TAMPERE CITY INTEGRATION PROGRAMME
2014–2025

OUR TAMPERE
- CITY OF SCENES AND VISIONS

THE CITY OF TAMPERE
Tampere City Integration Programme 2014–2025
Approved by the City Council on 10 November 2014
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TABLE OF CONTENTS

1. Introduction ................................................................. 3
2. Definitions of the Act on Integration ..................................... 4
3. Strategic goals of the City Strategy and efficient integration .......... 5
4. Bases of integration work in Tampere ................................... 7
   Goals of integration work in Tampere for 2025 ......................... 8
5. Integration as a service of the city ...................................... 9
   General objectives and indicators ....................................... 10
   Supporting children and young people’s growth .................... 11
   Supporting children and young people’s growth – objectives and indicators ............................................... 13
   Enhancing culture and quality of life .................................. 14
   Enhancing culture and quality of life – objectives and indicators ................................................................. 14
   Enhancing health and functional capacity ............................ 15
   Enhancing health and functional capacity – objectives and indicators ....................................................... 16
   Promoting knowhow and livelihoods .................................... 17
   Promoting knowhow and livelihoods – objectives and indicators ................................................................. 18
   Maintaining senior citizens’ wellbeing .................................. 19
   Maintaining senior citizens’ wellbeing – objectives and indicators ................................................................. 19
6. Housing ................................................................. 20
   Housing – objectives and indicators .................................... 20
7. Connecting with the city budget ........................................ 21
   Objective and indicator linked to the use of deferred compensation ....................................................... 21
8. TE Office and integration ................................................ 22
9. Refugees’ reception in Tampere ........................................ 25
   Attachements ................................................................. 26

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1. INTRODUCTION
The Act on the Integration of Immigrants and Reception of Asylum Seekers defines the planning of the integration programme as the responsibility of the municipality. The municipality is also responsible for implementing and developing the programme and for monitoring its realization and effects. Measures and services are organized to promote and support efficiently and at the right time the integration of immigrants. The programme has to be approved by the City Council and it has to be met from the municipal budget.

The current integration programme of Tampere is from the year 2010. By the decision of the Mayor of 15 January 2014, a team, headed by Deputy Mayor Olli-Pekka Parviainen as the Chairman and by Purchasing Manager Lauri Sarvisaari as the Vice-Chairman, was appointed to renew it. The team was comprised of Atanas Aleksovski (Upper Secondary Education) from the city organization, Jarmo Lehtinen (Housing Office), Tuula Haapio (Open Services, Integrating Services), Aila Salmelin (Purchasing Committee, Supporting Children and Young People’s Growth), Maritta Närhi (Purchasing Group/teto, Promoting Health and Functional Capacity), Lauri Savisaari (Purchasing Committee/sive, Enhancing culture and Quality of Life), Tuula Mikkonen (Purchasing Committee/ose, Know-how and Development of Livelihoods), Vesa-Matti Kangas (Business Committee/Financial Planning), Maris Reinson (Culture and Free Time Services), Katja Simonen (Basic Education). Also Seppo Lahtinen (Tampere Employment and Economic Development Office), Pirjo Pajunen (ELY Centre - Centre for Economic Development, Transport and Environment) and Marjukka Hourunranta (Tampere Region Economic Development Agency Tredea) were invited to join the team as the representatives of the cooperation partners. Project Manager Päivi Sinkkonen from the regional development project for migration ALMA and Head Coordinator of Immigration Work Marja Nyrhinen from the Purchasing Committee were the team secretaries. The team met three times. Furthermore, the team members had a common work space with electronic equipment for their use to write their respective contributions.

The Immigrants’ Council handled twice the revision of the integration programme at its meetings in autumn 2013. The programme and its objective-related parts were the themes of the Immigrant Council meeting on April 10. The decisions and the recommendations made at the meeting have been taken into consideration in the finalization of the pro-gramme.

The language planning of the programme was carried out by Susanna Lehtinen, (Tampereen lyseon lukio-high school, European Studies programme) during her training period in the Purchasing Committee. Since then other revisions have been made to the programme.

Various surveys prove that Tampere is the most attractive city of Finland. This is also shown by the statistics about moving. According to the statistics of the end of 2013, 13 852 of the residents of Tampere speak other than Finnish or Swedish as their mother tongue. This is about six percent of all the residents of Tampere. About 35 % of the Tampere population growth (3 025 persons in 2013) had a foreign language as the mother tongue. In other words, the percentage of the residents with immigrant background will probably increase even in the future.

Relation of the integration programme with the strategic management system

The documents of the City of Tampere strategic management system include the city strategy and the four action plans outlining it (Welfare Plan, Vitality Plan “Rock, Iron and Love”, Urban Structure and the Environment Plan “Craggily Beautiful” and Action Capacity Plan of the Organization “The New Tampere – working together and managing boldly”). Furthermore, the budget, the annual plans of the purchasing committees, the action plans of the service providers, and the service contracts between the purchasing committees and the service providers, which are based on the strategy, are considered as the documents of the management system.

In application of the guidelines drawn up by the Central Administration on separate programmes, the integration programme is mainly implemented through the documents of the strategic management system. The objectives governing integration activities are taken into consideration when the financial plan and service contracts of the units are prepared as parts of the annual planning process of activities and financing. Monitoring of and reporting on the objectives recorded in the annual plans and service contracts is carried out through the reports on activities and financing and by means of monitoring service contracts. The achievement of the integration programme as a whole is reported to the City Board once in a City Council’s term of office.

The Purchasing Committee is responsible for resourcing the organization of services, for preparing and planning the purchases, for the purchase-related support and development processes and for preparing issues belonging to the action area of the committees
Integration Programme

and sub-committees as well as for authorities’ action. The duty of various service-providing units is to implement the practical integration work of their respective sectors.

2. DEFINITIONS OF THE ACT ON INTEGRATION

In the Act on the Integration of Immigrants and Reception of Asylum Seekers:

1) integration means interactive development between immigrants and the society with the aim of providing immigrants in working life and society with required knowledge and skills while supporting immigrants’ possibility to preserve their own language and culture;

2) integration also means multi-disciplinary promoting and supporting of integration through the measures taken by the authorities and the services provided by other stakeholders;

3) an immigrant means a person who has moved to Finland and is living in the country for a purpose other than tourism or with a comparable short-term permit or whose right of stay has been registered or who has been granted a residence permit;

4) integration means measures on social strengthening intended for immigrants to improve their life skills and to prevent exclusion;

5) integration means multi-disciplinary cooperation between the authorities of various action areas and other stakeholders;

6) integration focuses immigrants with specific needs requiring intensified integration measures on the basis of weakened capacity of action particularly due to illness, injury or other reason, or because of age, family situation, illiteracy, or on other similar grounds.

Integration law is applied to a person who has a valid residence permit in Finland in compliance with the Aliens Act (301/2004). The integration law also applies to a person whose right of stay has been registered or who has been granted a residence permit in conformity with the Aliens Act.

An immigrant who is registered as a jobseeker and who gets living allowance in compliance with the Act on Social Assistance is entitled to an integration plan and thereby to integration measures. An integration plan can also be made to an immigrant, if he or she is considered, on the basis of initial assessment, in need of a plan to facilitate integration. Immigrants’ integration plan replaces the job seeking plan determined in the public Employment Services Act.

The municipality draws up an integration plan with an underage child if there is a need for it for reasons of individual circumstances of the underage child. An integration plan is always made for an underage child who has arrived without his or her guardian and who has got a residence permit.

The municipality draws up an integration plan for a family, if the global situation of the family requires it.
The right to an integration plan is valid for three years from the initial entry in the Population Information System in the immigrant’s first municipality of residence. The aforementioned three-year-period of integration may be extended by a maximum of two years, if it is necessary for the immigrant to learn to read and write or to complete basic education, or on other reasonable grounds. Furthermore, the period during which an immigrant is not entitled to the labour market support extends the right to a plan.

**Integration programme**

Law defines the drawing up of an integration programme as the responsibility of the municipality. The municipality has to set up an integration programme which contains a plan and measures, services, cooperation and responsibilities enhancing and supporting integration and which takes into account immigrants’ needs when other services and actions of the society are planned and organized.

### 3. STRATEGIC GOALS OF THE CITY STRATEGY AND EFFICIENT INTEGRATION

#### TAMPERE 2025 – VISION AND ACTION METHODS

The Tampere City vision outlines how the city should be in 2025. The Tampere City vision for 2025 is:

**Our Tampere, city of scenes and visions**

We work together to make the best and the most attractive northern metropolis in Finland. We have visions for the future, for a beautiful and international cultural city of a new generation.

Wellbeing is our common goal. We provide support for homes as places enabling good life. We ensure that everybody is involved.

We promote choices enhancing wellbeing and we place an emphasis on preventive services.

We create attractive opportunities to entrepreneurship and job creation. Businesses have prospects for growth and internationalisation.

The implementation of the strategy will be achieved by means of the following approaches:

**WORKING TOGETHER**

We invite all to contribute to our city’s development. Our actions are based on partnership. We create a climate of trust and encouragement for working together.

**WORKING RESPONSIBLY**

We take responsibility for balanced city finances and operate with cost and resource efficiency. We protect our city’s future by taking responsibility for the environment and by reducing the environmental load. We promote equality, multiculturalism and safety in all that we do.

**WORKING OPENLY AND BOLDLY**

We boldly challenge the established approaches and brainstorm for new ideas. The starting point for all reforms is the benefit of the residents. We make the changes possible by consistent and open decision making and leadership. We use information and communication technology in an efficient way. We further improve on interactive communication.
Integration Programme

The main integration priorities specified in the strategy and its plans are grouped here-under.

Working together
Strategic priorities for 2025

- People extensively participate in service development and decision making, which helps make the services more customer-oriented and cost-effective.
- Citizens and communities are active. The city enables spontaneous, citizen-led activities and encourages people to take care of themselves and others.
- The information provided by the city is open and facilitates spontaneous citizen-led activities.
- Life in Tampere Central Region runs smoothly. The region operates as a uniform whole with a clear governance model.

Preventive measures and narrowing disparities in wellbeing
Strategic priorities for 2025

- Preventive measures have strengthened citizen’s opportunities for enhancing their health and wellbeing. A growing number of citizens can be cared for by basic services, the need for special services has decreased and the increase in costs is slow.
- Enabling the pursuit of hobbies and choices that promote a healthy lifestyle are facilitated. Children and young people have equal opportunities to pursue leisure-time activities. Senior citizens are active and have retained their functional ability.
- Early identification of service needs and appropriate targeting of services have narrowed disparities in wellbeing. Service chains are clear and customer’s situations are handled through multi-professional collaboration as a single whole.
- Well-functioning basic services and provision of support for homes and families make it possible for people to cope independently.
- Help and care provided in home and home-like settings have reduced the need for institutional care.
- Early childhood education services have been diversified and the quality of basic education has been secured.

Vitality and competitiveness
Strategic priorities for 2025

- The Tampere Central region has the best conditions in Finland for businesses to start, grow and go international, as well as for jobs to be created.
- The city invests strongly in economic, industrial and innovation policy. The renewal of economic and industrial life is based on smart growth, i.e. high levels of competence, active research and innovation, and efficient use of new technology.
- Tampere is closely linked to the global economy and know-how. It is one of the leading Finnish cities in international attractiveness from the perspective of businesses, experts, students and tourists alike.
- Tampere actively develops education and training and secures the availability of a skilled workforce. Tampere continues to be the most attractive city for students.
- Cultural institutions, services and destinations are attractive, and there is a rich array of events available. Culture is one of the basic services for citizens, and it must be available to all.

Sustainable community
Strategic priorities for 2025

- The dwelling and residential areas in the city are attractive due to their diverse nature and they facilitate sustainable lifestyles and community spirit. There is a sufficient supply of affordable housing for rent, student housing and accommodation services for special groups.
Balanced finances and innovative organization

Strategic priorities for 2025

• The reform of city’s mayoral model and the purchase-provider model is based on the notions of community, customer-orientation, effectiveness and improved productivity.
• The operational structures in all areas of responsibility have been boldly revised as needed.
• Multi-provider model and the development of the city’s own production enhance the efficiency and effectiveness of service provision.
• Management, the work conducted by superiors and the number of employees and their skills meet the changing needs.

4. BASES OF INTEGRATION WORK IN TAMPERE

Tampere City has signed the Eurocities Charter on Integrating Cities.
In accordance with it Tampere is committed to the following principles:

As policy-makers we will
Actively communicate our commitment to equal opportunities for everyone living in the city.
Ensure equal access and non-discrimination across all our policies.
Facilitate engagement from immigrant communities in our policy-making processes and remove barriers to participation.

As service providers we will
Support equal access for immigrants to services to which they are entitled, particularly access to language learning, housing, employment, health, social care and education.
Ensure that immigrants’ needs are understood and met by service providers.

As employers we will
Take steps where required to reflect our city’s diversity in the composition of our workforce across all staffing levels.
Ensure that all staff, including staff with an immigrant background, experience fair and equal treatment by their managers and colleagues.
Help staff members understand and respect diversity and equality issues in the work place.

As buyers of goods and services we will
Apply principles of equality and diversity in procurement and tendering.
Promote principles of equality and diversity amongst our contractors.
Promote principles of equality and diversity amongst our suppliers.
The city offers all citizens equal services and opportunities to participate. Citizens in the process of integration need intensified guiding and advising to organize their normal life in a new environment. Guiding in integration partly requires separate services such as interpretation. Yet the basic principle is that special services are arranged for immigrants only when it is appropriate or necessitates specific knowledge. The new residents of Tampere play themselves an important role in their introduction. The prior condition of equal participation in the community requires ensuring newcomers’ own possibilities to be functional.

The staff working in the basic services of the city plays a key role and its knowledge and knowhow of the eventual effects of various cultural backgrounds on service situations have to be strengthened also in the future.

Integration work also aims at familiarizing the residents of Tampere with each other so that they can operate together in the unified spirit of Tampere disregarding their own ethnical background while giving value to their own cultures.

The city also pursues in the framework of its integration activities active partnership and cooperation with both the third sector and private stakeholders, institutions and other municipalities of the central and subregion. The city appreciates work achieved by the third sector operators in the area of integration and the knowledge, competence and experience gathered through cooperation.

Work-based immigration continues to become more and more important in various operating areas. People coming to work with contracts of varying duration or to study need intensified advising, guiding and counseling in the use of basic city services and in the possibilities offered to study Finnish.

Goals of integration work in Tampere for 2025

Tampere City operates in conformity with the Integrating Cities Charter in the way that as policy maker:

- The city underlines immigrants’ positive impact on the city and its development and commits itself to operate for its part with the purpose of supporting active integration.
- Tampere City leaders are publicly engaged to work against racism.
- City leaders show their support to the equality in immigrants’ services for instance by creating an immigrants’ council.

As service provider Tampere City commits itself to

- Ensure that the measures taken at the first stage of integration have sufficient resourcing. Adequate reception on arrival prevents discrimination and ensures positive community development and collaborative Tampere City atmosphere.
- The city regularly monitors the outcome of its integration measures and uses the results to further develop integration measures.
- Brochures and electronic information material in various languages are available for instance through the Infopankki website.
- Feedback on the success of integration activities is regularly collected from the citizens in the process of integration, and this evaluation is utilized to further develop activities.
- Cooperation of different administration areas is sought to make operating more cost-efficient.
- To develop and run smoothly cooperation between different government agencies involved in integration
work, meetings and gatherings of employees having various assignments in integration work are regularly organized.

**As employer** Tampere City

- Consolidates the ethnical diversity of its personnel and guarantees jobs to citizens with immigrant background. Alike other big European cities Tampere has for goal that the share of workers with immigrant background employed by the city corresponds to that of the respective population group amongst all citizens.
- The heads of different units provide sufficient resources in time for the purpose of planning and developing cooperation in the area of integration and immigration work.

**As purchaser of goods and services**

- Tampere City supports third sector operators such as immigrants’ organizations for generating integrating services.
- The city aims at long term partnership contracts in the purchase of integrating services.
- Besides guiding service-production and partnership-contracts the city continues supporting normal activities of the non-governmental organizations.
- Uses social criteria in scoring in the framework of its own purchase guidelines.

**Cooperation and active partnership**

- The city works in cooperation with private and third sector operators, local institutions and the municipalities of the central and other regions.
- The city appreciates the knowhow of its stakeholders and the knowledge, competence and experience that is generated by cooperation.
- The city appreciates work achieved by different third sector operators in the area of integration.

**5. INTEGRATION AS A SERVICE OF THE CITY**

Most of the integrating activities are organized as part of different service-processes of the city. Yet there are in the city also services and activities enhancing integration, which are cross-governmental and operating as independent services.

The Purchasing Committee is responsible for resourcing the organization of services, for preparing and planning the purchases, for the purchase-related support and development processes and for preparing issues belonging to the action area of the committees and sub-committees as well as for organizing authorities’ activities. The Production Committee is responsible for the production of services according to the contracts.

The City of Tampere is involved in the Infopankki-website, which offers large online information on living and housing in Finland in 13 different languages. The regional development project for migration ALMA operating under the Purchasing Committee has developed Migration Information Service Mainio, now permanently established, and brought to the Tampere Region the electronic system to apply for Finnish language courses, Finnishcourses.fi, which serves the whole Tampere region in cooperation with 25 study-programme providers. The system is managed from Tampere. The city has for goal to participate also in the future in the projects developing integration work.
The city purchases advisory services from the Settlement Naapuri to get counselling against discrimination. Permanent assistance is provided for instance for Kölvi-Activities supporting immigrant boys and for Tyttöjen talo, Tampere girls’ house, and Youth Café Unikki, which all reach and involve many young immigrant people in their activities.

Migration Info Centre Mainio
Mainio operates as a low threshold advising centre. It is administered by the Pirkanmaa Interpreters Centre of the Open Services Unit. Mainio offers advising and guidance in many languages to all immigrants, and its services to clients are free of charge. Mainio has on-call time to advice clients during 2–6 hours a week in about 20 different languages, and during 1–2 hours a week it carries out field work in company of clients to help them to handle their issues. Furthermore, Mainio organizes various events for the purpose of disseminating information, training and briefing.

In the Migration Info Centre the initial assessments defined in the Integration Act are undertaken either for clients such as workers or students at their request or for the clients of the Department of Social Affairs, who get living allowance.

Pirkanmaa Interpreters Centre
Pirkanmaa Interpreters Centre provides consecutive interpretation or translation services to authorities working among immigrants. The authorities order an interpreter from the interpreters centre for handling issues with quota refugees, asylum seekers, and asylum seekers having got a residence permit, returnees and other immigrants. Immigrant's background determines whether the purchasing party has the right to get financial compensation in accordance with the Finnish Government decision.

Tampere Immigrant Council
The official body operating in the city organization is the Tampere Immigrant Council, which is elected every two years. The Immigrant Council does not have actual power of decision but it has the right to express its opinion, make proposals and give statements on immigrant-related issues and for instance to develop services enhancing integration. The Council has ten immigrant-members and their deputy members, a chairman, and permanent expert-members from different services of the city.

General objectives and indicators

<table>
<thead>
<tr>
<th>Objective to guide activities</th>
<th>Indicator</th>
<th>Monitoring responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>The city participates in projects developing immigration work</td>
<td>Number of projects and/or volume</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Partnership of immigrants’ associations</td>
<td>Concluded cooperation contracts</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Monitoring survey of results in integration</td>
<td>Survey carried out and results utilized in integration work</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Immigrants get employment in the city organization</td>
<td>Staff Committee survey through the SAP-system</td>
<td>Staff Committee</td>
</tr>
<tr>
<td>Close cooperation with the new Centre of Excellence in Integration of the Ministry of Employment and the Economy</td>
<td>City’s participation in the activities and projects of the centre</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Increasing volunteering in integration work</td>
<td>Number of volunteers</td>
<td>Purchasing Committee/ Open Services</td>
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</table>

Hereunder are described integration activities in various service-processes of the city. In attachment 1 are described integration paths from the newcomer’s point of view.
Supporting children and young people’s growth

The core process of services supporting children and young people include the following service wholes: Early Childhood and Preschool Education, Basic Education, Paediatric and Health Care Services, Psychosocial Support Services, and Free Time Activities.

The core process of the Services for Children and Young People aim at ensuring for the children and young people of Tampere optimal conditions for growing, at guaranteeing services promoting and ensuring health and social wellbeing and at encouraging children and young people to have active and diversified hobbies and leisure activities.

The Services for Children and Young People are mainly statutory basic services and activities conducted by authorities, which the municipality has the obligation to organize. The mentioned services will be provided even in the future mostly as the City’s own production. Own production is completed and diversified by external service offers.

In the sector of Family Work, work focuses first of all on families with children under school age and when work deals with family-groups, it focuses on families having children under 3. Services and staff’s knowhow to meet different immigrant families have to be developed by emphasizing the importance of preventive work.

Cooperation with the third sector operators particularly concerning the organization of children and young people’s free time activities is intense. Special attention has to be paid also to safe transition phases for instance concerning moving from one school level to another. The school path of a multilingual student is described in Attachment 2.

Integration process in early childhood and preschool education

The early childhood and preschool education of children under school age and of multilingual children is organized as a neighbourhood service, and it is planned together with the parents. A child is a member of a child’s group and his or her social contacts are encouraged in the group. Early childhood education and preschool education support the integration of the whole family as they guide to municipal services and Finnish culture. The goal is to strengthen educational partnership following the Parents’ School pattern in cooperation with the parents and other parties involved.

When a child comes to day care and a new language environment, his or her integration is supported, whenever necessary, by increasing resources during a determined period of time. Cooperation with the parents requires the use of an interpreter to ensure equality in assessment discussions. The personnel are required to have good cultural knowledge and particularly the understanding of the families’ respective cultures. The cultural skills of the day care community are supported through training in global education and by the continuing training of day care directors and early childhood educators.

Good knowledge of own mother tongue facilitates the learning of the Finnish language and encourages the child to use his or her own mother tongue. When necessary a test to assess the child’s skills in own mother tongue as well as a teaching period to rehabilitate it is organized for the child. In early childhood education, the teaching of own mother tongue is organized, as far as possible, in form of teaching in mini-groups.

For all the children whose mother tongue is other than Finnish or whose language skills do not meet the mother tongue level a plan of Finnish as a second language is set up. This plan makes part of the child’s personal early childhood and preschool education plan. Finnish as a second language, S2-teaching is carried out as a part of basic pedagogy in all day care centres. Personnel’s knowhow is strengthened through further training.

Multicultural knowhow in early childhood and preschool education and the organization of own mother tongue and S2-teaching require centralized coordination.

Integration in basic education

In the teaching of immigrants and multilingual students, students’ wellbeing, Finnish learning, cooperation between the home and the school and, whenever necessary, the improving of school readiness are crucial to guarantee students’ best possible success in post-graduate studies. Teaching is planned on the basis of students’ language, school and educational backgrounds.

Basic school age children who do not speak Finnish or whose Finnish-speaking skills are poor start school in centralized preparatory education groups leading to basic education. Also after preschool education it is possible to move to preparatory education whenever it is necessary. Preparatory education lasts about one year, after which students most often move to the schools of their educational district. Also students coming from other municipalities are taken into preparatory education as far as possible on the basis of the regional agreement. After preparatory education, centralized joint groups serve the upper level students who need much linguistic help to make their studies progress.
Education that adheres to the curriculum of Finnish as a second language (S2) is provided, when necessary, during the whole duration of basic education to students whose mother tongue is not Finnish and/or whose language level does not meet the mother tongue level in all part-areas. S2-teaching aims at developing individually basic part-areas of the language and at increasing vocabulary and at supporting the development of students’ functional bilingualism jointly with education in own mother tongue.

Students’ own mother tongue teaching is organized on the basis of enrolment and providing that the minimum required number in the group is met. The preschool age children entitled to the mentioned teaching in application of the curriculum have one hour course a week and the comprehensive school age children have two hours course a week. It is possible to attend the mentioned teaching also from the sub-regions. Own mother tongue teaching is organized to some extent also as distance education on the basis of a separate purchase service contract.

Own mother tongue teaching aims at making students interested in their own mother tongue, at developing thinking capacity and at strengthening self-confidence and multicultural identity. At the same time own mother tongue learning strengthens students’ capacity of learning Finnish.

The teaching of other religions is organized if the regulatory number of students’ custodians submits an application for it.

In addition to remedial teaching in Finnish and ‘homework clubs’, a student can obtain, whenever possible, support provided by a teacher (consultant) speaking student’s own mother tongue in various subjects. Teachers speaking student’s own mother tongue also work as linguistic and cultural interpreters at the meetings with the parents.

Cooperation between the home and the school is supported by the Parents’ School activities. Parents’ Schools are conducted by two-person teams comprised of a school teacher and the own mother tongue teacher. At Parents’ Schools, themes related to the school, school system and parenthood are dealt with. The Parents’ Schools are open to the parents of the sub-region.

Multilingual student’s developing language skills and school and cultural background have to be taken into consideration in the daily life of the school and in the planning, application and evaluation of teaching and in counselling. Students’ learning is supported through the teaching methods with language awareness. Multilingual students most often participate in school work that observes the curriculum of basic education, and they are subject to the same practices as other students. At the transition phases, intensified guiding and cooperation with the parents is necessary.

The multicultural skills of the school community are strengthened through training in global education and by providing continuing education to school principals and teachers.

The organization of preparatory education, own mother tongue teaching, distance education and S2-teaching require centralized coordination.

The Finnish National Board of Education grants partial deferred governmental compensation for S2-teaching and other education as well as for the teaching of the mother tongue. For the organization of preparatory education, the governmental subsidy is granted according to the student situation on September 20.

**Paediatric and school health care**

In the Health Services for Children and Young People, the services provided to pregnant women, children, young people and their families are carried out with the same principles and national recommendations as services provided to other citizens. Individual needs such as the use of an interpreter are taken into account.

A survey of earlier health history is made in details as far as possible when a client with an immigrant background comes to the maternity or child health care clinic or to school or student health care centre. The clients who have not got earlier vaccinations or who do not have information about them get the necessary vaccinations following an individual programme. Medical examinations and other consultations are carried out according to the national practice while individual consideration is observed. Immigrants are guided to use, in addition to neighbourhood services, other medical service units of the Health Services for Children and Young People (Youth Health Care Centre, Birth Control Clinic, Children and Youth Polyclinic, Speech Therapy, Family Counselling Unit) and also other services offered by the city and the third sector stakeholders. Cooperation with other partners is carried out when necessary.

The familiarization of the children, young people and their families with the health care system of their new home country takes place progressively, and a health and wellbeing plan that is made individually for each client is helping in it. From the personnel, the carrying out of services requires not only sufficient time booked for consultations and their preparing but also constant updating of their competence.
**Services provided by the city to young people**

Providing support to young people's growth and development is the principle that guides activities. Presently the Services for Young People offer immigrants the possibility to become familiarized with Finnish culture and to participate safely and under guidance in free time activities intended for children and young people.

**Young people’s integration from the point of view of social work**

Concerning young people's integration, it is good to remember that actual integration cannot start as long as the basic things of life are not in order. The most important is education and its internal transition phases for instance from the basic school to the secondary level educational institutions, and student and vocational guidance i.e. finding "own life career".

Particularly concerning children and young people, quick intervening in acute need for services functions as a preventive measure, and crises can be avoided.

Specific needs may be connected to multiculturalism as such: the values of the community and the young and those of the activity environments may be different. Young people and their families have to be supported and guided in the framework of normal activities to prevent the emergence of serious conflicts of values, problems, and maltreatment.

When a young person and his or her family have traumatic experiences for instance for reason of having been tortured, they have to be conducted to services such as Immigrants’ Rehabilitation Group of the Mental Health Centre, to psychiatric treatment or to third sector services.

### Supporting children and young people’s growth – objectives and indicators

<table>
<thead>
<tr>
<th>Objective to guide activities</th>
<th>Indicator</th>
<th>Monitoring responsibility</th>
</tr>
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<tbody>
<tr>
<td>Multilingual children and young people’s knowledge of own mother tongue becomes strengthened in early childhood and basic education. Students also get support in their own mother tongue.</td>
<td>Number of multilingual children and young people who participate in own mother tongue courses in preschool and comprehensive school education. Support provided to own mother tongue increases.</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Multilingual children and young people’s Finnish language improves in early childhood education and basic education.</td>
<td>Number of Finnish as a Second Language-plans drawn up for children in early childhood and preschool education. Learning results in Finnish as a Second Language in basic education.</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Cooperation between multicultural families and day care centres or schools improves.</td>
<td>Number of Parents’ Schools and number of participating parents.</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Multilingual children move to upper secondary education.</td>
<td>Percentage of multilingual students having moved to the secondary level.</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Personnel's multicultural and language-aware knowledge improves.</td>
<td>Plan of internationalization and global education has been drawn up and its implementation has been carried out in early childhood education and in schools. Number of staff trainings in cultural diversity and language awareness, and number of participants.</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Services are as relevant and efficient as possible.</td>
<td>Information about the experience of children, parents and young people of this part-area are collected in various ways to assess functionality and efficiency.</td>
<td>Purchasing Committee</td>
</tr>
</tbody>
</table>
Enhancing culture and quality of life

The core process of the Services Enhancing Culture and Quality of Life includes the following service entities: Service Enhancing Hobbies and Self-Motivated Wellbeing, Service of Cultural Capital, Service of Culture and Physical Education, and Service of Culture and Sports Events. The goal is to make Tampere known as pluralistic cultural and sports city, which offers the citizens and visitors of Tampere excellent possibilities to realize themselves and to learn and to experience things.

The need for developing services of culture and quality of life increases because of general internationalization and the progressively increasing immigrant population of Tampere. The cultural backgrounds of people coming from other regions of Finland have also to be taken into consideration better than earlier. Consideration for cultural diversity has impact on all service entities of the core process. One of the main challenges of the core process actually aims at developing services so that they can meet the diversity of cultures and cultural backgrounds of Tampere citizens.

The Services Enhancing Culture and Quality of Life have in Tampere a large infrastructure, which offers citizens various places to meet and events to organize and to develop themselves either independently or under guidance. The challenge is to develop services to better meet the versatile needs of Tampere citizens and to encourage increasing number of citizens to take advantage of offered services actively. Particular target groups in all service-entities include children and young people, seniors, disabled people or people easily left out of services for some other reason, and immigrants in the process of integration.

The integration work of the core process of the Services for Enhancing Culture and Quality of Life makes part of services offered to all Tampere citizens with an immigrant background. Particularly dissemination of information, multiform counselling and guidance intended for active information seekers are basic in this area. Integration activities aim at familiarizing the newcomers with the Finnish society and later also with the cultural heritage of Finland by offering them the possibility to maintain their own language and culture. The activities of immigrant associations are supported not only by subsidies but also by the premises provided to facilitate functioning.

Also the integration of the Finnish citizens into the immigrant population is an important part in enhancing the quality of life of Tampere citizens. Work for tolerance and active combatting against racism through various campaigns in cooperation with for instance the

### Enhancing culture and quality of life – objectives and indicators

<table>
<thead>
<tr>
<th>Objective to guide activities</th>
<th>Indicator</th>
<th>Monitoring responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increasing and promoting opportunities to have activities combining cultural events and physical activities</td>
<td>Physical activeness of the target group and number of groups and participants</td>
<td>Purchasing Committee, Kupa</td>
</tr>
<tr>
<td>Creation of an International Centre</td>
<td>Background study of the Centre has been achieved, Creation of the Centre has been achieved</td>
<td>Purchasing Committee</td>
</tr>
<tr>
<td>Support provided to the activities of associations</td>
<td>Production subsidies for international events</td>
<td>Kupa</td>
</tr>
<tr>
<td>Newcomers’ familiarization with the cultural heritage of Tampere and Finland; increasing the number of opportunities</td>
<td>Number of immigrant groups’ museum visits and number of participants</td>
<td>Purchasing Committee, Mupa</td>
</tr>
<tr>
<td>Opening of library services and contents in multiple ways to immigrants. Opening of a Language Café in the Hervanta Library</td>
<td>Number of visitors, starting of activities</td>
<td>Purchasing Committee, Library</td>
</tr>
</tbody>
</table>
third sector stakeholders makes part of this integration work. The role of the third sector and particularly of immigrants’ own associations in enhancing the quality of life is important. The role of the third sector is essential also in multicultural sports activities.

The annual plans and service contracts of all service entities include integration activities.

Enhancing health and functional capacity

The purchasing process of the Services Enhancing Health and Functional Capacity is divided into sub-processes and service entities. It deals with the maintenance of both health and functional capacity in social life.

Immigrants’ special services are included in service production provided by the Services Enhancing Health and Functional Capacity. They comprise Health Care Services and Social and Financial Assistance Services (Adult Social Work, Integrating Social Work, and Social Assistance). Their aim is to ensure the health and functional capacity of different immigrant clients who have limited capacity or who are illiterate or difficult to integrate, and in a general way, to support integration by guiding and motivating to independent use of various services.

Refugees’ reception services

Early-stage reception services include social and health care services, counselling and guidance services facilitating integration, and interpretation and translation services.

These services are intended for refugees, their family members and returnees specified in the agreement made between the city of Tampere and the ELY-Centre. According to the agreement, the city of Tampere commits itself to organize early-stage reception services for 100 refugees and their family members annually.

Quota refugees and returnees’ early-stage medical examination by a nurse takes place in the Hervanta health care centre. A medical examination is made to quota refugees, returnees and asylum seekers having obtained a residence permit and the right of residence in Tampere. Information about the persons having obtained the right of residence in the municipality comes from the Integrating Social Work. Medical examinations are made to all newcomers, and treatment is provided in case of acute health problems. Immigrants’ health care service gives basic information about municipal health care services for persons coming to examination. The nurse can also make an appointment with a doctor for consultation. Interpreter’s services are available for all medical visits provided that the need for interpretation is known in advance. Clients have the right to use early-stage services provided by the nurse during one year, after which clients are transferred to the health care services offered in their district of residence.

In the framework of the health care examination, an appointment is made with a dental hygienist who makes a buccal health examination to evaluate the need for treatment. The dental hygienist can make a
referral, when necessary, to send the patient to municipal dental care.

The Psychiatric Polyclinic for Immigrants is a unit of specialized psychiatry, which organizes diagnosed assessment and treatment particularly for refugees and asylum seekers. Most patients come from crisis areas or they have been subject to persecution in their home country or their human rights have been violated. Treatment aims at helping the patients to get along in the new environment by supporting their psychic, physical and social rehabilitation. A doctor’s referral is required to be admitted to treatment.

The service has for goal to restore client’s living conditions through multidisciplinary team work together with the client and cooperation partners at the right time and in a reasonable period of time. Social work services include for instance the assessment of clients’ family, life and social situations, and the evaluation of the need for services, and coordination. Work intended for children and families puts emphasis on the prevention of crises. When necessary, clients can also obtain services in child welfare matters. Social assistance is a basic service provided to clients. Consecutive interpretation and translation services facilitate the accessibility of services. During the integration process, voluntary work is utilized in guiding daily activities and creating social contacts.

**Underage immigrants’ family group home**

The family group home Satakieli in Hatanpää operates as the housing unit of the underage children having arrived in Finland without their custodians. The young people who are living in the family group home have obtained a residence permit in Finland and the right to have residence in the municipality of Tampere. The family group home provides age-level care and treatment for children until they reach the age of majority or their parents move to Finland through the family re-unification process. The family group home supports, in coordination with the child’s representative, child’s school studies, living and integration in Finland. All the children in the family group home have the right to go to school, to take part in free time activities corresponding to their age and skills, to get adults’ support and guiding in daily issues, to participate in the activities offered by the society, their residential environment and various organizations, to get required information and skills to be able to function as active members of the society, to be counselled in view of independent life and to benefit of sufficient services to maintain and improve their health. The family group home also provides support to young people living in private accommodation. Follow-up care is provided to the young reaching the age of majority to facilitate independent housing.

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**Enhancing health and functional capacity – objectives and indicators**

<table>
<thead>
<tr>
<th>Objective to guide activities</th>
<th>Indicator</th>
<th>Monitoring responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support to clients self-motivated integration</td>
<td>Duration of intensive clienthood</td>
<td>Purchasing Committee, Avopa</td>
</tr>
<tr>
<td>Besides work achieved by authorities, support provided by group activities, various networks, organizations and volunteering is utilized</td>
<td>Joint events and number of participants</td>
<td>Purchasing Committee, Avopa</td>
</tr>
<tr>
<td>Inquiry into the reorganization of health services</td>
<td>Inquiry achieved and eventual reorganization started</td>
<td>Purchasing Committee, Avopa/Reception activities</td>
</tr>
</tbody>
</table>
Promoting knowhow and livelihoods

The service entities of the core process of the Services Promoting Knowhow and Livelihoods include Vocational Education, Upper Level Secondary Education and Business and Employment Services.

Secondary education
Secondary Education (vocational education and upper level secondary education) plays an important role in the process of integration. Particular assistance provided to immigrant students through vocational education at various steps of the educational path facilitates integration and transition to labour markets. This kind of facilitation includes for instance education preparing for immigrants’ vocational basic education. Besides it, preparatory education giving access to basic education and also basic education is offered to adult immigrants. As of 2014 it is also possible to apply for education preparing for upper level secondary education. Furthermore, the Secondary Education Unit has the preparedness to provide integration trainings, which are purchased by the Economic and Employment Administration through competitive bidding.

In order to ensure the operating efficiency and effectiveness, immigrants’ education, as part of integration, is organized with student- and need-based principles. Vocational secondary education aiming at labour markets is carried out in the way that it supports at the same time the learning of Finnish. Activities are developed in cooperation with businesses and industries to make the system as flexible as possible. Earlier studies and eventual partial graduations as well as work experience are taken into account in the planning of studies. When possible, studies are planned jointly with the student and the employer. The premises and resources of educational institutions and work places are utilized as learning environments. The immigrant must have the possibility, if the immigrant so desires, to access specialized entrepreneurial training.

Young immigrants’ basic education and preparatory education giving access to basic education support transition to secondary education and labour markets by offering flexibility in career paths. The completion of the basic education syllabus guarantees also to persons having exceeded the compulsory school age the possibility to have vocational graduation or other training through practice.

Service for the Management of Employment
The city organizes services for the management of employment, which have for objective the placing of unemployed people at open labour markets or in training. The City of Tampere Service for the Management of Employment particularly focuses young people and long-term unemployed. Subsidized work try-out, which
is a special service offered to immigrants, gives unemployed immigrant job seekers work experience in Finnish work life and the possibility to improve work life knowledge and language skills. Work try-out places are provided in the city’s own production-organization, in the private and third sectors, and they include personal support and guidance to further services. Work try-out can also include language training. The target group comprises people who are living in Tampere and who are entitled to integrating measures and immigrants having been living for long time in the country. The operating goal is to promote immigrants’ employment and training as well two-way integration and to offer employers the possibility to have employees with an immigrant background.

Promoting work-based immigration
In spite of difficult structural unemployment, there will be labour shortage in various work areas. The percentage of immigrants of the employed population is increasing: at the end of 2013, the number of foreign employees working for instance in the member enterprises of the Confederation of Finnish Industries (KE) was a third higher than in 2011. Nearly 30% of them were working as experts or skilled employees. Increasing number of people in the integration process is not conducted to integrating services through traditional integration paths. However, for instance the improvement of language skills demands systematic measures besides work.

KOP Project for International Talent Services (ESF) operated by the Tampere Region Economic Development Agency Tredea is carried out in 2012–2015. The project has for goal to improve employers’ preparedness to recruit new labour force with an immigrant background, to develop services for establishment, guidance and training and to turn labour market atmosphere in the Tampere region into a more international and pluralist direction. Furthermore, the project develops in network cooperation the Talent Tampere-service model to facilitate the meeting of employers with workers having an immigrant background and to enhance services.

Promoting entrepreneurship
Many immigrants have entrepreneurial attitude, and therefore, their possibilities to start business should be encouraged. Business services intended for both start-up and already operating enterprises are available to immigrants, but in view of further development, the availability of services also in other languages besides Finnish should be facilitated as far as possible. In Tampere, there are many businesses owned by foreigners, and they have sometimes difficulties to get help in a problematic situation.

Knowhow and development of livelihoods – objectives and indicators

<table>
<thead>
<tr>
<th>Objective to guide activities</th>
<th>Indicator</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strengthening of young immigrants’ capacities to study in order to give them possibility to pursue upper-level studies</td>
<td>Measures supporting participation in graduation-oriented education</td>
<td>Tiry + production (upper secondary education)</td>
</tr>
<tr>
<td></td>
<td>Percentage of students admitted to graduation programmes among the students having attended preparatory education</td>
<td>Ordering Committee, TYPA</td>
</tr>
<tr>
<td>Access to employment is promoted by offering for instance subsidized work try-out and work training facilitating further employment</td>
<td>Percentage of people having used Employment Management Services and placed in work or education</td>
<td>Ordering Committee, TYPA</td>
</tr>
<tr>
<td>Multicultural Employment Management Services become strengthened</td>
<td>Percentage of people having used Employment Management Services and placed in work or education</td>
<td>Ordering Committee, TYPA</td>
</tr>
</tbody>
</table>
Maintaining senior citizens’ wellbeing

In the core process of the Services Maintaining Senior Citizens’ Wellbeing, services mainly focus senior citizens having reached the age of 65. Issues and services dealing with immigrant seniors are considered with the same themes as in the process enhancing culture and quality of life or in the process promoting health and functional capacity.

The issues of senior citizens have not become in Tampere at the moment very visible. In many cultures, the family, relatives and other community mostly take care of the elderly people. On the other hand, the number of senior citizens of the immigrant population of Tampere is relatively low. According to the 2013 statistics, about five percent of the people having a foreign mother tongue are over 60-year-old (647 persons; the total number of people with a foreign mother tongue is 13 852).

It is important to conduct senior citizens and their families to use services offered to senior citizens. The mentioned services include besides self-motivated activities and services proposed by the preventive work unit, services supporting accommodation at home, and hospital and long-term institutional care services. Services take into account immigrants special needs as far as possible, for instance, when the already acquired Finnish language skills are lost because of dementia. Efforts are made to pay attention to linguistic needs in services when new recruitments of personnel are made.

Regarding senior citizens, personnel’s knowhow is important and requires constant maintaining and developing of competence and knowhow. Integration demands from the personnel the knowledge of the system. In the joint use of common services, it may also be necessary to conduct the attitudes of the original population to a direction that is positive towards the newcomers.

### Maintaining senior citizens’ wellbeing – objective and indicators

<table>
<thead>
<tr>
<th>Objective that guide activities</th>
<th>Indicator</th>
<th>Monitoring responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conduct citizens with an immigrant background to use services intended for senior citizens of Tampere</td>
<td>Number of citizens with an immigrant background of the total number of service-users</td>
<td>Ordering Committee</td>
</tr>
</tbody>
</table>
6. HOUSING

Housing is an important part of integration. It is stated in the grounds of the law enhancing integration that the municipality and other local authorities should develop a multiform city and service structure to facilitate integration by offering appropriate premises for activities and by preventing immigrants’ differentiation in own residence areas.

In the City Structure and Environment Plan specifying the Tampere City strategy, one of the objectives in housing is that the housing markets are socially and residentially balanced and attractive and that creeping segregation in the areas has been slowed down. This objective comes from the strategic emphasis mentioned in the Sustainable Society of the Tampere City Strategy, according to which the city housing stock and residence areas attract by their diversity and offer possibilities to sustainable lifestyles and social interaction. One of the objectives is also that the city has a sufficient number of reasonably-priced rented flats.

Besides Hervanta, there are not in Tampere any other residential areas, in which the numbers of immigrants would be high. In Hervanta, the number of citizens having a foreign mother tongue was 4,338 persons at the end of 2013, which is 18 percent of the population of the area. The next highest numbers of residents with a foreign mother tongue were in Kaukajärvi 973 (8.1 %), in Härmälä 373 (7.7 %) in Lentäväniemi 280 (6.6 %) and in Lukonmäki 279 (9.8 %).

It is not possible to assess directly, on the basis of numerical concentrations, the development or the well-being of an area. There is neither any unambiguous limit nor definition explaining concentration. When areas are assessed, attention has to be paid also to their other characteristics. Concentration becomes worrisome when vulnerability and social problems are cumulated in the same area. Concentration may also be positive. For instance, social interaction is often more visible in multiform areas with a majority of immigrant residents. In Tampere, diversified housing facilities are offered in new residential areas, in which different housing types with also different occupation forms are constructed. At the same time, the global development of the areas is ensured. Tampere participates in the national development programme of residential areas by its "Own Tesoma" project (2013–2015), in which the prevention of segregation is one of the themes for promoting the vitality of the whole area. The methods developed in the framework of this project will be implemented to develop also other city areas.

Immigrants are in the same position as any other ownership or rent apartment applicants. Also in the city housing communities immigrants are placed in the same position as the applicants of the general population. Regarding the housing communities of the city, resident selection is made according to the need for accommodation in the way that those in urgent need for accommodation are prioritized in resident selection. Yet, to avoid segregation, efforts are made to ensure that resident distribution in the buildings is as diversified as possible and that the proportion of one single group does not become important in one building or in one residence area. Concerning immigrants’ housing, the aim is that their proportion does not exceed 20 percent. The housing agencies follow up the resident structure of the real properties and housing areas to avoid segregation. For quota refugees, 194 flats have been separately reserved in the housing stock administered by Tampereen Vuokra-asunnot Oy.

Tampere Migration Info Mainio gives guidance in matter of housing, and the rented flats of the city housing agencies can be applied for at Asuntotori (Housing Market) and through its online pages.
7. CONNECTING WITH THE CITY BUDGET

Deferred compensation for refugees’ integrating activities

The municipality gets deferred compensation from public funds for organizing integration-promoting activities for the refugees and people under international protection. These activities are organized in the city structure by various agents in social and health care services as well as in educational and cultural services. Furthermore, integrating services are also purchased from the third sector operators.

Governmental compensation is paid during the first four years of stay for people having entered Finland as quota refugees. Concerning other people having arrived for humanitarian reasons, compensations are paid to the municipality during the first three years of stay in the country. The total of this appropriation in the Tampere 2014 budget is about 1.8 million Euros. The living allowances of the quota refugees and other people with a refugee background are compensated in their totality to the municipality during three years whereas substantial social and health care expenses are compensated during ten years and interpretation fees until the granting of Finnish citizenship. In application of Government Decree 1393/2011, deferred compensation is paid to the municipality from public funds for the fees caused by the initial assessment determined by section 9 of the Decree.

The deferred compensation paid from public funds has to be used specifically for activities promoting integration. Thus, integrating activities do not mean services that any citizen can get when needed.

In the city budget, compensations granted from public funds are recorded as purchaser’s income. Expenses focusing integrating activities are included in the service purchases of the core process. Production areas make the budget of the income from sales and respective expenses for activities in conformity with the service-contracts.

The deferred compensations related to refugees are directed in conformity with the city budget process. The purchaser makes the bid for activities, which promote refugees’ integration and can be organized by operational units. The Head Coordinator of Immigrant Guidance Services assesses the available public financing for the next year and makes the proposal for its distribution to the core processes. The Purchasing Committee Director decides on the initial distribution of the deferred compensation for refugees in view of the preparation of the budgetary plan. On this ground, the income and expenses of integrating activities for refugees are included in the budget proposals of the committees and boards in autumn. The final decision on the distribution of deferred compensations for refugees is made by the City Council when it approves the budget. In the purchaser-producer annual plans and service-contracts, resources aimed at integrating activities for refugees are presented more in details, and the contents of services are specified.

The utilization of the deferred compensations for the integrating activities of refugees is monitored in the context of the normal follow-up of the service-contracts. Moreover, the Head Coordinator of the Immigrant Guidance Services has the possibility to make inquiries into the utilization of the financing directed to activities. The operating units have to be able to detail the cost of integrating activities for refugees. In the future, for the preparation of the budget, the operating units are asked to give an annual explanation on the utilization of the deferred compensations.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Indicator</th>
<th>Responsibility</th>
</tr>
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<tbody>
<tr>
<td>Utilization of the compensation is better monitored</td>
<td>Annual summary of / explanation on the utilization of deferred compensation by different units</td>
<td>Purchasing Committee</td>
</tr>
</tbody>
</table>

Utilization of deferred compensations – objective and indicator
Other services for immigrants
The city will utilize also in the future various channels for financing projects which aim at developing customer-based integration services. These projects can also be cross-administrative and sector and/or municipal border-crossing.

Governmental subsidies and other income
The state-subsidy system underlines the general coverage of governmental funding i.e. that the municipality can decide on the utilization of the governmental subsidies.

The new act on state-subsidy comes into force on the 1st of January 2015. The state-subsidy reform concerns the state-subsidy of the basic services of the municipality. In the new state-subsidy system the basis of people with a foreign mother tongue will be enlarged to include the whole population (earlier 6–15-year-old), which raises the proportional share of the deferred costs of people with a foreign mother tongue from 0.2 percent to 1.9 percent. Yet, the state-subsidy reform in its whole is for Tampere financially very disadvantageous. Cuts in the state-subsidy system substantially narrow the City’s basis for financing.

In addition to the state-funding of basic services, state-funding is granted to the Education and Cultural Service for the purpose of immigrants’ preparatory education in basic studies and for the basic studies of immigrant adults.

The State pays separate compensations for certain services provided to immigrants. Such compensations cover expenses generated by the group homes of the children and young people having come to Finland without their custodians and having got a residence permit, and substantial special social and health care fees. If an immigrant or his or her family member is a refugee and not yet a Finnish citizen and if the management of his/her issues takes place in the social and health care services or in cooperation between the school or the day care centre and his/her home or is otherwise related to integration, interpretation and written translation services are state-subsidized to the Tampere City units. The mentioned interpretation services are reimbursed to the city without any time limit. The interpretation and translation services provided to other people than refugees are invoiced to the authority having ordered the service.

The Social Services for Adults of the Open Services Unit make the application for the state-compensation from the Pirkanmaa ELY Centre on behalf of the City.

Expenses
The expenses of the Immigrant Services are included in the budgets of the operating units in the same way as the expenses of the main population. In budgeting, the guidelines given to set up a budget are observed. Immigrants also use the basic services of the city and, in this regard, it is not necessary to specify the expenses for each client group unless for instance the granting of a state-subsidy or some similar reason requires it. In the city budget book, approved by the City Council, the expenses generated by the Immigrant Services are not presented separately. In the annual budgets and service contracts of the operating units, the financial resources aimed at activities as well as the contents of services can be specified on a more precise level.

8. TE OFFICE AND INTEGRATION

The home pages of the Pirkanmaa Employment and Economic Development Office (TE Office) provide information and useful links to immigrants. On the home pages, immigrants can also find a form in English for taking contact. Information, guidance and counselling are also provided by the national Job Line and the telephone service of the TE Office. After being registered as a job seeker the customer is always contacted by telephone. The TE office also has network counsellors who can help for instance in the registration of a customer.

Initial assessment
The TE Office makes an initial assessment of an immigrant who is unemployed and registered as a job seeker in the TE Office. The initial assessment is started in about two months following the registration as a client or the request for initial assessment. In practice, the TE Office starts the initial assessment process in a period of about two weeks following the registration as a TE Office client. Registration is made online. If online registration is not possible, the client can become registered in the closest TE Office. The Tampere TE Office is located at Pellavatehtaankatu 25. A social worker and an interpreter are invited to attend the initial assessment meeting according to the client’s situation and need. An immigrant’s initial assessment takes place only by appointment, to which a personal invitation is sent to the immigrant.

The initial assessment aims at clarifying the following acquirements related to employment, studies
Integration plan
An immigrant who is registered as an unemployed job seeker or who gets living allowance on other than temporary basis, is entitled to an integration plan drawn up in cooperation with the municipality and the TE Office. The plan can be drawn up also to a person, if it is considered, on the ground of the initial assessment, that the plan could enhance his or her integration. The making of the initial plan is started at the latest inside two weeks following the initial assessment. The TE Office and the immigrant jointly agree on the duration of the integration plan, on eventual changes made in it and on the continuation of an interrupted plan.

The maximum period of time giving right to an integration plan is three years following the signing of the first integration plan. The mentioned period can be extended by two years in special cases for instance for reason of sickness or maternity leave. The duration of the first integration period is one year at the maximum.

Immigrants’ employment
Immigrants are a potential workforce for enterprises. Work is one of the most important factors in the process of integration. It is expected to provide a meaningful role in the new society. Work enables social contacts with the original population, and language skills are improved. Enterprises often have a high step to recruit immigrants. The reason that is often given is the lacking language proficiency. Immigrants’ unemployment level is more than double compared to that of the original population. According to the guidelines of the governmental programme, immigrants’ unemployment should be halved. This cannot be achieved without particular measures and new visions. New points of view regarding immigrants’ employment issues should be handled also among the operators of Yritys-Suomi. www.yritys-suomi.fi

Immigrants’ employment has been largely discussed on the offer-driven basis of the work-force. The reform of the TE Office services changed the operating of the TE Offices into demand-driven, and when considered even in a wider perspective, it would be more efficient to choose the point of view lying on the workforce demand that forms the recruitment basis of work organizations. The recruitment process has set the requirements of competence and operational capacities, the assessment of which is part of successful recruitment. From the point of view of immigrants’ employment, it is essential to recognize these factors in each recruitment situation.

On the area level, this is a good opportunity for the Yritys-Suomi partners to bring up in the annual action plan immigrants’ recruitment practices and special know-how. The representation of the Yritys-Suomi operators comes along with integration work. The service selection of enterprise- and job-seeker-services of Service Line -1 of the TE Office proposes a wide range
of services, which are linked to employment at open labour markets. International employment services are represented by the EURES system with its advisors.

**TE services and integration training**

In the framework of the TE services, the law promoting integration means in practice support provided for the purpose of improving immigrant client’s language skills, work life readiness and professional competence through labour policy measures. The TE Office does not work only on the client-level but also in cooperation with municipalities, trade and business operators, organizations, trainers and other stakeholders thus creating general conditions for successful individual integration processes. In fact, the integration process has to be considered as concrete cooperation between all sectors of the society. On the municipal level, it has connections also with business, training and knowhow issues.

During the process of integration, the TE Office has for task, within the immigration law, to personally counsel and motivate clients, to draw up an individual integration plan and to support and monitor the achievement of the plan regarding employment. It also includes the duty to inform the client personally on his or her rights and obligations and on the respective consequences determined by law.

The integration process is made of various service wholes and labour policy measures facilitating client’s progress. The achievement of the measures is monitored following the client-based principle. In the integration process, the client is guided to language training corresponding to the client’s tested language level, to vocational training and preparatory services. Training can be carried out as labour policy training or self-motivated training. During the integration process, the whole range of TE Office services is available to the client depending of the need for services.

Integration education for the immigrants who have passed the compulsory education age includes Finnish and Swedish language courses and, if necessary, teaching in reading and writing as well as other education facilitating access to employment and upper level education and enhancing social, cultural and life control capacities. Integration education may also include the recognition of already acquired competences or graduations as well as professional planning and career counselling. The linguistic objective in integration education is to provide immigrants with functional basic language skills.

Integration education is mainly carried out as labour policy education. Integrating education can also be organized as self-motivated education. The Employment and Economic Development Office orients immigrants to integrating education, carried out as labour policy education, or to self-motivated studies.

An immigrant who is studying on a self-motivated basis, has the right to the labour market benefit that is paid as an integration benefit, if the immigrant has the need for training, stated by the TE Office, and if the TE Office estimates that self-motivated education facilitates immigrant’s integration and employment or if there is an agreement on the studies in the integration plan. Support provided through an integration benefit to an immigrant’s self-motivated studies promoting integration and employment requires that the studies deal with the learning of Finnish or Swedish or that the studies are mainly carried out in Finnish or Swedish. Learning to read and write can also be supported through the integration benefit. The self-motivated studies of an immigrant getting the benefit can also include, besides studies, work training or voluntary work in a non-governmental organization, or other volunteering. At least the half of the duration of the self-motivated studies must include actual studies or tasks related to them.

Once the integration period has expired, the Service Lines (SL) of the TE Office are in charge of the services intended for unemployed immigrants. Services are provided with the principle of normal services i.e. the services to immigrants are provided with the same principles as those provided to original Finnish people. The people in the process of integration have the obligation to participate in activities in the same way as the original population. Authorities have the obligation to actively offer measures in the framework of the allocated financial resources.

**Integrating people’s further paths, promotion of networking**

Some integrating people have health and/or social problems, which significantly influence the process of integration. Some of the problems affect the capacity of learning directly, some indirectly. The services to provide to integrating people can be presented as challenges for the City of Tampere, the TE Office and the third sector operators in a situation when the services provided by the TE Office cannot help the client. In that case, alternatives should be found according to the client-based need with the help of social rehabilitation, work try-out and wage subsidy.
9. REFUGEES’ RECEPTION IN TAMPERE

In conformity with the integration law, the City of Tampere can also determine, in the context of the establishment of its integration programme, the reception of refugees. The City of Tampere prepares an agreement on the refugees’ reception in compliance with its plan with the Pirkanmaa ELY Centre.

The Tampere City reception quota of refugees includes:

- **Quota refugees** (quota refugees annually presented to Finland by the UN organization for refugees UNHCR)
- **Emergency cases**
- **Underage children** and/or young people arrived in Finland without their guardian and having got a residence permit and living in the family group home Satakieli

Moreover, it is also possible to receive separately, inside the quota, with the agreement of the ELY Centre

- **From asylum seekers’ centres, sole-custodian-families**, which have a treatment relation at the TAYS hospital and need specific care and multi-professional support
- **Seriously ill people and people with multiple disabilities**, who need specialized hospital treatment and particular care
- **Other people assigned to the municipality for other specific reasons**

People having moved independently to the city and for whom the ELY Centre has not made an indication, even though they have obtained a residence permit for humanitarian reasons, do not make part of this quota. Their eventual client-status has to be handled as a part of normal municipal services. The number of people coming through the family re-unification process is low and is not counted in the quota.

The objective of the City of Tampere on long term aims at receiving even in the future people making part of the refugees’ quota up to 0.1 % of its population. It endeavours to develop its reception system, in the framework of its financial situation, to meet its objec-tive. During the current term of the City Council, the city makes an agreement with the ELY Centre to receive 100 refugees annually.
ATTACHMENTS:

ATTACHMENT 1: INITIAL ASSESSMENT AND INTEGRATION PLAN IN THE CITY OF TAMPERE

ATTACHMENT 2: INTEGRATION SERVICES ORGANIZED BY THE CITY OF TAMPERE

ATTACHMENT 3: MULTILINGUAL STUDENT’S SCHOOL PATH AND FORMS OF NEED IN TAMPERE

ATTACHMENT 4: INTEGRATION PROCESS IN THE SERVICES OF THE EMPLOYEMENT AND ECONOMIC DEVELOPMENT OFFICE

ATTACHMENT 5: DESCRIPTION OF THE FIRST-STAGE PLACEMENT OF AN EMERGENCY CASE IN THE MUNICIPALITY

ATTACHMENT 6: EUROCITIES INTEGRATING CITIES – CHARTER
INITIAL ASSESSMENT AND INTEGRATION PLAN IN THE CITY OF TAMPERE

Local register office, police, representations, basic information package, local information

Mainio migration info centre
OR integrating social work
Registration desk

Mainio info centre
OR integrating social work
OR TE Office

Initial assessment, Counselling and client segmentation e.g.
- language
- life situation
- own background (including family situation)
- own targets
- own evaluation of the state of health

Knowhow assessment

Integration plan

TAKK (working-age people)
TREDU (young people)

TE Office

Social offices

Educational institutions

No further measures at the moment
INTEGRATION SERVICES ORGANIZED BY THE CITY OF TAMPERE

Finnish language Courses
Early childhood education
Basic education
Upper secondary education
High school and vocational schools

Self-motivated adult education
Integrating trainings
Services giving access to employment

Municipal rented flats
Private housing markets
Housing issues

Senior citizens’ activation
NGO activities
Own-culture work
Free time activation

Finding the way to municipal services
(Information services, various client-counselling)

Social services
Health care services

Labour markets
Work try-out and other training opportunities
**Integration Process in the Services of the Employment and Economic Development Office**

- **Cooperation between authorities**
  - Meetings
  - Correct orientation to TE Office services

- **Registration:**
  - Online through the bank access code
  - Physically

- **Initial assessment**
  - Act on Integration: in 2 months following registration
  - Act on the Public Employment and Business Services (JTYPL): in 2 weeks following registration

- **Assessment of the need for rehabilitation**

- **Integration plan**
  - in 2 weeks following the initial assessment: at least an appointment has to be fixed

- **Integration services**
  - Client has to be directed to services in one month following the drawing up of the integration plan
  - Language courses (cooperation with educational institutions)
  - Work try-outs
  - Trainings
  - Self-motivated (OMO and MOMO)
  - Consultations (SL)

- **Testing of Finnish language level**

- **SL 1**
- **SL 2**
- **SL 3**

- **Work/Studies**

- **Other Service**

TE Office 2012
DESCRIPTION OF THE FIRST-STAGE OF THE PLACEMENT PROCESS OF AN EMERGENCY CASE IN THE MUNICIPALITY

**UNHCR**
(UN organization for refugees)

**MIGRI**
(Finnish Immigration Service)
- Decision
- Preliminary information

**MUNICIPALITY**
Integrating Social Work
- Preparation
- Reception
- Guiding to services

**ELY Centre**

**Housing Market**
Booking for a flat

**FRC**
- Travel arrangements
- Information about arrival

Duration of the process: 4 weeks
EUROCITIES Charter on Integrating Cities

Our commitment to integrating migrants and migrant communities in European cities

We, the undersigned Mayors, recognise and value the contribution immigration and migrants have made to European cities. Over the past decades and centuries, immigrants have arrived with fresh experiences and new ideas that have brought progress in science, arts, commerce and economic development. They play a leading role in creating the diversity and vibrancy we experience in our cities today.

This pattern continues. More open economic cooperation and challenges such as conflict and climate change increase migration to Europe and within Europe. The majority of immigrants who come to work, study, join family members or seek asylum choose to come to cities. Some will stay for limited periods of time and many will choose to settle and make the city their home.

We acknowledge that migration brings economic, cultural and social benefits as well as challenges. While many migrants prosper, others are often the poorest in our cities. This inequality not only impedes the full realisation of the benefits of immigration, but also acts as a barrier to integration.

Integration is a two-way process, built on positive engagement by both newcomers and established residents. The process takes in all aspects of life: economic, social, cultural, civic and political, and continues a long time after arrival. Learning and speaking the official language of the city is crucial to this process and is essential to interaction. The greatest challenge we face is polarisation and conflict between newcomers and established residents when integration fails.

With a long history of receiving newcomers in European cities, we the Mayors, play a central role in making integration work in cities and shaping national and European integration policies.

Our vision of integration is one where all city residents can develop their full potential and have an equal chance of a life in safety and dignity. Cities conceive integration policies within a broader framework of diversity and equality, encompassing ethnic origin and religion, gender, sexual orientation, age and disability, and many have developed dedicated integration strategies.

This Integrating Cities Charter harnesses our duties and responsibilities as policy-makers, service providers, employers and buyers of goods and services to provide equal opportunities for all residents, to integrate migrants, and to embrace the diversity of the population that is a reality in our cities.
As policy-makers we will:
• Actively communicate our commitment to equal opportunities for everyone living in the city;
• Ensure equal access and non-discrimination across all our policies;
• Facilitate engagement from migrant communities in our policy-making processes and remove barriers to participation.

As service providers we will: ¹
• Support equal access for migrants to services to which they are entitled, particularly access to language learning, housing, employment, health, social care and education;
• Ensure that migrants’ needs are understood and met by service providers.

As employers we will:
• Take steps where required to reflect our city’s diversity in the composition of our workforce across all staffing levels;
• Ensure that all staff, including staff with a migrant background, experience fair and equal treatment by their managers and colleagues;
• Ensure that staff understand and respect diversity and equality issues.

As buyers of goods and services we will:
• Apply principles of equality and diversity in procurement and tendering;
• Promote principles of equality and diversity amongst our contractors;
• Promote the development of a diverse supplier-base.

¹ The signatories of this Charter have different public duties for the delivery of public services. Where the signatory city is the direct service provider they agree to the provisions of this Charter. Where the signatory city is not the direct service provider, they agree to advocate the provisions of this charter with the service providers.
Delivering the Charter

At this fourth Integrating Cities Conference in London, we commit, on the basis of this Charter, to advance towards the aspirations we have stated as policy-makers, service providers, employers and buyers of goods and services. To deliver this we commit to:

• Developing and delivering an action plan to implement this Charter, either as part of a wider equality and diversity strategy or as a specific integration strategy, that reflects the institutional circumstances of our cities;
• Monitoring our progress towards our aspirations stated in this Charter based on a common set of indicators and publishing a report on the outcomes through EUROCITIES in 2011;
• Continuing our efforts, through peer reviews and other forms of mutual learning and knowledge exchange, to improve local integration policies;
• Engaging, together with EUROCITIES, in dialogue with national governments and European institutions on how to improve support for cities in the field of integration.

To support this, we ask European institutions to:

• Ensure European legislation on competition does not harm the application of social criteria in public procurement and public service provision; provide a clear legal framework and practical guidance on how to apply social criteria within these areas;
• Support programmes that raise awareness and develop the capacity of service providers to respond to the demands of a diverse population in cities;
• Provide support through funds and practical information for the implementation of antidiscrimination legislation and diversity policies;
• Support learning processes that help cities to meet the goals set out in this Charter and to monitor progress.
Background of this Charter

This Charter renews and updates the commitment of EUROCITIES to the integration of migrants and the promotion of well-managed migration in our increasingly diverse cities.

With the 2004 "Contribution to Good Governance concerning the integration of immigrants and reception of asylum seekers", EUROCITIES presented a set of common principles for more cohesive and integrated cities. In 2006 this developed into the Integrating Cities Process - a joint effort between EUROCITIES and the European Commission to promote local level implementation of the EU Common Basic Principles on Integration. This process was formalised in a partnership between EUROCITIES and the European Commission in the 2007 Milan Declaration. It encompasses:

- the Integrating Cities Conference Series which brings together cities, the European Commission, national governments and civil society around integration issues. The first four conferences took place in Rotterdam, Milan, Berlin and London;
- a regular policy dialogue on integration between city representatives and the European Commission; and
- projects of mutual learning between cities in the field of integration governance.

This Charter was developed by the EUROCITIES Working Group Migration & Integration and the cities of Amsterdam, Berlin, Leeds, London and Rome as partners in the "Diversity and Equality in European Cities" project - a peer review project co-funded by the European Fund for the Integration of Third Country Nationals.