, and see to what extent they are entitled to immigrant policy measures and other measures promoting integration.

### **8.1 Asylum seekers**

The Immigration Service coordinates the reception centres in Finland and handles asylum seekers' applications for residence and family reunion. The police investigate their travel routes and receive applications for residence permits and alien passports. The local police also handle deportation in case an application has been turned down. The reception centres arrange housing, education and guidance for asylum seekers until they have received a residence permit. Minor children who have come on their own stay at the reception centre until they have turned 18. In dealings with authorities a representative assists them. In some instances also the employment office makes up an integration plan for asylum seekers living at a reception centre, although the refugee normally has moved over to the municipality when the integration plan is drawn up. The refugees move from the reception centre when they have received a residence permit and a place in a municipality. They shall then register with the local register office (magistraten) and get a FPA / KELA-card. After that the responsibility for their continued life rests with themselves and the receiving municipality.

Since February 2009 there is a reception centre in the Jakobstad region. In 2010 it had 150 places for adults and families with children as well as a group home for 14 children who had come on their own. There are 21 persons employed to run the activities. They handle tasks such as housing, payment

of social assistance, guidance during the asylum seeking process, and they also arrange for school attendance in the municipality. There are further some leisure activities. Asylum seekers are also interested in looking for a job but they often lack necessary qualifications and sufficient language skills. Asylum seekers who do not have a residence permit are not entitled to the services of the employment offices. There is a need for more language courses, particularly in Swedish, as well as more fellowship families in the Jakobstad unit of the Oravais reception centre. This need could be met through voluntary work.

Asylum seekers pose a challenge particularly for the schools. It is difficult to organise teaching for asylum seekers, as is impossible to foresee the yearly number arriving in a reception centre. In addition, it is difficult to predict how long a reception centre will function. Asylum seekers also arrive at different times of the year and their educational background varies. Because of this it is impossible to get uniform groups that do not change over the year. It is difficult to do long-term planning and teachers can only be employed for fixed terms.

## **8.2 Quota refugees**

Finland has committed itself to receiving 750 quota refugees a year. The quota refugees arrive directly from UN refugee camps to a municipality in Finland. The municipality has a duty to see to it that their matters are handled and that the refugees get guidance and advice. The reception centres are governmental institutions whereas individual municipalities take care of the reception of the quota refugees. The municipalities do, however, receive compensation for their costs for the refugees both in the case of asylum seekers at the reception centres and the quota refugees that settle in the municipalities.

The town of Jakobstad is the place in the region with most immigrants. The employment office, which plays a central role in the integration process of job

seeking immigrants, is also located in Jakobstad. At the social office in Jakobstad one person works with immigration issues. This is a part-time occupation and the tasks mainly involve social assistance. The social offices in the other municipalities handle social assistance for immigrants in their respective municipalities. In the 1990s some municipalities in the Jakobstad region received quota refugees, but since then no more refugees have been received. However, in 2009 the municipal cooperation body for the Pedersöre region, Kommunala samarbetsnämnden i Pedersörenejden, decided that from 2010 onwards quota refugees could be received on a continuous basis in the Jakobstad region. A foreigners office (utlänningsbyrå) should be established and also a working group for refugee work in case a municipality decides to receive quota refugees. In that case a part-time occupation will not be enough for the immigration and refugee work. A foreigners office will anyhow not be able to handle all immigration issues as the integration act still in 2010 stipulates that only immigrants with a residence permit are entitled to municipal integration services. An information centre for immigration and integration questions should be established to coordinate immigration work in the region as a whole.

There is more predictability with quota refugees than with asylum seekers as the municipalities receive them directly and there is certainty about them arriving each year. Their nationality is known at least a few months beforehand and the time for the reception can also be planned. A regular reception of refugees will allow long-term planning for example in schools. In fact quota refugees is the only predictable group and one that may thereby easily be coordinated. Work-related immigrants come when there is a need for them and persons who immigrate for family reasons come when it suits them. A continuous reception of quota refugees is therefore to be recommended in order to establish viable long-term immigration work. The system created for quota refugees would also serve other categories of refugees.

### **8.3 Work-related immigrants**

Work-related immigrants are not entitled to integration enhancing measures. Any measures concerning them are in their totality handled by the enterprises and at present there is no neutral body that they can turn to. The police handle their work permits and taxation authorities their taxation cards. Occasional projects may offer a possibility to get language courses at the work place, but there are no permanent activities. An immigrant who is working may also be deprived of integration measures. For example, if an immigrant becomes unemployed three years after his or her arrival in Finland, and is not very good at the national languages, this person will no longer be entitled to language instruction. Lay-offs and dismissals can also cause a big problem for work-related immigrants as their residence permit normally presupposes a certain monthly salary. Neither is any actor in charge of the integration of their family.

### **8.4 Immigration of family members**

Immigrating family members can involve family reunion with asylum seekers who have obtained a residence permit in Finland. A whole family then arrives in Finland and the municipality in which the family arrives is responsible for them settling there.

Another kind of family immigration is when the family comes to join a family member who has got work in Finland. The municipality is obliged to draw up an integration plan and provide a job, language instruction or other education for a wife or husband if she or he registers as a job seeker. The children enter school or day care. There is a great risk of isolation if a wife or husband stays at home, caring for the family rather than registering as unemployed. This person will neither receive any language instruction nor any introduction to Finnish society. The right to integration measures expire after a three years stay in Finland, which means that some immigrants will miss out on integration measures.

A third category of family immigration is people who marry a Finn. It is often women who marry Finnish men or immigrants who marry Finnish women. These immigrants will only have support from the employment office if they register as job seekers. They often get some help from schools that organise language courses although the schools are not obliged to offer this. No other support is organised. Those who have come here because of marriage would need meeting places where they can enlarge their social network and practice the language.

### **8.5 Foreign students**

Foreign students arrive directly to the schools and they are not registered in the municipality. They have a residence permit, status B, which means that they are not entitled to any integration plan from the employment office, neither to financial support for their studies nor social benefits. Foreign students don't have the right to language instruction and they have only a limited right to work. Foreign students have no neutral body to turn to where to inquire about matters such as the possibility to work, problems with the school or the possibility for a work practice in the region. They only have the right to study and to look for part-time jobs on their own. Integration measures will solely be limited to that what the educational institutions provide. In future foreign students may become included among those entitled to governmental integration measures as the integration act probably will be extended to cover all immigrants staying in Finland for at least one year.

## **9 INTEGRATION AND IMMIGRATION SERVICES IN THE REGION**

This chapter gives concrete examples of integration work in the Jakobstad region. It can also be read on its own as a directory of the different actors that work with immigrants. The purpose of this chapter is, furthermore, to give a comprehensive picture of the composition of integration services in the region.

### **9.1 Authorities**

This section describes integration services that are directly related to the state and the integration act.

#### **9.1.1 Local Register Offices (Magistraten)**

The local register offices are state administrative authorities operating at a local level. They maintain the regional population information system, the register of associations, guardianship matters, the trade register and the boat register. The local register office further handles investigations of impediments to marriage, confirmation of the list of parties to estate inventories and also name changes. District registrars act as notarius publicus (certifying contracts) and performs civil marriages.<sup>72</sup>

There are 24 local register offices with a total of 52 service units in Finland. In the Åland islands the county government is responsible for carrying out these functions.<sup>73</sup> The Jakobstad unit of the Vasa local register office also serves immigrants by registering a domicile when a person has received residence in a municipality. For this purpose a residence permit should be shown and possibly also a passport. A marriage certificate and possibly also birth certificates for children shall also be brought along. All non-Nordic citizens who have a residence permit in Finland should register with the local register

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<sup>72</sup> [www.maistraatti.fi/en](http://www.maistraatti.fi/en).

<sup>73</sup> [www.maistraatti.fi/en](http://www.maistraatti.fi/en).

office.<sup>74</sup>

More information about the local register offices and instructions about what is required from a foreigner can be found in Finnish and Swedish, but not in English at <http://www.maistraatti.fi/se/index.html>. The address for the register office in Jakobstad is:

Visiting address:  
Magistraten i Vasa  
Enheten i Jakobstad  
Köpmansgatan 8 PB 26  
68601 JAKOBSTAD  
Telephone number - exchange: 071 874 1121

Postal address:  
Magistraten i Vasa  
Enheten i Jakobstad  
68601 JAKOBSTAD

### **9.1.2 The Employment and Economic Development Office (Arbets- och näringsbyrån (TE-byrå / toimisto))**

The general services of the Employment and Economic Development Office, or employment office, TE office, for short, are available to all Finns and foreigners with a continuous residence permit (A status) in Finland. This comprises guidance and advice, information about education and professions as well as vacant jobs. The office also assists in questions relating to employment contracts and career planning. The TE office offers a great variety of services for three different groups: individual customers who use various services, job seekers and unemployed job seekers. The TE office is obliged to assist persons, who have not been able to find a job on their own. When certain needs are revealed, the TE office has a duty to refer costumers to the service of other authorities, such as health services, social services or training. Not all immigrants are entitled to the services of the TE office, but the experience of the personnel is that immigrants that are entitled to such services require a double or triple work input as compared to Finnish costumers.<sup>75</sup>

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<sup>74</sup> [www.maistraatti.fi/en](http://www.maistraatti.fi/en).

<sup>75</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 44.

Only immigrants with a permanent residence permit and those holding EU citizenship are entitled to seek jobs via the TE office. The following groups of immigrants are excluded from the services of the employment offices:

- students (they are entitled to work part-time or during school vacations)
- work-related immigrants with a temporary residence permit
- family members with a temporary residence permit
- asylum seekers (they are entitled to work during the asylum application period)

The TE office has a great responsibility for integration at a local level. The office is, in cooperation with social offices in the region, responsible for drawing up integration plans for unemployed immigrants, who are there as its customers. The plan shall contain measures that will enhance the immigrant's integration into Finnish society and working life.<sup>76</sup> The immigrant receives integration support and a possibility for studies, practice and other measures during a three-year period.<sup>77</sup> While the plan is in force, attention should also be paid to the immigrant's qualifications, if he or she has exercised a profession or obtained a diploma in another country that could be complemented to correspond to the demands of Finnish working life. Possible complementary education might thereby be considered. The integration plan is continuously followed up during the entire integration period and adjusted, if needed. The integration plan contains a concrete agreement about what the immigrant is expected to do and also which measures fall on the authorities. All parties commit themselves to adhere to the agreement.<sup>78</sup>

According to the Finnish Constitution, section 19, subsection 2 every individual is entitled to basic subsistence during different phases of life. There is no special mention of immigrants but they are also entitled to basic subsistence when unemployed or disabled.<sup>79</sup> The unemployment rate among immigrants is about three times higher than among Finns. In September 2008

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<sup>76</sup> *En guide i god praxis för samarbete under invandrarnas integrationstid i Vasa Arbetskraftbyrås nätverk*, Katarina Fogde, Vanda 2007, Updated 28.11.2008, 6-7.

<sup>77</sup> Arbetskraftbyråns utlåtande, 30.10.2008, Förfrågan angående placering av kvotflyktingar, Begäran om utlåtande Dnr 734/2008

<sup>78</sup> *En guide i god praxis för samarbete under invandrarnas integrationstid i Vasa Arbetskraftbyrås nätverk*, Katarina Fogde, Vanda 2007, Updated 28.11.2008, 6-7.

<sup>79</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 34.

it was 17.7%. The unemployment rate is also considerably higher among women than among men. However, the statistics are somewhat distorted as all immigrants attending some integration education are registered as unemployed.<sup>80</sup> A major reason for the high degree of unemployment is weak knowledge of Finnish or Swedish.<sup>81</sup> It should, however, be noted that a significant part of immigrants are of working age (79%) whereas the share of Finns who are able to work is considerably lower (66%). Immigrants also have a high motivation to enter working life.<sup>82</sup> Also in the Jakobstad region, the unemployment rate among immigrants is about three times as high as among the local population.<sup>83</sup> For this reason, it is very important to try to find different means for immigrants to enter working life.

The TE office in Jakobstad is in charge of employment services that promote and support the integration of immigrants and also of instruction in reading and writing together with the Närings-, trafik- och miljöcentralen i Österbotten, the ELY-centre, (Centre for Economic Development, Transport and the Environment). The ELY centre is located in Vasa. Basic education is organised for immigrants, who have registered as job seekers. The TE office is also responsible for other tasks assigned to it in the integration act (integration act 511/1999, section 6 c).<sup>84</sup> A closer description of the tasks of the TE offices to promote integration work can be found in a guide in Swedish *En guide i god praxis för samarbete under invandrarnas integrationstid i Vasa Arbetskraftbyrås nätverk* (2007, updated 28.11.2008). Information about the work of the TE offices is also available at [www.mol.fi](http://www.mol.fi) in Finnish and Swedish and to some extent in English.

The address to the TE-office in Jakobstad:

Visiting address:

Postal address:

Arbets- och näringsbyrån i Jakobstad      Arbets- och näringsbyrån i Jakobstad

<sup>80</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 19-20.

<sup>81</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 34.

<sup>82</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 19.

<sup>83</sup> Arbetskraftbyråns utlåtande, 30.10.2008, Förfrågan angående placering av kvotflyktingar, Begäran om utlåtande Dnr 734/2008.

<sup>84</sup> En guide i god praxis för samarbete under invandrarnas integrationstid i Vasa Arbetskraftbyrås nätverk, Katarina Fogde, Vanda 2007, Updated 28.11.2008.

### 9.1.3 The Police in Central Ostrabotnia and Pedersöre

Among the general principles governing police work, it is mentioned that the police shall discharge their duties in an appropriate and impartial manner and seek to promote a conciliatory spirit. The activities of the police are largely based on the requirements of Finnish legislation, but despite this police officers' work is not merely a mechanical process of supervising compliance with the law. In his or her work a police officer shall also ensure peaceful coexistence and respect the rights and freedom of the individuals.<sup>85</sup> This may also apply to immigrants as the police have as their task to supervise the compliance with law and to secure public order and security.

Furthermore, the police handle permits for foreigners and investigate the legality of their stay in the country.<sup>86</sup> The assistance of the police may also be needed when persons are turned away or deported because these persons who do not have the right to stay in the country and may without danger be returned to their home country. It is part of the police duties to contribute to creating a local society where different nationalities can live side by side without violence and disturbances.

Together with other institutions, the local police investigate whether a foreigner resides legally in the country and it also handles permit applications for foreigners. The local police in Jakobstad issue the following permits:

- residence permit to a person who is a family member of a Finnish citizen residing in Finland
- the first residence permit for minor children of the family member may also be issued if the children are unmarried
- new fixed-term permits for foreigners living in Finland after the first

<sup>85</sup> [www.poliisi.fi](http://www.poliisi.fi), General principles of operation.

<sup>86</sup> [www.poliisi.fi](http://www.poliisi.fi), Public order, Immigration matters.

residence permit has been issued by the Migration Service

- permanent residence permits for foreigners residing in Finland after they have obtained fixed-term residence permits for some years
- continued residence permits for workers and entrepreneurs and also permanent permits for them<sup>87</sup>

The Jakobstad police receive applications for residence permits for persons living in one of the five municipalities of the Jakobstad region. The application shall be submitted either in person or through a representative. However, a personal visit at the police station is needed in order to determine the person's identity, which is required to allow the police to take a decision concerning a permit. Abroad, an application for a residence permit in Finland shall be submitted to a Finnish diplomatic mission.<sup>88</sup>

Persons who are citizens of a EU member country shall visit the Jakobstad police to register their right to residence and, in case there are family members who are not EU citizens, apply for a residence permit for them.<sup>89</sup> Nordic citizens need neither a visa nor a residence permit in order to work or stay in Finland. Neither does a Nordic citizen travelling from one Nordic country to another need a passport or other identity card. Notwithstanding, a person needs to be able to ascertain her or his identity and also that she or he is a Nordic citizen. For this reason it is recommended to bring along a passport or an identity card. A Nordic citizen who intends to stay in Finland for a longer time should register her or his stay at the local register office (magistraten) but there is thus no need to register at the police for a right to residence.<sup>90</sup>

The police can issue identity cards for foreigners whose identity can be ascertained. The identity card cannot be used for travel outside Finland. It is thus not valid as a travel document. A passport from the country of origin or an alien's passport issued by the Finnish police is required for travel outside

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<sup>87</sup> [www.poliisi.fi](http://www.poliisi.fi), Licences, Licences and permits for foreigners.

<sup>88</sup> [www.poliisi.fi](http://www.poliisi.fi), Licences, Licences and permits for foreigners.

<sup>89</sup> [www.poliisi.fi](http://www.poliisi.fi), Licences, Licences and permits for foreigners.

<sup>90</sup> [www.poliisi.fi](http://www.poliisi.fi), Licences, Licences and permits for foreigners.

Finland. The Jakobstad police receive applications for alien's passports as well. The local police can also exchange a driving licence issued in a EU or EES country to a corresponding Finnish driving licence.<sup>91</sup> The local police cooperate with the Helsinki police Immigration unit where part of permit matters and investigations are handled. More information about permits for foreigners can be obtained from the police in the applicant's municipality, the migration service, employment offices and Finnish diplomatic missions abroad. The Alien Act regulates the work of the police in relation to foreigners. Changes in the alien act can have an impact on the police' tasks in regard to foreigners.<sup>92</sup>

It is mainly the Jakobstad police station that handles foreigners' matters in the Jakobstad region, but there are also service units handling general police matters in Nykarleby (Uusikarlepyy) and Kronoby (Kruunopyy). The police station in Karleby (Kokkola) receive costumers from Kronoby when the Kronoby service unit is closed. More information about the police work with foreigners is available at [www.poliisi.fi](http://www.poliisi.fi) in Finnish, Swedish and to some extent in English.

Contact information:

Nykarleby betjäningsbyrå  
Topeliusesplanaden 7  
66900 NYKARLEBY  
Phone: 06-722 0202

Jakobstads polisstation  
Storgatan 10  
68600 JAKOBSTAD  
Phone: 071-874 6170

Kronoby betjäningsbyrå  
Säbråvägen 2  
68500 KRONOBY  
Phone: 06-834 5545

Polisinrättningen i Mellersta Österbotten  
och Pedersöre  
Karlebygatan 74  
67101 Karleby  
Phone: 071-874 0451

#### **9.1.4 The Social Insurance Institution (Folkpensionsanstalten, FPA / KELA)**

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<sup>91</sup> [www.poliisi.fi](http://www.poliisi.fi), Licences, Licences and permits for foreigners.

<sup>92</sup> [www.poliisi.fi](http://www.poliisi.fi), Licences, Licences and permits for foreigners.

The Social Insurance Institution is the body providing social security in Finland. The rights of a private person to social security are here presented. Enterprises can obtain information about social security for foreign employees in Finland or employees sent to another country from the Finnish Centre for Pensions / Pensionsskyddscentralen, [www.etk.fi](http://www.etk.fi).

The right to social security depends partly on the duration of a person's stay in Finland and partly on the reason for it.<sup>93</sup> A person who has a permanent residence in Finland is normally eligible for social security, but there are great variations in the criteria for being a permanent resident. A person is regarded as being permanently resident among others on the following grounds: return migration, work for at least two years in Finland, close family ties to a person permanently resident in Finland, or through marriage to a Finn. Another requirement is that a residence permit is granted for at least one year for a person who has moved from a country outside the EU.

A residence permit is granted by the Migration Service and applied for at the local police.<sup>94</sup> EU citizens shall show a registration certificate for EU citizens. They shall usually also show a certificate that they are no longer entitled to social security in the EU country from which the move (E104). An application to be covered by Finnish social security is made with the KELA / FPA form Y77. Those who are covered by social security in Finland are issued a FPA card. FPA cards are no longer issued with a photo, which means that FPA cards can no longer be used as identity cards.<sup>95</sup> A person moving temporarily to Finland is normally not entitled to the social security benefits provided by FPA. Students, for example, are considered to move temporarily to Finland if studies are the reason for their stay. A person who moves temporarily from another EU/ EES country or Switzerland are still entitled to necessary health care if this person has a European health card from the home country.<sup>96</sup> A temporarily employed person (4 months – 2 years) who fulfils legislative requirements concerning work is eligible for Finnish social security.

<sup>93</sup> [www.kela.fi](http://www.kela.fi), Moving to or from Finland.

<sup>94</sup> [www.kela.fi](http://www.kela.fi), Moving to or from Finland.

<sup>95</sup> [www.kela.fi](http://www.kela.fi), Moving to or from Finland.

<sup>96</sup> [www.kela.fi](http://www.kela.fi), Moving to or from Finland.

A person, who under EU legislation or a social security agreement is entitled to benefits from another country or is covered by the social security system in another country, is not eligible for social security in Finland. This applies, among others, to:

- workers posted from another EU/EEA country or from Switzerland
- cross-border workers
- the family members of workers from another Nordic country, and
- employees of a foreign government or an intergovernmental organisation and their family members<sup>97</sup>

More detailed information about the rights of students and researchers, employees, job seekers, pensioners and accompanying family members can be found at [www.kela.fi](http://www.kela.fi) in Finnish, Swedish and English.

Contact information about KELA in the region:

Nykarleby samservicepunkt  
Topeliusesplanaden 7  
66900 NYKARLEBY

FPA-byrån i Jakobstad  
Köpmansgatan 4  
68600 JAKOBSTAD  
including service for Pedersöre and  
Larsmo

Kronoby samservice  
Kommunbyrån                      or  
68500 KRONOBY

FPA-byrån i Karleby  
Torggatan 16  
67100 KARLEBY

Phone number to the contact centre for FPA offices concerning immigrants or emigrants: 020 692 207

### **9.1.5 The refugee reception centre in Jakobstad**

The Oravais Reception Centre for Refugees was founded in 1991 and has since then been maintained by the municipality of Oravais, (later the municipality of Vörå). The reception centre has accommodation for 150-200

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<sup>97</sup> [www.kela.fi](http://www.kela.fi), Moving to or from Finland.

asylum seekers whereas the personnel consists of 1 manager, 1 office clerk, 2 social workers, 1,5 public health nurses as well as teachers and advisors.<sup>98</sup> In February 2009 the Oravais Reception Centre opened a unit in Jakobstad that can accommodate 150 adults and has place for 14 unaccompanied minors. The personnel totals 20 persons. The Jakobstad unit was opened as a response to an increased need for places for asylum seekers in Finland. The Oravais Reception Centre was presented with a request, whether they would be willing to extend the number of places or open a unit in another location. Jakobstad turned out to be a suitable location and a unit was therefore opened there. All places at the Jakobstad unit were immediately occupied.<sup>99</sup>

The Finnish reception centres for refugees are financed by the state and administered under the Migration Service. There are some 11 reception centres in Finland.<sup>100</sup> The number varies according to the number of asylum seekers arriving in Finland each year. The main purpose of a centre is to organise temporary accommodation, give medical, health and social services as well as to organise meaningful activities for asylum seekers during daytime.<sup>101</sup> The asylum seekers live in the reception centre until they have received a residence permit and a place in a municipality or have been deported. They attend courses in order to learn one of the two official languages. Unaccompanied minors stay in a group or support home, in family resembling conditions, until they reach the age of 18 or alternatively have been placed with a family. Unaccompanied minors can also be deported.

More information about reception centres and asylum seekers can be found in Finnish, Swedish and English at [www.oravais.fi/off/eng/](http://www.oravais.fi/off/eng/). See particularly the section “Ny i Finland” that is only available in Swedish.

Contact information:

Oravais flyktingförläggning, filialen i Jakobstad

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<sup>98</sup> [www.oravais.fi/off/eng](http://www.oravais.fi/off/eng) Oravais Reception Centre for Refugees.

<sup>99</sup> Interview with Mikaela Nykvist, director of the Jakobstad unit, 2009.

<sup>100</sup> Oravais Reception Centre for Refugees, Ny i Finland.

<sup>101</sup> [www.oravais.fi/off/eng/](http://www.oravais.fi/off/eng/) Reception Centre for Refugees.

Runebergsgatan 11  
68600 JAKOBSTAD  
Phone to Oravais Flyktingförläggning at Oravais: 06-385 1100

## **9.2 Municipal services**

This section gives an account of integration services provided by the integration act to be implemented by the municipalities.

### **9.2.1 Social offices**

There is no foreigners office in the Jakobstad region, in its stead the responsibility for the municipal immigration and refugee work has been delegated to a designated social worker.<sup>102</sup> This person works part-time and is solely concerned with immigrants who have a residence in the municipality. The social worker cooperates with the personnel at the employment office as well as other actors in the region in charge of work with immigrants.

Those entitled to a personal integration plan are quota refugees, asylum seekers and refugees who arrive through family reunion and also those who move to the municipality on their own accord. An integration plan is drawn up together with the social worker in charge and a representative of the employment office. In it a refugee's situation is assessed and a plan is drawn up for how the integration could best be arranged. Language training and career guidance may be mentioned as two vital ingredients in the integration plan. The municipality is entitled to compensation from the state for the costs caused by the refugees during the first three years of their stay in the country. During this period immigrants are entitled to all integration promoting measures, but, on request, an immigrant has a right to an integration plan even in cases where the municipality does not receive state funding for it.<sup>103</sup>

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<sup>102</sup> [www.jakobstad.fi](http://www.jakobstad.fi), Familje- och socialservice, Flykting- och invandrararbete.

<sup>103</sup> [www.jakobstad.fi](http://www.jakobstad.fi), Familje- och socialservice, Flykting- och invandrararbete.

At the social offices, immigrants and refugees are entitled to the same service as Finnish citizens, provided that they have a valid residence permit. When immigrants apply for municipal social assistance, for example, the same criteria apply for them as for all others. In addition, immigrants and refugees are entitled to interpretation services to make themselves understood when visiting authorities and municipal bodies.<sup>104</sup>

In the Jakobstad region only the Jakobstad town has a social worker with specific responsibility for immigration and refugee questions. She works part-time. In the other municipalities immigration matters are handled alongside other tasks, such as the payment of social assistance. This is because Jakobstad has the highest number of immigrants and most of them have recently arrived. The immigrants in the other municipalities have lived in Finland for a longer time. They are too few for a specific vacancy to be created. They also have better language skills than those who have recently arrived, and many of them need not visit the social office. This situation can change radically if one of the municipalities in the Jakobstad region decide to receive quota refugees. The responsibility for measures concerning quota refugees falls on the municipality receiving them. If the Jakobstad region decides to receive quota refugees on a yearly basis, an immigration / foreigners office needs to be opened.

Contact information to the social centres:

**Jakobstads socialcentral**

Strengbergsgatan 1  
68600 JAKOBSTAD  
Phone: 06-785 1111(town exchange)

**Socialcentralen i Nykarleby**

Visiting address:  
Mathesiusgatan 9  
66900 Nykarleby

Postal address:  
PB 38  
66901 Nykarleby  
Phone: 06-785 6111 (exchange)

**Socialkansliet i Pedersöre**

**Socialkansliet i Larsmo**

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<sup>104</sup> [www.jakobstad.fi](http://www.jakobstad.fi), Familje- och socialservice, Flykting- och invandrararbete.

Visiting address:  
Pedersöre kommundgård  
Skrufvilagatan 2 68570  
68910 BENNÄS

Larsmo Kommungård  
Norra Larsovägen 30  
Larsmo  
Phone: 06-785 7111

Postal address:  
Pedersöre kommun  
PB 1  
68911 BENNÄS

Phone: 06-785 0111 (exchange)

### **Socialkansliet i Kronoby**

Visiting address:  
Säbråvägen 2  
68 500 Kronoby

Postal address:  
Kronoby Kommun  
PB 22  
68501 KRONOBY

Phone: 06-834 3000 (exchange)

## **9.2.2 Housing**

According to the Finnish Constitution the authorities shall promote the right of everyone to housing and the opportunity to arrange their own housing. It often falls on the municipalities to arrange accommodation.<sup>105</sup>

The social office in the respective municipality arrange accommodation for possible quota refugees and other refugees coming there, for example through family reunions with asylum seekers who have obtained a residence permit and the right to stay in that municipality. The reception centres arrange accommodation for asylum seekers who have not yet obtained a residence permit or are being deported, as well as for unaccompanied minor children. Schools recruiting foreign students arrange housing for them and enterprises may also assist work-related immigrants to find accommodation. Housing agencies also play a key role in this context. A regional strategy for where immigrants should be placed is an important means to avoiding segregation

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<sup>105</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 34, Finnish Constitution, Section 19.

when immigrants from different countries are allocated housing.

### 9.2.3 Health care

According to the Finnish Constitution everyone is entitled to adequate health care. This also applies to immigrants.<sup>106</sup> What this right to health care implies does, however, vary to some extent among different categories of immigrants. An immigrant who has permanent residence in Finland is entitled to health care whereas somebody residing temporarily, such as students, has no such right if they come from a country outside the EU.

Everybody is entitled to acute care irrespective of where they come from. The right to additional health care depends on whether a convention applies to this person. Foreigners coming from a EU or EES country or Switzerland come from a country that has an agreement with Finland about medical care. This means that the fees for medical care are the same as for Finnish citizens, if a certificate can be presented. An EHIC, that is, European Health Insurance Card (EU card) or E112 can be used as a certificate. Nordic citizens are entitled to necessary care by showing an EHIC card or an identity card issued in another Nordic country. The person shall be eligible for social security in the country that has issued the ID card. A person who cannot show that he or she has a social insurance in a EU country is billed for the factual costs of the treatment. A person coming from a country outside the EU or a country that does not have an agreement with Finland about medical care are billed the factual costs of the treatment. An application for the recovery of expenses for medical care in Finland can in the home country be submitted to an insurance company or another equivalent body. Unpaid care expenses are collected from the home country via the executor authority.<sup>107</sup>

Foreigners' right to medical care is a complicated matter. As noted, the right

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<sup>106</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 34. Finnish Constitution, Section 19 paragraph 3.

<sup>107</sup> [www.salpanet.fi](http://www.salpanet.fi), [www.nordsoc.org](http://www.nordsoc.org), <http://ec.europa.eu>: Europeiska kommissionen, samsättning, socialpolitik och lika möjligheter, Hälsa- och sjukvård i utlandet.

to care varies depending on what agreements Finland has concluded with a person's home country. The right also varies depending on what kind of residence permit a person has in Finland. A person with a continuous or permanent Finnish residence permit, who is registered in the Population Information System as resident in a Finnish municipality, has the same right to health care as Finns have. Immigrants from Nordic countries and also EU countries with an agreement with Finland about medical care are entitled to necessary medical care based on the European Health Insurance Card during temporary stays in Finland. For longer stays it is recommended to apply to be covered by Finnish social security instead of that of another EU or Nordic country. An application is made to FPA, The Social Insurance Institution of Finland.<sup>108</sup> An immigrant from a third country, that is, a non-EU country, needs a permanent residence (A permit) to be able to apply to be covered by social security in Finland.

As a rule of thumb one can say that immigrants having residence in a Finnish municipality normally have the same right to medical care as Finns have. Immigrants from EU and Nordic countries need a certificate about social insurance in their home country, whereas immigrants from third countries need to have a medical insurance to cover the costs. The reception centres pay the costs for acute medical care for asylum seekers. Mellersta Österbottens yrkeshögskola (Central Ostrobothnia University of Applied Sciences) requires that foreign students from third countries have a medical insurance.

The town of Jakobstad  
Social- och hälsovårdsverket  
Pb 111  
68601 Jakobstad  
Phone: 06-786 1111 (town exchange)

Visiting addresses:

Jakobstad:  
Malmska hälso- och sjukvårdsområde  
Källbyvägen 7

Nykarleby:  
Hälsovårdscentralen  
Mathesiusgatan 9

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<sup>108</sup> [www.kela.fi](http://www.kela.fi), Moving to or from Finland, Moving to Finland.

68600 JAKOBSTAD  
Phone: 06-786 1111 (town exchange)

66900 NYKARLEBY  
Phone: 06-785 6333

#### **9.2.4 Other institutions**

Immigrants are part of Finnish society and every day life just as Finns are. In their daily life they come in contact with many different institutions. Immigrants visit, for example, the post office, bank, library, shops as well as leisure facilities such as swimming halls and sports facilities. Immigrants send packages to other countries, they want to make economic transactions to bank accounts abroad, borrow books in foreign languages, but they may not always know what is the proper code of conduct in such situations. Nonetheless, they are costumers using different services in society just like anybody else living in the municipalities. One aspect of the work to promote equality in the municipalities could be to try, in all instances and situations, to give immigrants as good a service as possible in their environment, and also to invite them to participate in activities and situations that are part of the daily life in their neighbourhood. It is also desirable that immigrants should be considered as a specific target group when different activities are developed. In libraries special guidance could be given about how to obtain books from one's home country and about electronic documents that are available via the Internet. Already now the Jakobstad City Library acts as a natural meeting place and it gives service in Swedish, Finnish and English. It is, furthermore, possible for immigrants to use the national digital service "Fråga bibliotekarien" (ask the librarian) and the national library chat, where one can put questions that are sorted out by librarians. At present the library also has a project with a local answering service that will operate in three languages. Immigrants can in the same way be seen as a target group also when they visit the post office, bank or leisure facilities.

#### **9.3 Educational institutions**

There are at present 156 pupils with immigrant background in comprehensive

schools in Jakobstad. They come from more than 10 different countries. 12,6 percent of the pupils attend Finnish speaking schools whereas 3,6 attend Swedish speaking schools.<sup>109</sup> There are also children with immigrant background in day care centres. The number of immigrant children is expected to grow with family reunions and the possible reception of quota refugees.<sup>110</sup>

At Nykarleby there has also been an increase in the number of immigrant children. This is probably also going to be the case at Pedersöre, Larsmo and Kronoby if the municipalities are going to receive quota refugees. The immigrants living in the region attend many different educational institutions. Schools play a vital role in creating a milieu that fosters social inclusion and enhances the social capital, which is mentioned as a strength, an asset, in the strategy of the Jakobstad region. If this potential is not used, there is a risk of social exclusion, which means that immigrants are alienated from the local population, which in turn will hamper the integration process. Immigrants can also promote participation and integration for example by creating their own associations. Schools have the potential of acting as a meeting point for immigrant associations around different topics. In this section an account is given of some of the educational institutions that teach immigrants.

### **9.3.1 Day care**

Within the day care in the Jakobstad region there are children from work-related immigrants, persons who have immigrated through family reunions and marriages as well as children of immigrants who have been resident in Finland for a long time. Asylum seekers' children don't qualify for day care before a residence permit is obtained. The quota refugees who were received in the 1980s and 1990s have offered valuable experiences, for example Vietnamese children. Also work-related immigrants' children have offered experiences. Interpreters have been used to communicate with the parents

<sup>109</sup>Utredning om undervisningen av invandrare inom den grundläggande utbildningen i staden Jakobstad, 2010.

<sup>110</sup>Utredning om undervisningen av invandrare inom den grundläggande utbildningen i staden Jakobstad, 2010.

about their children, and courses have also been organised in their native language. Immigrants' children have been integrated both in the Swedish and Finnish day care.

The child care provisions presently offered immigrant children is sufficient, but if there will suddenly be a great increase, a working group or a network for immigrant questions concerning day care should be established. If needed, contact could be established with day care centres at Oravais, Karleby or in Vasa, as they have longstanding experience of children with an immigrant background. Training in how to relate to immigrant children could also be organised.

Contact information:

Christel Sandell  
Stadshuset i Jakobstad  
Strengbergsgatan 1  
68600 JAKOBSTAD  
Phone: 06-785 1111 (town exchange)

### **9.3.2 Lower comprehensive school**

Children with weak language skills and a poor educational background pose special challenges also in comprehensive schools. In Jakobstad a great part of the responsibility for basic education for immigrant children has fallen on the Finnish school section. This is because asylum seekers often chose to learn Finnish as it is the majority language in Finland and many asylum seekers chose to move away from this region at a later stage. The Finnish school section in Jakobstad is much smaller than the Swedish because Swedish is the majority language in the region. This means that a sudden increase in asylum seekers may considerably increase the workload for teachers and headmasters and may also cause problems in the relations among the kids.

If the children's language skills are insufficient, there is a possibility to organise teaching in Finnish and Swedish at the pre-school and comprehensive school age to prepare them for school. The teaching shall correspond to at least 900 hours for children aged 6-10, and at least 1000 hours for children of more than 10 years. There are no provisions concerning group size. Neither are there any specific provisions about the content of the instruction nor about the size of the municipality that should provide the teaching. Since 1 September 2009 preparatory education shall be organised for one whole year instead of half a year. The costs for the teaching are afterwards reimbursed by the state.<sup>111</sup> The group size of the preparatory education organised in Jakobstad is for practical reasons at least 3-5 pupils.

Preparatory education has been increased in Jakobstad because the Oravais Reception Centre for Refugees opened a unit in Jakobstad in February 2009. During spring 2010 preparatory education was organised in Jakobstad for seven groups in the Finnish educational section and for one group in the Swedish section. The schools organising this education are Lagmans skola, Itälän koulu and Etelänummen koulu. At present, it is also possible to arrange native language teaching in Vietnamese, Russian, Albanian and Spanish and also remedial teaching for immigrant pupils after they have been integrated in the ordinary education.<sup>112</sup> At Nykarleby preparatory education is organised for one group in Normens skola. Preparatory education will become a topical issue also for the other municipalities if they receive quota refugees or if work-related immigrants bring along their families.

The Jakobstad school director, Terhi Päivirinta saw it, in 2010, as a challenge to recruit competent teachers for immigrants' preparatory education. There are also great differences in skills among the children in a group because of differences in their educational background. If there is a quick turnover of pupils, this will further increase the differences in language skills in the group. She also considers it risky to have too many immigrant pupils concentrated in a few particular schools. Elsewhere in Finland one can see that Finnish

<sup>111</sup>Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 68.

<sup>112</sup>Utredning om undervisningen av invandrare inom den grundläggande utbildningen i staden Jakobstad, 2010.

parents rule out schools with many immigrant pupils. Cultural shocks are also more common when the share of immigrant pupils is large. To give a school too strong an attribute as an immigrant school should therefore be avoided. Päivärinta stresses the need for comprehensive planning of the education for immigrants in order to offer as high quality education as possible for all inhabitants in Jakobstad. The Finnish education section has on 1 March 2010 employed a teacher to direct the education for immigrants with the purpose to support and develop it.<sup>113</sup>

A political decision is required about how best to share school resources for the education of immigrant children. The teachers in the Finnish schools need support, perhaps school assistants or training in educating immigrant children. It is also important to be able to get advice from persons with experience of work with immigrant children. Contacts could be established for example with schools at Oravais and Kimo or in Vasa or Karleby. The politicians should also consider whether a decision would be needed about the distribution of immigrant children between the Finnish and Swedish schools. A situation that is sustainable for all parties is a precondition for maintaining a good level of education for the local population as well as for immigrant children.<sup>114</sup> The experiences gained in the Finnish school section in Jakobstad can also be of use by other municipalities in the Jakobstad region, if they experience a sudden increase in immigrant pupils in their schools.

Contact information:

Jan Levander  
Stadshuset i Jakobstad  
Strengbergsgatan 1  
68600 Jakobstad  
Phone: 06-785 1479  
050-362 1155

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<sup>113</sup>Utredning om undervisningen av invandrare inom den grundläggande utbildningen i staden Jakobstad, 2010.

<sup>114</sup> Utredning om undervisningen av invandrare inom den grundläggande utbildningen i staden Jakobstad, 2010.

### 9.3.3 Upper comprehensive schools

The upper comprehensive schools also receive immigrant children with different family backgrounds. It may, for example, be youngster applying for asylum, children of work-related immigrants from Europe or children who have grown up in Finland whose parents are quota refugees from a non-European country. It is altogether a different matter if a child speaks the language very well, has grown up in Finland and lives in a caring home, or if he or she is a teenager who has recently arrived in Finland as asylum seeker.

Etelänurmen koulu has a longstanding experience of teaching asylum seeking young people. During a long period of time they have taught young people from the Oravais Reception Centre at Oravais. Because of the heavy burden this places on the Finnish school section in Jakobstad, Jakobstad politicians have decided to end cooperation with the Oravais Reception Centre at Oravais from 2012 onwards. In spite of this, there will probably be asylum seeking young people at the Jakobstad unit of the Oravais Reception Centre who will attend school, so the number of immigrant children will decrease to a minor degree only.

As to the preparatory education, it poses many challenges. The turn over of the pupils is big and the immigrants' educational background varies greatly. Teachers are employed only on a fixed term basis and it is also difficult to find competent teachers. These challenges make it difficult to develop good practices in education on a long-term basis. Immigrants also have difficulties in coping with the ordinary teaching if their educational background is very weak and they start in a class at the upper comprehensive level. Päivärinta points out that the teaching is differentiated during some lessons, but not throughout all teaching.<sup>115</sup>

The greatest challenge is to structure education in such a way that it will work in all the varied conditions. Teachers who teach young immigrants also need

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<sup>115</sup>Utredning om undervisningen av invandrare inom den grundläggande utbildningen i staden Jakobstad, 2010.

a support network for themselves where they can pose questions and develop cooperation. The schools in Vasa, for example, have long experience of asylum seeking young people and other immigrants. It would be a great advantage to initiate mentor activities for young people attending school and to start helping them with their homework. The Red Cross (Röda Korset / Punainen Risti) has been successful in running homework groups for immigrant children elsewhere in Finland. Such groups could also be established both in lower and upper comprehensive schools in the Jakobstad region. At present interpreters are used when teachers talk with parents. This is good practice.

The challenges the Finnish school section in Jakobstad faces are mainly because a major part of the immigrant pupils are asylum seekers. As noted, if this is the case, it is difficult to plan the education for immigrants long-term. It would, in fact, be somewhat easier to plan long-term if Jakobstad would receive quota refugees on a yearly basis. It would then be possible to plan the reception of quota refugees beforehand. A yearly reception also allows for more long-term planning, particularly when it comes to teacher vacancies for immigrants' pre-education.

Contact information:

Jan Levander  
Stadshuset i Jakobstad  
Strengbergsgatan 1  
68600 Jakobstad  
Phone: 06-785 1479  
050-362 1155

### **9.3.4 Folk high schools at Nykarleby and Kronoby**

The confessional folk high school Kristliga Folkhögskolan i Nykarleby has several study programmes. The activities are based on Christian values and ideals and also on respect for other kinds of personal conviction.<sup>116</sup> The folk

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<sup>116</sup> [www.krfolk.nu, /folkhogskolan.wordpress.com](http://www.krfolk.nu/folkhogskolan.wordpress.com), Om skolan.

high school organises several different courses for immigrants. In 2010 there was one course in Finnish and one in Swedish and also a course in Swedish to prepare for professional studies. This preparatory course is intended for students with a basic knowledge of Swedish who plan to pursue further vocational training or wants to start working. Students may also plan to get a professional exam that requires an apprenticeship. Kristliga Folkhögskolan also organises a course in entrepreneurship. The language courses are intended for immigrants who know the Latin alphabet, thus not for illiterate persons. Notwithstanding this, the school also has experience in teaching illiterate persons.

Kristliga Folkhögskolan i Nykarleby has experience of different kinds of immigrants. Among the students there are persons who have come to Finland through marriage, volunteers from other European countries visiting the region, as well as family members of persons who have come here for work, to name a few. The school also has good cooperation with both the Oravais and Jakobstad units of the Oravais Reception Centre for Refugees, and students also come from these units. In addition, the school has created a network with the employment and economic development offices in Jakobstad and Vasa as well as with personnel in the social sector in the neighbouring municipalities, who deal with immigration issues. The network also includes other educational institutions in the region as well as projects concerned with integration. Furthermore, the teachers continue to maintain contact with immigrants who have earlier attended the school.

In line with Kristliga Folkhögskolan i Nykarleby, also the folk high school at Kronoby has several study programmes. Among them there is a multicultural language programme where one can learn Finnish and Swedish. Most students attending the multicultural language programme at the Kronoby folk high school come from mixed marriage families and also from families having moved here for work. This is because there is no reception centre near Kronoby. At this folk high school there is a longstanding experience of teaching immigrants Finnish and Swedish, and there is also a profound knowledge of immigrants' integration process. Furthermore, the person in

charge of the study programme has a wide network to immigrants in the region.

The folk high schools play a very important role in the integration of newly arrived immigrants as they offer an insight into how Finnish society works, they build bridges to enterprises and they can show a direction forward in life. During their time at a folk high school, immigrants learn one of the national languages and they also establish contacts with other persons in a situation similar to their. Folk high schools are also natural meeting places between Finns and immigrants. The teachers who work with immigrants have a very good knowledge of their very varied situations and the questions and challenges they may face in this work. Immigrants, again, who have attended a folk high school have a good knowledge of the integration process and could in some instances act as experts in this field. Some of them could act as role models for newly arrived immigrants. Teachers could also pass on contacts to former students, who are interested in engaging in social meetings or organisational work in the region. There are good opportunities to create social networks and to contribute to enhancing immigrants' social capital during the time they attend folk high schools. It is also important to promote contacts between immigrants and Finns as a segregated milieu otherwise easily might occur at the folk high schools.

Contact information:

Kristliga Folkhögskolan i Nykarleby  
Seminarie­gatan 19  
66900 Nykarleby  
Phone: 06-788 9400

Kronoby folkhögskola  
Torgarevågen 4  
68500 Kronoby  
Phone: 06-823 1500

### **9.3.5 YA! Vocational Education and Training (Yrkesakademin i Österbotten YA!)**

Yrkesakademin i Österbotten YA! was formerly called Korsnäs Kurscenter. It

is a vocational institution with units in several places in Ostrabotnia. YA! organises training for immigrants both at Närpes and Korsnäs and in Vasa and Jakobstad. Training for contact interpreters is also organised.

In Jakobstad language courses are organised in Swedish and Finnish. Asylum seekers from the Jakobstad unit of the Oravais Reception Centre mostly learn Finnish at the YA. Also many family members of work-related immigrants as well as persons who have married here, learn Swedish or Finnish at the Yrkesakademin. A substantial part of the education directed towards immigrants is also work-oriented.

Like the teachers at the folk high schools, also the teachers at the YA! have a profound knowledge of immigrants and questions concerning integration. They also have longstanding experience of organising language courses for immigrants. The YA!'s assets, possibilities and needs are very similar to those of the folk high schools.

Contact information:

YA! Yrkesakademin i Österbotten  
Enheterna i Jakobstad  
Sofiedahlsgatan 20  
68600 Jakobstad  
Phone: 06-324 2000 (exchange)

### **9.3.6 Central Ostrabotnia University of Applied Sciences (Mellersta Österbottens yrkeshögskola)**

In autumn 2008 the Central Ostrabotnia University of Applied Sciences launched an English degree programme in tourism at the Jakobstad unit. The duration of the degree programme is 3,5 years. In autumn 2009 the Jakobstad unit had some 120 foreign students in the tourism programme. Each year 40 to 50 new students are accepted to the programme and a majority of them come from another country than Finland. The foreign students live in student

housing in Jakobstad and they look for practice and summer jobs both in the Jakobstad region and in other parts of Finland. Many students from other than European countries have a high school degree from their home country. It would be important to promote contacts between the students and the surrounding society and also to have them learn one or both national languages. According to the interviews made in 2009, knowledge of the national languages is what is most valued by enterprises in the Jakobstad region. Foreign students have contacts to other countries, they know other cultures and know several languages. They could therefore be a great asset for the region, but their knowledge cannot be properly used unless they learn one of the national languages well.

During the time they study here, international students can help to make the region a more multicultural place, if cooperation is established through multicultural programmes. Such cooperation was in 2009 initiated between Central Ostrabotnia University of Applied Sciences and the music café Musikcafé After Eight. Students can also create own associations and somebody might even establish a business.

Contact information:

Mellersta Österbottens yrkeshögskola  
Enheten i Jakobstad  
Paul Hallvars gata 1  
68600 JAKOBSTAD  
Telefon: 06-788 8555

### **9.3.7 Other educational institutions**

Vocational schools are, along the same lines as high schools, very important for immigrants. A typical scenario is that immigrants who have come here as asylum seekers attend vocational schools, possibly after they have had preparatory education for working life, whereas higher institutions recruit their foreign students directly and provide their teaching in English. On this point there can, however, be great variations.

Vocational schools can offer preparatory education for immigrants. The programme is either 20 or 30 study weeks, that is, half a year or one year. The purpose of the education is to improve the student's language and other necessary skills as a preparation for vocational training.<sup>117</sup> General upper secondary schools do not organise preparatory education, but if needed, a course in the language of instruction can be given as remedial education or an applied course. Immigrants can also write Finnish or Swedish as a second language in the matriculation examination instead of it being the native language exam. It is further possible to append a clarification about a student's linguistic background to the matriculation examination. This clarification may be considered in an assessment of the pupil's performance in the matriculation examination.

Immigrant pupils or foreign students pose particular challenges for the schools. There may be communication problems due to lacking language skills or due to cultural differences. Teachers need support from a network of other teachers with experience of working with immigrants or foreign students. In Vasa, for example, there are several vocational schools and high schools with extensive experience of immigrants and foreign students. There is also considerable experience in Karleby.

Further educational institutions in the region are institutes of liberal education, arbetar- och medborgarinstitut (workers' and citizens' institutes). The languages courses they offer in Swedish and Finnish are popular among immigrants. The institutes have the possibility to organise courses in practical matters such as cooking or sawing classes, where immigrants can meet local people via meaningful leisure activities, while they at the same time can practice the language and get new acquaintances. There is at present a great demand for language courses in Swedish both among foreign students and asylum seekers. There is also a need for language courses in Finnish.

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<sup>117</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 69.

## 9.4 Other actors

### 9.4.1 Ostrabotnia interpreters' centre (Österbottens tolkcentral)

The Ostrabotnia interpreters' centre offers interpretation services in many languages mainly for authorities in Ostrabotnia. The interpreters' centre gives the following reasons for why an interpreter may be needed:

- A discussion held via an interpreter increases linguistic equality, as the parties to the discussion can use their native language.
- There is less risk of misunderstandings and guesses.
- The interpreter saves time and recourses.
- Interpretation allows an exchange of information despite language barriers.<sup>118</sup>

The authorities may use interpretation services free of charge when the clients are asylum seekers, refugees who have obtained residence in a municipality or return migrants, for example Ingrians. In these instances the authorities also have the right to get documents translated. Reception centres for refugees and municipalities receiving refugees have a right to interpretation services without separate payment but these services, which are thus free of charge, are primarily intended for the social and health sectors. When new refugees arrive interpretation services can, however, be used more extensively. The authorities order the interpretation services.<sup>119</sup>

It is also possible to use the interpretation services in other contexts, but then for a fee.<sup>120</sup> There should be provisions for the use of interpreters in schools and enterprises, for example, to avoid too heavy a strain on their economic resources. Interpretation would also be useful if the talks are of great importance for both parties. It is also possible to use unofficial interpreters, such as a person in the work place or a relative with good language skills.

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<sup>118</sup> [www.vaasa.fi](http://www.vaasa.fi), invandrare, tolkcentralen.

<sup>119</sup> [www.vaasa.fi](http://www.vaasa.fi), invandrare, tolkcentralen.

<sup>120</sup> [www.vaasa.fi](http://www.vaasa.fi), invandrare, tolkcentralen.

Österbottens tolkningscentral offers interpretation services to Finnish and Swedish from the following languages: Albanian, Amharic, Arabic, Armenian, Azeri, Badini, Bengali, Bosnian, Bulgarian, Burmese, Danish, Dari, English, Estonian, French, Italian, Kikongo, Chinese (Mandarin), Kikuyu, Kinyarwanda, Kurdish (Sorani and Kurmanji), Lithuanian, Lingala, Pashto (Afghan), Persian (Farsi), Polish, Portuguese, Rumanian, Russian, Slovakian, Somali, Spanish, Swedish, Swahili, Tamil, Thai, Czech, Turkish, German, Hungarian and Vietnamese.<sup>121</sup>

Contact information:

Österbottens Tolkcentral  
Korsholmsesplanaden 6-8  
65100 VASA  
Phone: 06-325 2941

#### **9.4.2 Enterprises**

The Jakobstad region is a region with many export-oriented enterprises. In other words, the enterprises have an international clientele. The strategy for the Jakobstad region sets out, as a vision, that there would be international spearhead enterprises in the region by 2015. The strategy also mentions that the region shall be welcoming, visible and attractive both nationally and internationally.

Taken together, the immigrants in the Jakobstad region have links to many different countries in the world. Some of the immigrants could be a resource for the enterprises, when they aspire to extend their activities to markets in different parts of the world. Immigrants know the languages and culture in a country. When the Jakobstad region is developed into a welcoming and multicultural region it will also make it easier to recruit foreign experts to the local enterprises. In the long run, the Jakobstad region's competitiveness will be enhanced. It will offer an international atmosphere, a society with space for

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<sup>121</sup> [www.vaasa.fi](http://www.vaasa.fi), [invandrare.tolkcentralen](http://invandrare.tolkcentralen.fi).

many cultures, and one that also integrates work-related immigrants and their families. This will also lead to an accumulation of social capital in the whole population and not only in a part of it.

The Government Migration Policy Programme considers that there should be opportunities for immigrants to start their own enterprises, to act as employers as well as to create global networks. By now, some enterprises in the Jakobstad region have a longstanding experience of immigrants as employees. The companies Snellman and Prevex can be seen as forerunners in this field. They have for a long time employed immigrants, particularly in factory work. There are also immigrants who have started their own business, such as restaurants, cleaning companies, translation bureaus and one producer of Ethiopian food. The business centre Näringscentralen Concordia plays a central role for entrepreneurial activities among immigrants in the Jakobstad region. Schools also have a role to play in this context. One example is Kristliga Folkhögskolan i Nykarleby, which has organised a course in entrepreneurship for immigrants.

In the whole of Finland, the unemployment rate is, in fact, some three times higher among immigrants than among Finns.<sup>122</sup> This is also the case in the Jakobstad region.<sup>123</sup> During the 1990s and 2000s there have mainly been other reasons for immigration than a work-related one. It would appear, though, that work-related immigration will outgrow immigration for family reasons, which used to be the main category. The government also wants to increase work-related immigration. As the Finnish population grows older and a growing number of people are about to retire there will not be enough Finns in the work force.<sup>124</sup>

According to the interviews made in 2009 the enterprises in the Jakobstad region consider language skills to be most important when employing people. Many jobs in the Jakobstad region also require knowledge both of Swedish

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<sup>122</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 19.

<sup>123</sup> Arbetskraftsbyråns utlåtande, Förfrågan angående placeringar av kvotflyktingar, 30.10.2008.

<sup>124</sup> Maahanmuuttajien työllistyminen ja kannustinloukot, 2/2009, 13 .

and Finnish. There are few workplaces where one would get along with English only. For the most part knowledge of at least one official language is required. The integration measures are tailored for job seeking immigrants. This also applies to language teaching. However, there are not enough language courses or any other established system for language instruction for working immigrants.<sup>125</sup> This can pose a problem if a working immigrant suddenly becomes unemployed. An immigrant has no right to integration measures if she or he has already lived in Finland for more than three years.

In the Jakobstad region courses were organised in 2010 in Finnish and Swedish at the liberal education institutions, the Finnish Pietarsaaren suomenkielinen työväenopisto and Swedish Jakobstads svenska arbetarinstitut. The project Bothnia Word, lead by the TE-office (the employment and economic development office), also offers language coaches who come to work places to teach employed immigrants. This service is offered as long as the project lasts, but its continuation is uncertain. The new integration act may require that language teaching and other integration training will also be organised for work-related immigrants and foreign students.

Although work-related immigration is limited in a recession, there was some work-related immigration to the Jakobstad region in 2010. But there was not yet direct recruitment of employees from abroad to any considerable degree in the region in 2010. In a government study concerning immigrants, employers are advised to establish cooperation with the municipality and the local TE office to ensure access to basic services. In this way also the municipality and the TE office are able to prepare themselves for immigrants' arrival.<sup>126</sup>

It is also very important to see to it that all family members of work-related immigrants are well integrated in the community. This is often a precondition for employees to stay on in the region. Actors in civil society can greatly help

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<sup>125</sup> Åtgärdsprogram för arbetskraftsinvandring, 24/2009, 6.

<sup>126</sup> Åtgärdsprogram för arbetskraftsinvandring, 24/2009, 32.

the family to establish contacts with the local population. Persons holding managerial positions in enterprises may also need an introduction about how to work with immigrants if the enterprise suddenly receives a group of immigrants. A regional information centre for integration and immigrants could organise suitable training for enterprises in the region. Such an information centre could also provide a meeting point for immigrants where they can discuss questions concerning the work place or other opportunities that there are for families in the Jakobstad region.

### **9.4.3 Associations**

In a study by Pentti Arajärvi entitled “Maahanmuuttajien työllistyminen ja kannustinloukut”, where obstacles to the employment of immigrants and legal pitfalls are mapped out, associations are advised to take immigrants along in their activities as well as to also consider them in their action plans. It is important for ethnic relations and also for the integration and employment of immigrants.<sup>127</sup> The government migration policy programme notes that political decision makers, authorities, immigrants, labour market organisations and also civil society need to commit themselves to non-discrimination, mutual respect for different religions and cultures and also equality irrespective of origin. This is required to make the local community a multicultural and tolerant one.<sup>128</sup> An information centre for immigrants and integration would be a suitable body that could work for both tolerance and the promotion of immigrants’ participation in the surrounding society. Organisations play a key role in this work. In addition, organisations are the bodies that are best placed for creating social capital.

The vision for 2015, in the Jakobstad regional strategy of 2009, is a welcoming and attractive society with a multicultural touch. It shall be attractive both nationally and internationally. A multicultural meeting place in the region is mentioned as a goal in the strategy. All schools, enterprises and organisations in the Jakobstad region should welcome immigrants and fight

<sup>127</sup> Maahanmuuttajien työllistyminen ja kannustinloukut, 2/2009, 28-29.

<sup>128</sup> Government Migration Policy Programme, 2006, (Swedish version 13-14).

segregation. Multicultural meetings should be an integral part of everyday life. A public multicultural meeting place would have an important role to play as it would make multiculturalism more visible in the Jakobstad region. A multicultural meeting place has been created at the music café Musikcafé After Eight in Jakobstad in the form of Café Social and the women's café Qvinnocafé. Immigrants also participate in other activities at the Musikcafé After Eight and the association maintaining the café also organises international exchange.

The football associations in the region have longstanding experience of immigrants and also voluntary organisations and interest organisations have been involved with them to some extent. Notwithstanding this, organisations in the Jakobstad region offer a greatly untapped potential for social get together around an interest or an activity. More organisations should cooperate in engaging immigrants in their activities. Associations run by immigrants are very few. There is a Vietnamese association and a few interest organisations for cultural exchange with Russia and Greece, for example. The latter category of organisations are run by Finns. Immigrants should be encouraged to establish associations creating thereby additional meeting places where the native language can be kept alive or fiestas celebrated. Immigrants leading such associations could be consulted in matters concerning immigrants and they could cooperate with other immigrant associations for example to celebrate a multicultural day during the Jakobstad festivities Jakobs Dagar. Immigrant associations could in this way give immigrants more visibility and also an opportunity to participate in society.

#### **9.4.4 Religious parishes and communities**

Religious parishes and communities often have the opportunity to offer social get-togethers, a meeting place and also some material help and religious activities. The parishes and religious communities also offer a frame for different activities that are not directly religious in nature. When there is a

need of some kind, parishes and communities can often initiate activities with a fairly short notice. They could therefore be very valuable in the region's immigration work. The Karleby Swedish and Kokkola Finnish parishes organise joint family evenings for immigrant and Finnish families, and they also organise fellowship families. Furthermore, they hold international services, Bible studies in different languages, cooking and handicraft courses and music activities for children.<sup>129</sup> At Oravais there is also an association Flykingvännerna (the Friends of Refugees) that organises both religious and non-religious activities for immigrants at Oravais.

The Swedish and Finnish parishes Jakobstads svenska församling and Pietarsaaren suomenkielinen seurakunta had not yet in 2010 arranged any notable activities for immigrants. There has only been sparse contact with immigrants. However, cooperation has been initiated between the Finnish and Swedish parishes in Jakobstad for the purpose of looking into immigrants' need to participate in the work of the parishes. There is a wish in the parishes to start working with immigrants and work for its development has started. There might also be a need for parish work for asylum seekers.

There are also several free churches in the region. One free church that is particularly active among foreign students in Jakobstad is the Methodist Church, Jakobstads svenska metodistförsamling. International open house get-togethers are organised every second Friday, some material assistance is given and Swedish courses are organised on a voluntary basis. Since September 2008 services are held in Swedish and English. Students and other immigrants can also get help with practical matters, such as completing forms or visiting a doctor. The Methodist Church also offers care of souls and discussions. The Methodist Church is a forerunner when it comes to activities for immigrants in the Jakobstad region.

Contact information:

Jakobstads svenska församling and Pietarsaaren suomenkielinen seurakunta

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<sup>129</sup> Karleby svenska församling, <http://karleby.forsamling.net/?sid=27>, [www.karlebysvenskaforsamling.fi/briefly\\_in\\_english](http://www.karlebysvenskaforsamling.fi/briefly_in_english).

Ebba Brahe Esplanaden 2  
68600 JAKOBSTAD  
Phone: exchange to the parishes 0403 100 400

Jakobstads svenska metodistförsamling  
Choraeusgatan 9  
68600 Jakobstad  
Phone: 050-591 3202

#### **9.4.5. Projects**

Projects are a good way of developing parts of the integration process that are deficient or require particular measures. Projects are an asset in that they can be tailored to respond to topical needs. The activities are also relatively flexible and they can, in the course of the project, to some extent be adjusted to factual needs. Working hours are not necessarily confined to daytime.

A drawback with projects is that they are temporary. They run during a limited period of time. A risk with occasional projects is that they may not relate sufficiently well to the work that has already been done in the Jakobstad region. The project leaders need to be familiar with the immigration and integration work in the region and also cooperate with several different actors. Yet another risk is that a project initiates only temporary activities where permanent activities would be needed in its stead. The integration process is then only momentarily improved which may cause discontent when the project has come to an end. If there is a long-term need, resources should be allocated for inquiring into the possibility of continued activities if they are well functioning. A further risk involved in project work is that one is testing activities that have already been done in other parts of Finland without profiting from the experiences made by knowledgeable actors. This may lead to inefficiency in the project work when problems arise that have been solved elsewhere in Finland. It also means missing out on a chance to establish contacts with other locations in Finland with experience of immigration work.

The immigration and integration projects in the Jakobstad region could be an

effective means of developing the integration process by responding to possible challenges in this work. The initiative for such projects should then be taken by persons, who are familiar with topical challenges in the immigration and integration work in the region, such as a cooperation body for immigration work in the region. An information centre for immigrants and integration could play a central role if all projects were linked to the centre and their representatives would meet, for example once a month, to discuss the running of the projects. The regional integration coordinator could participate in these meetings and additional needs that may be revealed could be noted and passed on to the cooperation body. It is important that representatives of the immigrants also participate in the projects and that the immigrants concerned are consulted as to the need for a new activity.

In 2010 there were five projects related to immigrants in the Jakobstad region. These are: REJA, Resurs i Jakobstadsnejden, resource in the Jakobstad region, which is directed towards work-related immigrants. That is also the case with the projects Bothnia Integration and Bothnia Work although they are more extensive, covering several localities. The employment and economic development offices conduct these projects. Another project is the KASTE project. It also extends over many localities, one of them being Jakobstad. This project is tailored to serve children, young persons and families with children. Work with immigrants is only a minor part of this project and there is one person in Jakobstad employed to work specifically with immigrant questions. Among other things, the IMMI project (Innovativa Metoder och Modeller för Intergration, that is, innovative methods and models for immigration), works with the coordination of the immigration work in the region and it also initiates activities that promote the meeting between immigrants and the local population. Representatives from these projects meet regularly, which means that they can adapt their activities to avoid duplication. Cooperation can also be initiated where circumstances allow. At present the projects are not linked to any information centre or cooperating body that would be particularly concerned with immigrants and immigration. This is something that remains to be developed. An information centre could also act as a contact point for persons interested in current or planned immigration

and integration projects in the Jakobstad region. Projects are temporary and contact information about project coordinators are soon out of date.

Projects involving integration and immigrants could be linked to an information centre for immigrants, integration and multicultural activities. It would be up to such a cooperating body for immigration work to consider what kinds of projects would be needed in the region. The centre would also be able to initiate projects. At the information centre there would be regular meetings among representatives of the different projects concerned with immigrants and integration. Together with the persons employed at the information centre they would discuss topical questions and possibilities for cooperation and coordination. It is also necessary to delineate the activities among different projects to avoid duplication. Through the information centre, the project leaders could also get information about immigration and integration work in other parts of the country. The project leaders could establish contact with parties elsewhere that are relevant for their projects. There should be close contacts between the information centre and the actors involved in immigration and integration work and projects in other locations. Network meetings can, when needed, be organised in different locations in the Jakobstad region. Project workers could greatly profit from such meetings.

#### **9.4.6 Cooperation outside the region**

At present, actors who are well informed about immigrants and integration work, including immigrants who act as resource persons, only cooperate at an individual level. The IMMI project has as its task to map out this network of actors and also to develop cooperation in fields where there are few contacts. This work needs to be continued on a more long-term basis after the IMMI project has come to an end. It could be taken over by a regional integration coordinator at a prospective information centre.

Cooperation with actors outside the region is a quick and easy way for actors in the region to increase their knowledge within their own field and this would

allow them to develop good practices. It is, however, an elaborate task to start from scratch to investigate how immigration work is done elsewhere in Finland, as well as what actors there are, who could be helpful for an individual actor in a specific question. If there were a regional actor, who on a continuous basis also worked to establish regional and national networks, this would allow actors in the region as well as new project leaders to profit fully from the work on immigration questions that has already been done at home as well as elsewhere in Finland.

The regional coordinator could in future organise yearly network meetings where the regional actors could meet and discuss topical questions. These could be organised for regional actors so that different professional groups present their fields and the topical challenges they face. Another network meeting or alternatively a seminar could be organised later in the year around a question of particular interest. To such an event persons could also be invited from neighbouring localities or possibly other parts of the country. Experts could be invited to tell how challenges have been responded to in other places. Such an outline could assist in expanding the network with active contacts to actors outside the region, and it would equally give an insight into problems faced in the region. It would allow the accumulation of extensive knowledge and further enhance the competence among actors and active immigrants in the region.

## **10 FUTURE PROSPECTS AND DEVELOPMENT PROPOSAL**

Integration work in the Jakobstad region is presently in a state of flux. Immigration into the region is growing, and at the same time it changes character after the Oravais Reception Centre for Refugees opened a unit in Jakobstad. In a near future it is to be expected that there will be a continuous reception of 50-70 quota refugees a year. The Central Ostrabotnia University of Applied Sciences (Mellersta Österbottens yrkeshögskola), also has relatively new international activities, which means that the number of foreign students in Jakobstad may total 150 persons.

The growing number of asylum seekers and quota refugees will require a reorganisation of the integration work in the municipalities. There will be an increased need for cooperation in questions concerning immigration among all the municipalities in the Jakobstad region. The growing number of immigrants will also require continuous work to combat racism and work for mutual respect in order to avoid racism and segregation in the long run. The comprehensive reform of the integration act will probably also pose big challenges for reorganising immigration work in the Jakobstad region. In case all immigrants staying at least one year will get access to integration services, the number of persons engaged in work relating to immigrants need to be increased. This means that working methods need to be devised to also fit the specific circumstances of foreign students, work-related immigrants and family immigrants.

The work authorities do for integration will not as such be sufficient to secure the quality of life of immigrants and participation in their social environment while, at the same time, securing the continued wellbeing of the local population. Strong political support is needed for the integration work, and along with it, multicultural work on a large scale in the Jakobstad region. All sectors should work for integration whereas projects can be initiated around topical questions. A continued regional coordination of immigrant and immigration work is needed to secure the conditions for a well functioning

integration in the Jakobstad region. An information centre for immigrants and integration should be established and, alongside it, a cross sectional cooperating body for immigrant questions. Networks should also be created for different professional groups around the immigration questions they are involved in, and the specific matters they need to deal with. Successful integration requires continuous work. One can profit from experiences in other parts of Finland and also other European countries. Integration work cannot be seen as successful if immigrants are not engaged in the questions that concern them and also are active and visible in their own environment. Immigrants must be able to take an active part in their social environment in a social, economic, political and cultural sense.

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***En guide i god praxis för samarbete under invandrarnas integrationstid i Vasa Arbetskraftbyrås nätverk*, Katarina Fogde, Vanda 2007, Updated 28.11.2008.**

**Maahanmuuttajien tehokkaan kotouttamisen kolme polkua – Kotouttamislain toteuttava alkuvaiheen ohjauksen malli Osana Suomessa**

**Maahanmuuttajien työllistyminen ja kannustinloukut, Maahanmuutto, Sisäasiainministeriön julkaisuja 2/2009.**

**The Government Migration Policy Programme, Government Resolution 19.10.2006**

**Regeringens invandrapolitiska program, Statsrådets principbeslut 19.10.2006**

**Statsrådets redogörelse till riksdagen för genomförandet av integrationslagen, 2009**

**Utredning om undervsingen av invandrare inom den grundläggande utbildningen i Jakobstad, Terhi Päivärinta, skoldirektör i Jakobstad, 10.5.2010.**

**Åtgärdsprogram för arbetskraftsinvandring, Maahanmuutto, Sisäasiainministeriön julkaisuja 24/2009.**

## ATTACHMENTS

## LINKS

### WEBSITES OF THE MUNICIPALITIES

Information about schools, health care, social services and other municipal responsibilities

[www.jakobstad.fi](http://www.jakobstad.fi)

[www.kronoby.fi](http://www.kronoby.fi)

[www.larsmo.fi](http://www.larsmo.fi)

[www.nykarleby.fi](http://www.nykarleby.fi)

[www.pedersore.fi](http://www.pedersore.fi)

### ACTORS WORKING WITH IMMIGRANTS IN THE JAKOBSTAD REGION

**Arbets- och näringsbyrån i Jakobstad** (The Employment and Economic Development Office in Jakobstad)

[www.mol.fi/toimistot/Pietarsaari](http://www.mol.fi/toimistot/Pietarsaari)

**Etelänummen koulu**, (Finnish upper comprehensive school )

<http://www.pietarsaari.fi/html/716.sht>

**Folkpensionsanstalten** (The Social Insurance Institution)

[www.kela.fi](http://www.kela.fi)

**Itälän koulu**, (Finnish lower comprehensive school)

<http://italankoulu.blogspot.com/>

**Kristliga Folkhögskolan i Nykarleby**

[www.krfolk.nu](http://www.krfolk.nu)

**Kronoby Folkhögskola**

[www.kfhs.fi](http://www.kfhs.fi)

**Magistraten** (Local Register Office)

[www.maistraatti.fi](http://www.maistraatti.fi)

**Mellersta Österbottens yrkeshögskola** (Central Ostrobothnia University of Applied Sciences)  
www.cou.fi

**Näringscentralen Concordia** (Regional Development Centre Concordia)  
www.concordia.jakobstad.fi

**Oravais Flyktingförläggning** (Oravais Reception Centre for Refugees)  
[www.oravais.fi/off/eng](http://www.oravais.fi/off/eng)

**Pensionsskyddscentralen** (Finnish Centre for Pensions)  
www.etk.fi

**Polisen**  
www.poliisi.fi

**Socialcentralens invandrararbete i Jakobstad** (social office work with immigrants in Jakobstad)  
www.jakobstad.fi, Familje- och socialservice, Flykting- och invandrararbete

**YA! Yrkesakademin i Österbotten** (YA! Vocational Education and Training)  
www.yrkesakademin.fi

**Österbottens tolkcentral** (Ostrobothnia interpretation service)  
www.vaasa.fi, invandrare, tolkcentralen

## PARISHES AND FREE CHURCHES

**Metodistkyrkan i Jakobstad** (Methodist Church in Jakobstad)  
www.metodistkyrkan.fi/jakobstad/

**Församlingarna i Pedersöre prosteri** (Pedersöre parishes)  
www.pedersoreprosteri.fi

**Pietarsaaren suomenkielinen seurakunta** (Pietarsaari Finnish parish)  
www.pietarsaarensuurakunta.fi/

**Karleby församling** (Karleby parish)  
<http://karleby.forsamling.net/?sid=27>

## AUTHORITIES

**Ministry of the Interior**  
www.intermin.fi

## **Finnish Migration Service**

[www.migri.fi](http://www.migri.fi)

### **LAWS**

[www.finlex.fi](http://www.finlex.fi)

Legislation that has not been translated into English is here mentioned in Swedish with an indication of its content

Aliens Act 30.4.2004/301

Act on the Integration of Immigrants and Reception of Asylum Seekers  
9.4.1999/493

Lag om bemötande av utlänningar som tagits i förvar och om  
förvarsenheter 15.2.2002/116  
- treatment of foreigners taken into custody

Non-Discrimination Act 20.1.2004/21

Act on the Ombudsman for Minorities and the National Discrimination Tribunal  
13.7.2001/660

Lag om förutsättningarna för förvärvsarbete för medborgare i Tjeckien,  
Estland, Lettland, Litauen, Ungern, Polen, Slovenien och Slovakien  
30.4.2004/309  
- preconditions for work for citizens of the above mentioned countries

### **DECREES**

[www.finlex.fi](http://www.finlex.fi)

Förordning om främjande av invandrares integration samt mottagande av  
asylsökande 22.4.1999/511  
- promotion of immigrants' integration and reception of asylum seekers

Statsrådets beslut om ersättning för kostnader för flyktingar och vissa andra  
invandrare samt för arrangemang vid mottagande av asylsökande 512/1999  
- compensation for costs for refugees and some other immigrants and the  
organisation of their reception

Arbetsministeriets förordning om personalen vid förläggningarnas grupphem  
och indelningen av utkomststödet till asylsökande och personer som får  
tillfälligt skydd i en del som ges ut i pengar och en del som ges ut i nyttigheter  
158/2002  
- personnel in group homes at refugee reception centres and social  
assistance

Arbetsministeriets förordning om brukspenning till förvarstagna utlänningar samt registrering av åtgärder i anslutning till begränsningar och kontroller 157/2002

- money for arrested foreigners, restrictions and control

Inrikesministeriets förordning om indelning av utkomststödets grunddel för asylsökande i nyttigheter och en del som ges ut i pengar samt om avgifter som tas ut för inkvartering och tjänster i samband med mottagandet 65/2010

- social assistance to asylum seekers, payment for accomodation

## **MAILING LISTS**

### **Press releases from the Ministry of the Interior**

[www.intermin.fi/nyhetstjanst](http://www.intermin.fi/nyhetstjanst)

### **Resursringen för invandrarutbildning i Vasaregionen**

[www.uwasa.fi/levon/resurssirengas](http://www.uwasa.fi/levon/resurssirengas)

## **DIVERSE**

### **Diskussion about immigrants and multiculturalism**

[www.puhettamaahanmuutosta.fi](http://www.puhettamaahanmuutosta.fi)

### **European Web Site on Integration**

<http://ec.europa.eu/ewsi/en/index.cfm>

### **Infopankki**

[www.infopankki.fi](http://www.infopankki.fi)

### **Links concerning health care**

[www.salpanet.fi](http://www.salpanet.fi), Satakunnan Sairaanhoidajapiirin Tietopalvelukeskus

[www.nordsoc.org](http://www.nordsoc.org), Nordic Social Insurance Portal

<http://ec.europa.eu>, Europeiska kommissionen, sysselsättning, socialpolitik och lika möjligheter, Hälsa- och sjukvård i utlandet.

### **UNHCR, The UN Refugee Agency**

[www.unhcr.se/se](http://www.unhcr.se/se)

### **Tema Asyl och Integration**

[www.temaasyl.se](http://www.temaasyl.se)

## § 20 Jakobstadsregionens integrationsprogram

## Smm 19.4.2010 § 24

Samarbetsnämnden beslöt 2008 att finansiera ett projekt där bl.a. ett regionalt integrationsprogram skulle tas fram. Integrationsprogrammet för Jakobstadsregionen har utarbetats sedan våren 2009 inom ramarna för IMMI-projektet. Projektkoordinatör Emma Wester har bl.a. gjort omfattande intervjuer med 44 i ärendet berörda aktörer i regionen. Integrationsprogrammet klargör en modell för integrationsarbetet i regionen. Programmet skall klargöra strukturen i samhället och de tjänster som kommunerna och andra aktörer i regionen tillhandahåller. Integrationsprogrammet är förberett så att det beaktar eventuella kommande lagändringar.

Programmet är nu klart och dess innehåll presenteras kort för nämnden av projektkoordinatör Emma Wester. Intresset för programmet utanför regionen har redan varit stort. Jakobstadsregionen är en av de första regionerna med gemensamt program. Projektkoordinatör Emma Wester önskar under mötet diskutera om integrationsprogrammets målsättningar och betydelsen av integration för Jakobstadsregionen och dess invånare.

I enlighet med integrationsprogrammets målsättningar önskar Emma Wester få presentera programmet mera ingående i respektive kommun. Ifall programmet godkänns kommer de relevanta aktörerna i kommunerna att informeras i skilda tillfällen om programmet och dess användning. Programmet ska underlätta arbetet för de aktörer i regionen som har/kan ha kontakt med invandrare i sitt arbete.

Programmet bifogas som bilaga 1.

## Förslag:

Samarbetsnämnden rekommenderar regionens kommuner att godkänna integrationsprogrammet och att bereda tillfälle för presentation av programmet i den egna kommunen.

**BESLUT:**

Samarbetsnämnden beslöt i enlighet med förslaget.

Integrationsprogrammet bifogas som bilaga 1.

**Kst 26.4.2010 § 92**

Integrationsprogrammet bifogas som bilaga 8.

Protokolljusterarnas signaturer			Protokollet framlagt till påseende	Utdragets riktighet bestyrker
Nämnd	Kommunstyrelse	Kommunfullmäktige	11.5.2010	

Kd:s förslag:

Kommunstyrelsen beslutar föreslå för kommunfullmäktige att integrationsprogrammet godkänns.

**BESLUT:**

Kommunstyrelsen beslöt föreslå för kommunfullmäktige i enlighet med kd:s förslag.

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**Kfge 5.5.2010 § 20**

Integrationsprogrammet bifogas föredragningslistan som bilaga 6.

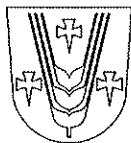
**BESLUT:**

Kommunfullmäktige beslöt enhälligt i enlighet med kommunstyrelsens förslag.

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Integrationsprogrammet bifogas föredragningslistan som bilaga 6.

Protokolljusterarnas signaturer			Protokollet framlagt till påseende	Utdragets riktighet bestyrker
Nämnd	Kommunstyrelse	Kommunfullmäktige	11.5.2010	



Dnr: 162/2010

**§ 42 Jakobstadsregionens integrationsprogram**

Samarbetsnämnden beslöt 2008 att finansiera ett projekt där bl.a. ett regionalt integrationsprogram skulle tas fram. Integrationsprogrammet för Jakobstadsregionen har utarbetats sedan våren 2009 inom ramarna för IMMI-projektet. Projektkoordinatör Emma Wester har bl.a. gjort omfattande intervjuer med 44 i ärendet berörda aktörer i regionen. Integrationsprogrammet klargör en modell för integrationsarbetet i regionen. Programmet skall klargöra strukturen i samhället och de tjänster som kommunerna och andra aktörer i regionen tillhandahåller. Integrationsprogrammet är förberett så att det beaktar eventuella kommande lagändringar.

Programmet är nu klart och dess innehåll presenteras kort för nämnden av projektkoordinatör Emma Wester. Intresset för programmet utanför regionen har redan varit stort. Jakobstadsregionen är en av de första regionerna med gemensamt program. Projektkoordinatör Emma Wester önskar under mötet diskutera om integrationsprogrammets målsättningar och betydelsen av integration för Jakobstadsregionen och dess invånare.

I enlighet med integrationsprogrammets målsättningar önskar Emma Wester få presentera programmet mera ingående i respektive kommun. Ifall programmet godkänns kommer de relevanta aktörerna i kommunerna att informeras i skilda tillfällen om programmet och dess användning. Programmet ska underlätta arbetet för de aktörer i regionen som har/kan ha kontakt med invandrare i sitt arbete.

Programmet bifogas som bilaga 1.

**Förslag:**

Samarbetsnämnden rekommenderar regionens kommuner att godkänna integrationsprogrammet och att bereda tillfälle för presentation av programmet i den egna kommunen.

Smb  
§ 24

**Samarbetsnämndens beslut:**

Samarbetsnämnden beslöt i enlighet med förslaget.

Projektkoordinatör Emma Wester presenterar integrationsprogrammet.

**Kommundirektörens förslag:**

Kommunstyrelsen föreslår för kommunfullmäktige att integrationsprogrammet godkänns.



Kst  
§ 119

**Kommunstyrelsens beslut:**

Kommunstyrelsen beslutade enhälligt omfatta kommundirektörens förslag.

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Kfge  
§ 42

**Kommunfullmäktiges beslut:**

Under diskussionen föreslog Roger Eriksson (SFP-gruppens förslag) att meningen *"Ansvar för kvotflyktingarnas ärenden faller nämligen på socialbyrån i kommunen som kvotflyktingarna flyttar till"* på sidan 58 i programmet stryks.

Kommunfullmäktige beslutade enhälligt godkänna strykningen av denna mening och godkände efter detta integrationsprogrammet för Jakobstadsregionen.

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CK:522/2010/100

## 38 § JAKOBSTADSREGIONENS INTEGRATIONSPROGRAM

Stadsstyrelsen

140 §

10.05.2010

Bilaga 1/140 §

Bilaga 1/140

Samarbetsnämnden beslöt 2008 att finansiera ett projekt där bl.a. ett regionalt integrationsprogram skulle tas fram. Integrationsprogrammet för Jakobstadsregionen har utarbetats sedan våren 2009 inom ramarna för IMMI-projektet. Projektkoordinatör Emma Wester har bl.a. gjort omfattande intervjuer med 44 i ärendet berörda aktörer i regionen. Integrationsprogrammet klargör en modell för integrationsarbetet i regionen. Programmet skall klargöra strukturen i samhället och de tjänster som kommunerna och andra aktörer i regionen tillhandahåller. Integrationsprogrammet är förberett så att det beaktar eventuella kommande lagändringar. Programmet är nu klart och dess innehåll presenteras kort för nämnden av projektkoordinatör Emma Wester. Intresset för programmet utanför regionen har redan varit stort. Jakobstadsregionen är en av de första regionerna med gemensamt program. Projektkoordinatör Emma Wester önskar under mötet diskutera om integrationsprogrammets målsättningar och betydelsen av integration för Jakobstadsregionen och dess invånare.

I enlighet med integrationsprogrammets målsättningar önskar Emma Wester få presentera programmet mera ingående i respektive kommun. Ifall programmet godkänns kommer de relevanta aktörerna i kommunerna att informeras i skilda tillfällen om programmet och dess användning. Programmet ska underlätta arbetet för de aktörer i regionen som har/kan ha kontakt med invandrare i sitt arbete.

Programmet bifogas som bilaga 1.

**Förslag:**

Samarbetsnämnden rekommenderar regionens kommuner att godkänna integrationsprogrammet och att bereda tillfälle för presentation av programmet i den egna kommunen.

**Beslut:**

Samarbetsnämnden beslöt i enlighet med förslaget.

Integrationsprogrammet bifogas som bilaga 1.

Projektkoordinatör Emma Wester presenterar integrationsprogrammet.

Protokolljusterarnas signatur			Verkst.	Utdragets riktighet bestyrker Nykarleby den
Nämnd	Sst Sektion	Sfm		

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Sst 140 § SD: Stadsstyrelsen föreslår för stadsfullmäktige att integrationsprogrammet godkänns.

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Beslut: Stadsdirektörens förslag godkändes.

\_\_\_\_\_

Sfm 38 §

Protokollsanteckning: Projektkoordinator Emma Wester presenterade integrationsprogrammet.

Beslut: Stadsstyrelsens förslag godkändes.

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Protokolljusterarnas signatur			Verkst.	Utdragets riktighet bestyrker Nykarleby den
Nämnd	Sst Sektion	Sfm		

Dnr: KST 70/2010

41 §. PLANER Integrationsprogram för Jakobstadsregionen

Kst 10.5.2010, 118 §:

Kommunala samarbetsnämnden i Pedersörenejden 19.4.2010, 24 §:

"Samarbetsnämnden beslöt 2008 att finansiera ett projekt där bland annat ett regionalt integrationsprogram skulle tas fram. Integrationsprogrammet för Jakobstadsregionen har utarbetats sedan våren 2009 inom ramar för IMMI-projektet. Projektkoordinatör Emma Wester har bland annat gjort omfattande intervjuer med 44 i ärendet berörda aktörer i regionen. Integrationsprogrammet klargör en modell för integrationsarbetet i regionen. Programmet skall klargöra strukturen i samhället och de tjänster som kommunerna och andra aktörer i regionen tillhandahåller. Integrationsprogrammet är förberett så att det beaktar eventuella kommande lagändringar.

Programmet är nu klart och dess innehåll presenteras kort för nämnden av projektkoordinatör Emma Wester. Intresset för programmet utanför regionen har redan varit stort. Jakobstadsregionen är en av de första regionerna med gemensamt program. Projektkoordinatör Emma Wester önskar under mötet diskutera om integrationsprogrammets målsättningar och betydelsen av integration för Jakobstadregionen och dess invånare.

I enlighet med integrationsprogrammets målsättningar önskar Emma Wester få presentera programmet mera ingående i respektive kommun. Ifall programmet godkänns kommer de relevanta aktörerna i kommunerna att informeras i skilda tillfällen om programmet och dess användning. Programmet ska underlätta arbetet för de aktörer i regionen som har/kan ha kontakt med invandrare i sitt arbete. Programmet bifogas som Bilaga 1/41 § av 17.6.2010.

**FÖRSLAG:**

Samarbetsnämnden rekommenderar regionens kommuner att godkänna integrationsprogrammet och bereda tillfälle för presentation av programmet i den egna kommunen.

**BESLUT:**

Samarbetsnämnden beslöt i enlighet med förslaget."

Projektkoordinatör kommer på styrelsens möte att presentera integrationsprogrammet.

**KD:S FÖRSLAG:**

Kommunstyrelsen föreslår för kommunfullmäktige att Jakobstadsregionens integrationsprogram godkänns.

Projektkoordinatör Emma Wester presenterade IMMI-projektet och integrationsprogrammet mera ingående varefter frågan diskuterades.

**BESLUT:**

Kommunstyrelsen antecknade informationen och diskussionen för kännedom.

Kommunstyrelsen föreslår för kommunfullmäktige att Jakobstadsregionens integrationsprogram godkänns.

**BESLUT:**

**Kommunfullmäktige beslöt enhälligt i enlighet med förslaget.**

Protokolljusterarnas signaturer			Protokollet framlagt till påseende	Utdragets riktighet bestyrker
Nämnd	Kommunstyrelse	Kommunfullmäktige		
			21.6.2010	

## JAKOBSTADSREGIONENS INTEGRATIONSPROGRAM

Stst 4.10.2010 § 378

Integrationsprogrammet har utdelats som separat bilaga.

Stadssekreteraren:

Samarbetsnämnden beslöt 2008 att finansiera ett projekt där bl.a. ett regionalt integrationsprogram skulle tas fram. Integrationsprogrammet för Jakobstadsregionen har utarbetats sedan våren 2009 inom ramarna för IMMI-projektet. Projektkoordinator Emma Wester har bl.a. gjort omfattande intervjuer med 44 i ärendet berörda aktörer i regionen. Integrationsprogrammet klargör en modell för integrationsarbetet i regionen. Programmet skall klargöra strukturen i samhället och de tjänster som kommunerna och andra aktörer i regionen tillhandahåller. Integrationsprogrammet är förberett så att det beaktar eventuella kommande lagändringar.

Samarbetsnämnden beslutade 19.4.2010 § 24 att rekommendera regionens kommuner att godkänna integrationsprogrammet och bereda tillfälle för presentation av programmet i den egna kommunen.

Förslag

Stadsdirektören:

Stadsstyrelsen föreslår att stadsfullmäktige för sin del godkänner förslaget till Jakobstadsregionens integrationsprogram.

Beslut

Stadsstyrelsen:

Stadsstyrelsen godkände förslaget.

\_\_\_\_\_

Stfm 18.10.2010 § 74

Integrationsprogrammet:  
Bilaga § 74

Förslag

Stadsstyrelsen föreslår:

- att stadsfullmäktige för sin del godkänner förslaget till Jakobstadsregionens integrationsprogram.

Beslut

Stadsfullmäktige:

Under diskussionen föreslog Richard Sjölund återremiss så att programmet kan kompletteras med gymnasierna roll i integrationen. Christer Tonberg understödde Richard Sjölungs förslag till återremiss med tillägget att programmet även kompletteras med biblioteket i Jakobstads roll i integrationen. Efter remissdebatten tog Richard Sjölund tillbaka sitt förslag.

På ordförandens förslag beslutade stadsfullmäktige enhälligt att foga följande kläm till beslutet: Programmet kan kompletteras med gymnasiernas och bibliotekets roll i integrationen.