

11 MIGRATION AND CO-OPERATION FOR DEVELOPMENT POLICIES

Finnish development policy is guided by the Government Report on Development Policy adopted in February 2016 and the Government Programme adopted in June 2019. Finland's development co-operation has different channels: bilateral co-operation between states, multilateral co-operation with international organisations and financial institutions, NGOs' development co-operation, private sector co-operation and humanitarian aid.

The main responsibility for Finland's development policy rests with the Foreign Ministry. Many other government ministries also have a role in development policy, because developing countries are affected by many decisions made at the national, EU and international level in other fields. Coherence between the various policy sectors is a key principle in development policy.

Finland's development policy is based on the UN's Agenda 2030 for Sustainable Development adopted in September 2015. The main objective of Finland's development co-operation is the elimination of extreme poverty and reducing poverty and inequality, aims which Finland strives to achieve in collaboration with other countries.

In addition to development cooperation and policy, Finland seeks to influence the underlying reasons and background factors of irregular and forced migration through multiple other ways, including crisis management, trade policy and through actions targeted to tackle climate change. Some of the activities target countries of origin or transit directly and strive to stabilise fragile situations. In other respects, the activities aim for long-term preventive effects.

Finland's development co-operation has four (4) priority areas, which all have an influence the drivers of migration over the long term:

1. Strengthening women and girls' status and rights
2. The growth of developing countries' economies to generate more jobs, livelihoods and well-being
3. Strengthening democracy and the functional capacity of societies
4. Improving food security and the availability of water and energy, and promoting more sustainable use of natural resources.

The geographic focus of Finland's long-term bilateral development co-operation has been in eastern and southern Africa, where it has – for instance – contributed to promoting stability. In addition, Finland engages in co-operation with fragile states or countries affected by conflict in Asia and certain Middle East regions. The 2019 Government Programme places even a stronger priority on conflict prevention, mediation and peacebuilding in Finland's foreign policy.

Among other things, Finland's development co-operation funding has been used to support the Middle East countries and regions facing the consequences of the situation in Syria and Iraq, and countries directly affected by the unrest in the Horn of Africa and/or accommodating large numbers of refugees, including Somalia, Kenya and Ethiopia. Afghanistan is another target country for Finland's development co-operation where one of the targets is better management of migration.

In these countries, Finland also supports the valuable work carried out by different development actors, including NGOs. The activities of many NGOs extend to fragile countries in which Finland cannot engage in intergovernmental development co-operation.

A significant volume of Finland's support for refugees, countries of transit and countries of origin is also channelled through the EU, international organisations and multilateral development funding institutions. Many multilateral actors play a key role in resolving such issues as the major migration-related challenges of the Middle East.

In 2018, Finland's development cooperation appropriations totalled EUR 899 million and represented 0.39% of the gross national income (GNI). In 2019, a total of EUR 989 million is reserved for development cooperation (0.41% of GNI).

12 ANTI-DISCRIMINATION POLICIES AND DIVERSITY PROGRAMMES

12.1 Implementation of non-discrimination act

A new Discrimination Act came into force in the beginning of 2015. According to an act, authorities, educational institution and employers must promote equality and non-discrimination. The Ministry of the Justice guides other authorities on equality planning and the assessment of equality impacts. Equality Plan covering all grounds of discrimination is obligatory for authorities, organizers of education and all employers, who regularly employ more than 30 persons. Equality planning is a platform to promote equality and non-discrimination including measures to tackle racism, xenophobia and related intolerance. A number of training sessions on equality planning has been organized in different fields of society during 2017–2018. New guidebooks were also published on equality planning in municipalities and secondary education. Non-discrimination ombudsman gave its report to parliament in year 2018. The report consists of remarks and recommendations on the implementation of non-discrimination act and tackling human trafficking. The government has also commissioned a study on implementation of equality law, which will be published during the year 2020.

Finland has continued the implementation of the national system for monitoring on discrimination. The system is being implemented at three stages:

1. Collection of timely data on discrimination (studies, statistics, reports by equality bodies, information collected by NGOs and social partners etc.) and publishing it on a specific website under the national equality portal (www.equality.fi)
2. Publishing an annual discrimination study and
3. Publishing a general report on discrimination in Finland once in a parliamentary period. During the period (2018–2019) two policy briefs, a study on data collection and Report on the realisation of equality in the freedom of choice experiments related to the health and social services reform was published within the national monitoring mechanism.

12.2 Policy programmes

The Government published the second National Action Plan on Fundamental and Human rights in the beginning of 2017. The plan focuses on fundamental and human rights education, equality and non-discrimination, self-determination as well as fundamental rights and digitalisation. The Ministry of Justice co-ordinates the implementation of the action plan. The action plan's part on equality included a number of activities on tackling discrimination and promoting equality in different fields of society (for example conducting Fundamental Rights Survey and Programme to tackle working life discrimination). The implementation of the action plan was very much in progress during the year 2018 and by May 2019, 90% of the activities had been accomplished.

The Ministry of Justice has run various projects aiming to promote anti-discrimination and diversity:

TRUST – Good Relations in Finland was a project (2016–2018) coordinated by the Ministry of Justice and financed by the Ministry of Employment and Economy. The aim of the project was the promotion of non-discrimination in municipalities and regions around Finland through the application of the framework on good relations between population groups. The initial focus of the work was specifically on asylum seekers and municipalities with reception centres, but since 2017 the focus was been extended to involve other groups of migrants and ethnic minorities as well. The initiative developed, trained and tested good practices in municipalities in order to strengthen and maintain good relations, multidirectional integration and mutual respect. As a result, the project produced three official publications, training materials and other material for the promotion of good relations between population groups.

Finland was part of an EU funded project called **PROXIMITY** (“Proximity Policing against Racism, Xenophobia and Other Forms of Intolerance”, 2017–2018), coordinated by the Spanish Ministry of Employment and Social Security. The objective of the project was to increase the capacities of local authorities, especially of the municipal police, to identify and intervene in hate crime and other forms of intolerance. The project published a Comparative Report on Best Practices and a Practical Tool Kit for Proximity Policing, which Finland was responsible for.

Finland coordinated an EU funded project titled **RAINBOW RIGHTS** (2017–2018), aiming for the promotion of LGBTI equality in Europe. The project supported the implementation of the legislation on non-discrimination and promotion of non-discrimination both in Finland and in Baltic countries. The project produced diverse types of materials (written publications, videos, training materials etc.) for the promotion of non-discrimination and equality from both the LGBTI perspective as well as an intersectional approach.

Ministry of Justice heads the **AGAINST HATE** project (late 2017–2019) in collaboration with partners from Finnish and Slovakian CSOs. The objective of the project Against Hate is to develop the work against hate crime and hate speech. It has produced a shadow report on hate crimes, trained police officers and prosecutors and judges to recognize acts of hate crime and hate speech, and also the project has followed court cases on hate crimes and drafted recommendations for tackling the phenomenon in the future.

12.3 The Advisory Board for Ethnic Relations (ETNO)

Finland runs an Advisory Board for Ethnic Relations (ETNO), both nationally and regionally. It is a broad-based consultative body established by the government and is mandated to:

1. promote interaction between ethnic minorities, public authorities, employer and employee unions, NGOs and political parties in Parliament
2. monitor the state on ethnic relations, promote the participation of migrant and ethnic minorities, their sense of security and positive attitudes on diversity
3. provide expertise to all ministries on matters related to migration, integration and equality 4) partake in research related to the promotion of good relations
4. disseminate general information on good ethnic relations to society.

ETNO is co-ordinated under the auspices of Ministry of Justice (decree on ETNO (771/2015). The current advisory boards sit between years 2016 and 2020.

13 IMMIGRATION DISCUSSION IN FINLAND

13.1 Background and overview

This chapter looks at references to immigration themes in the Finnish media between July 2018 and June 2019. It is based on Meltwater media monitoring, in which keywords are tracked to find articles about a selected topic.³⁶ To ensure nationwide representation, a number of the largest Finnish national and regional media was included in the monitoring. It was also ensured that all major media companies are represented in the report.³⁷

A total of 9,992 articles on immigration were published in the monitored media between 1 July 2018 and 30 June 2019. The word Suomi or Finland in different grammatical forms came up in 24% of the articles (2,408 articles) discussing immigration. While there were great many articles on Finnish politics and events, it was often not necessary to make a specific reference to Finland in them, for example in features discussing politics or elections. It should be noted, however, that international topics related to immigration had a very high visibility. Such topics included developments in the European Union, the United States, and international crises.

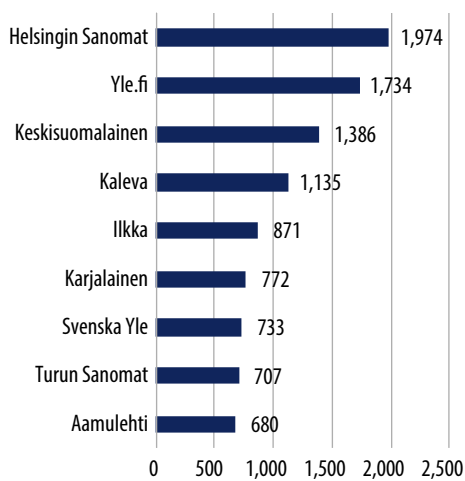
Yle and Helsingin Sanomat published a higher number of articles than the other media. Immigration was a topic of national significance covered in all parts of Finland. Yle and

36 The following keywords were used in the search: maahanmuut*, turvapaik*, pakolais*, pakolain*, immigratio*, migrati*, flyting* & asyl*. By using an asterisk, all grammatical forms and word endings can be included in the search.

37 Finnish Broadcasting Company Yle is the largest digital news media in Finland in terms of potential audiences for news broadcasts. Yle offers not only Finnish but also Swedish media (Yle Svenska). Helsingin Sanomat (Sanoma Media Finland) represents media in the Helsinki region in the report, in addition to which this newspaper is a national media with readers around Finland. Other media included in the report were Aamulehti in Tampere (Alma Media), Turun Sanomat in Turku (TS-Yhtymä), Ilkka in Ostrobothnia (Ilkka-Yhtymä), Karjalainen in Eastern Finland (PunaMusta Media), Keskisuomalainen in Jyväskylä (Mediatalo Keskisuomalainen) and Kaleva in Oulu (Kaleva Media). While the report did not include any specific media from Lapland, the largest newspaper in this region, Lapin Kansa, is owned by Kaleva, and most articles of a general nature were published in identical form both in Kaleva and Lapin Kansa.

Helsingin Sanomat also had significantly larger potential reach than other media.³⁸ Yle’s website had more than 1.5 million unique visitors in a month, whereas Helsingin Sanomat’s website attracted more than 800,000 unique viewers monthly. Consequently, articles on these media were more likely to reach a higher number of readers than the other media included in the report. In regional media, exceptionally large numbers of articles on immigration were published not only in the Helsinki region (Helsingin Sanomat) but also in Central Finland (Keski-suomalainen) and Oulu (Kaleva). A contributing factor to the large number of articles in Kaleva, in particular, were sexual offences committed in Oulu subregion in which the suspects comprised a number of persons with an immigrant background.

Figure 9. Number of articles related to migration by news media, 7/2018–6/2019



In September 2018 as well as in January and April 2019, the number of articles published was higher than in the other months. The potential reach was also higher in September and January. In September, the general election in Sweden created heightened visibility; in January, immigration and asylum seekers came under media limelight as the sexual offences in Oulu were uncovered; and in April, parliamentary elections in Finland increased the number of articles on immigration.

³⁸ Potential reach is the potential value based on unique monthly viewers on websites (data provided by SimilarWeb).

Figure 10. Potential Reach of viewers by news media, 7/2018–6/2019

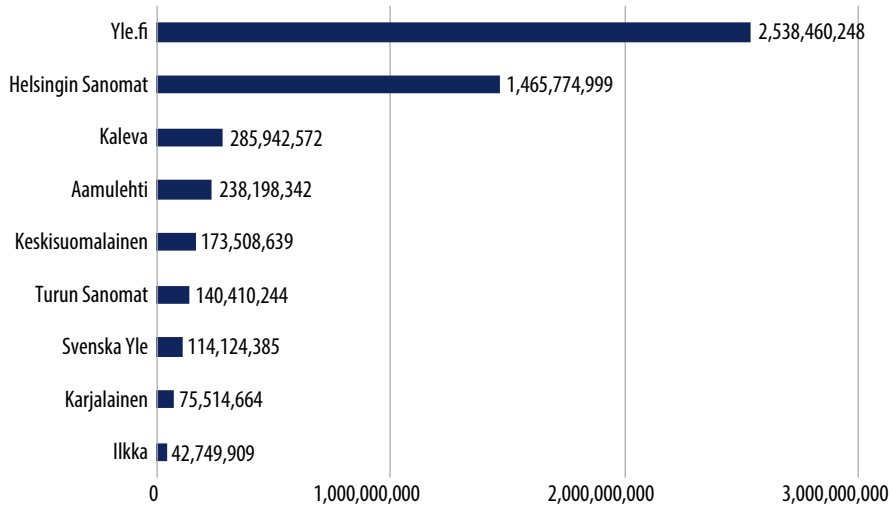
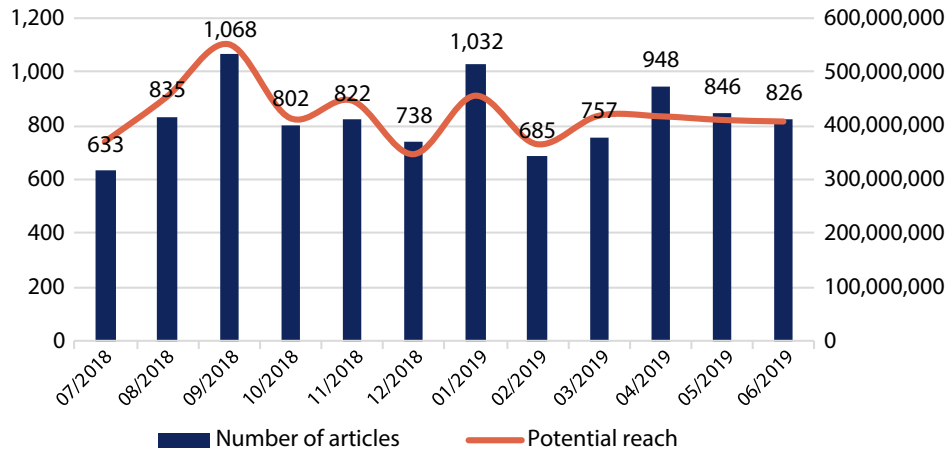


Figure 11. Media visibility of migration topics by month, 7/2018–6/2019



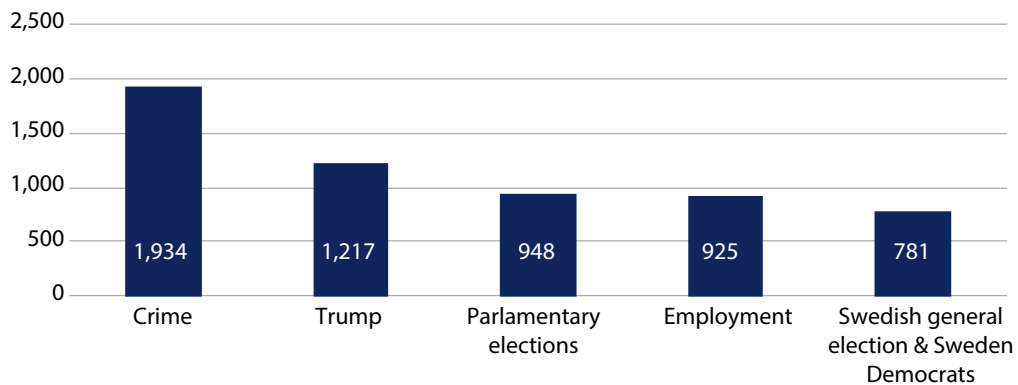
A number of different but partly overlapping themes contributed to the media visibility of immigration in Finland. Immigration and crime were discussed more often than other topics, as crime was referred to in 1,934 articles during the period under scrutiny. Within the theme of crime, particularly the sexual offences in Oulu received a great deal of media attention. President Trump was mentioned in 1,217 articles in the context of immigration.

These topics included his statements related to immigration, his meeting with President Putin in Helsinki, and mid-term elections in the United States.

The Finnish parliamentary elections were the third largest theme, which was cited in 948 articles in connection with immigration topics. The elections were the backdrop for a number of articles which, while making no mention of the parliamentary elections, represented political parties' and candidates' efforts to reach and influence voters. The general election in Sweden and the Sweden Democrats party had a great deal of visibility in the Finnish media in the context of immigration. Immigration and employment were also discussed in a number of articles. Apart from these themes, especially international events (including the crisis in Syria) attracted media interest.

All in all, discussions related to immigration were almost always connected to a more extensive theme, and their scale and content were thus determined by topical events. It could be said that during the period under scrutiny, the coverage of immigration in the Finnish news media consisted of three different categories: crime associated with immigration, international events, and current affairs that influenced domestic politics.

Figure 12. Media visibility of different topics related to migration, 7/2018–6/2019



13.2 Immigration and crime were discussed more often than other topics

Keywords related to immigration combined with offence(s) and crime with all possible attributes (including sexual offences) and in all grammatical forms were mentioned in 1,934 articles in total. The highest level of media attention by far was attracted by sexual offences against minors in Oulu, in which the perpetrators were men having arrived in Finland as asylum seekers or refugees, some of whom had already been granted Finnish citizenship.³⁹ Oulu was referred to in 30 per cent of all articles discussing immigration and crime (577 articles), and Oulu and offences were mentioned in five per cent of all articles published about immigration. The highest number of articles relating to Oulu, immigration and crime was published in Kaleva (138 articles).

The sexual offences in Oulu were linked to immigration in the media on 4 and 5 December as the investigator in charge talked about the background of the offences. The police were investigating three cases of sexual offences in Oulu, in all of which the victim of the suspected offence was a girl aged under 15, and all perpetrators had arrived in Finland as asylum seekers or refugees. A common denominator in all these cases was that the victim and the suspect had met on the social media. According to the police, there were no direct links between the cases.⁴⁰ On 12 January 2019, the news related that the number of suspects had gone up to 16 and that the number of victims was close to ten.⁴¹

In the aftermath of the offences committed in Oulu, articles were published on the media that discussed the proportion of asylum seekers in sexual offence statistics. They also gave rise to human interest articles in which, stimulated by the news of the offences in Oulu, people described their personal experiences,⁴² and various experts gave their opinions from

39 Aamulehti 4 December 2018: Osa Oulun seksuaalirikoksista epäillyistä oli jo ehtinyt saada Suomen kansalaisuuden – Uhreina kolme alle 15-vuotiasta (<https://www.aamulehti.fi/a/201340985>) (read on 5 September 2019).

40 Yle 5 December 2018: Tämän tiedämme Oulun seksuaalirikosepäilyistä nyt: Kymmenen epäiltyä, joista yksi tavoittamatta, useita kansallisuuksia, kaikki uhrin alle 15 (<https://yle.fi/uutiset/3-10540583>) (read on 5 September 2019).

41 Yle 12 January 2019: 16 epäiltyä, yksi vapaalla jalalla, uhrien määrä lähestyy kymmentä – ainakin tämä Oulun seksuaalirikosepäilyistä tiedetään (<https://yle.fi/uutiset/3-10593609>) (read on 5 September 2019).

42 See e.g. Keski-suomalainen 12 January 2019: Uusista seksirikosepäilyistä toipuvassa Oulussa toivotaan malttia surun keskellä – äiti pelkää lapsensa puolesta, maahanmuuttaja joutui huutelun kohteeksi (<https://www.ksml.fi/kotimaa/Uusista-seksirikosepailyista-toipuvassa-Oulussa-toivotaan-malttia-surun-keskella-c3a4-e2%80%93-c3a4-iti-pelkaa-lapsensa-puolesta-maahanmuuttaja-joutui-huutelun-kohteeksi/1310277>) (read on 5 September 2019) & Yle 14 January 2019: Maahanmuuttajat huolestuivat uusista rikosepäilyistä ja välttelevät Oulun keskustaa – ”Kun tuli lisää näitä, loppui voimat” (<https://yle.fi/uutiset/3-10596132>) (read on 5 September 2019).

different perspectives⁴³. The sexual offences in Oulu also sparked political discussion, in which the most frequent topics were losing citizenship as a result of committing offences⁴⁴, deportation⁴⁵, the Blue Reform party's demand of a government emergency meeting⁴⁶, the motion of censure planned by the Finns Party concerning the security situation in Finland⁴⁷ as well as imposing harsher penalties for offences against children⁴⁸.

President Sauli Niinistö said it was intolerable that some of those who have come to Finland for safety have made the country less safe. President Niinistö's comments were discussed in a number of media.⁴⁹ The first court hearing and sentencing in the Oulu cases did not attract as much media interest as the investigation. The communication policy of the police in Oulu, on the other hand, sparked media discussion. In these articles, experts criticised the media management of the police and the media as, according to experts, these actors should understand that offences committed by foreigners give rise to strong reactions.⁵⁰

Immigrants and offences also came up in the context of the trial of journalist Johanna Vehkoo as Junes Lokka, a local councillor in Oulu, accused Vehkoo of defamation. Vehkoo had called Lokka a racist and a Nazi in a Facebook post. Vehkoo considered the report of an offence as part of the harassment to which Lokka had subjected her.⁵¹

43 See e.g. Kaleva 8 December 2018: "Valitettavasti nämä teot eivät tulleet minulle yllätyksenä", sanoo professori Matti Tolvanen Oulun seksuaalirikoksista - lainoppineet selkeyttäisivät nykyistä lainsäädäntöä (<https://www.kaleva.fi/uutiset/oulu/valitettavasti-nama-teot-eivat-tulleet-minulle-yllatysena-sanoo-professori-matti-tolvanen-oulu-seksuaalirikoksista-lainoppineet-selkeyttaisivat-nykyista-lainsaadantoa/811692/>) (read on 5 September 2019) & Yle 12 January 2019 Kyberrikollisuuden erikoistunut rikosylikomisario Oulun tapauksista: "Kyse on vain jäävuoren huipusta" (<https://yle.fi/uutiset/3-10593661>) (read on 5 September 2019).

44 Yle 12 January 2019: Sisäministeri Oulun seksuaalirikosepäilyistä: Tällaisten rikosten pitäisi olla kansalaisuuden menettämisen peruste (<https://yle.fi/uutiset/3-10593511>) (read on 5 September 2019).

45 Helsingin Sanomat 12 January 2019: Voiko seksuaalirikokseen syyllistyneen ulkomaalaisen karkottaa? Miksi irakilaiset korostuvat rikostilastossa? HS kokosi vastauksia kysymyksiin, joita viime päivien tapahtumat herättävät (<https://www.hs.fi/kotimaa/art-2000005963532.html>) (read on 5 September 2019).

46 Kaleva 12 January 2019: Siniset vaatii hallitusta kokoontumaan ylimääräiseen hätäkokoukseen Oulun seksuaalirikosepäilyjen vuoksi (<https://www.kaleva.fi/uutiset/kotimaa/siniset-vaatii-hallitusta-kokoontumaan-ylimaaraiseen-hatakoukseen-oulu-seksuaalirikosepailyjen-vuoksi/813453/>) (read on 5 September 2019).

47 Yle 8 December 2018: Perussuomalaiset kutsuu opposition tekemään välikysymystä turvallisuustilanteesta (<https://yle.fi/uutiset/3-10545226>) (read on 5 September 2016).

48 Kaleva 15 January 2019: Kaikki päättäjät koventaisivat rangaistuksia – Kaleva kysyi Oulun vaalipiirin kansanedustajilta, mitä on tehtävä seksuaalirikosten ehkäisemiseksi (<https://www.kaleva.fi/uutiset/oulu/kaikki-paattajat-koventaisivat-rangaistuksia-kaleva-kysyi-oulu-vaalipiirin-kansanedustajilta-mita-on-tehtava-seksuaalirikosten-ehkaisyksi/813562/>) (read on 5 September 2019).

49 Helsingin Sanomat 12 January 2019: Presidentti Niinistö Oulun uusista seksuaalirikosepäilyistä: Kestämätöntä (<https://www.hs.fi/politiikka/art-2000005963593.html>) (read on 5 September 2016).

50 See e.g. Yle 18 January 2019: Päivi Happonen: Onko Oulu ainoa paikka, jossa tutkitaan seksuaalirikoksia? Mitä Oulun poliisin tiedotuskampanja sai aikaan? (<https://yle.fi/uutiset/3-10602010>) (read on 6 September 2019) & Helsingin Sanomat 18 January 2019: Tutkijat arvostelivat Oulun seksuaalirikosten mediahoitoa – Päätoimittajat vastaavat, mikä on ammattimaisen median rooli ja vastuu (<https://www.hs.fi/kulttuuri/art-2000005970409.html>) (read on 6 September 2019).

51 Yle 20 March 2019: Toimittajan ja kaupunginvaltuutetun oikeudenkäynti on merkittävä tapaus vihapuheen rajanvedossa – "Saako varasta nimittää varkaaksi?" (<https://yle.fi/uutiset/3-10697834>) (read on 5 September 2019).

Of other themes related to offences and immigrants, the media brought up assaults on bus drivers, one of which occurred in Loimaa and another in Uurainen, by men who had been refused asylum. According to the police, these incidents were not connected, the perpetrators were not known to each other, and there were no indications of terrorism.⁵²

Immigrants and offences were linked to measurements of political support, and they were seen to have influenced the increase in support for the Finns Party, in particular.⁵³

13.3 President Donald Trump was referred to a number of times

US President Donald Trump was referred to a number of times in the context of immigration themes during the period under scrutiny. In total, keywords related to immigration and President Trump came up in 1,217 articles. The greatest spike in President Trump's visibility was associated with the mid-term elections in the United States in November 2018. Refugeeism came up, especially as Ilhan Omar was elected to the House of Representatives. This Democratic candidate elected in Minnesota was born in Somalia and lived at a refugee camp in Kenya as a child before migrating to the United States in 1997.⁵⁴ Before the elections, President Trump and immigration issues had appeared in the same articles in connection with the mid-term election themes and electoral advertising. Particular attention was attracted by President Trump's campaign advertisement, which such media operators as Facebook, CNN, NBC and Fox News shelved because of its racist tone.⁵⁵

In summer 2018, President Trump met his Russian counterpart, Vladimir Putin, in Helsinki, which created visibility both before and after the meeting. Prior to the meeting, the media speculated on the topics to be brought up and discussed the reasons for the planned demonstrations. After the meeting, the media rehashed its topics, in which refugeeism came up due to the humanitarian crisis and refugee situation in Syria. President Putin said that the United States and Russia could work together to resolve the humanitarian crisis. President Trump commented on the refugee situation in Syria as being difficult. The articles

52 Yle 7 December 2018: KRP vaatii kahta vangittavaksi välikohtauksista linja-autoissa – toinen vangittiin, toinen oikeudessa lauantaina (<https://yle.fi/uutiset/3-10543786>) (read on 4 September 2019).

53 Yle 11 April 2019: Ylen kannatusmittaus: Perussuomalaiset kiilasi kakkoseksi, SDP:n etumatka kutistunut (<https://yle.fi/uutiset/3-10731903>) (read on 5 September 2019).

54 Helsingin Sanomat 7 November 2018: He tekivät historiaa – Yhdysvaltain väliwaaleissa oli ehdolla ennätysmäärä naisia ja vähemmistöjen edustajia (<https://www.hs.fi/ulkomaat/art-2000005891250.html>) (read on 5 September 2019).

55 Aamulehti 6 November 2018: Donald Trumpin mainos hyllytettiin rasistisena – Facebook ja suuret uutiskanavat päättivät pannasta (<https://www.aamulehti.fi/a/201289479>) (read on 5 September 2019).



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