

Government Resolution on the Government Integration Programme

The Government's focus areas for 2012–2015

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The Government's Focus Areas
for 2012–2015

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<p>Julkaisun nimi Titel Title Government Resolution on the Government Integration Programme – The Government's Focus Areas for 2012–2015</p>	
<p>Tiivistelmä Referat Abstract</p> <p>In recent years, immigration to Finland from abroad has seen a notable increase and become more varied. As the situation changes, multiculturalism and multilingualism will increasingly form part of Finnish society. In terms of content, integration policy has a strong multidisciplinary orientation and requires close cooperation between various administrative branches, both nationally and locally. A precondition for successful integration is that immigrants view themselves as permanent, equal and welcome components of Finnish society. Currently, the unemployment rate of immigrants is three times that of the majority population, and immigrant youths face five times the risk of social exclusion compared to young people in the majority population. Growth in immigration is putting the development of public services under pressure, while the importance of specific integration measures is increasing.</p> <p>The new Act on the Promotion of Integration, in force as of 1 September 2011, includes a new provision on the Government Integration Programme. In accordance with Section 34 of the Act, the Government must decide on the national development of integration by drawing up a Government integration programme for its term of office, containing the integration objectives and measures. The Government Integration Programme provided a foundation for the preparation of this Government resolution establishing the Government's focus areas for the development of integration efforts for 2012–2015. A general objective of the resolution is to support good ethnic relations, participation by immigrants, and interaction between various population groups. Specific emphasis is laid on promoting the employment of immigrants and supporting immigrant children and young people, families and women. The Government Resolution includes the integration objectives and 63 measures on the following themes:</p> <ol style="list-style-type: none"> 1) Focus areas of communal integration 2) Supporting the integration of families through basic services 3) Immigrants into the labour market 4) Foreign students as a resource 5) Placement in a municipality for all people under international protection 6) Funding of the programme's implementation <p>The Government Integration Programme, and the resolution as part of the programme, were prepared in interdepartmental cooperation between the ministries responsible for integration. A ministerial working group for integration and migration policy led the preparation of the integration programme. Established on 1 October 2011 in accordance with Section 36 of the Act on the Promotion of Integration, a cooperation body comprising senior-level officials has acted as the steering group for the preparation and monitoring of the Integration Programme. The cooperation body includes representation from the Ministry of Employment and the Economy, Ministry of Education and Culture, Ministry of Social Affairs and Health, Ministry of the Environment, Ministry of the Interior and the Ministry for Foreign Affairs of Finland. The working group is chaired by the Ministry of Employment and the Economy. A secretariat chaired by the Ministry of the Interior was set up on 26 September 2011 (as of 1 January 2012, chaired by the Ministry of Employment and the Economy) to prepare the programme.</p> <p>Contacts within MEE: Employment and entrepreneurship department/Kristina Stenman, tel. +358 29 504 7048</p>	
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Preface

In recent years, immigration to Finland from abroad has seen a notable increase and become more varied. According to forecasts, the number of foreign inhabitants in Finland will rise to half a million by 2030. Growth in immigration is creating the need to develop public services, while the importance of specific integration measures is increasing.

Through the Government Resolution on the Government Integration Programme, the planning, implementation and monitoring of integration measures are being enhanced at national level. A general objective of the programme is to support participation by immigrants in all sectors of society, while reinforcing the foundation for effective interaction and good ethnic relations between various population groups. The Integration Programme takes the needs of the immigrant population into account through integration in all policy sectors, especially within employment, education, housing and social and healthcare services. The programme has been aligned with other national programmes.

Promoting the employment of immigrants constitutes a specific focus area of the programme. Employment is being promoted, particularly by developing the services offered by the employment administration, alongside integration training, but also by supporting the increasing diversity and quality of working life. In addition, the programme lays emphasis on family-oriented, communal integration, by which immigrant families are supported by developing early childhood education, education and social and healthcare services.

The integration of immigrants as municipal residents forms a key foundation for integration. The role of immigrant parents in raising their children must be supported at the same time as parents are provided with information and guidance on services for families and the legislation and practices concerning families in Finnish society. Child welfare clinics and early childhood education are among the key services for families with small children, whereas basic education and pupil welfare services play an essential role for families with children who fall within the age range of compulsory education. Where immigrant children and young people are concerned, it is essential to ensure sufficient language skills and other competences required for studying, as well as smooth educational paths. In addition to this, housing, sport and cultural policy promote integration in everyday life. Inclusion of civil society and organisations in integration efforts is also an important starting point for the programme. In addition, integration policy emphasises smooth and controlled direction of people under international protection and proposes steps for enhancing placement in municipalities.

Integration policy is strongly multidisciplinary in its content and requires close cooperation between various administrative branches. The first Government

Integration Programme will enhance the impact of integration measures and serve as a basis for cross-administrative development of integration.

Helsinki 29 August 2012

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Government Resolution on the Government Integration Programme

The Government's Focus Areas for 2012–2015

On 7 June 2012, the Government adopted the following resolution on a Government Integration Programme for 2012–2015.

In accordance with the Act on the Promotion of Integration, the Government must decide on the national development of integration by preparing a government integration programme for its term of office, covering the integration objectives and measures. This programme has been prepared in line with the Government Programme. Now drawn up for the first time, the programme covers the Government's priorities for integration for 2012–2015.

In recent years, immigration to Finland from abroad has seen a notable increase and become more varied. As the situation changes, multiculturalism and multilingualism will increasingly form part of Finnish society. Currently, the unemployment rate of immigrants is three times that of the majority population, and immigrant youths face five times the risk of social exclusion compared to young people in the majority population. Growth in immigration is putting the development of public services under pressure, while the importance of specific integration measures is increasing.

Through the Government Integration Programme, the planning, implementation and monitoring of integration measures are being enhanced at national level. Integration policy has a strong multidisciplinary orientation in terms of content and requires close cooperation between various administrative branches. The Government Integration Programme is an extensive and concrete action plan, taking the needs of the immigrant population into account through mainstreaming in all policy sectors, especially within employment, education, housing and social and health care services. The programme has been reconciled with other national programmes.

A general objective of the programme is to support participation by immigrants in all sectors of society, while reinforcing the foundation for good ethnic relations and smooth interaction between various population groups. Successful integration policy also requires the commitment of all administrative branches to equality, non-discrimination and the prevention of racism, as well as the promotion of positive attitudes.

Promoting the employment of immigrants and support for immigrant children and young people, families and women constitute specific focus areas of the programme. Employment is being promoted, particularly by developing the services offered by

the employment administration, alongside integration training, and the teaching of Finnish and Swedish in particular. Further measures include supporting the increasing diversity and quality of working life, jointly alongside labour market organisations. The integration of immigrants as municipal residents forms a key foundation of integration. Immigrant families are supported by developing early childhood education, education and social and health care services. Where immigrant children and young people are concerned, it is essential to ensure sufficient linguistic and other competences required for studying, as well as smooth education paths. In addition to this, housing, sport and cultural policy promote integration in everyday life. Integration policy also emphasises smooth and controlled direction of people under international protection towards municipalities, as well as good cooperation between the state and municipalities. Inclusion of civil society and organisations in integration efforts is an important starting point for the programme.

The Government Integration Programme is implemented in line with the decision on central government spending limits, and for municipalities, the basic public services programme. Increasing immigration requires that efforts be invested in integration. While preparing the programme, key needs for extra funding in the coming years were also identified. Expenses must also be examined from the perspective of total expenditure, since sufficient allocation of appropriations at the early stages of the integration process reduces the overall expenses incurred by the state and municipalities.

The Government decides on the following objectives and measures.

1 Focus areas of communal integration

Drawing on the community in support of integration

Objectives

To bring the living conditions of immigrants in key areas (housing, income level, employment, education, participation) closer to that of the entire population.

Measures

1. Development of immigrants' living conditions and their integration will be monitored in various areas. Based on the monitoring results, ministries will evaluate the need for positive special measures and possibilities for their implementation (MEE)

Participation of immigrants and good ethnic relations as a resource for communities

Objectives

Clear reduction in racist acts and ethnic agitation.

Zero tolerance of racism and racist harassment will be implemented within early childhood education, schools and youth services.

Knowledge, competencies and activities to promote good ethnic relations will increase.

In the municipal elections of 2012, voter turnout among the immigrant population will double in comparison to the previous municipal elections, and the share of elected candidates with an immigrant background/candidates with an immigrant background running in elections will increase, to correspond to the population base within the municipalities.

Measures

2. The ministries, labour market organisations, immigrant organisations and NGOs, along with other key actors, commit jointly and within their respective organisations to preventing and addressing racism and hate speech. Previously developed best practices will be disseminated in support of these activities, taking into account the policy outlines in the Government Integration Programme, the National Human Rights Programme and the Internal Security Programme. (Ministry of Employment and the Economy, Ministry of the Interior, Ministry of Education and Culture, Ministry of Social Affairs and Health, Ministry of the Environment)
3. In their integration programmes, municipalities are directed to include a plan on the promotion of good ethnic relations and for arranging dialogue between immigrants, organisations and authorities. (Ministry of Employment and the Economy).
4. Best local practices will be modelled and disseminated, to promote dialogue between the native population and immigrants, and to develop meaningful common leisure services (cultural, sports, youth services). Funding will be directed so that the promotion of good ethnic relations has a positive impact on the granting of funding. (Ministry of the Interior/the Advisory Board for Ethnic Relations, Ministry of Employment and the Economy, Ministry of Education and Culture)
5. Religious communities' potential to support integration will be acknowledged and support will be lent to engaging them in dialogue within society. (Ministry of Employment and the Economy, Ministry of the Interior/the Advisory Board for Ethnic Relations)
6. In connection with the overall reform of the Local Government Act, means of supporting democracy and participation, and the related needs for legislative amendments, will be evaluated. At the same time, attention will be paid to supporting the participation of special groups, such as immigrants. (Ministry of Finance)
7. For the 2012 municipal elections, key ministries, the Advisory Board for Ethnic Relations and political parties will plan and implement a campaign to increase voter turnout among immigrants, as well as the number of candidates and members of municipal councils with an immigrant background. (Ministry of Finance, Ministry of Justice, Ministry of Employment and the Economy, Ministry of the Interior/the Advisory Board for Ethnic Relations, Ministry of Education and Culture)
8. New working methods (for instance immigrant councils) will be supported to increase the participation of immigrants. (Ministry of Employment and the Economy, Ministry of the Interior, Ministry of Education and Culture, Ministry of Social Affairs and Health, Ministry of the Environment)

Support for integration from NGOs

Objectives

To strengthen organisations' opportunities to promote integration, along with cooperation between authorities and organisations.

Measures

9. On a clearer basis than now, authorities and organisations will jointly determine how organisations can support the integration of immigrants, increase their wellbeing and improve their opportunities and networks when settling into Finland, especially in the case of immigrants at risk of social exclusion. (Ministry of Employment and the Economy, Ministry of Education and Culture)
10. Existing best practices will be utilised and disseminated in organisations' activities and in cooperation between the authorities and organisations.
11. Municipalities will be directed to define the arrangement of multidisciplinary cooperation, in accordance with the Act on the Promotion of Integration, in their integration programmes. Actors in the third sector are to be included. (Ministry of Employment and the Economy).
12. The operating preconditions for immigrants' own organisations will be supported by informing them of the various opportunities for applying for EU-funded and other financial support, and of various partnership and training opportunities.

Social capital from the residential community

Objectives

The polarisation of residential areas will decelerate and homelessness among people with a foreign mother tongue will decrease through improving opportunities to obtain reasonably priced housing in urban regions, especially in the Helsinki metropolitan area.

Measures

13. Sufficient supply of reasonably priced rental housing for immigrants, as well as a balanced and comprehensive regional allocation of such housing, will be ensured.
 - Housing for immigrants is being examined as part of increasing the supply of reasonably priced housing in general in the Helsinki region. A key element of this is the new letter of intent reconciling land use, housing and traffic, concluded between the municipalities in the Helsinki

region, and municipalities and the state. The letter of intent procedure aims to create sufficient preconditions for the supply of plots, in order for new construction of dwellings to meet increasing demand for housing in the region. Its targets will be specified prior to signing the letter of intent, to be approved by the parties to the agreement during the first half of 2012. In line with the earlier letter of intent, the agreement will cover housing production needs with regard to total production targets and housing production supported by the state. In addition, in greater detail the letter of intent will identify the location of new construction in housing production areas during the agreement period. Other concrete measures regarding e.g. transport solutions to be implemented will be agreed in the letter of intent.

14. Attention will be paid to the prevention and reduction of homelessness among immigrants, as part of the programme for reducing long-term homelessness, to continue until 2015. Letters of intent will be concluded with cities for the years 2012-2015. Funding for investments and support services required under the programme will be ensured in cooperation with the Ministry of the Environment, the Housing Finance and Development Centre of Finland (ARA), the Ministry of Social Affairs and Health, Finland's Slot Machine Association RAY and the cities.
 - Among other objectives, the programme aims to reduce long-term homelessness and segregation, by integrating housing for people in need of special support with housing stock throughout the residential areas of the majority population. Activities preventing homelessness include advisory services related to housing, prevention of evictions through multidisciplinary cooperation, and supported housing. In accordance with the main objectives set by the Government for the programme, long-term homelessness will be eliminated by 2015, the risk of long-term homelessness will be reduced by using the stock of social rental housing more efficiently, and homelessness will be prevented through multidisciplinary cooperation and supported housing. Housing advisory services will be given permanent status and expanded. City-specific objectives, such as targeting of measures at specific groups, will be specified in the action plans for each city.
15. In spring 2012, a new cross-administrative programme, designed for promoting the vitality of residential areas and preventing segregation, will be prepared. Themes related to immigrants will be taken into account in preparing measures for the new programme. Its objectives and concrete measures will be specified as preparations proceed.

Becoming a member of the community through culture, sport and youth work

Cultural policy

Objectives

Art and culture will boost the integration of immigrants.

Promotion of the integration of immigrants will be taken into account through mainstreaming, when developing public art and culture services and forms of support.

Measures

16. The Ministry of Education and Culture will take the objective of promoting integration into account, as necessary when distributing discretionary state subsidies from various appropriations, such as support for various forms of art. (Ministry of Education and Culture)
17. Two-way integration of immigrants will be supported through separate appropriations, such as state subsidies for supporting multiculturalism and anti-racist activities; and appropriations for promoting the accessibility of art and culture. (Ministry of Education and Culture)
18. Promoting the integration of immigrants through art and culture will be discussed, where appropriate, in performance reviews held with agencies and bodies within the administrative branch of the Ministry of Education and Culture. (Ministry of Education and Culture)
19. A foundation to be established within the administrative branch of the Ministry of Education and Culture would provide multidisciplinary services for the promotion of integration, requiring cultural and linguistic expertise, to central government, municipalities and other actors. (Ministry of Education and Culture)

Sport policy

Objectives

Immigrants will participate in sport activities as equals with the rest of the population, in accordance with the inclusion principle.

Sport services provided by municipalities will reach immigrant groups of various ages, regardless of thresholds to participation caused by language and cultural differences.

Measures

20. Implementation of the action plan promoting the integration of immigrants through sports will be continued. (Ministry of Education and Culture)
21. Municipalities will be granted development support for projects that promote active participation by immigrants in leisure sport activities. In granting support, the emphasis is on children and young people under the age of 29, with an immigrant background. (Ministry of Education and Culture)
22. Local sport club subsidies, granted to the Finnish Sports Federation, will be developed and implemented so that the opportunities of immigrant families to exercise and participate in sports activities improve. (Ministry of Education and Culture)

Youth policy

Objectives

The opportunities of young immigrants to integrate into Finnish society will be improved, so that they have opportunities equal to those of the majority population to gain independence and become active citizens.

Measures

23. Measures promoting active citizenship of immigrant children and young people, their management of everyday life and equality will be implemented as part of the Government's Development Programme for Child and Youth Policy, adopted for 2012–2015, with promotion of equality as the cross-cutting theme. (Ministry of Education and Culture)

2 Supporting the integration of families through basic services

Integration gets off to a quick start through guidance, advice and services at the initial stage

Objectives

In connection with receiving a residence permit at the latest, all immigrants will receive basic information on their rights, responsibilities and Finnish society. Based on this information, they can seek the required integration services.

Throughout Finland, immigrants will receive high-quality, equal initial guidance and advisory services that meet individual needs, as part of joint services, municipal information services or as separate immigrant services.

Measures

24. National use of multilingual services will be strengthened. In addition, best practices for early guidance and advice, developed with ESF funding, will be made established practice. Service needs of immigrants will be examined as part of the reform of the central government transfer system. (Ministry of Employment and the Economy)
25. The opportunities of various actors to provide services for immigrants will be strengthened by creating a network-based, coordinated model for informative guidance on integration. This model will reinforce the knowledge base on immigrants, their living conditions and services, the evaluation and sharing of best practices, and competence development of personnel working in various sectors. (Ministry of Employment and the Economy, Ministry of Education and Culture, Ministry of the Interior, Ministry of Social Affairs and Health, Ministry of the Environment)

Early childhood education and education promoting the integration of children and young people

Early childhood education

Objectives

Participation in early childhood education will be made possible for all children of immigrant background, including those living in Finland without a guardian. Early childhood education supports their growth, learning and integration into society, while functioning as the family's partner in upbringing, in order to secure the wellbeing of the child.

Development of the children's Finnish/Swedish language skills and skills in their native language will be supported, along with their opportunities to grow into two cultures.

Measures

26. An act on early childhood education will be enacted. The Government's proposal will be submitted to Parliament in the parliamentary session of spring 2014. Cooperation with the social and health care services will be intensified within early childhood education. (Ministry of Education and Culture)
27. The gradual transfer to working life of people receiving child home care allowance will be promoted. To implement this, opportunities for reconciling child home care allowance more flexibly with early childhood education services will be examined. (Ministry of Social Affairs and Health, Ministry of Employment and the Economy, Ministry of Education and Culture)
28. Pre-school education will be developed as education that is common to the entire age group and that secures equal preconditions. The prospects of making pre-school education obligatory will be investigated by the end of 2012, to ensure that the entire age group participates in early childhood education of high pedagogical quality. (Ministry of Education and Culture)
29. Running from 2012 to 2015, the KASTE programme's (National Development Programme for Social Welfare and Health Care) section on children, young people and families with children will take account of the special needs of linguistic and cultural minorities, in the programme's promotion of participation, wellbeing and health, and in the development of services. Municipalities will be encouraged to employ the KASTE programme in the development of services for the minorities in question. (Ministry of Social Affairs and Health)
30. Municipalities' practices regarding integration programmes, which include the arrangement of basic education for immigrants, will be examined and

evaluated. In addition, municipalities' practices will be examined regarding the coordination of integration programmes, other plans drafted by the municipality on services for children and families with children, the plan on the arrangement and development of child welfare services as required by section 12 of the Child Welfare Act (417/2001), the early childhood education plan, and the curriculum for pre-school education. Based on this assessment, best practices regarding the arrangement of early childhood education for immigrants will be disseminated to municipalities, as part of cross-administrative informative guidance. (Ministry of Employment and the Economy, Ministry of Social Affairs and Health, Ministry of Education and Culture)

31. As part of cross-administrative informative guidance, supplementary training on equal treatment, bilingualism and multiculturalism in general will be ensured for staff engaged in early childhood education. When planning such training, account will be taken of the need to recruit employees with different cultural backgrounds into early childhood education duties. (Ministry of Education and Culture, Ministry of Employment and the Economy, Ministry of Social Affairs and Health)

Education

Objectives

Inequality within education will be reduced. By 2020, the explanatory impact of ethnic background with respect to learning results in basic education, dropping out after the basic education stage, and participation in higher education will be halved. The effect of ethnic background on participation in higher education and completing education should be among the lowest in OECD countries. A long-term goal is to eliminate such differences altogether.

Immigrants and people with an immigrant background will participate in education in the same proportion as the majority population.

Particular attention will be paid to young immigrants who arrive in Finland in the final years of the compulsory education stage, or after this age.

Acceptance of diversity and equal treatment of individuals will be improved. Participation, wellbeing, safety, tolerance and respect for others must be emphasised in the activities of schools. Bullying and discrimination at schools will be prevented.

Measures

32. The Ministry of Education and Culture will prepare an action plan for equality within education. The Government will adopt the action plan for education equality by the end of 2012. (Ministry of Education and Culture)
33. For immigrants over the age correspondent to compulsory education, opportunities for completing the curriculum for basic education will be examined, with a view to ensuring permanent means of arranging and funding such education by 2015. (Ministry of Education and Culture)
34. The Ministry of Education and Culture will improve immigrants' opportunities for undertaking upper secondary education, by launching preparatory training for upper secondary studies aimed at immigrants. (Ministry of Education and Culture)
35. As part of training preparing immigrants for initial vocational education, the Ministry of Education and Culture will emphasise the linguistic capabilities required in vocational education. In 2012-2015, the Finnish National Board of Education will compile best practices and produce electronic material for the teaching of major immigrant languages and cultures. (Ministry of Education and Culture)
36. Organisers of vocational training operating under the Ministry of Education and Culture will increasingly target preparatory training for initial vocational education, intended for immigrants, at young people. (Ministry of Education and Culture)
37. Institutions of higher education will eliminate obstacles to immigrants' entry to higher education, by developing e.g. guidance, student selection and other support measures. Institutions of higher education will offer immigrants components of degrees, related studies in the national languages, and other supplementary training for self-motivated studies and acquired through labour market training. (Ministry of Education and Culture)
38. The Ministry of Education and Culture will develop and intensify language training for immigrants in liberal adult education institutions, and develop independent integration training organised by community colleges and training organised by adult upper secondary schools and adult education programmes and study centres. In 2012-2015, the Finnish National Board of Education will compile best practices and produce electronic material for the teaching of major immigrant languages and cultures. (Ministry of Education and Culture)
39. Special issues related to young immigrants will be one focus area of developing student counsellor training. (Ministry of Education and Culture)
40. Training aimed at immigrants and preparing them for upper secondary level studies will be included in the scope of student financial aid, as of the beginning of autumn term 2014. (Ministry of Education and Culture)

41. Preparatory training for studies in a university of applied sciences, aimed at immigrants, will be included in the scope of student financial aid. (Ministry of Education and Culture)
42. The role of schools in developing students' emotional and social skills will be reinforced and participation and sense of community among pupils and students will be supported. Measures to reduce bullying at schools will be intensified. Tolerance training and teaching of manners in school activities will be increased. (Ministry of Education and Culture)

More information on the wellbeing of immigrants is required for developing social and health care services

Objectives

Creating a strong foundation for wellbeing, providing everyone with the opportunity for wellbeing, developing the living environment¹ in a way that accounts for the special needs of immigrants in the promotion of health and wellbeing and in the arrangement of social and health care services.

The health gaps between population groups will also be reduced for people with immigrant backgrounds.

1 Strategy of the Ministry of Social Affairs and Health, "Socially sustainable Finland 2020", three main strategies

Measures

43. Under the projects MAAMU (Migrant Health and Wellbeing Study) and ETNOKIDS - Disparities in health and wellbeing among children in Finland, basic information is being collected on the health and welfare of people included in their target groups and measures are being developed to reduce the health gaps between population groups. Based on the project results, an evaluation will be performed on whether it is necessary to develop partially targeted social and health care measures or services for adults and young people with an immigrant background. Results for the projects will be ready at the end of 2012. (Ministry of Social Affairs and Health)
44. Well-functioning systems to monitor immigrants' health, wellbeing and working capacity will be developed for municipalities, under the MAAMU and ETNOKIDS projects. The development efforts will be completed at the end of 2012. The implementation schedule will be agreed on separately. (Ministry of Social Affairs and Health)
45. Development projects enabled through the municipalities' KASTE programme will be monitored from immigrants' point of view. The Innokylä innovation community and its learning networks will be used in the programme's

implementation and in the dissemination of best practices. (Ministry of Social Affairs and Health)

46. Better identification of violence targeted at vulnerable groups, such as immigrant women and children, will be raised as focus areas of anti-violence work. Special measures will be targeted at supporting the integration of immigrant women who have experienced violence, and their children (Programme to reduce violence against women, 2010-2015). (Ministry of Social Affairs and Health, Ministry of Employment and the Economy)
47. In cooperation with the municipalities, the Centres for Economic Development, Transport and the Environment will evaluate the need to include prevention of violence against immigrant women in the municipalities' integration programmes, along with a plan to train people working with immigrants to identify violence, lower the threshold for intervention, and direct victims of violence towards support services. (Ministry of Employment and the Economy).
48. The needs of elderly immigrants will be taken into account through mainstreaming in the development of municipalities' services for the elderly. (Ministry of Social Affairs and Health)
49. Municipalities will be directed to take account of elderly immigrants when preparing the municipality's integration programme. (Ministry of Employment and the Economy, Ministry of Social Affairs and Health)

3 Immigrants into the labour market

Objectives

The attachment of immigrants to Finnish working life will be strengthened. The aim is to increase immigrants' employment rate and to halve their unemployment rate (objective of the Government Programme).

The unemployment rate of immigrants (19.7% in 2009) will be reduced in the Helsinki capital region, with the goal of raising the employment rate to 60% in groups with a high unemployment rate:

Special attention will be paid to the employment of young immigrants in measures carried out within the Social Guarantee for Young People programme.

Diversity in working life will be strengthened in workplaces and work communities.

Measures

50. Measures promoting the employment of immigrants will be included in all labour market policy projects during the Government's term of office: the Social Guarantee for Young People project, the recruitment and tutoring programme for the public sector, and the project to reduce long-term unemployment.
51. The employment of immigrants will be promoted through public employment and business services. Services will be provided on the basis of the immigrant's assessed service need. Immigrant status influences the person's service needs, but will not be the sole factor in defining what services are offered. In particular,
 - The service model of the Employment and Economic Development Offices, now being reformed, is based on three lines of service, to which customers are directed in accordance with their service needs. Within the various lines of service, account will be taken of the needs of immigrant customers when developing the service.
 - Employment services for immigrants: efficient identification and recognition of the immigrant's earlier education and skills (in cooperation with training providers).
 - The competencies of employment and economic development authorities in assessing the service needs of immigrant customers and in tailoring service packages to meet immigrants' needs will be developed, through

strengthening their cultural competencies and knowledge of the Act on the Promotion of Integration. The Salmia Training and Development Centre can act as the trainer, in which case training needs will be included in Salmia's development programme.

- Young immigrants will be taken into account in the implementation of the Social Guarantee for Young People. Personnel resources will be increased in the counselling of young immigrants and a proposal will be made to increase counselling resources for young immigrants.
 - Gender sensitivity perspectives will be taken into account to motivate and activate immigrants to participate in the trainings.
 - Vocational training as labour market training: supporting language learning by immigrants, including during actual education following preparatory education. Immigrants will be motivated and directed to attend vocational labour market training and complete self-motivated studies. Financial support can be obtained through integration support or unemployment allowance.
 - SPECIMA-type training will be offered to immigrants who aim to obtain equivalent qualifications and recognition of a degree completed abroad.
 - Immigrants will be more efficiently included among people who are directed to participate in joint purchase training. For this to succeed, the employers participating in such training must be motivated to take immigrants into account as a labour force resource.
 - As of 2013, the Centres for Economic Development, Transport and the Environment will be responsible for coordinating cooperation between various actors in the region, in matters related to life-long learning and guidance. Coordination of cooperation will take account of immigrants and their special needs with respect to life-long learning and guidance. Interoperability between the measures and areas of responsibility of the Ministry of Employment and the Economy and the Ministry of Education and Culture will be ensured through performance management.
 - Immigrants will be encouraged to engage in entrepreneurship and directed towards regional business services that possess special expertise.
 - Positive discrimination in the recruitment of immigrants will be promoted, especially within the public administration.
52. The high quality and diversity of working life will be promoted:
- Diversity management and diverse recruitment will be promoted; identification of discrimination in recruitment and influencing attitudes.
 - The discrimination situation in working life will be systematically monitored and mechanisms for monitoring discrimination will be purposefully developed. Collection of information regarding discrimination in working life will be made more uniform and information will be systematically collected. Cooperation between authorities

will be intensified in order to make better use of register data in the monitoring of discrimination. (Ministry of Employment and the Economy, Discrimination Monitoring Group of the Ministry of the Interior, various authorities). These suggestions are included in the recently published research report “Discrimination in the Finnish Labour Market”.

- The action plan for the working life development strategy and the national joint project will take account of diversity in working life.
 - Diversity in working life will be strengthened in workplaces and work communities, by creating an operating model and network (Diversity Charter) to develop diversity measures in companies and other work organisations. (Ministry of Employment and the Economy in cooperation with Finnish Business & Society FiBS ry).
53. Guidance and advisory services provided for immigrants in the initial stages will be strengthened. Initial assessments specified in the Act on the Promotion of Integration will be developed to support well-timed language and preparatory training that meets the need in question, and to promote the employment that results.
54. In the Helsinki capital region, account will be taken of the numbers of immigrant customers, by targeting personnel resources in training, working life guidance and personal counselling, in accordance with the letter of intent project of the Metropolitan Policy Programme. The letter of intent procedure between central government and the Greater Helsinki Area will be continued and expanded to cover integration training. The 40 person-years hired for the implementation of the contract in the Employment and the Economic Development Offices will be made into permanent positions. Under this contract, the mutual processes of Employment and Economic Development Offices and municipalities are also being developed, in support of immigrants’ access to well-timed individual measures. The best practices developed will also be disseminated for use in other regions. (Ministry of Employment and the Economy)

More effective integration training for a larger number of people

Objectives

The availability and adequacy of integration training will be improved to give access to all immigrants (incl. parents taking care of children at home, people with a scant educational background, people suffering from learning difficulties, people in working life) in training that meets their needs, observing the preconditions and time limits laid down in the Act on the Promotion of Integration. Specific attention will be paid to ensuring equal opportunities among immigrant women to forge paths into working life.

The effectiveness of integration training will be increased, so that such training more efficiently supports the integration of immigrants, the preconditions for their employment and their societal participation. The standard of language teaching included in integration training will be improved and its scope broadened, so that such training provides genuine capabilities to participate in immigrants' preparatory training for initial vocational education and training preparing for studies in a university of applied sciences.

Measures

55. Adequate resources will be allocated to integration training. Within the scope of resources allocated in the state budget, an appropriation, corresponding to the relative proportion of immigrant customers within the employment and economic administration, will be allocated for the procurement of integration training and vocational training offered as labour market policy adult education. (Ministry of Employment and the Economy)
56. The administrative side and funding of arranging integration training will be clarified. A new, more efficient model in terms of overall finances will be created for arranging training, covering all immigrant groups. (Ministry of Employment and the Economy, Ministry of Education and Culture)
57. Within the ESR-ALPO projects and the Participative Integration in Finland project, guidance for and during integration training will be developed. In such development efforts, attention will also be paid to the third sector's opportunities to participate in the guidance and counselling of immigrants. Dissemination of best practices will be ensured. (Ministry of Employment and the Economy)
58. Under the Participative Integration in Finland project, new models will be developed and evaluated for learning Finnish/Swedish, becoming acquainted with Finnish society and obtaining the capacities required in working life,

in addition to evaluating various models for arranging integration training. These models utilise networking between various actors and organisations, best practices and peer support.

- Special attention will be paid to the language education of housewives, students and people in employment, and to sufficient provision of language education at various levels. When possible, education for immigrant women staying at home will be offered close to their residential areas, in order to provide such women with the opportunity to participate. Alongside this, networking, participation in peer groups and the arrangement of time for learning will be supported by actively informing immigrant women of child care possibilities.
- Immigrants' opportunities to participate in Swedish-language integration training will be secured.
- Based on the project results, the arrangement and funding of integration training for immigrants will be agreed on during 2014, and the required legislative amendments will be prepared. (Ministry of Employment and the Economy, Ministry of Education and Culture)

4 Foreign students as a resource

Objectives

The internationalisation strategy of the Ministry of Education and Culture sets targets for the number of foreign degree students (20,000) and the share of foreigners in universities' post-graduate education (20%).

Higher education institutions will promote the fluency of foreign students' studies and their employment, by taking account of the influence of various linguistic and cultural backgrounds in the arrangement of education and the required support services, and by developing well-functioning procedures for the recognition of degrees acquired abroad and for supplementing competencies.

Measures

59. Higher education institutions will continue the development of language education, traineeships and other support measures aimed at international students.
60. In cooperation with working life partners, higher education institutions will develop traineeship practices that support integration into working life and promote the placement of international students and students with an immigrant background in the service of Finnish companies and the public sector.

5 Placement in a municipality for all people under international protection

Objectives

Smooth and controlled direction of people under international protection towards municipalities will be strengthened. Placement in a municipality will be allocated to quota refugees and asylum seekers who have been granted residence permits, soon after they have received the residence permit decision. People classified as emergency cases will be received without delay. Children and young people living in the country without a guardian will be ensured a placement in a municipality, according to their needs.

The directing and placement of people under international protection into municipalities will be quick and flexible, with smooth access into the sphere of initial stage integration measures (initial assessment, preparation of the integration plan and access to measures), in every case within the time limits specified in the Act on the Promotion of Integration.

Measures

- 61.** In accordance with the Government Programme, the state and municipalities will agree on cooperation to enhance placement in municipalities. The following measures will be taken in support of this:
- Preparing a plan to gradually raise the level of compensation to municipalities, to correspond with the actual development of costs
 - Strengthening national informative guidance to reinforce the competencies of municipal employees
 - Strengthening the reception of people who are in a vulnerable position by granting, within the framework of the HAAPA project, additional funding and guidance for the development of reception services targeted at such people
 - Developing the adequacy and quality of integration training offered as labour market training
 - Developing basic information material, specified in the Act on the Promotion of Integration, and other national guidance and counselling services in the immigrants' own languages (Ministry of Employment and the Economy)

- Placing minor asylum seekers who have received a positive asylum decision in places where placement in a municipality is rapidly available
- 62.** When reforming the central government transfer system, increased linking of the funding reform of basic education to indicators that describe the operating environment of basic education, for instance the share of immigrants amongst the municipality's population, will be examined. (Ministry of Finance, Ministry of Employment and the Economy, Ministry of Education and Culture)
 - 63.** The Ministry of the Interior, the Ministry of Employment and the Economy and the Finnish Immigration Service will intensify their cooperation with Centres for Economic Development, Transport and the Environment, reception centres and municipalities, alongside clarifying responsibilities and agreeing on the overall process of directing people from refugee camps towards municipalities. (Ministry of Employment and the Economy, Ministry of the Interior, the Finnish Immigration Service)

6 Funding of the programme's implementation

The Government Integration Programme is being implemented in line with the decision on central government spending limits, and for municipalities, the basic public services programme. In addition, needs for measures have been identified in connection with the programme's preparation, without full funding being allocated under the central government spending limits (2013-2016):

- Cooperation in integration matters between the **state and municipalities in the Helsinki capital region** will be developed as part of the Government's policy for the metropolitan area. The aim is to continue the **letter of intent procedure for immigration** at the end of the current agreement period (2010-2012) and to establish permanent positions within the employment and economic development services (40 person-years). Other allocations of appropriations by the state within the letter of intent procedure will be specified in negotiations during 2012. (Ministry of Employment and the Economy, Ministry of Education and Culture, Ministry of the Environment)
- **Cooperation between the state and municipalities** will be strengthened in accordance with the Government Programme. The aim is smooth direction of people under international protection towards municipalities, without delay. The following measures will be carried out to achieve this objective:
 - a) The system of compensating municipalities for receiving people under international protection will be gradually developed. In the first stage, the calculated compensation for receiving people under the age of 7 will be increased by 5% as of 1 January 2013. The impact of this increase will be approximately 600,000 euros at annual level and it will be implemented within the spending limits of the Ministry of Employment and the Economy. In the next stage, an overall assessment of the level and allocation of compensation paid to municipalities for people under international protection, and the functioning of the payment system, will be conducted by 30 June 2013. The aim is to set a sufficient level of compensation, simplify the system and reduce resources required for the processing of payments. The results of this assessment will also be utilised in connection with the central government transfer system reform, in evaluating the need to take account of the relative number of immigrants and/or refugees residing in the municipality when determining central government transfers.
 - b) Achieving the objectives of the Government Integration Programme requires strong and coordinated, cross-administrative informative guidance on integration, directed at regional and local level. In order to

arrange such guidance, a joint centre of expertise model between various authorities will be created, based on existing structures and networked cooperation. These activities will reinforce the integration-related expertise of personnel working within basic and other public services. Forms of activity include monitoring, gathering of information, systematic evaluation of national and international practices, disseminating practices deemed as good and cost-efficient, communications, training, consultation and supporting research and local development activities. A preliminary report on the arrangement and funding of guidance will be completed by 31 May 2012. Based on this, the Ministry of Employment and the Economy will establish a cross-administrative development project. The overall costs of initiating coordinated guidance will be 500,000 euros in 2013, and from 2014, one million euros per year.

- c) National application of the methods deemed best will be increased through the integration centre of expertise, to be established.
 - d) The policies for the new Structural Funds period will ensure the capability to fund integration development efforts.
- The need for additional appropriations for developing **early childhood education** will be investigated as part of further preparation.
 - Implementation of **preparatory teaching for general upper secondary education**: as of 2014, the need for additional appropriations is approximately 3.5 million euros, of which the municipalities' share is 1.75 million euros. As of 2015, the need for additional appropriations is 7 million euros, of which the municipalities' share is 3.5 million euros.
 - Including preparatory teaching for general upper secondary education **in the sphere of student financial aid**: annual expenses of 100,000 euros as of 2014.
 - Including **preparatory training for studies in a university of applied sciences** in the sphere of student financial aid: annual expenses of 150,000 euros as of 2013.
 - Updating and distributing **basic information material** under the Act on the Promotion of Integration: need for an appropriation of 500,000 euros as of 2013.
 - Based on the results of the study on the **health and wellbeing** of immigrants (the MAAMU project by the National Institute of Health and Welfare, the ETNOKIDS project), the need for targeted social and health care measures will be evaluated at the end of 2012.
 - Based on the results of the Participative Integration in Finland project, the need for measures to **develop** the availability, scope and effectiveness of **integration training** will be assessed.
 - A national service project to promote **diversified integration of the Russian-speaking population**: 200,000 euros.

Tekijät Författare Authors Ministeriöiden välinen kotouttamisen yhteistyöryhmä Puheenjohtaja: Tuija Oivo Sihteeri: Sonja Hämäläinen	Julkaisu-aika Publiceringstid Date Syyskuu 2012 Toimeksiantaja(t) Uppdragsgivare Commissioned by Työ- ja elinkeinoministeriö Arbets- och näringsministeriet Ministry of Employment and the Economy Toimielimen asettamispäivä Organets tillsättningsdatum Date of appointment 1.10.2011
Julkaisun nimi Titel Title Valtioneuvoston periaatepäätös valtion kotouttamisohjelmasta: Hallituksen painopisteet vuosille 2012–2015	
Tiivistelmä Referat Abstract Suomeen ulkomailta suuntautuva muutto on viime vuosina sekä monipuolistunut että ollut huomattavassa kasvussa. Muuttuvan tilanteen myötä monikulttuurisuus ja -kielisyydet tulevat yhä suuremmissa määrin osaksi suomalaista yhteiskuntaa. Kotouttamispolitiikka on sisällöltään vahvasti monialaista ja edellyttää tiivistä yhteistyötä eri hallinnonalojen välillä niin valtakunnallisella kuin paikallisella tasolla. Kotouttamisen onnistumisen edellytyksenä on, että maahanmuuttajat kokevat olevansa pysyvä, yhdenvertainen ja tervetullut osa suomalaista yhteiskuntaa. Tällä hetkellä maahanmuuttajien työttömyysaste on kolminkertainen kantaväestöön nähden ja maahanmuuttajanuorten syrjäytymisriski viisinkertainen kantaväestön nuoriin nähden. Maahanmuuton kasvu asettaa kehittämistarpeita julkisille palveluille samalla kuin erityisten kotouttamistoimenpiteiden merkitys kasvaa. Syyskuun 1. päivä 2011 voimaan tulleeseen kotoutumislakiin lisättiin uusi säännös valtion kotouttamisohjelmasta. Lain 34 §:n mukaisesti valtioneuvosto päättää valtakunnallisesta kotouttamisen kehittämisestä laatimalla hallituskaudelle kotouttamisen tavoitteet ja toimenpiteet sisältävän valtion kotouttamisohjelman. Valtion kotouttamisohjelma on toiminut pohjana valmisteltaessa valtioneuvoston periaatepäätöstä, jolla luodaan hallituksen painopisteet kotouttamisen kehittämiseksi vuosille 2012–2015. Periaatepäätöksen yleisenä tavoitteena on maahanmuuttajien osallisuuden, eri väestöryhmien välisen vuorovaikutuksen sekä hyvien etnisten suhteiden tukeminen. Erityisiä painopisteitä ovat maahanmuuttajien työllistymisen edistäminen sekä maahanmuuttajalasten ja -nuorten sekä -perheiden ja -naisten tuki. Valtioneuvoston periaatepäätös sisältää kotoutumisen tavoitteet sekä 63 toimenpidettä seuraavista aiheista: 1) Yhteisöllisen kotoutumisen painoalueet 2) Peruspalveluilla tuetaan perheiden kotoutumista 3) Maahanmuuttajat työmarkkinoille 4) Ulkomaalaiset opiskelijat voimavarana 5) Kaikille kansainvälistä suojelua saaville kuntapaikka 6) Ohjelman toimeenpanon rahoitus Valtion kotouttamisohjelmaa ja periaatepäätöstä sen osana on valmisteltu poikkihallinnollisena yhteistyönä kotoutumisesta vastavien ministeriöiden kanssa. Valmistelua on ohjannut kotoutus- ja maahanmuuttopolitiittinen ministerityöryhmä. Kotoutuslain 36 §:n mukainen 1.10.2011 asetettu korkean virkamiestason yhteistyöelin on toiminut kotouttamisohjelman valmistelun ja seurannan ohjausryhmänä. Yhteistyöelimestä ovat edustettuina työ- ja elinkeino-, opetus- ja kulttuuri-, sosiaali- ja terveys-, ympäristö-, sisäasiain- sekä ulkoasiainministeriön edustajat. Työryhmä toimii työ- ja elinkeinoministeriön puheenjohtajuudella. Ohjelman valmistelemiseksi asetettiin 26.9.2011 sisäasiainministeriön (1.1.2012 lukien työ- ja elinkeinoministeriön) puheenjohtajuudella toiminut sihteeristö. Työ- ja elinkeinoministeriön yhdyshenkilö: Työllisyys- ja yrittäjyysosasto/Kristina Stenman, puh. 029 504 7048	
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Julkaisun nimi Titel Title Statsrådets principbeslut om statens program för integrationsfrämjande: Regeringens prioriteringar för 2012–2015	
Tiivistelmä Referat Abstract Under de senaste åren har invandringen från utlandet till Finland dels blivit månsidigare och dels markant ökat i omfattning. I och med att situationen förändras blir kulturell och språklig mångfald i allt större utsträckning en del av det finländska samhället. Till sitt innehåll är integrationspolitiken starkt sektorsövergripande och förutsätter ett nära samarbete mellan olika förvaltningsområden såväl på riksnivå som på lokal nivå. En förutsättning för att integrationen ska lyckas är att invandrarna känner att de utgör en permanent, jämlik och välkommen del av det finländska samhället. För närvarande är arbetslöshetsgraden bland invandrare tre gånger så stor som hos lokalbefolkningen och risken för utanförskap är fem gånger så stor för invandrande ungdomar än för ungdomar som hör till lokalbefolkningen. Den tilltagande invandringen ställer krav på utveckling av de offentliga tjänsterna samtidigt som betydelsen av särskilda integrationsåtgärder ökar. I integrationslagen som trädde i kraft 1 september 2011 infördes en ny föreskrift om statens program för integrationsfrämjande. I enlighet med 34 § i lagen beslutar statsrådet om det nationella utvecklandet av integrationen genom att för regeringsperioden utarbeta ett statligt program för integrationsfrämjande i vilket målen och åtgärderna för integrationsfrämjandet anges. Statens program för integrationsfrämjande har tjänat som underlag vid beredningen av statsrådets principbeslut med stöd av vilket regeringens prioriteringar utarbetas för utvecklande av integrationsverksamheten 2012–2015. Det allmänna syftet med principbeslutet är att stödja invandrarernas delaktighet, växelverkan mellan befolkningsgrupperna samt goda etniska relationer. I programmet prioriteras i synnerhet en förbättring av invandrarernas sysselsättning samt stöd för invandrarbarn och ungdomar samt för invandrarfamiljer och kvinnor. Statsrådets principbeslut omfattar målsättningen för integrationen åtföljd av 63 åtgärder som fördelar sig på följande teman: 1) Tyngdpunktsområden för gemenskapsbaserad integration 2) Bässervicen stöder familjernas integration 3) Invandrarna till arbetsmarknaden 4) Utländska studerande som resurs 5) Kommunplats till alla som får internationellt skydd 6) Finansiering av programmets genomförande Beredningen av Statens program för integrationsfrämjande jämte åtföljande principbeslut har genomförts som ett tvärsektorielt samprojekt av de ministerier som svarar för integrationsverksamheten. Beredningen har skett under ledning av en samarbetsgrupp för integration mellan ministerierna. I enlighet med 36 § i integrationslagen tillsattes 1.10.2011 ett samarbetsorgan bestående av tjänstemän på hög nivå och det har fungerat som styrgrupp för beredningen och uppföljningen av integrationsprogrammet. Samarbetsorganet består av företrädare för arbets- och närings-, undervisnings- och kultur-, social- och hälsovårds-, miljö-, inrikes- samt utrikesministeriet. Arbets- och näringsministeriet har haft rollen som ordförande för arbetsgruppen. För beredningen av programmet tillsattes 26.9.2011 ett sekretariat under inrikesministeriets (från och med 1.1.2012 arbets- och näringsministeriets) ordförandeskap. ANM kontakts: Avdelningen för sysselsättning och företagande/Kristina Stenman, tfn 029 504 7048	
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Government Resolution on the Government Integration Programme – The Government’s focus areas for 2012–2015

In recent years, immigration to Finland from abroad has seen a notable increase and become more varied. As the situation changes, multiculturalism and multilingualism will have an ever greater role in Finnish society. Growth in immigration is creating the need to develop public services, while the importance of specific integration measures is increasing.

Through the Government Resolution on the Government Integration Programme, the planning, implementation and monitoring of integration measures are being enhanced at national level. Integration policy is strongly multidisciplinary in its content and requires close cooperation between various administrative branches. The Government Integration Programme is an extensive and concrete action plan, taking the needs of the immigrant population into account through integration in all policy sectors, especially within employment, education, housing and social and healthcare services.

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