

An Equal Finland

Government Action Plan for Combating Racism and
Promoting Good Relations between Population Groups



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Abstract

It is stated in the Government Programme of Prime Minister Marin's Government that racism and discrimination will be combated in all sectors of society and that the Government will draw up an action plan against racism and discrimination. Furthermore, it is stated that the Government will draw up a broad-based action plan for promoting good relations between population groups during the government term to supplement the Government Integration Programme. The Government Action Plan for Combating Racism and Promoting Good Relations between Population Groups has been drawn up to meet these two objectives set in the Government Programme.

On 21 March 2020, a broad-based preparatory working group was appointed to prepare the Action Plan. The working group included representatives from all ministries and the Prime Minister's Office, the Association of Finnish Local and Regional Authorities, the Sámi Parliament, the Advisory Board for Ethnic Relations, the Advisory Board on Romani Affairs, the Swedish Assembly of Finland, the Human Rights Centre and the Non-Discrimination Ombudsman. The working group will continue its operations until the end of 2023, guiding and directing the implementation and evaluation of the Action Plan.

The Action Plan is based on a situation assessment, and it includes eight key objectives and 52 measures to be carried out in different branches of government in 2021–2023. The Action Plan aims to dismantle structural inequalities in society, promote non-discrimination in the Finnish working life, strengthen the authorities' equality competence, raise awareness of racism and its various forms, and develop research and data collection related to racism.

Keywords	prevention of racism, ethnic relations, equality and non-discrimination, intersectoral approach, discrimination
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Yhdenvertainen Suomi

Valtioneuvoston toimintaohjelma rasismien torjumiseksi ja hyvien väestösuhteiden edistämiseksi

Oikeusministeriön julkaisu, Mietintöjä ja lausuntoja 2022:2		Teema	Mietintöjä ja lausuntoja
Julkaisija	Oikeusministeriö		
Yhteisötekijä	Oikeusministeriö, toimintaohjelman valmistelutyöryhmä		
Kieli	englanti	Sivumäärä	70

Tiivistelmä

Pääministeri Marinin hallitusohjelmassa linjataan, että rasismia ja syrjintää torjutaan kaikilla yhteiskunnan osa-alueilla, ja että hallitus laatii rasismien ja syrjinnän vastaisen toimintaohjelman. Lisäksi hallituskaudella laaditaan laaja-alainen hyvien väestösuhteiden edistämisen toimintaohjelma täydentämään valtion kotouttamisohjelmaa. Valtioneuvoston rasismien vastainen ja hyvien väestösuhteiden toimintaohjelma yhdistää nämä kaksi hallitusohjelman tavoitetta.

Toimintaohjelman laatimista varten asetettiin 21.3.2020 laajapohjainen valmistelutyöryhmä, jossa ovat olleet edustettuina kaikki ministeriöt ja valtioneuvoston kanslia, Kuntaliitto, Saamelaiskäräjät, Etnisten suhteiden neuvottelukunta, Romaniasiaien neuvottelukunta, Folktinget, Ihmisoikeuskeskus ja yhdenvertaisuusvaltuutettu. Työryhmä jatkaa toimintaansa vuoden 2023 loppuun saakka, ohjaten toimintaohjelman toimeenpanoa ja arviointia.

Toimintaohjelma perustuu tilannearvioon, jonka pohjalta on asetettu kahdeksan keskeistä tavoitetta sekä 52 toimenpidettä toteutettavaksi eri hallinnonaloilla vuosina 2021-2023. Toimintaohjelmalla pyritään muun muassa purkamaan yhteiskunnan eriarvoistavia rakenteita, edistämään suomalaisen työelämän syrjimättömyyttä, vahvistamaan viranomaisten yhdenvertaisuusosaamista, kasvattamaan tietoisuutta rasismista ja sen eri muodoista sekä kehittämään rasismiin liittyvää tutkimusta ja tiedonkeruuta.

Asiasanat rasismien ehkäisy, etniset suhteet, yhdenvertaisuus, poikkihallinnollisuus, syrjintä

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Ett jämlikt Finland Statsrådets handlingsprogram mot rasism och för goda relationer

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Utarbetad av	Justitieministeriet, arbetsgruppen för beredning av handlingsprogrammet	Sidantal	70
Språk	engelska		

Referat

I regeringsprogrammet för statsminister Marins regering ingår ett mål om att rasism och diskriminering ska bekämpas inom alla delområden i samhället och att regeringen ska utarbeta ett handlingsprogram mot rasism och diskriminering. Dessutom utarbetas under regeringsperioden ett omfattande handlingsprogram för att främja goda relationer mellan olika befolkningsgrupper och för att komplettera statens program för integrationsfrämjande. Statsrådets handlingsprogram mot rasism och för goda relationer förenar dessa två mål i regeringsprogrammet.

För att utarbeta handlingsprogrammet tillsattes den 21 mars 2020 en brett sammansatt beredningsarbetsgrupp med företrädare för alla ministerier och statsrådets kansli, Kommunförbundet, Sametinget, delegationen för etniska ärenden, delegationen för romska ärenden, Folktinget, Människorättscentret och diskrimineringsombudsmannen. Arbetsgruppen fortsätter sin verksamhet till utgången av 2023 och styr genomförandet och utvärderingen av handlingsprogrammet.

Handlingsprogrammet baserar sig på en lägesbedömning utifrån vilken åtta centrala mål och 52 åtgärder har ställts upp inom olika förvaltningsområden för åren 2021–2023. Syftet med handlingsprogrammet är bland annat att avveckla ojämlika strukturer i samhället, främja icke-diskriminering i det finländska arbetslivet, stärka myndigheternas kompetens i fråga om likabehandling, öka medvetenheten om rasism och dess olika former samt utveckla forskningen och datainsamlingen om rasism.

Nyckelord	bekämpning av rasism, etniska relationer, jämlikhet, förvaltningsövergripande verksamhet, diskriminering
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PREFACE

The current Government Programme promises to build a Finland where bullying and racism are opposed, and where human dignity and rights are for everyone. The Government Programme includes various measures for combating racism and discrimination in different areas of society. The Action Plan for Combating Racism and Promoting Good Relations between Population Groups is one of them.

We are proud that Finland is a model country of equality and safety. However, many studies have made it apparent that equality is not always realised for all population groups. Members of visible minorities in particular are subject to racially motivated harassment in their daily lives. It is also concerning that our society's structures do not sufficiently ensure equal opportunities in education and employment, or when dealing with the authorities. This may lead to separate fields of education and hence increase segregation in the labour market.

Many citizens have expressed their concern to me about the polarisation of social discourse and increasing tensions between population groups. Our society's ability to function may be threatened if different communities and language groups no longer feel that they are part of society. Hate speech and online targeting are examples of phenomena that may indicate a deterioration of population relations and a decline in trust. This development has been shown to negatively affect attitudes in society and the sense of security of different groups. The strength of democracy is tested by its capacity to handle and accept diversity.

What role do the public authorities play in this transformation? The Constitution of Finland mandates that the public authorities safeguard basic and human rights. The non-discrimination legislation require active anti-discrimination measures. The public authorities are also central to the development of population relations. The structures of society identify and recognise the questions posed by different population groups and connect people regardless of their background. It is therefore extremely important that everyone has an equal opportunity to participate in society. Eliminating discrimination is not a matter of opinion but a legal duty and obligation that the authorities, education providers, and employers must carry out. To fulfil this obligation, the authorities must find ways to identify, prevent, and combat racism and discriminatory practices in society in general and in their own operations. The authorities must discuss racism and listen

carefully to the population groups that face racism day after day. Racism is a problem that cannot be overcome with silence.

The new action plan assembles the Government's measures to combat racism and promote good population relations in different areas of society. It has been prepared in cooperation with the authorities, civil society operators, and young people based on facts and evidence about racism and its forms in Finland. The action plan will be issued as a government resolution, and it will be implemented until the end of the Government's term. I wish to thank all those who participated in the action plan's preparation, and those who will implement it. We are all needed to change society.

Anna-Maja Henriksson, Minister of Justice

1 Premise for the action plan's preparation

The Government Programme of Prime Minister Marin states that racism and discrimination will be opposed in all areas of society, and that the government will prepare an anti-discrimination and anti-racism action plan. In addition, an extensive action plan for promoting good population relations will be prepared during the government's term to supplement the national integration programme and evaluate the need to legislate the most serious aspects of organised racism. The Constitution of Finland stipulates that the public authorities must safeguard basic and human rights (section 22). Racism and discrimination violate the dignity of their target and prevent rights from being exercised. Racism and discrimination also harm the relations between different population groups, erode trust between them, contribute to a sense of insecurity and increase the risk of becoming marginalised in society.

In recent years, the anti-racism and anti-discrimination policy implemented by the government has been prepared as part of the national basic and human rights policy. No separate anti-racism and anti-discrimination action plan has been drawn up since the second government of Paavo Lipponen in 2001, which had an action plan to combat ethnic discrimination and racism. Finland has received numerous recommendations from international human rights treaty bodies regarding anti-racism and anti-discrimination, as well as the combating of hate speech and hate crime.

On 18 September 2020, the European Commission released the communication *A Union of equality: EU anti-racism action plan 2020–2025*. This communication makes it clear that racism is against the European Union's core values, and that combating racism requires shared and continuous efforts. The measures of the action plan aim to enhance current measures, unite operators from all levels and improve the opportunities for people belonging to a racial or ethnic minority to have their voices heard. The Commission intends to use policy measures and funding programmes to combat racism and discrimination with regard to opportunities for education, employment, healthcare, social protection, and housing. The Commission urges the Member States to enhance their measures to prevent discriminatory attitudes in their law enforcement authorities and the credibility of their anti-hate crime enforcement. The Commission also recommends the surveying of national measures taken to prevent violent extremism, and the definition of the shortcomings and best intervention practices. The Commission considers it important to implement measures that tackle racial and ethnic stereotypes, and urges the Members

to do the same. The communication also includes measures for improving data collection, especially data categorised by racial or ethnic origin. The Commission recommends that the Members approve their national anti-racism action plans by the end of 2022. The Commission intends to support the preparation of the national action plans by proposing a set of key principles and factors based on cooperation with national authorities necessary to prepare effective national anti-racism action plans. The Commission emphasises the importance of the participation of civil society representatives and the national equality bodies in the preparation, implementation and evaluation of national action plans.

The UN and civil societies have also created guidelines for preparing national anti-racism action plans. The guidelines of the Office of the High Commissioner for Human Rights (UN Human Rights) state that national anti-racism action plans should include the national anti-racism objectives and measures, as well as information about the responsible authorities, schedules and monitoring mechanisms.

The European Network Against Racism (ENAR, anti-racism umbrella organisation) has collected good practices in their guide from the anti-racism programmes of different countries and defined criteria for action plans' content and preparation process. The ENAR guide suggests a good action plan should include detailed definitions of concepts, analysis of different forms of racism (Afrophobia, islamophobia, antisemitism, etc.), research data about the prevalence of racism, broad measures, local measures, and a clear description of the resources and execution mechanisms. The ENAR guide also mentions examples taken from the anti-racism action plans of different countries, including the Netherlands, France and Sweden. For example, the Swedish anti-racism action plan includes measures for raising awareness, education, developing anti-racism policy coordination, improving the operating conditions of civil society, preventing online hate speech and strengthening legislation. In Norway, the government's anti-racism action plan focuses on increasing engagement, preventing racism in employment, and protecting children and young people from racism, for example.

This action plan assembles the Government's measures to combat racism and discrimination, and promote good population relations.

2 Action plan preparation process

On 18 March 2020, the Ministry of Justice established an extensive working group to prepare the action plan. The working group was tasked with assessing the current situation of racism, discrimination, and population relations to support the preparation of the policy programme, as well as preparing an action plan for measures in different areas of society to combat racism and discrimination, and promote good population relations. Furthermore, the working group was to monitor the progress of the action plan and prepare a summary of the implemented measures for an interim review by the Government, as well as making other proposals considered necessary for anti-racism and anti-discrimination. The preparation was coordinated by the government's Ministerial Working Group on Internal Security and Strengthening the Rule of Law, which discussed the action plan in its sessions on 28 January, 26 August, and 16 September 2021. The action plan preparation working group met a total of eight times during the preparation process.

Stage of the action plan	Schedule	Outcome
1. Evaluation stage	1 June 2020–31 December 2020	Evaluation reports
2. Measure planning stage	1 November 2020–28 February 2021	Government resolution
3. Implementation stage	1 November 2021–31 March 2023	Final reporting

The Ministry of Justice coordinated the preparation of the action plan within the Government (chaired by director general Johanna Suurpää of the Department for Democracy and Public Law). The proposals for actions were presented to the ministerial working group in the autumn of 2021. The action plan will be adopted as a government resolution. The preparation working group will continue to monitor the implementation of the action plan.

A key part of the preparation process was the evaluation phase, in which the main challenges related to racism and population group relations in Finland were analysed. The programme's content was analysed according to the UN human rights indicators with regard to structures, processes, and outcomes.

INFO BOX: UN human rights indicator levels

Indicator level	Description of indicator level
Structure	The structural indicators describe the structures that support the success of equality, non-discrimination and anti-racism (including legislation, judicial control, population group engagement, and opportunities to influence).
Process	The process indicators describe the anti-racism measures in different areas of life and as used by the authorities (including anti-racism policy and government grants).
Outcome	The outcome indicators describe the experiences of racism and discrimination from the perspective of individuals and communities (first-hand experiences of different groups).

The evaluation is primarily based on official statistics, and the results of studies published both nationally and internationally. This information was used for the Discrimination in Finland 2017–2019 data report (<https://julkaisut.valtioneuvosto.fi/handle/10024/162517>), published in October 2020. In addition, two research reports were produced regarding the improving of population group relations: one is a review of the measures for promoting positive group relations, and the other is an analysis of the status of population group relations in Finland.

Information was also collected directly from researchers, experts, and civil society operators working at the grassroots level with groups at risk of discrimination. An open virtual hearing was held on 19 October 2020. The population bases differ significantly in different geographical areas of Finland, and these differences were included in the analysis. Virtual workshops were organised for the regional Advisory Boards for Ethnic Relations (7), the regional Advisory Boards on Roma Affairs (4), and the Sámi Parliament to discuss the appearance of racism and anti-racism structures in different regions. Five Virtual Councils (Digiraati) were also organised for young people in different regions of Finland. These collected feedback on the action plan as a whole and in general regarding the prevalence of racism in young people's everyday lives, and how young people from different population groups were interacting.

The Ministry of Justice coordinates the national discrimination monitoring system, which has an expert working group comprising researchers and other data collection specialists. The expert group met twice (on 1 October 2020 and 8 March 2021) to discuss the action plan's preparation and to comment regarding the content of the analysis and the action plan. Civil society operators were also included in the planning of the action plan's measures. The Ministry of Justice launched an idea competition seeking proposals for measures. In the project – category, the competitors would apply for a state grant for an idea that would be implemented by themselves. Furthermore, the idea competition had a

separate category for young people to include them in the action plan's implementation. The idea competition's "project" category received 17 applications, 9 of which received grants. The young people's category received two applications, both of which received grants. Nine further ideas were received for the "challenge" category, which were discussed with different ministries when negotiating the measures.

The measures were discussed between ministries to review the general and sector-specific problems raised in the evaluation, including the necessary measures to solve the problems. The discussions found that measures related to the action plan's objectives were already underway in various ministries, and further necessary initiatives were considered. These discussions were used to draw up the action plan framework and the actual measures.

The action plan draft was submitted to the working group for further comments on 8 February 2021. The amended action plan draft was submitted to the working group for approval on 9 March 2021.

3 Structures of combatting racism in Finland

3.1 Legal framework to combat racism

The legal norms related to anti-racism and the improvement of population relations comprises international agreements, constitutional rights, and several special statutes that prohibit discrimination, harassment, and different treatment based on origin, religion, or language in different areas of life, as well as the legal praxis regarding this legislation. The Finnish Parliament’s various committees, national judicial authorities, and international human rights treaty bodies have called attention to improving the legislation related to racism and discrimination. Figure I includes examples of the main international agreements, EU legislation, and national legislation related to anti-racism and population relations.

National legislation	EU law	International law
<p>FOR EXAMPLE</p> <ul style="list-style-type: none"> Constitution Act on Equality between Women and Men Non-discrimination Act Criminal Code of Finland Administrative Procedure Act Occupational Safety and Health Act Employment Contracts Act Employment relationship legislation Act on the Promotion of Immigrant Integration Education legislation 	<p>FOR EXAMPLE</p> <ul style="list-style-type: none"> Charter of Fundamental Rights Race Equality Directive Employment Equality Directive Directives on gender equality (7) Framework Decision on combating racism Victims’ Rights Directive 	<p>FOR EXAMPLE</p> <ul style="list-style-type: none"> UN human rights treaties UN treaty monitoring bodies’ interpretations UN declarations CoE human rights conventions European Court of Human Rights legal praxis CoE convention monitoring bodies’ interpretations

Finland’s current Non-discrimination Act has been in effect since 2015, and it implements the EU’s Race Equality Directive and Employment Equality Directive. This Act defines the grounds and forms of prohibited discrimination, including the legal remedies, stipulates obligations for the authorities, education providers, and employers, and promotes equality. According to section 8 of the Non-discrimination Act, no one may be discriminated against based on their age, origin, nationality, language, religion, belief, opinion, political activity, trade union activity, family relations, health, disability, sexual orientation, or any other reason related to the person. The government proposal

states that the word “origin” refers to ethnic, national, and social origin. It also includes the grounds specified in the Criminal Code of Finland: “race” and “skin colour”.

The Non-discrimination Act defines the following forms of discrimination:

- **Direct discrimination (section 10):** Discrimination is direct if a person is treated less favourably than another person was treated, is treated, or would be treated in a comparable situation.
- **Indirect discrimination (section 13):** Discrimination is indirect if an apparently neutral rule, criterion, or practice puts a person at a disadvantage compared to others on the grounds of personal characteristics.
- **Harassment (section 14):** Harassment is the deliberate or de facto infringement of the dignity of a person to create a degrading, humiliating, intimidating, hostile, or offensive environment towards the person.
- **Instruction or order to discriminate (section 8):** An instruction or order to discriminate also constitutes discrimination.
- **Denying due and appropriate adjustments (section 15):** If an authority, education provider, employer, or provider of goods and services fails to make the due and appropriate adjustments necessary in each situation to safeguard the equality of a person with disabilities, they are guilty of harassment.
- **Prohibition of discriminatory work advertisements (section 17):** When advertising an open position, public service office, or post, an employer may not unlawfully require that applicants have the personal characteristics or qualities referred to in this Act.
- **Prohibition of victimisation (section 16):** A person must not be treated unfavourably or in such a way that they suffer adverse consequences as a result of pleading the rights or obligations provided for in the Non-discrimination Act, participating in the clarification of a matter concerning discrimination, or taking other action to safeguard equality.

The government proposal for the Non-discrimination Act (HE 19/2014 vp) states that the Non-discrimination Act may be applied, in addition to the Act on Equality between Women and Men, in situations that concern discrimination due to gender, as well as the types of discrimination outlawed by the proposed Act (multiple discrimination). For example, such situations include cases in which a person is treated differently without just cause than others due to their gender and age. The Act on Equality between Women and Men is not applicable if the situation does not concern discrimination due to gender. The scope of the proposed Act would therefore cover all other situations of unequal treatment, including multiple discrimination, in which two or more personal characteristics together result in the person’s unequal treatment constituting prohibited discrimination (intersectional discrimination). These situations may include gender as one such characteristic.

The Non-discrimination Act obligates the **authorities, education providers, and employers** to evaluate and promote equality in their activities. According to section 5 of the Non-discrimination Act, an authority must evaluate the realisation of equality in its activities and take the necessary measures to promote the realisation of equality. Authorities must have a plan of the measures necessary to promote equality. As for education providers and the educational institutions they maintain (section 6), they must also evaluate the realisation of equality in their activities and take the necessary measures to promote the realisation of equality. Employers (section 7) who regularly employ at least 30 persons must have a plan of the measures necessary to promote equality.

The need to improve the Non-discrimination Act has been highlighted by two of the Parliament's committees: the Constitutional Law Committee (PeV) and the Employment and Equality Committee (TyV)¹. Both committees have considered it necessary to investigate if there are problems associated with leaving the monitoring of employment outside the remit of the Non-discrimination Ombudsman. The committees have also seen it as necessary to investigate the processing of compensations by the Non-discrimination and Equality Tribunal. The Non-discrimination Ombudsman has called for legislative improvements in their report to Parliament. For example, according to the Ombudsman, the Non-discrimination Act should be updated to enhance the prohibitions on discrimination, the legal protection of victims of discrimination, and the authority of the Non-discrimination and Equality Tribunal. Furthermore, the Ombudsman has proposed changes to the Aliens Act and the Reception Act, and improvements to the status of persons in the country without a residence permit.

According to the Government Programme, the government will carry out a partial reform of the Non-discrimination Act. The Non-discrimination Act offers extensive protection against discrimination, but its enforcement must be strengthened. The Ministry of Justice's Non-discrimination Act evaluation project, started in 2019, analysed the impacts of the updated 2015 Act on the legal protection of victims of discrimination, prevention of discrimination, and promotion of equality. The evaluated material included complaints and decisions from the courts, supervisory authorities, and judicial authorities, as well as expert interviews, stakeholder interviews, and an employer survey and interviews. The project identified needs for legislative improvement related to the definition of harassment, the capacity of the Non-discrimination Ombudsman to submit discrimination cases to the Non-discrimination and Equality Tribunal without naming the victim, and the grounds for special treatment in employment, for example. The project found that the greatest challenges for the Non-discrimination Act's objectives were related to its enforcement and how discrimination cases were selected by legal protection channels

1 PeVI 31/2014 vp; TyVM 11/2014 vp.

based on the grounds for discrimination. Due to this selection, the consequences of discrimination were also divided by reason. Regarding the enforcement of the Act, it is important to note that the evaluation found the obligation to promote equality being insufficiently realised and the plans being disconnected from an organisation's other activities.

The promotion of good population relations is a key part of the Act on the Integration of Immigrants. According to the Act, the objective for the municipal authorities and other local authorities in promoting integration is to support internationalism, equality, non-discrimination, and positive interaction between different population groups, either locally or regionally. They must also promote good ethnic relations, intercultural dialogue, the engagement of immigrant groups, and opportunities for preserving one's own language and culture. According to the Act, a municipality's integration programme may include a plan to promote good ethnic relations and intercultural dialogue. The Ministry of Economic Affairs and Employment is currently preparing the government's policy report on integration, which will act as the foundation for amending the Act on the Integration of Immigrants. In conjunction with the reform of the Act on the Integration of Immigrants, the legislation regarding the promotion of good population relations will be enhanced based on the integration report's guidelines.

International human rights treaty bodies have issued multiple recommendations to Finland for legislation that concerns anti-racism and the promotion of population relations.

The UN Committee on Economic, Social and Cultural Rights (CESCR) monitoring the **International Covenant on Economic, Social and Cultural Rights** issued a recommendation to Finland in March 2021 regarding the government's seventh periodic report. According to the committee, Finland should review and reinforce its legal protection against discrimination and the position of the judicial authorities to effectively enforce its legislation. The committee also recommended human rights training for judges and other judicial authorities, and considered it important that Finland prepare a national anti-racism and anti-discrimination action plan.

The UN Human Rights Committee monitoring the **International Covenant on Civil and Political Rights** likewise issued its recommendations regarding Finland's seventh national report in March 2021. Among other things, the committee suggests that Finland should strengthen the evaluation of basic and human rights impacts in statute drafting, improve anti-discrimination legislation, review the mandate of the Non-Discrimination Ombudsman, consider the Non-discrimination and Equality Tribunal's power to issue compensation directly to victims of discrimination, raise the general public's awareness of anti-discrimination legislation, and increase the participation of women belonging

to ethnic minorities at different levels of the public and private sectors, for example. Additionally, the committee states that Finland must redouble its efforts to prevent discrimination and hate speech, as well as incitement to discrimination and violence, improve data collection and reporting concerning hate speech, and train and increase the awareness of different operators regarding hate speech and hate crime.

The Committee on the Elimination of Racial Discrimination (CERD) monitoring the implementation of the **International Convention on the Elimination of All Forms of Racial Discrimination** has commented on the training of the judicial authorities, ratifying ILO Convention No 169, ensuring non-discrimination in deportation legislation, monitoring the Durban Declaration and Programme of Action, and deepening cooperation between anti-racism organisations and the authorities.

The **Committee on the Elimination of Discrimination against Women** (CEDAW) has commented on the status of immigrant women and Roma women, among other things.

Other **international human rights organs** have also issued multiple recommendations to Finland regarding anti-racism and the promotion of good population relations. The UN Human Rights Council (HRC) issued recommendations to Finland in its Universal Periodic Review to strengthen its legislation regarding the combating of racism and xenophobia. The European Commission Against Racism and Intolerance (ECRI) published its fifth report on Finland in September 2019. The report includes 20 recommendations to combat racism and intolerance. These include a recommendation to amend the Non-Discrimination Ombudsman's power to include the right to investigate private claims of discrimination in employment and to take legal action in a court of law at their own initiative.

The Government considers an effective implementation of **Council Framework Decision 2008/91/JHA regarding racism and xenophobia** an important way to combat racism. Finland has implemented the decision nationally in 2011 with the Council of Europe (CoE) anti-racism Additional Protocol to the Convention on Cybercrime. The European Commission has evaluated the implementation of the framework decision in all Member States. The evaluation of Finland was published in February 2021. According to the European Commission, Finland's legislation does not allow for effective and functional sanctions to eradicate racism and xenophobia. According to the European Commission, some of the main problems are that crimes related to racism and hate speech cannot be investigated, and no charges can be pressed without the victim's report or accusation. The European Commission states that Finland's implementation of the provision on hate speech inciting violence is erroneous. Furthermore, the European Commission considers that Finland has not criminalised hate speech directed at an individual member of a group of people defined by race, skin colour, religion, origin, ethnicity, or nationality. Finland has also failed to criminalise specific forms of hate speech, meaning the public excusing,

denying, and gross underestimating of international crimes and the Holocaust. The European Commission has prepared its recommendations for the supervisory authorities of anti-discrimination legislation: eur-lex.europa.eu/eli/reco/2018/951/oj.

The need to address the most serious forms of organised racism through legislative means will be evaluated in accordance with the Government Programme. The Ministry of Justice initiated a project in the autumn of 2019 to prepare a memorandum of whether the Criminal Code's provisions regarding organised racism match those of the UN International Convention on the Elimination of All Forms of Racial Discrimination, and whether they are sufficiently clear and comprehensive overall. Committing a crime based on a hate motive regarding the victim's gender will be added as an aggravating circumstance in accordance with the Government Programme. Likewise, unlawful threats made on account of a working duty or public position of trust will be made crimes subject to public prosecution. The government proposal to add gender to the list of aggravating circumstances in the Criminal Code of Finland was submitted to the Parliament in February 2021.

3.2 Participatory structures of the Government for the promotion of anti-racism, anti-discrimination, and good population relations

Several advisory councils operate in conjunction with the Government, handling key questions related to racism and population relations. The Human Rights Advisory Board operates under the Ministry for Foreign Affairs. Its members include representatives from all parliamentary groups and non-governmental organisations (NGOs) involved in human rights. The Advisory Board for Ethnic Relations, the Advisory Board on Language Affairs, the Advisory Board on Sign Language Affairs, and the Advisory Board on Civil Society Policy operate under the Ministry of Justice. The National Advisory Board on Roma Affairs operates under the Ministry of Social Affairs and Health, and four Regional Advisory Boards on Roma Affairs operate under the Regional State Administrative Agencies (AVI). The Advisory Board for Ethnic Relations has seven regional boards that are supported by the Centres for Economic Development, Transport and the Environment (ELY Centres). NGOs from various cultural, religious, and language groups, as well as political parties from different parts of Finland, participate in the work of the advisory boards. In addition the Ministry of Justice has organised annual discussions of Sámi affairs between the authorities, the Sámi Parliament, and Sámi NGOs.

The opportunities for NGOs to participate in preparing policy are also supported through a hearing procedure. Hearing instructions in the form of a government resolution were issued in 2016 for the preparation of legislation. The instructions are a guideline for the ministries in their preparation of legislation. These hearings offer an opportunity for stakeholders and citizens to comment on legislative proposals while they are being prepared. The preparation should hear equally from different stakeholders and interested parties. Methods must be chosen to take equal participation opportunities and linguistic rights into account. Hearings can be held as an event, electronically through Demokratia.fi services or by conventional requests for comment, for example. Equality impact assessments should be carried out during the preparation of legislation to evaluate the impacts of the proposed legislation on groups at risk of discrimination such as ethnic and religious groups. Many ministries have used the Timeout dialogues of the Timeout Foundation (www.timeoutdialogue.fi) for added interaction and inclusivity, engaging vulnerable groups in particular. This method has been used in different situations to form a shared understanding and newly engage stakeholders and citizens. It has been part of the Report on the Future, the Lockdown Dialogues for officials, the National Democracy Programme 2025, and the preparation of the Nature Conservation Act.

Action plan guidelines regarding legislation and structures

- Prepare the partial reform of the Non-discrimination Act and help implement the obligation to promote equality
- Improve the Government's internal coordination for more effective anti-racism and anti-discrimination
- Include the improvement of anti-racism and anti-discrimination as part of the performance guidance process of every administrative sector.
- Reinforce the local and regional structures for anti-racism and good population relations work
- Develop more accessible hearing structures and means to secure opportunities to influence for groups at risk of discrimination

4 Anti-racism and population relations policy in different sectors of society

The public authorities have the duty to safeguard fundamental and human rights. The authorities' means to prevent and clamp down on racism and promote good population relations are related to the administrative sectors' anti-racism policy, the promotion of non-discrimination, resource management, supporting the operating conditions of the civil society, collection of data about racism, and those measures that promote the rights of different population groups, including different language groups, religious groups, the Sámi, the Roma, and immigrant groups. Different measures related to the action plan's objectives have been carried out or are currently ongoing or being prepared in the various administrative sectors.

The ministries direct their administrative sectors in the promotion of non-discrimination by means of performance guidance and information guidance. There is currently no real inter-ministry coordination structure regarding anti-racism policy. Questions related to racism are discussed in the Government's fundamental and human rights network, the integration cooperation group, and the internal security group in particular. In addition, the Ministry of Justice has established a discrimination monitoring system that coordinates and develops the data collection related to discrimination and national monitoring.

4.1 Combating structural racism

Structural racism is a matter of social institutions, their operating methods, and the opportunities that people from different backgrounds have to operate in these institutions and use their services. Structural racism may occur in the activities of the authorities, employment, education, and other services – for example, seemingly neutral practices and structures will exclude some people in practice. Equality planning is an important instrument for identifying, preventing, and combating structural racism and indirect discrimination. The non-discrimination and gender equality planning of Finland's ministries has been improved in recent years, and the status of the equality planning has been evaluated in a survey carried out by the Ministry of Justice and in conjunction with the Non-discrimination Act's effectiveness study.

Non-discrimination and gender equality planning in ministries

Ministry	Status of the equality and gender equality plan
UM	The Ministry for Foreign Affairs has a personnel policy equality and gender equality plan for 2019–2021. One focus of the programme is the promotion of diversity in workplace communities and supporting diversity leadership. The programme is updated and its implementation is monitored by the ministry’s administration group in cooperation with personnel organisations. A general training plan for 2019–2021 was approved as part of the programme’s execution.
VM	The Ministry of Finance has recently completed its operational equality and gender equality plan. Among other things, the plan requires that every agency in the ministry’s administrative sector must prepare their own plan, and the ministry will monitor their implementation as part of the performance guidance process.
LVM	The joint plan for the Ministry of Transport and Communications and its administrative sector for operational equality and gender equality for 2019–2021 was published in December 2018. The administrative sector’s joint operational equality working group monitors the implementation of the measures in reports.
PLM	The Ministry of Defence directs its administrative sector’s equality and gender equality planning. The performance agreement between the ministry and the Finnish Defence Forces (FDF) includes performance targets for equality and gender equality. The ministry monitors the targets based on the FDF’s annual and performance reports.
SM	The Ministry of the Interior has an operational plan for 2020–2021, with updates and evaluation underway, as in its administrative sector.
MMM	The Ministry of Agriculture and Forestry has a combined operational and personnel policy equality and gender equality plan for 2018–2022.
YM	The Ministry of the Environment has an operational equality and gender equality plan for 2018–2023.
STM	The Ministry of Social Affairs and Health has an operational equality and gender equality plan for 2021–2025.
TEM	The Ministry of Economic Affairs and Employment has an operational equality and gender equality plan for 2020–2023. According to the plan, the ministry and its administrative sector will improve their measures for the target-oriented promotion of equality and ensure that the agencies of the TEM Group have prepared their equality plans.
OKM	The Ministry of Education and Culture has a personnel policy equality and gender equality plan for 2020–2021 and an operational equality and equality plan for 2020–2023. The ministry’s administrative and operational equality working group monitors the execution of the plans.
OM	The Ministry of Justice has a combined operational and personnel policy equality and gender equality plan for 2021–2025.
VNK	The Prime Minister’s Office has an operational gender equality plan for 2019–2022. The Government’s equality plan is currently being prepared.

The small number of diverse employees in the public sector, among others, may indicate the presence of structural obstacles for some population groups. The ministries have identified a need to increase the diversity of its employees and improve the administrative sector with regard to the officials' abilities regarding non-discrimination and minority issues. The working life diversity programme headed by the Ministry of Economic Affairs and Employment includes several measures to increase employers' diversity skills. The programme's aim is to improve both understanding and competences related to racism and discrimination in the public sector and the public services supporting employment. A development project to improve the recruitment of ethnic minorities by the police force is currently underway at the Police University College, part of the Ministry of the Interior's administrative sector. The Ministry for Foreign Affairs uses an external expert service for open external ministry recruitment to improve the realisation of non-discrimination, for example. In addition, the Ministry for Foreign Affairs is investigating the possibility of using anonymous recruitment. The Ministry of Finance has also started discussions on ways to increase the diversity of administrative personnel.

Various administrative sectors have implemented training to improve the officials' skills in matters of non-discrimination and equality. For example, the Ministry of Finance is seeking to improve its personnel's skills in terms of non-discrimination and promoting good population relations. Officials have participated in Timeout training, and non-discrimination training has been organised for legislators. The Ministry for Foreign Affairs includes a human rights module in its international affairs training course (mainly used to recruit new officials). The module also covers the non-discrimination of population groups and anti-racism measures.

The Government's communication strategy includes special mention of the needs of different language groups: the national languages, Sámi languages, sign languages, and other languages. The Government has produced induction materials for new officials, the VN Pass, which includes a training module on equality and non-discrimination. In accordance with the Government Programme, the Association of Finnish Local and Regional Authorities (Kuntaliitto) led the preparation of a public administration strategy to update the methods of Finland's public administration according to the changes taking place in society (www.vm.fi/julkisen-hallinnon-strategia). The strategy's principles include diversity and equality, which call for the inclusion of different groups of people and building a sense of belonging and justice, reinforcing the legitimacy of government.

Structural racism has the potential to weaken the trust in the authorities of people from different backgrounds. The Ministry of Finance commissioned a government trust study from the OECD, the results of which were published in May 2021. The study analysed the citizens' trust in government institutions and offers information on how the government can develop its activities to earn further trust. Increasing trust is a primary objective of

population relations policy. In addition, the Ministry of Finance commissioned a Civic Space Scan from the OECD. The assessment's results were published in June 2021. It includes recommendations for promoting and protecting the viability of Finland's civil society. The assessment also analysed anti-racism, anti-discrimination, anti-hate speech, and anti-hate crime measures.

4.2 Anti-racism policy and the promotion of good population relations in different administrative sectors

In particular, the evaluation carried out in conjunction with the action plan's preparation identified measures related to racism and the promotion of good population relations in non-discrimination, human and fundamental rights, security, employment, immigration, integration, housing, culture, sports, education, and youth policy, as well as population group policy, including Roma and Sámi policy.

Foreign and security policy, international human rights policy, development policy, and consular services

The promotion of human rights, the principle of the rule of law, democracy, peace, freedom, equality, and non-discrimination in all international activities are the primary values of Finland's foreign and security policy. Finland bases its foreign and security policy on human rights, which means the impact on human rights is assessed in all foreign and security policy activities.

The equality of people is the starting point in all official activities, including the realisation of citizen, political, economic, social, and cultural rights. Finland emphasises the rights of women and girls, and supports international efforts to improve gender equality. Special attention is paid to the realisation of the human rights of people who are vulnerable or at risk of discrimination.

The guiding principle of Finland's international human rights policy is to defend non-discrimination, equality, and the right to participate in civil society. This is done to reinforce the universality of human rights, the realisation of fundamental rights, democracy, and the development of rule of law.

In its international activities, Finland supports the rights and non-discrimination of the most vulnerable population groups and minorities, including their individual

members, as well as statements to this effect in international and EU decisions. These population groups receive special attention in foreign and security policy when multiple discrimination or intersectional discrimination occurs, or when a situational assessment finds that human rights are violated in a national armed conflict or humanitarian crisis.

Finland will apply to be a member of the UN Human Rights Council for 2022–2024. The main message of Finland’s campaign is “A Diverse World, Universal Human Rights”, emphasising the universal nature of human rights. The members will be elected in the UN General Assembly in October 2021.

Finland’s development policy pursues sustainable development targets in focus areas based on its values and strengths. Finland will improve the rights and position of women and girls, strengthen the welfare of developing countries (including employment, education, and democracy), and advance their climate resilience. The general objectives of gender equality, non-discrimination, climate resilience, and lower emissions are included in all the activities. The development policy’s geographical focus is on Africa.

The Ministry for Foreign Affairs promotes the security and welfare of Finland and its citizens. The consular services of the Ministry for Foreign Affairs and Finland’s embassies are subject to the Consular Services Act (498/1999). Consular duties are carried out according to principles dictated by the international human rights agreements and documents that bind Finland, including equal treatment and the prohibition of discrimination based on race, skin colour, gender, language, religion, origin, or ethnic, social, or other status.

Human rights agreement monitoring

Finland periodically reports on the implementation of core UN and CoE human rights conventions to independent and autonomous monitoring bodies. The periodic reporting has been centralised in the Ministry for Foreign Affairs, which presents the current report drafts to society for comment. Participation in the monitoring of human rights agreements’ implementation through comments on the Government’s report drafts increases awareness of human rights agreements and the rights of individuals and groups, and provides a general picture of official efforts to implement human rights, including anti-racism and anti-discrimination. The direct involvement of civil society operators in the implementation’s monitoring by issuing statements to the agreement monitoring bodies (“parallel” and “shadow” reports) and participating in confidential dialogue with the committees during the review of periodic Government reports are effective ways of influencing the kind of recommendations issued to Finland to combat racism and discrimination and promote good population relations. It is important to hear from different population groups about the monitoring of the human rights agreements’

implementation, including the views of children and young people on the actual situation with racism and discrimination in Finland.

Non-discrimination, linguistic rights, and national fundamental and human rights policy

The Ministry of Justice coordinates the Government's non-discrimination and equality policy, and as part of this, has maintained the national discrimination monitoring system, which is used to collect information about discrimination against different population groups. The main areas of non-discrimination policy are the improvement of non-discrimination legislation, equality planning, and non-discrimination evaluation methods; anti-hate crime and anti-hate speech activities; the prevention of discrimination against different minority groups (people who are LGBTI, disabled, or from various ethnic and language minorities, the Sámi, etc.); collection of data on discrimination; and participation in the EU's anti-discrimination efforts.

The Ministry of Justice implements non-discrimination and equality projects that are funded by the EU's Rights, Equality and Citizenship Programme. For example, the All in For Equality project coordinated by the Ministry of Justice aims to improve the entire population's understanding of racism and enhance their ability to combat it. The project aims to combat discrimination and harassment targeting ethnic and religious minorities in particular. For example, the project supports educational institutions in the task of promoting non-discrimination and equality, and improves the awareness and understanding of employers and professionals of non-discrimination, anti-racism, and diversity through training. In addition, the project develops tools and methods for professionals and outsiders to combat discrimination and harassment.

In accordance with the Government Programme, the Government develops the systematic monitoring of the discrimination and hate crime situation, both nationally and internationally. The Ministry of Justice has carried out numerous projects targeting hate crimes and hate speech in recent years, which were funded by the EU's Rights, Equality and Citizenship Programme. Every project improved the abilities of the law enforcement authorities to identify, investigate, and report hate crimes. The Ministry of Justice has started preparing a partial reform of the Non-discrimination Act, a fundamental and human rights programme, a national language strategy, a programme to prevent violence against women, and an action plan to stop human trafficking.

The Ministry of Justice is responsible for promoting the realisation of linguistic rights. As part of this duty, information is collected from different language groups about discrimination and hate speech related to language. The Language Barometer and Sámi Barometer are examples of this work, done every four years, now supplemented by the

Sign Language Barometer for the first time in 2020. The Ministry of Justice has launched a project to measure attitudes towards language, aimed at drawing attention to raising awareness about linguistic rights. The Ministry of Justice is also preparing a language policy programme aimed at providing solutions to problems with different languages (other than the national languages).

The Government's fundamental and human rights policy coordination network has prepared two national fundamental and human rights action plans, and a third was completed in June 2021. These action plans combine the measures of different ministries for enhancing national fundamental and human rights policy, and there have been several anti-racism and anti-discrimination projects. The action plan being currently prepared culminates in reinforcing the monitoring of the realisation of fundamental and human rights. The action plan's fundamental and human rights indicators also include measurements related to the monitoring of racism and discrimination.

UN member states have agreed to implement the 2030 Agenda for Sustainable Development and to reach its goals by 2030. "Leave no one behind" (LNOB) is a core principle of Agenda 2030, and it should be realised between countries and within countries. In the Government, all administrative sectors are responsible for implementing this principle, and it is reported regularly to the UN, the Finnish Parliament, etc. In Finland, the Government's Agenda 2030 measures are guided by the implementation report issued once every government term (2017 and 2020). On the national level, the Finnish National Commission on Sustainable Development is currently preparing the Agenda 2030 roadmap, which aims to show the policies Finland should adopt to reach its sustainable development targets.

Employment

In accordance with the Government Programme, the Ministry of Economic Affairs and Employment, the Ministry of Justice, and the Ministry of Social Affairs and Health will investigate measures to eliminate underpayment. In addition, the Ministry of Economic Affairs and Employment is investigating anonymous recruitment and acting against discrimination in recruitment. The final report of the VN TEAS project commissioned by the Ministry of Economic Affairs and Employment will be published in December 2021. The Ministry of Economic Affairs and Employment has also launched a working life diversity programme to prevent discrimination in recruitment and support the skills and interest of employers in hiring immigrants. The programme includes measures to reduce structural discrimination and racism in the labour market by raising the awareness of work communities about the benefits of diversity and by improving diversity and inclusivity related recruitment, leadership, and other skills among employers and employees. The

programme also improves diversity skills in services for employers and job applicants and promotes diversity and inclusivity in the public sector.

Immigration

The anti-racism action plan is closely linked to the Government report on the need to reform integration measures, prepared by the Ministry of Economic Affairs and Employment and published in June 2021. The report highlights the importance of implementing population relations policy and non-discrimination legislation in eliminating discrimination and differences between population groups, as well as improving the inclusion of different groups. The report states that receptiveness must be increased in addition to services for individuals. The measures for improving the receptiveness and population relations of society can be included in the integration programmes of municipalities. In addition, immigrants will be increasingly included in the development and implementation of services. The integration partnership programme will be implemented in cooperation with various partners, and the promotion of good population relations is an important part thereof.

The Ministry of the Interior is responsible for immigration policy and the legislation concerning immigration and citizenship as a whole. The ministry directs and develops the administration of immigration and coordinates immigration-related activities between different administrative sectors. The Ministry of the Interior represents Finland in most immigration matters at the European Union and in international cooperation. Representation regarding the immigration of workers, students, interns, and researchers is the responsibility of the Ministry of Economic Affairs and Employment, in addition to their integration and legislation concerning integration.

The promotion of non-discrimination is one focus area in the performance guidance of immigration administration, like in all administrative sectors of the Ministry of the Interior. The antagonism present in immigration policy dialogue is defused with fact-based communication. The 2021–2024 programme against illegal entry and residence is aimed at preventing the creation of a parallel society.

Home Affairs Funds – the asylum, integration, and immigration fund in particular – are used to support projects and activities that promote, among other things, the improvement of the asylum and reception system and their related services. The funds are prepared in cooperation with immigrant organisations and other operators, and their implementation takes into account, among other things, promoting the inclusion of immigrant organisations and interaction between immigrants and the receiving society. The Rural Development Programme for Mainland Finland has funded projects related to the integration of immigrants and the building of good population relations. The rural

network working group has promoted the employment of immigrants. LEADER activities partially funded by the EU are used to promote the engagement and communality of all rural citizens, and many LEADER groups have invested in improving population group relations.

Security

The Government has prepared the Government Report on Internal Security. The report draws attention to the security of vulnerable population groups, such as those at risk of discrimination. The Ministry of the Interior has surveyed different groups for their experiences of security. Finland's Strategy on Preventive Police Work 2019–2023 emphasises the prevention of polarisation and the promotion of good population relations and non-discrimination. The instructions for local security planning also emphasise the promotion of good population relations. The Ministry of the Interior and the police are participating in the EU's Facts Against Hate project, which will create online training on non-discrimination for the police, for example. The Ministry of the Interior is also participating in the new EU-funded Osaavat project, which is aimed at further improving the prevention of hate crime, piloting an anti-discrimination centre of expertise (proposed in the Words Are Actions report, Publications of the Ministry of the Interior 2019:23), and developing skills related to this theme on the national and local levels.

The police have also created an online course for matters regarding aliens that covers the prohibition on ethnic profiling. A national discussion forum for ethnic minorities is organised once or twice annually, chaired by the National Police Commissioner. Common training for the police, prosecutors, and judges on hate crimes was arranged as part of the Against Hate project that ended in December 2019. The Facts Against Hate project (1/12/2019–30/11/21) develops data collection and hate crime reporting, among other things. As part of this project, the Police University College is investigating how hate crimes are processed as part of criminal procedure and how its status as an aggravating circumstance is applied in the courts. A seminar was organised in January 2019 on the theme of "Afrophobia and structural discrimination". The seminar was Finland's start in the International Decade for People of African Descent declared by the UN General Assembly for 2014–2024.

Objectives for improving and developing the national military service will be defined by a parliamentary committee appointed in 2020. The identified development options must also reinforce the people's equality and will to defend their country. National service includes people from different backgrounds and ethnic groups. The Finnish Defence Forces have previously implemented development projects to promote non-discrimination. The Finnish Defence Forces uses a non-discrimination and equality plan standard to instruct its paid personnel and conscripts in non-discrimination and equality.

Housing policy

With regard to urban policy, the Government Programme emphasises the prevention of segregation and the development of suburbs. The Ministry of the Environment has prepared a homelessness cooperation programme for 2020–2022. Addressing the homelessness of immigrants is part of the implementation agenda for the cities implementing the programme. In accordance with the Government Programme, the Ministry of the Environment has prepared a suburb programme for 2020–2022 that includes measures for preventing segregation with regard to different population groups.

Education policy

The development of basic education is guided by the objective of equality and a principle of comprehensive non-discrimination. The Ministry of Education and Culture will implement Right to Learn development programmes from 2020 to 2022 in order to improve the quality and equality of early childhood education and basic education and promote learning and welfare. The Right to Learn programmes include legislative and funding reforms, and they promote practices and methods that support non-discrimination by compensating for and preventing gaps in learning, for example. The Finnish Education Evaluation Centre (FINEEC) has an evaluation plan (2020–2023), and one focus area is the promotion of non-discrimination.

The curricula of various teacher training programmes include content related to equality, human rights, non-discrimination, marginalisation, and the different forms of racism. Teacher ability development projects will be undertaken in conjunction with the national Teacher Education Development Programme related to human rights, equality, and democracy education.

The Finnish National Agency for Education (EDUFI) also funds several projects related to cultural diversity. One of them is the *Luulot Pois* project that implements training for vocational upper secondary education institution personnel to identify inequality, discrimination, and racism in the structures and interaction of their educational institution. In the framework of anti-racism, concrete measures have been created to clamp down on discrimination and racism and models and methods have been developed to promote non-discrimination in vocational upper secondary education.

The Strategy for Lifelong Guidance 2020–2023 stresses the importance of identifying the different forms of racism. The non-discriminatory service processes produced by different sectors must be supplemented with non-discriminatory guidance that reinforces the sense of inclusion. The long-term objective of the Strategy for Lifelong Guidance is for it to promote an equal, just, and diverse Finnish society. The student counselling improvement programme (2020–2022) supports the realisation, methods, cooperation, systematic

application, and continuity of student counselling, in particular from comprehensive school to upper secondary education, but also further into advanced studies and working life.

The Ministry of Education and Culture will carry out a national study of the implementation of practical training (TET) as a VN TEAS project. Among other things, the study will analyse how the starting points and needs resulting from a student's background (language, cultural, and socioeconomic; their gender and need for support in learning and education) are included in TET instructions, application support, and progress monitoring in schools and municipalities. Furthermore, the study will investigate what measures can be taken to improve equal access to TET and how the instructions and coordination can be improved at the a) national, b) local, and c) school level.

The higher education accessibility plan included in the Government Programme will analyse the social, regional, and language equality in higher education and the potential obstacles different minority groups have in applying for higher education. The plan will produce proposals for targets to promote accessibility and guidelines for measures, supporting higher education institutions in their accessibility efforts. The plan will be completed in summer 2021 and the aim is for higher education institutions to prepare their own accessibility plans based on common guidelines in 2022.

An international plan covering a higher education institution diversity programme will be included in the negotiations between higher education institutions and the Ministry of Education and Culture (2021–2024). One objective of these negotiations is to increase the recruitment of international personnel. The higher education institution internationalisation programme will fund the immigration leadership activities of ten higher education institutions (Supporting Immigrants in Higher Education in Finland, SIMHE). The aim is to deploy good operational practices and models across the higher education sector.

Culture, sports, and youth policy

In accordance with the Strategy for Cultural Policy of the Ministry of Education and Culture 2025, the working group for immigrants and the promotion of cultural diversity has prepared guidelines and proposals for measures related to the increasing of diversity, planned non-discrimination, and inclusion in the arts and culture sector. Up-to-date gender equality and equality plans and their execution's monitoring has been required from sports organisations applying for government grants. Since 2021, the responsibility system has expanded and its importance in the grant calculation has increased. The Ministry of Education and Culture also supports non-discrimination projects in the sports sector, including anti-racism activities and industry research. Non-discrimination is promoted in youth policy as part of the National Youth Work and Youth Policy Programme 2020–2023 both in general and through special measures. The Ministry of Education and Culture

regularly monitors the number of equality plans among the national youth sector organisations it subsidises. A qualitative analysis of the matter will be carried out in cooperation with the State Youth Council in 2021–2022.

Social and health policy

The government resolution for the Promotion of Wellbeing, Health and Safety 2030 includes measures to eliminate inequality and increase inclusivity. Opportunities to influence and participate for ethnic, religious, and language groups will be improved as part of the Ministry of Social Affairs and Health's equality and non-discrimination work. The promotion of accessibility, participation, and non-discrimination are important objectives in social and healthcare services and the future health and social services reform. These include but are not limited to services in Swedish, Sámi, and sign languages; interpretation services; including obstacle analysis in digital social and health services; securing personal service; and multi-channel services.

Equality policy

The Ministry of Social Affairs and Health coordinates the Government's equality policy. The Government Action Plan for Gender Equality 2020–2023 was approved on 25 June 2020 as a government resolution. The Action Plan for Gender Equality is part of the Government Programme. The action plan combines the measures assigned to different ministries.

The Action Plan for Gender Equality includes some fifty measures for working life, economic equality, family life, education, violence against women, partner abuse, improving the position of people belonging to gender minorities, mainstreaming the gender perspective, and promoting the equality of genders within the European Union and in international activities. The action plan will be implemented across all ministries.

Digital services

Non-discrimination is a basic theme in artificial intelligence (AI) and digitalisation discourse. In the context of public administration information systems, it is discussed in the AuroraAI project, the Programme for the Promotion of Digitalisation, and the open information project (VM, JulkICT). Anti-racism is connected to preventing algorithmic discrimination (biased data, for example) and developing and implementing inclusive and accessible technology in public administration. In accordance with the Government Programme, the impact of AI use on people's equality will be monitored. The aim is to ensure that the operating models used by AI systems do not include direct or indirect discrimination. A VN TEAS research project for avoiding biased AI is underway to implement the Government Programme. Its purpose is to produce new information

about the machine learning AI systems widely used in Finland, their impact assessment, and their discriminatory effects in theory and in practice. The main tasks are building an understanding of the actual problems and critically evaluating the impacts of AI systems on discrimination and fundamental rights as surveyed, considering the obligations of the Non-discrimination Act. The project will develop a research-based evaluation framework for identifying and avoiding discriminatory features in AI applications. Policy recommendations will be put forward through inclusive stakeholder cooperation to utilise the evaluation framework and regulate algorithms.

The Ministry of Transport and Communications published the “Making digital transport and communication services accessible – Action Programme 2017–2021” in 2017. The equality impacts of the legislation prepared under this programme will be evaluated with the purpose of developing online services for a secure Internet of Things to assist the elderly, disabled, language minorities, and tourists with mobility and public transport, based on the 2019 report “Internet of Things and smart environments as enablers of accessible mobility services” of the Ministry of Transport and Communications.

The legislation of the Ministry of Transport and Communications has clear connections to the action plan’s themes, such as the Information Society Code (917/2014), which includes statutes for denying and cancelling software licences, as well as interrupting the forwarding of software in situations where a television broadcasting operator has committed agitation against an ethnic group, according to the Criminal Code of Finland. In addition, video sharing platform service providers are legally obligated to ensure that their platform is not used to share criminal content, such as ethnic agitation.

The Ministry of Transport and Communications is developing EU-level procedures for the use of AI to ensure that decisions related to intelligent and automated systems are transparent. The aim is to create procedures and processes for AI users and developers to ensure that machine-made decisions are transparent, and that fundamental rights are realised, for example.

Rights of the indigenous Sámi people and Roma policy

The Government is committed to respecting and promoting the linguistic and cultural rights of the Sámi, including international agreements. The commission preparing the Act on the Sámi Parliament completed their work in summer 2021, and the government proposal is due to be submitted to the Finnish Parliament by the end of 2021. The Government has coordinated the appointing of the Truth and Reconciliation Commission Concerning the Sámi People. The commission will investigate the past and present discrimination suffered by the Sámi. The commission aims to unravel and process the trauma experienced by the Sámi as a people and individuals. The international truth

and reconciliation processes for indigenous people should be emulated by including the experiences of the Sámi in national memory. The Government Programme also emphasises the rights of indigenous people with regard to Arctic policy and mining operations. Finland's Strategy for Arctic Policy includes the promotion of the rights of the indigenous Sámi people.

The primary objective of Finland's National Roma Policy (ROMPO) 2018–2022 is to support the positive continuation of the Roma people's social integration and the positive development of their linguistic, cultural, and social rights. The programme presumes that the current legislation and extensive service system are a good foundation for promoting the equality of the Roma. The EU Roma Strategic Framework for Equality, Inclusion and Participation until 2030 was published in spring 2021, and it prominently features discrimination, hate speech, and hate against the Roma. The Ministry of the Environment has investigated the housing equality of the Roma and created a renting guide for Roma tenants, for example.

4.3 Municipalities as promoters of anti-racism and good population relations

The Act on the Promotion of Immigrant Integration obligates municipalities to prepare integration programmes that can include a plan to promote good population relations (ethnic relations and inter-cultural dialogue). The content of integration programmes has yet to be researched, but the Ministry of Economic Affairs and Employment will start a review of the municipal integration programmes in 2021. Among other things, this review will analyse what measures promoting good population relations are included in municipal integration programmes. Some municipalities have programmes that take into account good population relations, including the Forssa regional integration programme 2021–2024 and the Tampere city equality plan 2017–2021.

The Ministry of Economic Affairs and Employment's integration partnership programme is an open network of operators who work with integration and social receptiveness. The programme supports integration efforts at the local, municipal, and organisational level. It promotes an inclusive society and supports the agency of immigrants. Among other things, the programme is used to develop operational and cooperation models for identifying and eliminating structural racism and organise training on agency, non-discrimination, and anti-racism.

The anti-racism work is naturally compatible with municipalities' non-discrimination work. A survey conducted in 2017 by Association of Finnish Municipalities showed that most

municipalities (79 per cent, 100 municipalities), had a equality plan for their personnel. A total of 15 municipalities (12 per cent) had no plan but intended to prepare one. Only 11 municipalities (9 per cent) announced that they had no plan for their personnel. The survey was sent out to every municipality in Finland, but only 42 per cent responded. The respondents were a good representation of the different areas and types of municipality in Finland. Fewer municipalities (36 per cent) had an operational plan to promote non-discrimination or were planning one (17 per cent). Other respondents said that they had no such plan or plans to make one. The cities had made the plans more often than smaller municipalities, and their plans were extensive without exception. The plans covered age and disability the best of the target groups included in the Non-discrimination Act, and often their aim was to improve service accessibility and raise awareness and influence attitudes and the quality of discourse.

4.4 The central role of the third sector in anti-racism efforts

NGOs have played a key part in implementing anti-racism efforts, and their work to support two-way integration has been a material contribution to the development of good population relations. The majority of anti-racism work at the local level is carried out by NGO volunteers. In Finland, NGOs have worked against racism the longest, including the Finnish Red Cross (FRC) and the Finnish League for Human Rights. The FRC has coordinated a national anti-racism week campaign that brings together different organisations. New organisations against racism have been established, including multiple new intersectional and anti-racism organisations. Their purpose is to increase and enhance the voice and representation of racialised people in Finnish society and introduce an anti-racism perspective into social discourse. Anti-racism operators cooperate through networks like the Rasmus network.

NGOs working against racism have received support in the form of state grants and Veikkaus funding. For example, the Funding Centre for Social Welfare and Health Organisations (STEA) has supported anti-racism NGOs all around Finland, and the Arts Promotion Center Finland has awarded annual grants for work promoting cultural diversity and against racism. Municipalities have also funded work against racism at the local level. The EU Asylum, Migration and Integration Fund (AMIF) has also supported local operators to increase the receptiveness of society.

Action plan guidelines related to anti-racism policy

- The abilities and awareness of the authorities regarding minority issues, equality planning, and the promotion of including different groups will be improved across all administrative sectors
- Increase diversity in working life methodically and enhance anti-discrimination measures in recruitment
- Promote non-discrimination in law enforcement and reinforce the law enforcement authorities' ability to identify and clamp down on hate crime
- The ability of public organisations and national social media operators to respond to and clamp down on hate speech will be improved
- The funding opportunities of civil society for anti-racism work will be improved nationally and with EU funding
- Develop means to promote good population relations for municipalities and other local operators in particular, and promote local dialogue

5 Racism and population relations in light of research data and population group experiences

The outcome indicators describe the experiences of individuals of racism and discrimination in everyday life. The outcome indicators also provide data about the wider impacts of racism and discrimination on people's social status, sense of security, and sense of inclusion. To produce the outcome indicators, information was collected from key research on the topic and by engaging key operators with regard to the action plan to establish an overview.

The following describes the key research findings for the action plan and the perspectives discovered in multiple stakeholder hearings. The research results are described in more detail in a Ministry of Justice data report, *Discrimination in Finland 2017–2019* (julkaisut.valtioneuvosto.fi/handle/10024/162517).

5.1 Research summary of experiences of racism and discrimination

Knowledge of the various forms of discrimination has increased significantly in the last ten years in Finland, thanks to both national and EU-level information sources. It must be noted that few surveys include explicit questions about experiences of racism – typically, the questions are related to experiences of discrimination or harassment. This practice supports the monitoring of the efficiency of Finnish legislation, the Non-discrimination Act in particular, but leaves gaps in data related to racism, its spread, and societal impacts.

An overall picture of the outcome indicators requires information about the differences in education, housing, and income between different population groups, for example. There are structural challenges regarding the data, as Statistics Finland compiles statistics of people living in Finland according to their nationality, language, and country of origin. The statistics may also include origin, which, like in the other Nordic countries, refers to the country where a person's parents were born. These background factors exclude Finnish Roma and most Sámi and Afro-Finns, for example. This issue has been known for

a long time, and the UN Agenda 2030 reporting and the EU Anti-racism Action Plan are increasing pressure to find practical solutions to the problem.

One example of such a solution is the Finnish Institute for Health and Welfare (THL) study ***Finland as a Growth Environment for the Next Generation*** (2020). It is a study of registers that describes children born in 1997 **whose parents or one of them was born abroad**. The children's path in life is analysed from birth to maturity in groups based on their parents' country of origin. The report studies the parents' socioeconomic status, health, and family relations. The study concludes that prolonged child poverty is more common in families with both parents born abroad. Likewise, the children of parents born abroad are less successful in school than the children of parents born in Finland. Those children whose parents have both been born in Finland are more likely than children from a foreign background to live in areas of high income and more home ownership. The study uses multiple dimensions to approach the welfare of the children and their families, and it provides important supplementary information for the qualitative surveys of discrimination and racism experiences.

THL published the ***Survey on Well-Being among Foreign Born Population (FinMonik)*** in 2020. FinMonik 2018–2019 is the largest survey targeting Finnish residents born abroad so far. The survey received responses from 13,650 foreign-born people between the ages of 18 and 64. According to the report, nearly 40 per cent of foreign-born people had experienced discrimination in the past year. A quarter of those experiencing discrimination had experienced it weekly. There were significant differences in the discrimination experiences by background, however: half of the respondents in the Rest of Africa group² reported discrimination, name-calling, negative gestures, and/or exclusion from a group. One in five men in the Rest of Africa group reported violent threats or threatening behaviour from someone, usually an unfamiliar person or perpetrator. The respondents reported that discrimination had resulted in a sense of insecurity, a reduction of trust in society, mental health problems, loneliness, and a poorer quality of life. Approximately 25 per cent had experienced unequal treatment or discrimination related to the attitudes of colleagues or superiors at their current workplace. The employment rates were 55 per cent for men and 32 per cent for women (63 and 55 nationally, respectively). According to the study, obstacles to employment resulted from poor language skills, low education, low job experience, and also employer attitudes.

2 Somalia, Nigeria, Ethiopia, Ghana, Congo, Kenya, Cameroon, Gambia, Tanzania, South Africa, Angola, Eritrea, Senegal, Rwanda, Zambia, Uganda, Liberia, Côte d'Ivoire, and Zimbabwe.

The THL **School Health Promotion** (SHP) study is an extensive survey of full age groups that is conducted every other year in three age groups: grades 4–5 and 8–9 in basic education and years 1–2 in upper secondary education. The SHP has been used to produce separate studies of LGBT+ youths, foreign-born youths, and disabled youths (e.g. ***Ulkomaista syntyperää olevien nuorten hyvinvointi Kouluterveyskyselyssä vuonna 2017***). Foreign-born youth are more likely to live in an unsafe environment compared to other youths. They have more experiences of repeated school bullying and physical violence. About one third has experienced discriminatory bullying. Boys have experienced more bullying compared to girls – one in four boys has experienced weekly bullying. Foreign-born youths feel worse about their health than other youths and have more symptoms of anxiety.

A great deal of research information has been produced of the structural discrimination and racism in education. For example, the 2015 study ***Discrimination in Education*** coordinated by the Ministry of Justice highlighted the challenges of equality in lower and upper secondary education. The report put special focus on the student guidance in the transition phase. According to the report, there were problems with the resourcing of equality work, personnel skills, and work community attitudes. Doctoral researchers Anne-Mari Souto (2016) and Tuuli Kurki (2018) have also studied the problems with equality in student guidance in particular. Both have demonstrated in their studies that student guidance exhibits stereotypical behaviour and is based on the attitudes and beliefs of the field's professionals, the young people, and their families. According to the studies, especially girls with an immigrant background are readily steered towards healthcare and Russian-speaking youths to the tourist industry.

The Stopped – Ethnic Profiling in Finland (2018) was a University of Helsinki study about the occurrence and forms of ethnic profiling, including interpretations presented by both the targets and the police. The study demonstrated that racialised minorities were subject to monitoring in many urban spaces and from multiple actors. These people were subject to stops and experiences of ethnic profiling as part of their life, through their personal experiences and accounts heard from other people. In particular, young men from racialised minorities experience ethnic profiling on the street, in public transport, parks, and railway and metro stations especially. They are targeted in particular by the police, guards, and security stewards. Women and middle-aged people from racialised minorities were also stopped at these locations, but in their case, ethnic profiling appears to concentrate in shops, shopping centres, and border crossings. These groups were targeted in particular by guards, shop assistants, customs officers, and border guards. Police stops while driving were reported by Roma people and men of African origin. Guards in particular seem to practise ethnic profiling. For example, the risk of respondents from a Somali background to be stopped by guards without apparent reason was nearly ten times that of the majority.

Empirical studies on discrimination due to ethnic origin in the Finnish labour market have shown that applicants with a foreign-sounding name are discriminated against in recruitment. The newest study on the subject was carried out by researcher Akhlaq Ahmad from the University of Helsinki between 2016 and 2017, and it was published in 2019 (***When the Name Matters: An Experimental Investigation of Ethnic Discrimination in the Finnish Labor Market***). The study involved the sending of 5,000 job applications to positions in different industries. The mock applicants represented five different groups with different native languages and names implying different ethnic backgrounds (Finnish, English, Russian, Iraqi, and Somali). For example, of 1,000 identical applications, 390 resulted in an interview with a Finnish name, but the number was 134 and 99 for Iraqi and Somali names respectively. English and Russian names resulted in less discrimination. There were no major differences by sector, region, or the employer's gender. The applicant's gender mattered, as women were more likely than men to be invited for an interview in all applicant groups.

Hate speech and its impacts on minority groups

A hate speech report was published in 2016 within the discrimination monitoring system coordinated by the Ministry of Justice. The report was based on an online survey of minority groups regarding hate speech directed at them. The survey included the location, perpetrators, and the impacts of the hate speech. Of those minority group respondents who had experienced hate speech or harassment in the last 12 months, 61 per cent felt that it affected their sense of security. Half of the respondents reported that it had affected their mental health, and one third said it affected their trust in the authorities.

According to the report, the most common types of hate speech and harassment were verbal insults, name-calling, and humiliation. For example, a typical situation for immigrants was an unfamiliar person insulting or commenting on their foreign language or appearance in a public place. The Roma experienced hate speech and harassment in service situations especially. The hate speech experienced by the Sámi was often partially political and related to their rights or the recognition of their personal identity as Sámi in their Sámi community. Anxiety due to membership in a religious minority group was common as a result of negative and generalising mainstream and social media news.

The VN TEAS study ***The Impact of Hate Speech on Public Decision-making*** (2019) commissioned by the Government researched the extent, nature, and impacts of hate speech influencing society's decision-making. Those who had experienced hate speech reported a rather significant impact on their activities. Half of municipal decision-makers said that it had hurt their trust in unfamiliar persons, and 42 per cent reported a decrease in their willingness to participate in public discourse. Many of the study's participants reported leaving or intending to leave political life as a result of hate speech, or at least

considering it. The mere threat of hate speech has an impact on political participation. One quarter of those decision-makers who had not been personally targeted by hate speech reported that the threat had reduced their willingness to participate in public discourse. Many decision-makers said that they feared “witch hunts” on social media. These results show that harassment based on discrimination influences who will participate in public discourse and seek positions of trust in Finland.

The Ministry of Justice published the report *Utilisation of Artificial Intelligence in Monitoring Hate Speech* in summer 2021. The report was produced by the Facts Against Hate project coordinated by the Ministry of Justice. The monitoring aimed to establish an overall picture of hate speech. One objective was to establish the channels hate speech is present in and what differences there are in hate speech on different platforms. The report’s corpus comprised some 12 million Finnish comments and online writings between September and October 2020. The report indicates that hate speech, as defined in the report, is present on public online Finnish platforms, amounting to some 150,000 messages per month or 1.8 per cent of all messages. In the two-month monitoring period, 1/9/2020–31/10/20, 298,032 hate speech messages were identified, 97 per cent of which were on different discussion forums. The next most common platform was Twitter (2.5 per cent). Closed Facebook groups and non-public accounts were not included in the study. This corpus suggests that islamophobia in particular is being spread on social media. The report also takes stock of the themes in hate speech. According to a vocabulary analysis of hate speech, the entire corpus’ most common single word was “Muslim”. It was found in 26 per cent of the texts identified as hate speech by the AI.

5.1.1 Population group data on experiences of discrimination and multiple discrimination

Discrimination and harassment suffered by people of African descent in Finland

The EU Fundamental Rights Agency (FRA) published its second *European Union Minorities and Discrimination Survey (EU-MIDIS II)* in 2017. The data was collected in 2015 from all Member States. In Finland, data was collected from first- and second-generation immigrants from sub-Saharan Africa. The EU MIDIS II results for Finland were rather concerning: 45 per cent of respondents had experienced discrimination in the last 12 months due to their ethnic background, religion, or skin colour. In addition, 47 per cent of respondents had experienced at least five instances of harassment on the same grounds in the last 12 months. The report’s data was used to publish a separate report in 2018, *Being Black in the EU*, which analysed discrimination and harassment based on skin colour in 12 Member States. The Being Black in the EU report states that 63 per cent of the Finnish respondents had experienced racially motivated harassment in the previous five

years. Racially motivated violence, including police violence, had been experienced by 13 per cent of the respondents. Both figures were higher than in any of the other included countries.

The Office of the Non-Discrimination Ombudsman carried out a survey of **discrimination suffered by people of African descent** in 2018–2019. The online survey received 679 responses with a final confirmed count of 286, as harassment and sabotage was directed at the survey. Based on the report, discrimination impacts the lives of people of African descent in all areas of society. The majority of the respondents experienced discrimination on a monthly, weekly, or even daily basis. The first experiences of racism come from school in early childhood education or the first grades of basic education. Just over half of the respondents who reported experiencing discrimination said they had been ethnically profiled by the police, guards, or other security agents. Racist discrimination and harassment was experienced in public urban spaces and working life in particular, including job applications and education. It also occurred in public services, such as social and healthcare services. Unequal treatment due to skin colour was reported by 79 per cent of the respondents. The report discussed Afrophobia, racialisation, white normativity, and minority stress. The report is used to create a new foundation for conceptualising anti-racism work.

There is little research of the **discrimination experiences of the Sámi**. The **SÁRA – Promoting wellbeing and equality for the Sámi** (2019) study analysed the welfare and daily coping of Sámi living outside their home region from the perspective of social inclusion. The discrimination experienced by the respondents was either direct, ethnically motivated bullying and unfair treatment or indirect negligence or loss of indigenous people's rights. According to the respondents, most discrimination was indirect or silent, such as attitudes, which are somewhat difficult to prove. The respondents felt that they were constantly required to educate the majority on Sámi affairs because schools fail to do this. The respondents' experiences of discrimination had extensive connections to the different aspects of their welfare: mental and physical well-being, functional ability, and living environment. The study suggests that the Sámi languages are highly important for non-discrimination and that this is linked to attitudes towards a multilingual environment in particular. In Sámi communities, the community and mutual aid are important resources that support welfare.

The **Sámi Barometer 2020** published by the Ministry of Justice also included questions about Finnish-Sámi relations and the experiences regarding them as well as discrimination, harassment, and prejudice. There were varying experiences of the language climate. In the Sámi home region, one in three found that the Finnish and Sámi speakers' relations were at least good, and one in ten considered them bad. Almost half of the respondents felt the relations varied. In other parts of Finland, nearly half could not

say what the relations are or declined to answer the question. This is to be expected, as Finnish speakers outside the Sámi homeland often have little contact with Sámi speakers. The respondents were also asked about the changes in language group relations in recent years. One third of respondents in their home region felt that relations had become more positive, while 15 percent felt that they had become more negative. One fifth of those outside the home region felt that relations had become more positive, and half could not say or declined to answer. Half of the respondents in the Sámi home region and two thirds in the rest of Finland had not experienced discrimination, prejudice, or harassment due to speaking Sámi. One fifth of the respondents in the home region and one sixth in the rest of Finland had experienced the above on at least one occasion.

During the preparation of the truth and reconciliation process started in 2017, a series of hearings was organised and resulted in the report ***Truth and Reconciliation Process Concerning Sámi Issues*** (2018). The report states that the information received in the hearings suggests structural racism, which has been particularly prominent in Finnish education policy. The Sámi have been entirely absent from curricula and study materials. This has left the Finnish and Sámi alike unaware of the history and culture of the latter. Furthermore, experiences of discrimination, mockery, scorn, and bullying in school have made Sámi feel ashamed of being Sámi and inferior about their language and culture. Structural racism is also evident when the Sámi Parliament is not heard in the making of major plans for the Sámi home region.

The ***Roma Wellbeing Study Roosa***, carried out by THL in 2017–2019, was the first study of the health and welfare of **Finnish Roma**. The participants included 365 Finnish Roma. The Roma also helped carry out the study in different parts of Finland. According to the study, discrimination and unfair treatment were experienced widely: 45 per cent of the men and 42 per cent of the women had experienced unfair treatment from a stranger in the previous year. Among young adults (18 to 29), these figures were 59 and 66 per cent respectively. Discrimination by Kela and social services had been experienced by 21 per cent of the men and 25 per cent of the women. According to the study, a weak socioeconomic status is a significant problem for the Roma, and it is linked to a high unemployment rate. Roughly half of the respondents under 30 were unemployed, as well as about one third of those aged 30–54. The study suggests that this weak socioeconomic status affected both physical and mental health. In addition, financial problems made it more difficult to participate in various activities, including children's hobbies, for example. According to the study, the strong support and activity of a Roma community was a great resource in the lives of the people. The data was compared to the data collected from the entire population for the FinSote study. The comparison showed that the Roma experienced much more harassment and discrimination compared to the population as a whole.

Studies of **multiple discrimination** have been carried out in recent years, including sexual and gender minorities and the Sámi. The Rainbow Rights project of the Ministry of Justice produced a qualitative study that had a small (27 people) but diverse target group: ***Tensions All the Time – Multiple Discrimination as Experienced by People Belonging to Sexual and Gender Minorities***. Ethnicity, religion, and disability were analysed in addition to sexual orientation and gender diversity. According to the study, harassment and discrimination in everyday situations were particularly experienced by dark-skinned and transgender people. The study suggests that belonging to a sexual minority may be particularly difficult for people who belong to a religious or ethnic minority. Discrimination in employment was especially prevalent for gender minorities. The study may be summed up thus: a person belonging to multiple minorities experiences discrimination more often, more continuously, more likely, and more completely, as it occurs in different contexts and on different grounds.

The University of Lapland carried out a study of the multiple discrimination suffered by the Sámi, ***Vähemmistöjen sisäisten vähemmistöjen ihmisoikeudet ja moniperustainen syrjintä: saamelaiset vammaiset henkilöt ja seksuaali- ja sukupuolivähemmistöt*** (2018). According to the study, disabled Sámi people had experiences of multiple discrimination, especially in social and healthcare services. They had great difficulties in finding service in Sámi, which puts them in a worse position compared to other Sámi and disabled people. Sámi members of sexual or gender minorities also faced difficulties finding services in their native language that would also consider their special circumstances as a member of a sexual or gender minority.

The Ministry of Justice publishes the Language Barometer every four years to survey experiences in bilingual municipalities. It analyses how the local residents see their municipality's services with respect to language and the language climate. The themes for the 2020 ***Language Barometer*** were the functionality of municipal and state services in one's own language, the language climate, and language use. The survey targeted the local language minority, but also included the Swedish majorities of bilingual municipalities. There were a total of 6,475 respondents.

The survey found that Swedish speakers are less likely to request service in their language, and the authorities often respond to them in Finnish. The size of the minority affects the service available in their language. The language climate was found to be similar to 2016. In municipalities with a Finnish-speaking minority, the Finnish speakers considered the language climate to be worse than Swedish speakers. The language climate has deteriorated most in the opinion of the Swedish-speaking minorities. The attitudes towards other language groups were seen to be worse in the media, social media, and national politics. The 2016 Language Barometer was the first to ask whether the respondent, if they belonged to their municipality's Swedish- or Finnish-speaking

minority, had experienced harassment or discrimination in their everyday life due to their language. The results showed that one in two Swedish speakers and one in five Finnish speakers had experienced harassment or racism in their everyday life due to their language. The 2020 report states that “more than one in four Swedish speakers and almost one in five Finnish speakers has experienced prejudice and harassment because of their language”. In other words, the Swedish speakers experienced more prejudice and harassment. The **Sign Language Barometer 2020** survey was the first to ask the citizens using Finnish and Finnish-Swedish sign language how their linguistic rights had been realised. Nearly all respondents (90 per cent) considered linguistic rights to be important or very important, and almost one in ten had consulted the Non-discrimination Ombudsman about language matters, for example.

5.1.2 Research information about population group relations

The good population relations framework includes the following four themes and their relationships: **attitudes, security, interaction, and inclusion**.

The newest Eurobarometer (2019) suggests that 73 per cent of Finns consider discrimination against the **Roma** to be common in Finland. This figure was 61 per cent in the European Union overall. Discrimination based on ethnic origin or skin colour was also considered highly common in Finland (65 per cent). Religious discrimination was considered much less common than ethnic discrimination. The views of the Finnish respondents were close to the EU average, but discrimination against the Roma was considered more common in Finland than in other countries. According to the Fundamental Rights Barometer, **more than half (53 per cent) of Finns would find it unpleasant if their neighbour was Roma**. According to the newest Eurobarometer, 57 per cent of Finns would accept an ethnic minority in a high political position while the average figure in the EU was 65 per cent. More than 70 per cent of Finns would accept a dark-skinned or Asian colleague, but 63 per cent would accept a Roma. These figures repeated when the question was about the spouse of their child (dark-skinned, Asian, or Roma). In this regard, tolerance has increased both in Finland and across the European Union from 2015.

The **Fundamental Rights Barometer** published by the Ministry of Justice and the Human Rights Centre in summer 2021 supplements the EU FRA Fundamental Rights Survey as a national extra report. It was used to collect information about the experiences of disabled persons and various language minorities regarding select fundamental rights in Finland. According to the Fundamental Rights Barometer, 50 per cent of Arabic speakers and 47 per cent of Russian speakers had experienced discrimination at work or in recruitment,

while only 25 per cent of the total population reported the same. The Fundamental Rights Barometer suggests that Arabic speakers in particular report more instances of harassment, such as insults and name-calling (60 per cent), insulting or threatening gestures or stares (62 per cent). The Arabic speakers had also experienced violence more often than others. The perpetrator was typically a member of the original population. Overall, 26 per cent of men and 33 per cent of women felt unsafe in public places. The experiences of insecurity reported in the FinMonik study (2019) were highly similar. The National Council for Crime Prevention (2019) states that minorities have a twofold risk of suffering violence.

The E2 think tank has researched the **identity and attachment to Finnish society** of five language groups. Their 2019 report, *Samaa vai eri maata – Tutkimus viiden kieliryhmän arvoista ja asenteista Suomessa* suggests that 48 per cent of Somali speakers feel that they are fully part of Finnish society, but 45 per cent of the Somali-speaking correspondents had no Finnish friends or acquaintances. Of the Estonian and Russian speakers, 82 and 87 per cent, respectively, considered themselves to have attached to Finnish society to some degree. Three quarters of English speakers and two thirds of Somali speakers actively follow what goes on in Finnish society, but only one third of the Estonian speakers said the same.

The *Kotoutumisen kokonaiskatsaus 2019* (overview of integration) report published by the Ministry of Economic Affairs and Employment suggests the **voter turnout** of foreign-born people to be 20 to 30 per cent lower in municipal elections than that of people born in Finland. The level of income had no meaningful impact on the voter turnout. The level of activity towards minority language groups differs among political parties, which may also influence the political activity of foreign-born people and their recruitment into parties. These are also impacted by language skills and knowledge of the workings of Finland's political system. Compared to the size of the language group, the Russian speakers have produced the most candidates for municipal elections, but the Somali speakers had the most elected candidates.

According to the THL's FinMonik study, association activities are an **important form of participation and influencing**. In addition, exercise, sports, religious, and spiritual activities also offered opportunities for participation.

5.2 Racism and population group relations according to experiential and expert information

5.2.1 Views from immigrant and Roma organisations and people working on immigration and Roma inclusion

Because the demographics of Finland's regions differ significantly and it could be assumed that the situation regarding racism and population group relations could be different in different parts of the country, regional operators were heard in the preparation of the anti-racism and good population relations action plan. This was done by using existing representative structures, regional Advisory Boards for Ethnic Relations, and regional Advisory Boards on Roma Affairs. The members of the advisory boards operate at the local and regional levels, and their views are important to include in addition to the national situational picture of the ministry.

Workshops were used to learn what attitudes were perceived to be prevalent in different regions, according to the operators – were there any changes in recent years, and if yes, what kind. Additionally, the workshops discussed conflicts and tensions between population groups and racism in employment, education, and services. The operators were asked to describe existing anti-racism structures in their region, potential good practices, and proposals for required measures.

The workshops were attended by a wide variety of NGOs and volunteer operators, local and regional authorities, and local politicians. The hearings were organised as virtual workshops in the form of Teams meetings, also using the Howspace collaboration tool. In total, 10 workshops were organised (seven for regional Etnos and three for regional Ronkis) and 173 people participated.

General atmosphere and hate speech

In nearly every workshop, the participants stated that the general atmosphere was more tense and that hate speech had increased and gained physical forms. As hate speech became commonplace, the threshold for threats and use of violence had lowered. The East Finland Etno was an exception – its representatives stated that the general atmosphere had improved significantly in recent years. This was credited to long-term trusting cooperation between different operators. Kuopio highlighted the successful efforts of the Multicultural Centre Kompassi to act as a meeting place for all residents, regardless of their background.

In another workshop, the participants agreed that the current Government's strong value leadership for human rights and against racism has eased the general atmosphere. The

role of local politicians was discussed in several workshops, and it was agreed that a single strong leader can influence the discourse climate at the local level. The participants requested more training for municipal councils on hate speech and anti-racism.

To effectively combat hate speech, more extensive and systematic intervention was considered necessary. A good example was desired from public administration in how to respond to hate speech and trolling, especially on communications about racism and similar themes on social media. This was seen to be especially significant for the attitudes in society. Some regions pointed to fake news as a new phenomenon that was used to deliberately inspire hostile attitudes towards foreign-born people.

Based on the hearings, there is very little interaction between different population groups, although different age groups vary greatly in this regard. Schools and sports were seen as primary arenas for interaction between children and young people. Lessons may be learned from the experiences of sports clubs for the development of other hobbies (arts and culture, for example), so that those young people who have interests other than sports can form friendships with young people from different backgrounds.

Anti-racism work structures at the local level

Different municipalities and regions implement anti-racism differently. Based on the hearings, few municipalities have an anti-racism action plan, and improvement was considered necessary in this area. It was suggested in the discussions that the racism perspective should be included in equality plans, integration programmes, welfare reports, and/or other local and regional plans. Some municipalities grant funding for anti-racism work while organisations in other municipalities have found innovative ways to use other funding for anti-racism activities. Based on the hearings, the Finnish Red Cross is a particularly notable operator with regard to their organising of the anti-racism week activities in different parts of the country. Various cooperation networks and working groups were considered important for organising anti-racism efforts, as they enable information exchange and cooperation with the authorities and civil society, helping operators keep abreast of the situation.

The participants described how equality planning has yet to be sufficiently implemented at the local level and that its enhancement will require cooperation between different parties. In multiple regional Etno discussions, the operators also described their willingness to act as local partners in promoting anti-racism and equality.

Structural racism in working life and education

Structural racism was considered to be a greater problem than everyday racism and hate speech, as it impacts the labour and socioeconomic status of people. Many opinions were heard in the hearings about the greatest obstacles for realising non-discrimination in employment. The Finnish working life emphasises a perfect command of either Finnish or Swedish, because Finns are not used to a multilingual society. This is particularly an issue for the public sector. Businesses have more examples of seeing diverse language skills as a benefit. Encouraging a wider use of plain language could improve the realisation of non-discrimination in work communities as well.

Finnish working life has an inflexible image: only the skills and operators produced by the Finnish system and employees with a full command of the Finnish language are valued. New types of employees are seen as a risk. The participants had experiences of foreign-born people acquiring a Finnish higher education degree (teachers, for example) but failing to find employment. Public discourse revolves around the idea that international talent is needed in Finland, but at the same time, the skills and potential of the foreign-born people residing in Finland go unused. The foreign-born people themselves have already lost faith in finding employment to match their education, and many who enter job coaching firmly believe that they will end up in a low-income trade.

The majority of employers are small and medium-sized enterprises who have a high threshold for hiring by default. They are risk-averse, and recruit extensively through their networks, for example. This is a major structural problem for foreign-born people, who lack sufficient personal networks.

Like employment, education has a key role in social inclusion. With regard to schools and educational institutions, the discussions highlighted their ability to clamp down on racially motivated bullying. The participants requested that appropriate conditions for non-discrimination be created systematically and equally across the country. Intervention should not be the decision of an individual teacher – instead, schools should have clear operating models, and their leadership should support intervention in bullying. These situations require bold interaction, which is why employees must be supported by their organisation if they occur.

Successfully providing non-discriminatory student counselling and other transition phase counselling is important for both individuals and society. The participants were concerned about findings that suggested young people belonging to minorities were being steered to the same industries. This may cause the segregation of students by their background in vocational education, which would also reinforce the segregation of working life.

Interaction and collaboration are important for changing attitudes, and educational institutions should organise more activities that include young people so that people from different backgrounds can work together, for example.

As was the case for working life, the participants considered the language proficiency requirements of higher education to be needlessly strict. Language skills can be developed during studies, and it is important to encourage young people to pursue industries that they are interested in, so that they can experience equal inclusion in society.

5.2.2 Racism and population group relations according to the Sámi

The racism and hate speech experienced by the Sámi have special features connected to the historical development of the relations between Finns and the Sámi. The issue was raised in a workshop that hate speech and racism directed at the Sámi often go unnoticed and unidentified by society, and that they are not condemned strongly enough.

A lack of information in Finnish society as a whole was seen as the reason for negative attitudes. Schools play a particularly important role, and the Sámi Parliament is working to start a supplementary training project for teachers together with Roma operators, funded by the Finnish National Agency for Education. Positive experience has already been gained from various training projects (e.g. Dihtosis), which have dispatched Sámi youth to different educational institutions to hold presentations on the Sámi people. There is much demand for this information, so the funding should be more secure.

Special questions in the Sámi home region include negative attitudes, hate speech against entrepreneurs, and the appropriation of Sámi culture for tourism. The Sámi are seen as a hindrance for development when they call for sustainable tourism. The wider climate for discourse has also shifted, and inappropriate behaviour has become more commonplace in municipal politics as well. Politicians should be trained because they act as role models and thought leaders.

Equality plans could be used more effectively as a framework for systematic action. Currently, they exclude the Sámi or include so many measures that they become impossible to implement.

In one workshop, promoting the obligation to negotiate stipulated by section 9 of the Act on the Sámi Parliament was pointed out as important. General awareness of the Sámi and their rights as indigenous people should be raised, as the Sámi Parliament currently sees that Finns consider the Sámi to be demanding special rights for themselves. The actions

of the Sámi in defence of their language, culture, and identity are seen as political, and their legitimacy is not recognised.

During a discussion of the measures, the importance of remembering to include the Sámi in all measures was agreed upon, naturally considering the obligations of each authority and the limited resources of the Sámi Parliament. For example, the Sámi Parliament is happy to provide its expertise for the organising of training, but the authorities must commit to implementing the training.

5.2.3 Young people's views on the racism situation and population group relations

Virtual Councils were organised for students in lower and upper secondary education in different parts of Finland. These collected feedback on the action plan as a whole and in general regarding the prevalence of racism in young people's everyday lives, and how young people from different population groups were interacting. The young people found the topic of the councils highly important, felt that it was good to discuss it in detail, and appreciated their voice being heard. Particular themes in the discussion were school and teachers, media, and safe spaces.

The raising of awareness and the organising of different training and workshops became an important theme in the discussion. These activities were requested for schools in particular. For concrete measures, the young people suggested that training and workshops should be directed by external parties, so that the students could be sure to receive professional information about the matters, and that experts by experience should be used. They also wished that teachers participate in the workshops in addition to students, and that the matters be discussed together.

Based on the Virtual Councils, there is a substantial need to discuss racism more in society and the everyday lives of young people. The media (both traditional media and social media) was seen to play a vital role in the spreading of negative attitudes, and greater responsibility was desired from them. Many young people expressed that attitudes are learned at home as well, so parents should also be educated on racism and discrimination. They also desired more natural meeting places and situations between young people from different backgrounds.

In their opinion, it was especially important that experiences of racism, discrimination, and harassment could be easily and safely shared with a trusted adult. These reporting channels should also be clear and functional to encourage young people to use them. Real intervention in situations was desired, including tools for teachers and other professionals, for example.

The issue was raised how minorities could be supported in seeking help and participating in activities by creating safe spaces. It is important that the professionals who interact with the young people are trained in minority issues and that they have the knowledge and ability to interact with different people. This is important to express to minorities by, for example, explaining the training possessed by employees.

The young people pointed out that posters, rainbow flags, etc. are a good way to indicate that minorities are welcome. Such posters could also include comments from minority youths about the place and service, such as “in X, my right of self-determination was respected”. They also requested that the posters also include imagery of dark-skinned and disabled young people, for example. The making of various videos (e.g. for social media) was also discussed.

Regarding the professions interacting with young people, police and school nurses were mentioned, for example, and special competence and ability for interacting with young people from different backgrounds was desired.

5.2.4 NGO views on racism and population group relations

The virtual hearing for NGOs collected a good number of perspectives from different areas of society. A particularly strong theme was improving the implementation and monitoring of the obligation to promote non-discrimination. The need to train education and security professionals was also raised by many speakers. Eliminating structural racism and discrimination in higher education institutions was highlighted by many speakers. An overall need to focus measures more on combating structural racism was the message of many participants for the preparation working group. Reminders were also made regarding the importance of an intersectional approach – for example, the racism experienced by elderly immigrants is often overlooked. Many speakers called for effective intervention in structural racism in employment and the development of non-discriminatory recruitment practices and diversity leadership practices. Active measures are required to increase diversity and the representation of people from different backgrounds in public office and the private sector.

Furthermore, the need to reinforce the anti-racism perspective in various professional training was mentioned. In order to find solutions, it is important to openly recognise racism and the related issues. The ability of politicians and officials to identify and clamp down on hate speech should be improved. Likewise, the development of models for enabling interaction and activities between different population groups was highlighted (e.g. hobbies).

Action plan guidelines related to experiences of racism

- Promote the population's awareness of racism and how to combat it; enhance the media literacy of adults and their ability to identify fake news and hate speech
- Improve the ability of teachers and other education personnel in anti-racist educational work
- Promote anti-racism and good population relations in arts and culture
- Strengthen the low-threshold services for victims of racism and hate crimes
- Promote research and systematic data collection about structural racism and discrimination and their impacts on society and minority groups

6 Action plan guidelines and measures: Towards a Finland free of racism

Finnish society is based on a foundation of fundamental rights, democracy, and the rule of law. The Constitution of Finland warrants strong protection of an individual's dignity and integrity and promotes a just society. The realisation of fundamental and human rights requires securing equal opportunities and removing the actual obstacles to equality. Racism and discrimination are phenomena that stand in the way of justice in Finnish society.

The comprehensive data collection undertaken to prepare the action plan has made apparent the main challenges related to racism and population relations. Several notable reports and studies with information about the manifestation of racism in Finland have been published in the years preceding the action plan. These include the EU FRA Being Black in the EU report, published in 2018, in which 63 per cent of the Finnish respondents had experienced racially motivated harassment in the previous five years. Racially motivated violence had been experienced by 13 per cent of the respondents. Both figures were the highest in this comparison of the situation in 12 EU Member States. The data and information used in the preparation are described in chapter six.

Racism affects people who differ from the assumed original people due to their skin colour, assumed ethnicity, religion, or language – or just by their name. In the diverse Finland of today, this translates to an ever-wider group of people, most of whom have been born and raised in Finland. Racism is a problem for more than minorities. Determined anti-racism and promotion of good population relations will contribute to the positive development of society as a whole.

The action plan sets eight key objectives and measures for achieving them. The measures are based on research information collected at the evaluation stage, important stakeholder observations in hearings, and recommendations for measures received from international human rights treaty bodies.

Objective 1: Identify and dismantle the structures in society that contribute to inequality

The preparation of the action plan has revealed much information about hidden discrimination and racism in Finland's social structures that prevent the realisation of equal participation. In particular, poorer access to one's desired education or employment may indirectly impact income, social status, and health. Regarding the above, we need more systematic monitoring data about the differences between population groups in order to identify the problems and find effective solutions.

The Non-discrimination Act and its toolkit play a main role in the realisation of equality for population groups vulnerable to racism and discrimination. If implemented optimally, the Act will see the core structures of society support the equality of every individual, regardless of their background. The equality planning of the authorities, educational providers, and employers must be supported and strengthened to implement the objectives of law. The role of the above operators is absolutely key in the realisation of non-discrimination and diversity. Employers in the public sector in particular should become pioneers and attempt to systematically and actively promote diversity in employment.

Objective 2: Promote diversity and non-discrimination in Finnish working life

Realising non-discrimination in employment has a crucial role in social inclusion. Employment is a source of income and welfare, and it creates opportunities for inclusion, hobbies, and networking. Many ethnic minorities have lesser chances to participate in working life compared to the original population. Recent studies have provided strong evidence of discrimination in recruitment, which means that minority applicants must work harder to find employment. The action plan includes many different measures that promote non-discrimination in employment: raising awareness among employers, labour administration experts, and ethnic minorities; creating concrete instructions, tools, and training models; and continuous monitoring of the situation. Diversity in working life must be understood as potential that can benefit both communities and society.

Objective 3: Build up the competence of authorities regarding equality on different levels

The ability of teachers and other education professionals to promote non-discrimination and anti-racism became a central theme of the evaluation. In the many hearings of the action plan, concerns were expressed regarding minority youths whose future is compromised by racism. Racialisation and otherness manifest in various everyday situations, weakening confidence in self and one's own abilities. Structural racism is at its

most harmful in the transition phases of life and other situations that include the exercise of power, such as various service coordination situations.

Non-discrimination ability includes many kinds of themes, the main of which is the willingness to develop one's understanding of and skills in anti-racism and act as a safe adult for children and young people who have experienced or witnessed racism. Individual teachers must be able to rely on support from their leaders and organisation for goal-oriented and deliberate actions. The action plan includes the development of anti-racism and non-discrimination training for professionals in different fields.

Objective 4: Raise awareness of racism and its different forms

One of the action plan's objectives is to raise awareness of the historical aspect of racism, the manifestation of racism, and its impacts on individuals and society as a whole. The raising of awareness also benefits the conditions for addressing different forms of racism. Because society is changing constantly, the improving of awareness and understanding must also be seen as a continuous objective.

The different forms of racism manifest in different ways in Finnish society. For example, islamophobia is particularly prevalent as online hate speech, racism against the Roma is particularly prevalent in recruitment, antisemitism manifests as religiously motivated harassment and hate crimes, and racism against the Sámi as the minimising of their rights as indigenous people. The action plan's measures aim to consider the different forms of racism overall to facilitate effective intervention. Some measures are also focused on particular questions.

Multiple discrimination and the different background factors that influence the social status of individuals must be viewed in conjunction with racism. Gender is often a major factor in discrimination. The elderly may face different discrimination and racism compared to young people in the accessibility of services, for example. Members of ethnic minorities who are also sexual or gender minorities are particularly vulnerable and may experience discrimination differently and in different circumstances. The action plan aims to raise awareness of multiple discrimination and the intersectionality of discrimination, also taking into account the especially vulnerable groups in its measures.

Objective 5: Continue to develop the policy of good population relations and ensure the safety of everyone's daily lives

Good population relations policy promotes healthy attitudes, improves the sense of security, increases interaction, and enables every person to feel included in society.

Natural everyday meetings with people from different backgrounds may break down prejudices. Research suggests many people with a foreign background feel that they are fully part of Finnish society, but they also report having no Finnish friends or acquaintances. The segregation of employment, fields of education, and residential neighbourhoods inhibits meetings between people from different backgrounds and maintains negative attitudes towards minorities. This is fertile ground for hate speech and other hateful acts.

The good population relations model is a research-based and solution-focused tool for improving cooperation between local population groups. The model will be developed further during the action plan's implementation to help local actors prevent hateful acts and harassment. Local dialogues will be held about the action plan's themes to build bridges between different population groups and form a shared understanding.

Good population relations are based on interaction and inclusion as well as recognising problems and handling disputes in a constructive manner. Most of interpersonal interaction happens at the local level. This fact should be noted alongside structural factors that help or hinder the building of good population relations. A society that is seen to treat its members equally makes it possible for different population groups to form functional relationships.

More positive interaction between different groups is required to promote good population relations: events where people who think differently can genuinely exchange ideas and explain their views. The voices of people with differing ideas should be heard in a constructive manner. Common ground can be discovered in addition to separating issues through dialogue and interaction.

Objective 6: Motivate municipalities to actively promote equality and anti-racism

Non-discrimination is realised through people's everyday lives, which is why municipalities are in a key position when it comes to equal opportunities, everyday security, and natural meetings between people from different backgrounds. Municipalities are legally obligated to promote non-discrimination and good population relations, and the action plan introduces more concrete tools to fulfil these obligations. The action plan aims to create new partnership and new types of cooperation between civil society, municipal authorities, businesses, and employers to promote non-discrimination and anti-racism.

Objective 7: Clamp down on hate speech with systematic actions and cooperation

Hate speech and harassment weaken social cohesion and security. The evaluation highlighted how online hate speech has become commonplace in recent years and how people have become accustomed to harder tones. More systematic means of clamp down on hate speech were desired. A particularly active role was designated for decision-makers and politicians in curbing hate speech. The action plan will improve the domestic online platforms' ability to eliminate hate speech. In addition, authorities and policy-makers on different levels will be supported in eliminating hate speech.

Objective 8: Develop racism research and data collection

The review of research carried out during the evaluation showed that the information collection structures related to discrimination have developed significantly in the last 10 years, but little is collected related to racism. It is important to enhance conceptual information and academic research regarding racism and anti-racism, as this will help interpret and combine information produced from different perspectives and by different methods.

The action plan will promote the monitoring of structural racism in particular and aims to create a monitoring model that will produce information for different authorities to evaluate and develop their operations. This also supports the objective of PM Marin's Government Programme of developing systematic monitoring for discrimination and hate crimes nationally and internationally.

6.1 Guidelines and measures in different administrative branches

Prepare the partial reform of the Non-discrimination Act and help implement the obligation to promote equality

Measure	Implementation period	Responsible party	Cooperation parties	Funding
1. Review the potential for reinforcing the obligation to promote equality as part of the Non-discrimination Act's partial reform.	2021–2022	MOJ		Government Programme, MOJ
2. Produce electronic tools for promoting equality (education, process guide, and webinars).	2021–2022	NIWH	MOJ, Non-discrimination Ombudsman	MOJ and EU funding (REC)

Improve the Government's internal coordination for more effective anti-racism and anti-discrimination

Measure	Implementation period	Responsible party	Cooperation parties	Funding
3. Appoint a cross-administration anti-racism expert group as part of the Government's fundamental and human rights work structures.	2022	MOJ	other ministries	MOJ
4. Conceptualise a model for a national centre of expertise on work against discrimination and hate crimes, and execute an operational pilot (coordination, communication, data collection, and training between operators).	2021–2023	MOJ	PMO, ministries	MOJ and EU funding (REC)

Include the improvement of anti-racism and anti-discrimination as part of the performance guidance process of every administrative sector

Measure	Implementation period	Responsible party	Cooperation parties	Funding
5. Prepare general instructions for ministries regarding the promotion of equality in an administrative sector's performance guidance (special focus areas: improving equality abilities and increasing the diversity of personnel). Implement ministry training to deploy the performance guidance instructions.	2021–2022	MOJ	other ministries	MOJ
6. Review the quality and effectiveness of the equality plans of youth sector organisations. Use the review to prepare recommendations and a monitoring model for equality plans, also for use by other ministries.	2021–2022	MEC	MOJ, Non-discrimination ombudsman	MEC

Develop means to promote good population relations for municipalities and other local operators in particular, and promote local dialogue

Measure	Implementation period	Responsible party	Cooperation parties	Funding
7. Clarify and reinforce the regulations concerning the pro-motion of good population relations as part of the reform of Act on the Promotion of Immigrant Integration.	2021–2022	MEE		MEE
8. Produce a guide for municipalities on promoting good population relations as part of integration programmes and equality planning.	2022	MEE	MOJ, NIWH, Association of Finnish Municipalities, Etno	MEE, MOJ and EU funding (REC)
9. Produce a dedicated summary of the action plan for municipalities, focusing on information about matters concerning the local level and the training and materials available to municipalities. Advertise the package at the Kuntamarkkinat exhibitions in 2021 and 2022.	2021	MOJ	Association of Finnish Municipalities, Etno and its regional boards, MEE	MOJ, Association of Finnish Municipalities
10. Increase diversity leadership skills in municipalities by increasing relevant training and deploying related materials.	2021–2023	MOJ	Association of Finnish Municipalities, FCG, Local government employers in Finland, regional Etnos	MOJ, Etno
11. Produce local monitoring indicators for hate crimes and hateful acts, as well as a guide for municipalities and other local operators.	2021	MOJ	MOI, NIWH, Victim Support Finland, Anti-Racist Forum	MOJ and EU funding (REC)
12. Support the role of regional Advisory Boards for Ethnic Relations as local experts: provide additional resources to 1) organise training for different target groups, 2) produce information for authorities about the situation with rac-ism, 3) implement communication measures across Fin-land, 4) organise local or regional talks about good popula-tion relations in connection with topical local or regional matters.	2021–2022	MOJ	MEE, Yle, Timeout Foundation, Etno and its regional boards	MOJ, MEE state grants and EU funding, Hyvin Sanottu project
13. Strengthen equality and anti-racism ability in urban plan-ning. Deploy the results of the Helsinki pilot at the nation-al level as part of the Neighbourhood Programme. Organ-ise a national seminar.	2022	ME	City of Helsinki, MOJ	ME/Neighbourhood Programme

Improve the abilities and awareness of the authorities regarding minority issues, equality planning, and the promotion of including different groups across all administrative sectors

Measure	Implementation period	Responsible party	Cooperation parties	Funding
14. Create base training materials for ministries. Topics: the different forms and impacts of racism and promoting equality as part of official duties.	2021	MOJ	NIWH	MOJ and EU funding (REC)
15. The ministries will organise training for the key target groups of their administrative sectors: <ul style="list-style-type: none"> • LVM: Authorities responsible for regional public transport • SM: Other administrative sector based on the online training for police • YM: Municipal housing departments • TEM: Employment office counsellors • OM: Prosecutors/National Courts Administration • PLM: Finnish Defence Forces personnel 	2022	all ministries		all ministries
16. Develop and test pilot training of regional and local authorities on Sámi matters, modelling for further use.	2022–2023	MOJ	Sámi Parliament	MOJ
17. Plan, produce, and distribute comprehensive anti-racism and non-discrimination online training package for social and healthcare service personnel.	2022–2023	NIWH	MSAH, MOJ	EU funding (apply for AMIF), MSAH

Develop more accessible hearing structures and means to secure opportunities to influence for groups at risk of discrimination

Measure	Implementation period	Responsible party	Cooperation parties	Funding
18. Develop new ways to promote the inclusion of minority youths (Roma youths, for example) as part of monitoring Finland's human rights obligations.	2022–2023	MFA	MSAH/Advisory Board for Roma Affairs, Allianssi Finnish National Youth Council	MFA

Increase diversity in working life methodically and enhance anti-discrimination measures in recruitment

Measure	Implementation period	Responsible party	Cooperation parties	Funding
19. Include measures to prevent discrimination in recruitment and promote anonymous recruitment across the training, guides, campaigns, and solution workshops of the working life diversity programme. Plan, if needed, an additional measure based on the results of the Towards Non-discrimination in Working Life report.	2022	MEE		MEE
20. Improve the Government's diversity leadership and support all of the Government personnel's skills (cover the topic in induction and training, use the Government intranet databank).	2022–	PMO	MOJ, MF	
21. Plan an EU project against discrimination in recruitment.	2022	MOJ	MEE	MOJ, EU funding (CERV)
22. Carry out a media campaign (working life diversity programme) for employers to advertise the training and other tools available to employers.	2021	MEE		MEE
23. Produce diversity leadership and non-discrimination tools for employers and employment: diversity leadership quality indicators, workshop materials, website, and a virtual guide.	2021–2022	MOJ, MEE, FiBS		MOJ, MEE, and EU funding (REC)
24. Implement a Government TET campaign to promote equal practical training for Roma youths and other ethnic minority youths.	2022	MOJ	other ministries	ministries
25. Pilot project (at the planning stage): introduce the acquisition of language skills during civil service into career path thinking (employer support in the form of unpaid leave of absence for training or training organised by the employer, for example). Conduct a pilot with groups who are educated but lack proficiency in language.	2021–2022	MF	MOJ, MEE, PMO	MF
26. Diversity promotion project in the police organisation, continued as part of official duties after the project ended in 2020.	2021	Police University College	Police Board	Police Board

Promote non-discrimination in law enforcement and reinforce the law enforcement authorities' ability to identify and clamp down on hate crime

Measure	Implementation period	Responsible party	Cooperation parties	Funding
27. Non-discriminatory police work training at all police departments, especially immigrant surveillance.	2021	MOJ, MOI, Helsinki Police Department	Police Board	EU funding (REC)
28. Find means to improve equality in security firm operations (training and development of curricula).	2021–2022	MOI	Police Board, MOJ, Non-discrimination ombudsman, National Agency for Education	MOI
29. Produce material (fliers, posters, etc.) for police departments about hate crime indicators (antisemitic, Islamophobic and others) and hate crime statistics.	2022	MOI	Police Board, MOJ	EU funding (REC)

Improve the ability of public organisations and national social media operators to respond to and clamp down on hate speech

Measure	Implementation period	Responsible party	Cooperation parties	Funding
30. Training package and events (5–10) on hate speech and how to respond (ministries, municipalities, and other authorities).	2021–2022	PMO	MOJ	PMO
31. Training package and event for social media moderators about the different forms of hate speech and the related legislation.	2022	MOJ	National Agency for Education, MEC, MOI, MTT	MOJ
32. Raise the awareness of local politicians about hate speech and improve their ability to clamp down on it: online training for new local councillors.	2021–2022	Association of Finnish Municipalities, MOJ		
33. Organise media literacy training for public administration employees, produce information about the current state, development areas, and strengths of media literacy promotion among adults. Use the information to prepare guidelines for future adult media literacy work. Produce materials and operating models to support the promotion of adult media literacy.	2021–2022	MEC, National Audiovisual Institute		MEC, National Audiovisual Institute

Parannetaan kansalaisyhteiskunnan rahoitusmahdollisuuksia rasismien vastaisessa työssä kansallisen ja EU-rahoituksen avulla

Measure	Implementation period	Responsible party	Cooperation parties	Funding
34. Establish a national contact point, especially to help applicants of the Citizens, Equality, Rights and Values programme (2021–2027).	2021	MOJ	EU, MEC, MSAH	EU funding (CERV)
35. Organise funding applications to support the inclusion of civil society operators in anti-racism efforts.	Applications May 2021	MOI	MOJ, MEE	AMIF funding application
36. Introduce the promotion of anti-racism activities as a criterion for the 2022 equality grants for sports organisations.	2022	MEC	MOJ	MEC
37. Start a VN TEAS project to review existing national sources of funding and their accessibility and need for development.	2022	MOJ	MEC, MSAH	PMO

Promote the entire population's awareness of racism and how to combat it; enhance the media literacy of adults and their ability to identify fake news and hate speech

Measure	Implementation period	Responsible party	Cooperation parties	Funding
38. Organise a media campaign (social media and Yle) about anti-racism for the general public.	2021–2022	MOJ	Non-discrimination Ombudsman, Ombudsman for Children, PMO, Finnish Basketball Association, Agency for Education, Yle	EU funding (REC)
39. Establish a website (as part of the Yhdenvertaisuus.fi website) as an anti-racism databank.	2021	MOJ	Non-discrimination Ombudsman	EU funding (REC)
40. Implement an anti-racism week campaign.	March 2022 March 2023	FRC	MEE, MOJ	MEE
41. Conceptualise and implement national diversity days for experts and the general public.	Planning 2021 Implementation 2022	MOJ	NIWH, MSAH, MEE, MEC, Non-discrimination Ombudsman, NHRI	EU funding (REC)

Promote anti-racism and good population relations in arts and culture

Measure	Implementation period	Responsible party	Cooperation parties	Funding
42. Create a compass tool to support intercultural dialogue and diversity efforts at art and culture institutions and organisations.	2021–	MEC, Arts Promotion Centre Finland	MOJ	MEC, Arts Promotion Centre Finland
43. Add the supporting of interaction between children and young people of different backgrounds in the grant criteria for children's culture.	2022	MEC		MEC

Improve the ability of teachers and other education personnel in anti-racist educational work

Measure	Implementation period	Responsible party	Cooperation parties	Funding
44. Prepare an equality planning guide for basic education and organise training events to deploy the guide.	2021–2022	National Agency for Education	MOJ, Non-discrimination Ombudsman	
45. Inform teachers and other education professionals of good practices for promoting equality: 1) collect information on the Yhdenvertaisuus.fi website, 2) organise good practices seminars as part of the Educa 2022 exhibition, the Kuntamarkkinat exhibition, and the municipal welfare seminar of 2022.	Preparation 2021 Implementation 2022	MOJ	National Agency for Education, MEC, Association of Finnish Municipalities, Non-discrimination Ombudsman	National Agency for Education, MOJ, Association of Finnish Municipalities
46. Introduce anti-racism and equality planning as criteria for further training in 2022.	2022	MEC, National Agency for Education	MOJ	Funding provided by state-funded educational department and early childhood education personnel training

Strengthen the low-threshold services for victims of racism and hate crimes

Measure	Implementation period	Responsible party	Cooperation parties	Funding
47. Provide resources for organisations as low-threshold service providers (support and information) for victims of racism and hate crimes: training and informational materials.	2021–2023	MOJ	Victim Support Finland	MOJ, EU funding (REC)

Promote systematic data collection about structural racism and discrimination and their impacts on society and minority groups

Measure	Implementation period	Responsible party	Cooperation parties	Funding
48. Create a monitoring model for structural racism: work-shops, data collection, and preliminary evaluation (including a research review of racism in Finland's history and its echoes in modern society).	2021–2022	MOJ	Discrimination monitoring expert group	MOJ, EU funding (REC)
49. Promote the Government's production of information regarding racism and its impacts.	2021–2022	MOJ	MEE, MSAH, MOI, MEC	PMO/ministries
50. Engage in extensive dialogue with stakeholders and about racism-related data collection. Themes: improving the availability of disaggregated data on the realisation of non-discrimination for ethnic minorities (including the Sámi and Roma), the historical dimension of racism in Finland, and human rights principles in data collection. Organise five round-table talks and produce national recommendations.	2022	MOJ	NIWH, Statistics Finland, University of Helsinki	MOJ, EU funding (REC)
51. Develop the monitoring of the Leave No One Behind (LNOB) principle as part of racism and discrimination monitoring and the monitoring of sustainable development.	2021–2022	MOJ and PMO		MOJ and PMO
52. Carry out a follow-up study of hate speech impacts and manifestation with a particular focus on the effects of the COVID-19 crisis.	Start-up 2021 Ready 2022	MOJ	Discrimination monitoring expert group	MOJ, discrimination monitoring system

Abbreviations: FRC: Finnish Red Cross, ME: Ministry of Environment, MEC: Ministry of Education and Culture, MEE: Ministry for Employment and Economy, MF: Ministry for Finances, MFA: Ministry for Foreign Affairs, MOI: Ministry of Interior, MOJ: Ministry of Justice, MSAH: Ministry for Social Affairs and Health, NHRI: National Human Rights Institute, NIWH: National Institute for Welfare and Health, PMO: Prime Ministers' Office

7 Action plan implementation and monitoring

The action plan's measures will be implemented by the ministries responsible for them. The action plan preparation working group will continue as the implementation monitoring working group and prepare the action plan's monitoring information in accordance with the Government Programme's monitoring principles. The action plan's implementation will be reported to the Government's Ministerial Working Group on Internal Security and Strengthening the Rule of Law.

To support the monitoring of the measures' implementation, the monitoring working group will prepare an implementation plan that specifies the schedule, target groups, cost effects, and the monitoring of the implementation of general themes (equality and intersectionality). In addition, the implementation plan will specify the reasoning for each measure (such as the recommendations of international treaty bodies).

An evaluation matrix will also be prepared for the implementation plan to address group- and theme-specific special questions (antisemitism, islamophobia, Afrophobia, racism and hate speech against the Sámi and Roma, etc.). The monitoring working group will engage NGOs representing different population groups, regional Advisory Boards for Ethnic Relations, and the discrimination monitoring expert group in the impact analysis.

8 Concepts

CONCEPTS	DEFINITIONS
Racism	<p>A mode of thinking where groups of people are deemed inferior due to characteristics such as ethnic origin, skin colour, nationality, culture, native language, or religion. Racism may manifest in different areas of society as deliberate or unintended behaviour between individuals and groups based on prejudice and fear of the alien, as well as discriminatory practices in society's structures. Racism upholds inequality and further increases it in society, harming its intended targets and society as a whole.</p> <p>In this action plan, racism is considered a system where policies, institutional practices, culture, and other norms maintain societal power structures that see certain groups of people as inferior to other groups.</p>
Anti-racism	<p>Active and deliberate action that opposes all forms of racism. Anti-racism activities aim to eliminate ethnic discrimination, the impact of discriminatory practices, and negative preconceptions.</p>
Racialisation	<p>A process where society applies hierarchies, assumptions, stereotypes, and prejudices regarding abilities, customs, and morality, for example, to people due to their skin colour or assumed ethnicity, for example. An example of racialisation is a Finnish person from an African background experiencing instances of exclusion in their daily environment due to their skin colour. This comes from the idea that people with certain characteristics are fundamentally different compared to the majority of the population.</p>
Discrimination	<p>Any activity where a person is treated unfairly compared to another person without just cause and due to a personal characteristic. The following are some examples of personal characteristics that may be used in discrimination: age, gender, gender identity, sexual orientation, family relations, place of residence, ethnic or national origin, nationality, language, disability, health, and socioeconomic status. The authorities must prevent discrimination by using equality plans, among other things. All organisations are responsible for preventing discrimination. Discrimination reveals inequality. Positive action is not a form of discrimination. Discrimination is further specified in the Non-discrimination Act and other texts.</p>

CONCEPTS	DEFINITIONS
Harassment	<p>Any behaviour that intentionally or de facto violates the dignity of a person.</p> <p>Such behaviour creates a degrading, humiliating, intimidating, hostile, or offensive atmosphere based on an illegal reason for discrimination. According to the Non-discrimination Act, discrimination is prohibited on the grounds of age, origin, nationality, language, religion, beliefs, opinions, political activity, trade union activity, family relations, health, disability, sexual orientation, and other personal characteristics. The Act on Equality between Women and Men specifically prohibits gender-based and sexual harassment (section 7).</p>
Multiple discrimination	<p>A form of discrimination where a person is treated unfairly compared to another in a comparable situation, based on two or more characteristics.</p> <p>For example, if a woman job applicant from a foreign background is discriminated against due to their origin and gender, this is multiple discrimination. Intersectional analysis is required to identify multiple discrimination.</p>
Structural racism	<p>A form of racism where hidden or open racism is ingrained in social norms and practices or a society's structures, such as its institutions, organisations, agencies, agreements, legislation, and services. The difference between structural racism and structural discrimination is in the modes of thinking behind the actions: the first considers certain groups of people inferior due to their ethnic origin, skin colour, nationality, culture, native language, or religion, for example.</p>
Structural discrimination	<p>A form of discrimination that is based on discriminatory practices and rules, and manifests as an integral part of society. This form of discrimination may be both deliberate and unintentional. Among other things, structural discrimination may be present in different organisations' agreements, practices, and legislation related to official activities, employment, education, and the provision of services. Structural discrimination may occur in media and affect which social topics are presented and how racialised minorities are discussed in the media. Structural discrimination may be difficult to identify or prove in individual cases, but it will be evident in larger contexts, studies, reports and statistical analysis. Structural discrimination produces differences in levels of education, labour market status, income, health, and housing, and it may contribute to society's segregation.</p>
Intersectionality	<p>An approach where many factors are considered to simultaneously affect the identity and social power structure status of individuals. The intersectional approach posits that a single factor, such as gender, social class, age, ethnicity, functional ability, or sexual orientation, cannot be analysed separately. Intersectionality considers factors that result in both inequality and privilege. The promotion of non-discrimination and equality requires that the effects of different factors are explored also in relation to one another.</p>

CONCEPTS	DEFINITIONS
Good population relations	A state of affairs where the relations between population groups are based on positive attitudes, functional interaction, a sense of security, and inclusion in society.
Fostering good population relations	Actions that actively support the development of good population relations between population groups.
Diversity	A state of affairs where the distinct characteristics of people are recognised. For example, such characteristics include age, gender, ethnicity, culture, religion, education, civil status, sexual orientation, opinions, values, personality, political status, and economic status.
Hate speech	An expression that spreads, encourages, promotes, or justifies racial hatred, xenophobia, antisemitism, or other kinds of hate that is based on bigotry, including intolerance expressed as nationalism, ethnocentricity, or discrimination and hostility towards minorities, immigrants, and those with an immigrant background.
Hate crime	A crime committed against a person, group, personal property, institution, or their representative with the motive of prejudice or hostility towards the victim's assumed or actual ethnic or national origin, religion or beliefs, sexual orientation, gender identity, gender expression, or disability.
Ethnic profiling	Targeting individuals for control measures based on their ethnicity, skin colour, religion, or language.

The Ministry of Economic Affairs and Employment's process for the conceptualisation of integration was used as a source.

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