

SPEAKING **FOR** OURSELVES

Hearing Refugee Voices

A Journey Towards Empowerment

“We call for a model in which the State, the municipalities, NGOs and refugees work together to learn from each other, hear the voices from the grassroots and together develop comprehensive, coordinated and long-term responses.”

Refugee women in Finland, April 2013

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Executive summary

UNHCR is committed to addressing discrimination and inequality to ensure equal enjoyment of rights by all persons of concern, asylum-seekers, refugees, returnees, internally displaced persons (IDPs) and stateless persons. Through the systematic application of an Age, Gender and Diversity (AGD) approach in its operations worldwide, UNHCR seeks to ensure that all women, men, boys and girls of concern enjoy their rights on an equal footing and are able to participate fully in the decisions that affect their lives and the lives of their family members and communities.¹ The AGD approach is participatory, rights and community-based, and builds on the broad range of capacities and resources existing within the community of persons of concern in the design, implementation, monitoring and evaluation of policies, programmes and activities.

Though the UNHCR Executive Committee (ExCom) has called on UNHCR and states to promote and implement the AGD approach, this is all too often seen as “something for UNHCR to do in its operations” rather than an approach we should all use as our way of working when engaging with and for asylum-seekers, refugees, returnees, IDPs and stateless persons.

In this context, UNHCR thought it relevant and useful to identify good practices in applying the AGD approach that could serve as potential models for how states too could promote and implement this approach. The UNHCR Bureau for Europe and the Regional Representation in Northern Europe therefore launched an engagement process in Finland in 2013-2014 to promote the AGD approach and the identification of good practices that could help the further implementation of this approach in European countries with sophisticated asylum, resettlement and integration systems.

The process in Finland has therefore sought to question the concepts underpinning the UNHCR AGD approach with regard to their applicability by states, NGOs and civil society in industrialized countries. Of particular interest were the concepts of meaningful participation and empowerment. The research therefore encompassed all forms of participation, from one-off consultation and active engagement, to participation and collaboration through co-design and co-delivery, and looked at whether these various approaches aimed at the empowerment of the persons of concern involved and their communities.

¹ UNHCR, Age, Gender and Diversity Policy: Working with people and communities for equality and protection, June 2012, available at: <http://www.unhcr.org/4e7757449.html>, para. 1.

This process has aimed to address the following questions:

- 1 What makes a practice a “good participatory practice”?
- 2 Which participatory practices involving refugees and asylum-seekers have been used in Finland?
- 3 What is the nature of these practices and how do they work?
- 4 To which extent are these practices Age, Gender and Diversity-sensitive?
- 5 Which recommendations can be made to further strengthen participatory practices in Finland and beyond?

As a result of the engagement process in Finland, several good participatory practices involving persons of concern to UNHCR have been identified. These include:

- Active participation in policy-making at state level or in municipalities (small and large),
- Active participation in service design, service implementation and/or service delivery, be it for services delivered by the state or by non-governmental organizations, and
- Active participation in academic projects.

The extent to which these good participatory practices are rights-based, AGD-sensitive and accountable, use a community-based approach and lead to the empowerment of persons of concern is discussed in this publication.

These good practices provide concrete examples of how discussions on the nature and extent of participation by persons of concern form an integral part of wider societal debates on participation. The good practices in this publication raise issues such as:

- Public participation in policy design,
- Expertise by experience,
- Peer support,
- The value of volunteering, or
- Actors of transformation of social norms, for instance in refugee communities from FGM (female genital mutilation) practising countries.

Central to the AGD approach is a shift in paradigm from a needs-based to a rights-based approach; from persons of concerns being passive recipients of aid and services to being active participants in the design and delivery of services addressed to them, their families, and their communities.

It is hoped that the conceptual framework and the good practices shared in this publication will inspire state authorities at national, regional and local level, NGOs and civil society in Finland and other industrialized countries working with persons of concern in the asylum and resettlement systems as well as in the integration sector, to adopt the AGD approach and adapt it to their respective protection and operational environments.

CHAPTER 1

Introduction

1.1. The UNHCR Age, Gender and Diversity Approach

UNHCR is committed to addressing discrimination and inequality to ensure equal enjoyment of rights by all persons of concern.² Through the systematic application of an Age, Gender and Diversity (AGD) approach in its operations worldwide, UNHCR seeks to ensure that all persons of concern enjoy their rights on an equal footing and are able to participate fully in the decisions that affect their lives and the lives of their family members and communities.³

The AGD approach aims to improve the protection of all persons of concern by taking into account their background (age, gender, religion, education, ethnic and social background etc.), their specific needs, their resources and capacities. This approach uses an AGD-sensitive analysis of the individual circumstances of each person, each community, and their protection environment in order to identify the different protection risks and gaps as well as the capacities and resources of each.

The AGD approach encourages UNHCR, states, NGOs and civil society working with persons of concern to operate a conceptual shift away from identifying certain groups of persons (such as single women and unaccompanied children) as “vulnerable persons” or “extremely vulnerable persons”, to an approach that recognizes the distinct characteristics of individuals and communities, and how that might impact positively and negatively on their protection situation.

By analysing the AGD dimensions as interlinked personal characteristics, we are able to better understand the multifaceted protection risks and capacities of individuals and

² Persons of concern to UNHCR include refugees, asylum-seekers, returnees, internally displaced persons (IDPs) and stateless persons.

³ UNHCR, Age, Gender and Diversity Policy: Working with people and communities for equality and protection, June 2012, available at: <http://www.unhcr.org/4e7757449.html>, para. 1.

communities, and to address and support these more effectively. By promoting respect for differences as an enriching element of any community, we promote progress toward a situation of full equality. Equality means respect for all. It includes the promotion of equal opportunities for people with different needs and abilities and direct, measurable actions to combat inequality and discrimination.⁴

UNHCR considers that its mandate is to work with refugees, stateless and internally displaced persons to ensure they can fulfill their rights (rather than to assist “beneficiaries”). These rights include the right of every person to participate in deciding and shaping their lives.⁵

This requires a conceptual shift from a needs-based approach to a rights-based approach. While many rights have developed from needs, a rights-based approach adds legal and moral obligations, and implies accountability. Equally, in a rights-based approach, the holders of rights are encouraged and empowered to claim their rights and legal entitlements.

This often requires a change in attitude in how we work with persons of concern. They should not be seen as passive recipients of humanitarian aid, state provision, or NGO charity, but as rights-holders with legal entitlements. The focus is therefore no longer to help “vulnerable refugees” but rather to work in partnership with persons of concern, engaging in processes that allow their voices to be heard and enabling their capacities to develop.

The AGD approach seeks to ensure that all UNHCR’s interventions promote and aim to fulfill individual rights, with an emphasis on those persons who might be discriminated against because of their age, gender or background. These interventions should also enhance people’s capacity to protect, claim and exercise their rights and find solutions to their problems. The AGD approach is a human rights-based approach. UNHCR’s ExCom has endorsed the adoption of a rights-based approach by both states and UNHCR.⁶

The AGD approach also involves the meaningful participation of women, girls, boys and men of all ages and backgrounds in the design, implementation, monitoring and evaluation of all policy, legislative, procedural or programmatic developments that may impact on them and their communities.

UNHCR defines “participation” as the full and equal involvement of all members of the community in decision-making processes and activities that affect their lives, in both public and private spheres. The level of participation will depend on how rewarding people find the experience and whether they gain something from the process. Participation also requires that instead of informing and deciding for people, we listen to them. Our role is to facilitate discussions and analysis with persons of concern so that they can identify their own priorities and preferred outcomes.⁷

⁴ UNHCR, Age, Gender and Diversity Policy, para. 6.

⁵ UNHCR, Understanding Community-Based Protection, Protection Policy Paper, June 2013, p. 3.

⁶ UNHCR, ExCom Conclusion No. 107 (LVIII) *Children at risk*, 2007, para. (b)(x).

⁷ UNHCR, *Manual on a Community Based Approach*, p. 17.

In the UNHCR context, a rights- and community-based approach aims at mobilizing women, girls, boys and men as equal partners in protection and programming activities, with the ultimate aim of empowering the community as a whole, and the individuals within the community, to access and enjoy their rights.⁸

The community-based approach motivates women, girls, boys and men in the community to participate in a process which reinforces their dignity and self-esteem, allows them to express their needs and to decide their own future with a view to their empowerment. A rights-based approach is founded on the principles of *participation* and *empowerment* to promote change and enable persons of concern to exercise their rights and comply with their duties.

Participation is essential to achieving empowerment, but it is not, in itself, empowerment.

Empowerment requires an understanding of power relations in a given community. Power relations between women and men, as well as among different social groups, ethnicities, genders, and age groups influence how groups within a given community behave. Within a community, individuals are likely to be part of more powerful and less powerful groups at the same time.

Empowerment is not something that is done to persons of concern. Rather empowerment refers to a process where women and men in disadvantaged positions increase their access to knowledge, resources, and decision-making power, and raise their awareness of participation in their communities in order to reach a level of control over their environment.⁹

Empowerment is a participatory process that engages women, men, girls and boys in reflection, inquiry, and action. By sharing life stories and analysing common problems, persons of concern can gain a clearer understanding of power relations in a given community. They can begin to question the world and their place in it, affirm their own sources of power, and discover how other forms of power affect their lives.

The Agenda for Protection, the outcome of the Global Consultations on International Protection and endorsed by UNHCR's Executive Committee, acknowledges that refugee communities should be empowered to meet their own protection needs and calls upon "*States, UNHCR and partners to consider ways to enable refugees, including in particular women and adolescents, to use their skills and capacities, in recognition that empowered refugees are better able to contribute to their own and their communities' protection.*"¹⁰

⁸ UNHCR, *Tool for Participatory Assessment*, p. 13.

⁹ UNHCR, *Good Practices in Gender Equality Mainstreaming. A Practical Guide to Empowerment*, June 2001, available at: <http://www.refworld.org/docid/413476574.html>, p. 3.

¹⁰ UNHCR, *Agenda for Protection*, October 2003, Third edition, Goal 3, Objective 4, available at: <http://www.refworld.org/docid/4714a1bf2.html>

1.2. The AGD project in Finland

In Europe, in line with the 2008 UNHCR Executive Committee (ExCom) Conclusion,¹¹ UNHCR actively advocates for the mainstreaming of an AGD approach by states, non-governmental organizations (NGOs) and civil society partners in all matters that affect persons of concern, their families and communities.

Using the UNHCR AGD approach as the conceptual framework, in 2013-2014 the UNHCR Bureau for Europe and the Regional Representation for Northern Europe engaged in a process to identify good practices from the AGD approach in Finland that could be shared with stakeholders more widely.

This process has also sought to question the concepts underpinning the UNHCR AGD approach with regard to their applicability by states, NGOs and civil society in industrialized countries. Of particular interest to this process was the concept of "participation", one of the three components of the AGD approach which required more attention according to the 2010 AGD evaluation¹² and the results from the AGD Accountability Framework reports in Europe. The idea was to look at all forms of participation, from one-off consultation and active engagement, to participation and collaboration through co-design and co-delivery, and whether these various approaches aimed at the empowerment of the persons of concern involved and their communities.

This publication recounts this process and brings together some of the identified good practices. More specifically, the process aimed to address the following questions:

- ❶ What makes a practice a "good participatory practice"?
- ❷ Which participatory practices involving refugees and asylum-seekers have been used in Finland?
- ❸ What is the nature of these practices and how do they work?
- ❹ To which extent are these practices Age, Gender and Diversity sensitive?
- ❺ Which recommendations can be made to further strengthen participatory practices in Finland and beyond?

It is hoped that the good practices shared in this publication will inspire state authorities at national, regional and local level, NGOs and civil society in Europe and other industrialized countries working with persons of concern in the asylum and resettlement systems, as well as in the integration sector, to adopt the AGD approach and adapt it to their respective protection and operational environments.

¹¹ UNHCR ExCom, General Conclusion on International Protection, No. 108(LIX) – 2008, 10 October 2008, available at: <http://www.unhcr.org/49086bfd2.html>: "(h) Recognizes the importance for States to promote an age, gender and diversity-sensitive approach, taking into account such information in the implementation of applicable international refugee instruments."

¹² UNHCR, *Changing the way UNHCR does business? An evaluation of the Age, Gender and Diversity Mainstreaming Strategy 2004-2009*, Policy Development and Evaluation Service, Virginia Thomas and Tony Beck, independent consultants, PDES/2010/08, June 2010, available at: <http://www.unhcr.org/4c206b449.pdf>

1.3. Methodology

A meeting held in April 2013 with refugee women who had taken part in the 2011 UNHCR Dialogue with Refugee Women in Finland (see Chapter 2 for more on the Dialogue) and other refugee women provided the initial framework and guidance for the process in Finland. Their voices were formally recorded and their protection concerns and recommendations shared with state and NGO stakeholders in follow-up meetings.

Visits by UNHCR to recommended asylum reception centres and project premises, as well as meetings with government officials and NGOs also contributed to this first layer of information on existing participatory practices in Finland.

A workshop followed this initial phase and provided a platform for municipalities, NGOs engaging refugees in the design, development and delivery of policies, projects and services to share their experiences about involving PoCs, the benefits and challenges of these participatory approaches and the ways forward. The workshop was also the opportunity to hear from expert refugees, including refugee women who took part in the 2011 Dialogue and the follow up meetings with UNHCR, about their experiences of participation in Finland and how these can be built upon.

Using desk-based research, a consultant then compiled existing material and other information on participatory processes in Finland based on the previous charting of formal and informal actors working with refugees and asylum-seekers in Finland. The focus was on projects and initiatives that incorporate AGD and participatory approaches with refugees and asylum-seekers in matters that may impact on them and their communities.

The information gathered through this initial process was then supplemented through 17 half-structured interviews conducted in Finnish, Swedish or English in November 2013. Each interview lasted between 1.5 and 2 hours.

Interviews involved policy-makers at the local, regional and national level:

- ▶ four policy-makers in the Immigration Division of Helsinki City Council, the Department of Social Services and Health Care in Kristinestad and in Jakobstad;
- ▶ two policy-makers from the regional Centres for Economic Development, Transport and the Environment (so-called ELY Centres) of Oulu and Tampere;
- ▶ five policy-makers from the Finnish Immigration Service, the Ministry of the Interior, and the Ministry of Employment and Economy;

Two workers from the Kaarlenkatu Reception Centre in Helsinki and from the Kristinestad Reception Centre were also among those interviewed.

Stakeholder interviews also involved five NGO workers from:

- ▶ the Finnish Red Cross;
- ▶ Väestöliitto – the Family Federation of Finland;
- ▶ the Finnish Refugee Council; and
- ▶ the Finnish League for Human Rights;

Last but certainly not least, interviews were also conducted with seven refugee women who had taken part in the 2011 Dialogue.

A list of criteria for the identification of good AGD-sensitive practices in refugee participation was developed in this process, and used to analyse the qualitative data gathered.

Of particular interest and relevance to a participatory approach is the question of how to measure the *meaningful* participation of persons of concern. Given the time constraints placed on the research, the publication only provides a snapshot of the practices identified and could not measure the outcomes of these innovative practices. Neither does the publication address the issue of how persons of concern involved felt about their participation in this process.

1.4. Content outline

The AGD approach is a complex conceptual framework and it was a challenge to identify the best structure to present the findings and issues identified in this process. It was therefore decided to present the findings by sector: national level, municipal level, and NGOs, to make it easier for the different audiences of this publication to navigate the good practices referenced in this document.

While Chapter 1 introduces the UNHCR AGD approach and the methodology used in this process, Chapter 2 focuses on the journey in Finland, the stages and stakeholders involved as well as the findings relating to the way the AGD approach is applied in Finland. Chapter 3 describes and analyses some of the good participatory practices identified through this process, and Chapter 4 describes other good practices.

This publication is a new step in the process launched in 2011 with the Dialogue with Refugee Women. It is certainly not the end of the process. The process now needs to be sustained, not by UNHCR, but in the way all actors in Finnish society engage with and for refugees in Finland. It needs to be taken to the next level by government officials in the relevant ministries, officials working at regional and local level and in the municipalities where asylum-seekers and refugees are welcomed, staff in non-governmental and civil society organizations, and most importantly by refugee women, men, girls and boys and their communities. The continued leadership and commitment of the Government of Finland are fundamental to this next journey.

CHAPTER 2

The process in Finland

2.1. The 2011 Dialogue with refugee women

The 2011 Regional Dialogues with Refugee Women and Girls¹³ organized as part of the commemoration of the 60th Anniversary of the 1951 Refugee Convention, was an excellent opportunity for UNHCR in Europe to look at how policy development and planning for refugees in Europe can be done with refugees, by listening to their voices. The Government of Finland endorsed this approach and organized a Dialogue in Helsinki in May 2011 with the support of civil society.

Refugee women in Finland participated over two days in human rights training, situational analysis, and a dialogue to identify the key problems and issues faced by their communities. These focused on ten core protection areas: individual documentation, reception arrangements, women in leadership positions, sexual and gender based violence (SGBV), housing, education, health, economic self-reliance, access to justice, racism and xenophobia. The culmination of this work was a presentation to representatives of the Government of Finland, UNHCR staff, NGOs and civil society, who work to support asylum-seekers and refugees across Finland. The Dialogue led to recommendations by the refugee women relating to various aspects of refugee protection in Finland.

In the Foreword to the publication that accompanied the Dialogue in Finland, Daniel Endres, UNHCR Bureau for Europe Director at the time, wrote:

“ *With this publication, the UNHCR Bureau for Europe seeks to provide yet another model for government and civil society engagement with refugees. [...] UNHCR now looks forward to the process of consultation and cooperation across the relevant agencies involved in asylum and refugee policies and programmes to take this report forward, and stands ready to support this process.*”¹⁴

¹³ UNHCR, *Survivors, Protectors, Providers: Refugee Women Speak Out*, 2011, available at: <http://www.refworld.org/docid/4f310baa2.html>

¹⁴ UNHCR, *A Dialogue with Refugee Women in Finland*, p. 3.

2.2. The follow-up to the 2011 Dialogue

Given the support of the Government of Finland and civil society to the 2011 Dialogue with Refugee Women and their commitment to the follow-up of the process, the UNHCR Bureau for Europe and the Regional Representation in Northern Europe decided to continue their engagement with stakeholders in Finland to further support the mainstreaming of an Age, Gender and Diversity approach in an industrialized country with a sophisticated asylum and resettlement system. Finland was also an interesting choice as UNHCR does not have an office in the country; it is covered by the Regional Representation for Northern Europe which is based in Stockholm.

Although UNHCR's ExCom has called on UNHCR and states to promote and implement the AGD approach, the focus has tended to be on how UNHCR carries out AGD in its operational activities, rather than how such an approach might be applied by states, civil society and NGOs. This is particularly the case in large operations where UNHCR, together with the Government and partners, is providing protection and assistance. In countries like Finland, UNHCR's focus is on advocacy with the state and other partners, and is not engaged in the direct provision of protection and assistance. The good practices identified in relation to AGD in Finland could therefore serve as possible models for other UNHCR advocacy operations.

As such, and following discussions with state and civil society partners during 2012 on how to build on the Dialogue, UNHCR launched an initiative to develop, in partnership with state authorities, municipalities, civil society organizations, and refugees, a framework at national and local level for the sustainable engagement of refugee women, men and youth in the development of policies and projects that affect refugees and their communities in Finland.

The aim of this initiative was to find ways to address the protection and assistance gaps identified by the refugee women in the 2011 Dialogue and other emerging gaps, and for their recommendations to be further implemented, through sustained dialogue and engagement with the refugee communities living in Finland.

To ensure its sustainability beyond 2013, this initiative aimed to build on existing processes led by government, municipalities and NGO projects designed for refugees.

Noting that *"through the systematic application of an Age, Gender and Diversity (AGD) approach in its operations worldwide, UNHCR seeks to ensure that all persons of concern enjoy their rights on an equal footing and are able to participate fully in the decisions that affect their lives and the lives of their family members and communities,"*¹⁵ this process was particularly interested in the concept of "full participation" and that of "empowerment" in this context.

It is envisaged that this process will not be limited to Finland. The examples of good practices and the discussions on the implementation of the UNHCR AGD approach are relevant and transferrable to other countries in Europe and beyond, where sophisticated asylum, resettlement and integration systems are in place for persons of concern.

¹⁵ UNHCR, *Age, Gender and Diversity Policy: Working with people and communities for equality and protection* (UNHCR AGD Policy), 8 June 2011, available at: <http://www.unhcr.org/4e7757449.html>, para. 1.

2.3. The voices of refugee women in 2013

To begin the process, UNHCR re-established contact with the refugee women who had taken part in the 2011 Dialogue, including those who had made presentations to the UNHCR Standing Committee in June of that year. A snowballing approach was used to widen this initial group. Invitations were extended only to refugee women, of different ages and backgrounds, to continue with the approach of the Dialogue; however throughout the meeting the participation of men in the process was discussed with the participants and issues specific to refugee and asylum-seeking youth were also at the forefront of concerns.

A meeting was organized by UNHCR in April 2013 in Helsinki, the purpose of which was to hear from the refugee women what the follow-up to the Dialogue should be. This was a key discussion as it aimed to provide UNHCR with guidance from the refugee women on the way forward in Finland.

The generosity of the women in sharing their time and their expertise was greatly appreciated. The trust established during the 2011 Dialogue was still there and provided the necessary confidence for the process to move forward. Making space for all the voices around the table to be heard was also important, whether the women had taken part in the 2011 Dialogue, the Standing Committee session, or were newcomers to the process.

Though the purpose of the meeting was to discuss the way forward and the necessary process for the next steps, the women wanted to discuss the concerns that they and their communities face in Finland, and the protection gaps for specific groups of refugees and asylum-seekers in the vein of the 2011 Dialogue. Time had to be taken to hear these issues, and the discussion could not be rushed before the women had felt that they had been heard on what their concerns were in 2013. These were duly taken note of in a transparent manner using flipcharts to keep track of the issues and the solutions proposed by the women. The significant experience and expertise the refugee women brought to the discussion, their understanding of what it is to be a refugee but also their knowledge of their host society and communities brought unique insights and depth to the discussion.

The dialogue then moved to what could be done with these concerns, including how to build a process that could ensure these would be heard on a regular basis and acted upon. Beyond the protection concerns, a common vision was necessary that fully incorporated the knowledge, expertise and capacities of refugees and their communities. Concepts such as "consultation", "participation" and "accountability" came up naturally in the discussion. Not surprisingly so, the way forward foreseen by the refugee women at the meeting echoed in many aspects the UNHCR AGD approach.

A document records the voices of the refugee women using the verbatim notes taken during the day. A record of this key milestone in the process was essential as the refugee women's concerns and recommendations had to be shared with other stakeholders in the process. Having a record and sharing it with stakeholders also showcased how the principle of accountability was being embedded in this process. Most importantly though, this record created ownership and provided transparency to a process that needed to be, and be perceived as, a Finnish process carried forward jointly by the Government of



Becoming familiar with the Finnish outdoor life. © Finnish Red Cross

Finland, civil society and refugees in Finland. UNHCR's role in this journey was that of a broker and facilitator, not as a lead. To this purpose, a deliberate decision was also made to use "we" in the record.

The record was shared with the refugee women to check its accuracy and tone before it was disseminated widely to stakeholders in Finland and among UNHCR staff in Europe and at Headquarters.

The record reflects the women's enthusiasm to be involved in policy, project and service development that impact on them, their families and their communities. The women noted that the identification and analysis of needs and the design of adapted responses would rest on much stronger foundations if refugees participated in the design phase. They stressed that municipalities need to find ways of hearing the voices of refugee women, men and youth as part of their normal way of working on refugee reception and integration. Of note too in this context, the women questioned the integration indicators used by the Government of Finland. Lastly, they called for a model in which the state, the municipalities, NGOs and refugees work together to learn from each other, hear the voices from the grassroots and develop together comprehensive, coordinated and longer-term responses.

At the invitation of UNHCR, we met in Helsinki on 21 April, two years after the Dialogue with Refugee Women. There were seven of us; some of us came from Helsinki, Vantaa, Espoo, and even as far as Vaasa. We had all decided that being part of this meeting was very important. UNHCR wanted to hear our voices and had not dropped the issue after the completion of the Dialogue. We wanted to know what had been done since the Dialogue. But we also knew that many of the other women, who had been with us at the Dialogue, had decided not to join, being disappointed over the fact that not much had happened since the 2011 Dialogue and feelings of futility because of a lack of action. One of us had not taken part in the Dialogue but joined us out of curiosity to see what could come out of such a discussion.

What has been done about the issues identified at the 2011 Dialogue?

We were all keen for UNHCR to hear about the issues we felt remained following the Dialogue, and the new emerging issues we had not previously discussed. We shared our concerns about how banks would often refuse to open an account when asylum-seekers and refugees present an identity document mentioning “holder’s identity has not been verified”; how the application fee for family reunification makes it much harder and at times impossible for refugees to apply for their family members to join them in Finland; how the waiting times in the asylum procedure continue to be very long and puts lives on hold; how the situation of unaccompanied and separated children needs specific focus; how the lack of places in Finnish language course hamper integration; how employment in the private sector is very difficult to secure for refugees and the role of the public sector in showing the way; how trauma from violence is often compounded by the waiting time in the asylum procedure and tensions within families linked to exile and integration; how expectations on children to be interpreters for their parents in their dealings with the public service or medical staff are putting additional pressures on children and threatening the traditional structure of families; how elderly refugees often feel isolated as they do not speak the language and do not work; how attitudes in the host communities and at times even the public servants in the municipalities may not be conducive to welcoming refugees and lead to additional barriers for employment; and how the media plays a key role in this regard.

UNHCR acknowledged these concerns, and encouraged us to discuss a way forward.

Hearing positive stories about refugees

We noted how positive stories about refugees rarely get heard in the media, and when they are told, they tend to come from politicians or senior officials. We all agreed that it would be more powerful if refugees themselves could tell these positive stories. We emphasized how positive stories would help counter the negative stereotypes common in the media and propagated by some political groups. These positive stories, we thought, would also give hope in refugee youths, and provide them with role models from within their own communities by giving examples of positive achievements of the older generations.

We all longed for the possibility for these voices to be heard in the media, particularly so that our Finnish neighbours could see that refugee children also go to university and serve in the army; how refugees have jobs, work hard and contribute in many ways to the Finnish society. We enjoyed hearing about the refugee youth project in Germany who decided to make the award-winning movie "We Have Arrived," which was then shown on television, in schools and at Nuremberg city events with ripple effects beyond the project. We were curious about the role state media could and should have in this regard.

NGOs and refugee voices

We talked about other channels which could carry our voices. We acknowledged the important and valuable work done by NGOs in Finland, their key role in society, and how more NGO projects have opened up to refugees so they can participate in the implementation of the service delivery, something we greatly appreciated. We reminded ourselves that it is more cost-effective to have refugee health workers who know about traditional harmful practices, sexual violence and trauma to offer counselling. It is also more efficient to mainstream services to elderly refugees who do not speak the language through existing services to Finnish elderly people, and guided by expert refugees.

We thought that more NGOs should involve refugees in service delivery: it is more effective for a refugee to support another refugee through expert advice and peer support.

We also noted that the design and planning of NGO projects still does not involve refugees. We stressed the unique expertise many refugees have about their communities, their knowledge of gaps in service delivery, and how it feels to be at the receiving end. Both sides could learn so much more by having refugees co-design and co-plan projects with NGOs.

The identification and analysis of needs and the design of adapted responses would rest on a much stronger foundation if refugees participated in the design phase as well.

The municipalities and refugee voices

Because of the key role NGOs play in addressing refugee integration issues, we stressed the importance of NGO-led projects in contributing to the integration plans developed by municipalities. We also stressed the need for municipalities to systematically and formally engage with refugees. Many well-integrated refugees living in the local Finnish communities have a very positive role to play in the design, planning, and delivery of integration support services.

Refugees are now involved in peer support projects, and this model could be replicated in the delivery of integration courses for new refugees. Refugees have been through the hurdles of settling in Finland, have first-hand experience and

understand what it feels like. We also think that our voices could help to design and tailor these courses towards illiterate refugees, refugees with vulnerabilities, refugee women, and families. Hence, the benefits at the local level for both refugees and Finnish communities would greatly increase. One of us shared an Iranian saying: "Even if a thousand doctors assemble, they will never be able to understand the illness like the patient himself."

Municipalities need to find ways of hearing the voices of refugee women, men and youth as part of their daily routines in working with reception and integration.

Integration indicators and refugee voices

We also questioned the Finnish focus of learning Finnish and getting a job as indicators of good integration. These are important, but it is our experience that there are more dimensions to integration than language and employment:

We highlighted the need for comprehensive mental health responses, psycho-social counselling and parenthood support to address the tensions faced by families, the growing generational gap, stress and trauma refugees may carry with them, effects of exile and up-rooting, and even domestic violence. This certainly needs to be addressed just as much as language and jobs, and requires tailored integration indicators.

We also expressed our worry that the specific issues refugee youths face are not being addressed. Successful integration cannot be achieved without refugee youth. Hence, integration indicators should include a measure of how well the younger generations are doing, as they are the future of our communities.

We reaffirmed the need for a two-way approach which also involves Finnish communities. As one of us put it: "The Finns see a man beating his wife, and refugees see public drunkards; this is not a good start for a relationship". We also expressed our hope for a future when we can interact with our neighbours, when we feel alive again because we belong to a community, and remember that we know how to laugh and smile.

We asked if "the appropriate integration indicators are being considered?", and stressed the added-value of involving refugees in the definition of integration indicators.

Comprehensive responses and refugee voices

We all agreed that projects are an excellent way of trying out new approaches and developing innovative responses to new and emerging issues. But we also stressed that the end of a project usually means the end of the commitment to the issue and the approach. We also highlighted the limited scope of projects; by nature, they only manage to reach a few beneficiaries. The piece-meal approach through projects therefore often means short-term and limited responses to what is actually a long-term issue. We deplored that all the good work developed by NGOs was not necessarily feeding into and used in the work of the municipalities. We could not see the economic logic of such an approach, particularly in times of economic crisis.

Also, we deplored that decision-making about issues that affect refugees is made without consulting refugees in Finland. Assumptions are made about refugees such as; what is important for us, what matters in our lives, what needs to be done, and how. But many of these assumptions may not necessarily be correct.

We want to be heard on matters that affect us and our communities. We would like to see that those refugees, women and men, who have expertise, who can talk from experience, and who are in touch with their communities, have a say and participate fully in the consultation, design and delivery process. We believe that this investment in the participation of refugees as full citizens of Finland is worth the effort, and will be beneficial to all.

We call for a model in which the State, the municipalities, NGOs and refugees work together to learn from each other, hear the voices from the grassroots and together develop comprehensive, coordinated and long-term responses.

Asylum and refugee voices

Some of us also have a long experience of the asylum system, the asylum procedure, the reception centres and how things work. Some of us were former asylum-seekers and/or have worked for the asylum system. We have unique expertise and understanding of the system and believe that our views could contribute to the improvement of the reception system, particularly with the delivery of information to asylum-seekers, its accessibility, and how vulnerabilities are identified and addressed. A lot of assumptions are made on how people receive this information; and many of these may be incorrect in a multi-cultural context. We believe the quality of reception centres and the asylum procedure would benefit from consultations with refugee women on specific topics.



Volunteer work contributes to increased social interaction (3V project). © Finnish Red Cross

When sharing the document and discussing it with state and NGO stakeholders in follow-up meetings, triangulation revealed that the accounts provided by the refugee women, government officials and NGO staff tended to corroborate each other.

Most importantly, the meeting with the refugee women confirmed that the UNHCR AGD approach was an appropriate conceptual framework in an industrialized country with a sophisticated refugee system. Through their own words and at times colourful images, the refugee women talked about participatory processes that engage refugees on issues that matter to them and their communities; highlighted the need for expertise from experience to be recognized; stressed the importance of long-term partnerships including through co-design and co-delivery; and noted that they wanted to contribute as full citizens of their new host country.

If any measure of the *meaningful* participation of the refugee women in the UNHCR process in Finland could have been taken, this may have pointed to their feeling of having co-created a process.



2.4. Stakeholder engagement

UNHCR then organized two workshops with stakeholders at national, regional and local levels as well as NGOs and refugees. The workshops were conceived as a platform for sharing good practices and various experiences about refugee participation in Finland, and furthering the common understanding of the AGD concepts in the Finnish context.

In the first workshop, five refugee women, of different ages and nationalities were present. Two of them delivered speeches. In the second workshop, 17 refugees, including, women, men, boys and girls actively participated in the discussions and one refugee woman gave a key-note speech.

The workshop evaluation was extremely positive. The participants appreciated the concrete examples seen as possible models for tailored refugee participation. They found the opportunity to hear directly from refugees very useful. Many participants appreciated how the workshop had widened their views on working with refugees, and not just for refugees.

One of the stakeholders wrote: *"Giving a presentation at the AGD seminar was an exciting and empowering experience for all of us! And I am very proud of our two expert girls especially that they overcame their shyness and were able to speak up in front of 50 adults."*

The workshops further confirmed that the AGD rights- and community-based approaches involving a meaningful participation of refugees and recognizing that empowered refugees are better able to contribute to their own and their communities' protection is

equally applicable to states and civil society organizations in urban settings and advocacy operations in industrialized countries, including in contexts where UNHCR is not physically present, as is the case in Finland.

Discussions with stakeholders in the initial phase and through semi-structured interviews at a later stage also provided some interesting insights into ways concepts of the AGD approach could be tailored to a specific protection environment. For instance, with regards to the community-based approach, the municipality workers of Kristinestad have engaged with the youth community as a whole instead of making a difference between youth with refugee background and local youth. This is seen as an inclusive approach allowing all youth to hear from each other and exchange from different perspectives but still about youth issues.

As for “participation”, stakeholders noted the benefits of refugee and asylum-seeker involvement in suggesting ideas and plans, seeking solutions, and discussing these with local and national authorities and NGOs. Participation is perceived as something positive and empowering by the NGO workers and refugees who participated in the interviews.

“Empowerment” is often associated to participation in recreational get-togethers and peer-support activities. As a municipality staff stated: *“Get-together activities, such as Women’s Cafés are important because refugee women not only meet people but also exchange ideas and news, and start to plan meaningful participatory activities for themselves.”*¹⁶

Empowerment goes hand in hand with participation. In Finland, several NGOs have started to involve refugees in projects, including throughout the life cycle of projects, from the early planning stages to the final evaluation. However, this inclusive approach is still fairly new among NGOs and would benefit from being further promoted as a way of working on refugee projects and programmes.

“ *Empowerment helps creation, innovation and also shortens the time and duration of the decision-making process. There is a similarity between empowerment and a policy mandate that gives the individual the right to make decisions. Empowerment and development show the capacity, skills and that the person feels the responsibility, which acquires stamina and strengthens the spirit of moral personality.”*

Refugee woman

On “ownership”, a refugee also explained his feelings: *“It is like going from being a guest in a house where we can’t discuss the colour of the walls to being able to suggest that the house needs re-painting.”* He also highlighted the need for refugees to be active participants in the delivery projects aimed at refugees, which could strengthen the sense of ownership.

Stakeholder engagement at the workshops and through follow-up meetings in 2013 however also highlighted the fact that the AGD approach was at times not understood by municipality and ministry officials.

¹⁶ Interview with municipality staff 28.11.2013.

Some perceived the AGD approach as something that needed to be done in addition to already heavy programmes facing budget cuts, and enquired whether UNHCR had funding to support what they saw as a project. Others could not foresee how such an approach could be compatible with their projects designed for refugees by Finnish experts to meet complex and demanding funding criteria. Others again argued that existing consultative approaches with NGOs provided the same situational analysis but through well-established and predictable mechanisms.

Similar challenges have been faced by UNHCR staff from the point of view of understanding and implementing the AGD approach. Evaluations have showed that apparent conceptual incompatibilities have confused staff in the field and that some concepts and approaches have been misunderstood. The AGD approach indeed requires a conceptual shift and an attitudinal change which challenge our working methods and “the way we do business”.

2.5. Identifying good practices of refugee participation

In order to support the refugee women’s vision of participatory processes that engage refugees on issues that matter to them and their communities, the UNHCR initiative sought to identify good practices of participation of asylum-seekers and refugees in Finland. It was hoped that concrete and practical examples embedded in the local context and the way business is done in Finland would further contribute to a sense of ownership of this process, and a sense that the AGD approach is indeed adaptable and applicable in this context by stakeholders others than UNHCR, in partnership with refugee communities.

Using the AGD approach as a conceptual framework, good practices incorporating an AGD-sensitivity and a rights-based approach, refugee participation and/or empowerment component(s) were identified throughout Finland using a snowballing and referral approach. The Food and Agriculture Organization of the United Nations (FAO) definition of a good practice was used as a guide:

“ A good practice is not only a practice that is good, but a practice that has been proven to work well and produce good results, and is therefore recommended as a model. It is a successful experience, which has been tested and validated, in the broad sense, which has been repeated and deserves to be shared so that a greater number of people can adopt it”.¹⁷

This definition however raised issues on two accounts: as discussed in the previous chapter, the methodology of the research did not allow for any measurement of the outcomes generated by the practices identified. In addition, the practices are so new that they have not had the opportunity to be repeated enough to be fully validated; their potential for repetition and replica in other contexts was none the less retained as an important criteria given the purpose of the research to provide examples that could serve as models in other contexts.

¹⁷ FAO, *Good practices at FAO: Experience Capitalization for Continuous Learning*, External Concept Note, September 2013, p. 1.



Empowerment is a participatory process. © Finnish Red Cross

A checklist of criteria was therefore developed to support this process, and help clarify how a practice could be considered as a good participatory approach in this context. The core principles of the AGD approach were used, and a good practice was defined as a practice that:

- is **rights-based**;
- is sensitive to **age, gender** and **diversity**;
- focuses on the **participation** of refugees and asylum-seekers and aims at their empowerment;
- takes into consideration the principles of a **community-based approach**;
- has in-built **accountability** mechanisms; and
- can be **replicated and implemented** beyond its original context.

Table 3 summarizes these criteria in more detail. The UNHCR Checklist – What makes a practice “good”¹⁸ was used as a guide. The criteria are used to analyse the good practices outlined in the following chapters.

¹⁸ Adapted from UNHCR, *Operational Protection in Camps and Settlements. A Reference Guide of Good Practices in the Protection of Refugees and Other Persons of Concern*, 2006, p. 13.

Table 3: Checklist of criteria for the identification of good participatory practices by persons of concern (PoCs)

Rights-Based Approach	<ul style="list-style-type: none"> ✓ Is the practice premised on the human rights of PoCs rather than their needs? Does the practice promote the rights of PoCs in an age, gender and diversity-sensitive manner? ✓ Does the practice promote gender equality or address issues of gender inequality? ✓ Does the practice particularly promote the rights of PoCs with specific needs?
Sensitivity to Age, Gender and Diversity	<ul style="list-style-type: none"> ✓ Is this practice AGD-sensitive? Do the PoCs who participate in the practice reflect the AGD composition of the population of concern? ✓ Do women, men, girls and boys of concern have an equal opportunity and access to the practice? ✓ Does the practice address the protection needs identified by women, men, girls and boys of concern? ✓ Have the potential implications – positive and negative – of the practice on all PoCs of the community been assessed?
Participatory Approach	<ul style="list-style-type: none"> ✓ Does the practice encourage the free and voluntary participation of women, men, girls and boys of concern regardless of their age, gender and diversity? ✓ Is the participation of PoCs meaningful? Do women, men, girls and boys of concern perceive the participation as meaningful to them? ✓ Do PoCs have a sense of ownership of the decisions and actions? Does the practice aim at the empowerment of PoCs? ✓ Does the planning, implementation and monitoring processes of the practice apply a participatory and collaborative approach? ✓ Does the practice have some influence on the decision-making process at national or local level or by the NGO?
Community-Based Approach	<ul style="list-style-type: none"> ✓ Has the practice been based on a prior assessment, including structured dialogue with communities of concern? Has an AGD approach been used to define and identify these communities? ✓ Does the practice empower the communities involved and create community ownership? ✓ Is the practice based on collaborative partnerships with communities of concern, national and local government, and NGOs?
Accountability	<ul style="list-style-type: none"> ✓ Have mechanisms for accountability been incorporated into the practice design and implementation? ✓ Is the practice based on and measured by agreed standards or indicators? ✓ Is the practice systematically monitored, analysed and reported on? ✓ Is the practice sustainable? Is it implemented in the general routines?
Replicable and adaptable	<ul style="list-style-type: none"> ✓ Does the practice have the potential for replication? Could it be adaptable to similar objectives in different situations?

CHAPTER 3

Some good participatory practices from Finland

Transposed in the context of industrialized countries with sophisticated asylum and resettlement systems, the AGD approach needs to be conceived at different levels, national, regional, local, and with a variety of stakeholders, ministries and other state authorities including the asylum system, municipalities and other local bodies, non-governmental and civil society organizations and institutions including academia. The AGD approach also requires tailoring to the different groups of persons of concern in our operational context: asylum-seekers, recognized refugees, resettled refugees, and stateless persons and IDPs where relevant.

The process launched by UNHCR in Finland has therefore looked at practices led by the national state bodies, in particular the Ministry of Employment and Economy, the Ministry of the Interior, and Migri, the Finnish Immigration Service. Given the devolution of some responsibilities to the regional level, the process has also looked at how the AGD approach could be mainstreamed to the regional Centres for Economic Development, Transport and the Environment (so-called ELY Centres). At the local level, municipalities are responsible for the reception of asylum-seekers, recognized refugees and resettled refugees; it was therefore important to engage these actors too. UNHCR also looked at the role of NGOs; their contribution to refugee work in Finland is well-established and key to the way the whole system operates. In addition, the process also considered the way academia engages with persons of concern in research. Many research projects focusing on asylum- and refugee-related matters or stateless persons are carried out around Europe every year. They way these involve persons of concern not merely as objects of study and research but also as co-designers and partners in the delivery of the research is of relevance in this context.

This chapter is therefore built around these different levels of engagement and stakeholders.

3.1. Participation of persons of concern in policy-making at state level

Public participation in policy design has been a focus of policy-makers at national and regional level in the past decade. The aim is to develop policies and design services that respond to the needs of individuals and are relevant to their circumstances. Concepts such as “co-creation” and “co-production” have emerged to describe this sustained collaboration between government agencies, non-government organizations, communities and individual citizens.

Participation in policy-making demands of state officials a different role and different skills to act as facilitators who can engage the public on policy matters. Such an approach equally requires that members of the public have the capabilities needed to participate and discuss matters that affect them. Most importantly, public participation in policy-making requires political support to achieve a genuine engagement with the public, and a shift in how decision-making is carried out.

While considerable progress has been made in the provision of information, public participation in policy-making also requires consultation and participation. In Finland, citizen participation has been a focus of the state since the 1980s. Several projects have been launched, including more recently an online discussion forum “Share Your Views with Us”, launched in 2000. Citizens have demanded greater transparency and accountability from the state, and sought opportunities to participate actively in shaping the policies that affect their lives. Continued efforts to strengthen the dialogue between citizens and authorities are being made.

It is in this context that UNHCR has looked at processes in place to engage refugees as members of the public in matters that could affect them and their families, and how these processes could be further strengthened.

The Future of Migration 2020 Strategy

Global and national socio-economic changes including global mobility of skilled labour, and Finland’s continued commitment to providing international protection to those in need of it have called for new migration strategies in Finland. The aim of the Future of Migration 2020 Strategy is to pave the way for a more active and forward-looking migration policy in Finland. The new Strategy was adopted as a Government Resolution on 13 June 2013,¹⁹ and an action programme to complement the Strategy was adopted in March 2014.

The Strategy notes the impact migration will have on Finnish society which will become more diverse. While the Strategy hones migrant participation in society at large, it also foresees an increase in the number of people of migrant background

¹⁹ Government Resolution on the Future of Migration 2020 Strategy (Government Resolution), available at: <http://goo.gl/QevKwC>

who actively participate in public debate in Finland and in political decision-making. The Strategy is based on three principles: 1) Finland is an open and safe country; 2) Everyone can find a role to play; 3) Diversity is part of everyday life.

In her Foreword to the Government Resolution, Päivi Räsänen, Minister of the Interior, has highlighted that *“preparation of the Strategy has involved input from politicians, public officials and researchers and from representatives of working life and civil society organizations. Working together in this way has helped to stimulate a new kind of debate about migration policy and to create closer connections between the different entities involved.”* The Strategy document has indeed been drafted by a 40-member strong working group consisting of both civil servants and representatives of civil society and NGOs, including representatives of migrant women, elderly migrant, and regional migrant organizations.

The approach adopted with the drafting working group aimed at the active participation of different social groups and actors on a broad basis, beyond the more common consultation stage, which had also involved many organizations representing migrants and persons of concern in Finland. The strategy development process included the dissemination of information about the draft Strategy to all in Finland through the webpage of the Ministry of the Interior and social media (Facebook and Twitter). Citizens were also able to participate through an open debate on the Otakantaa.fi or “Share Your Views with Us” discussion forum used by ministries, municipalities and other authorities to hold public discussions on development projects, legislative initiatives etc..

The Strategy development involved a unique impact assessment process as well. While gender equality impact assessment is routinely practised in Finland, the Future of Migration 2020 was the first government strategy to undergo such an assessment. Of relevance to the UNHCR AGD policy, the gender impact assessment of the Strategy included an assessment of the impact on improved gender equality between immigrant men and women and persons of other gender.

Also of interest to the AGD approach, a decision was made in the process to carry out an assessment of the impact on equality and equal treatment. This was the first time such an impact assessment was conducted in Finland; an expert group was therefore assigned the task of answering a series of questions, and their answers were later discussed at a workshop.

The equality and equal treatment assessment aimed to assess the impact of the Strategy on “foreign language speakers, immigrants and foreign citizens belonging to different minority and age groups.” This AGD-sensitive approach enabled the expert group, including migrants and the authorities, to consider the various intersections between the three elements: age, gender and diversity such as the potential challenges faced by immigrant youth or foreign language speakers belonging to sexual minorities for instance.

The equality and equal treatment impact assessment also assessed the participatory approach used in the development of the Strategy. An issue posed to the working

group was whether it was representative enough of the diversity in society.²⁰ The working group also addressed the questions as to how the drafting process had reached out to immigrants and other minorities, and whether those affected by the Strategy had been heard. The openness and transparency of the process were discussed too.

Lastly, the large amounts of information collected through such an open process, which could not all go into the Strategy document itself, was nonetheless used as background information to guide the working group and drafting process, and was taken to the ministerial group in charge of integration and migration.

Like citizens who have demanded more participation in public affairs, as well as accountability and transparency in the way the affairs of the state are conducted, refugees in Finland have been asking for their voices to be heard in matters that impact on them and their communities as well as accountability in the way policies, programmes and projects are developed and delivered. The example of the participatory process used in Finland for the development of the Future of Migration 2020 Strategy provides an example of good practice as envisaged in the UNHCR AGD approach.

This process has involved information provision on the development of the strategy, wide citizen consultation, including of organizations of persons of concern, and the active engagement of different sectors, including representatives of civil society, in a transparent drafting exercise.

The assessment of the impact of the Strategy on gender equality and equal treatment, used for the first time in Finland in such a process, provides an example of a good practice which could be further developed and applied in similar processes in the future. The first draft of the Strategy was assessed to evaluate its impact on both gender equality and equal treatment, thus covering the full spectrum of Age, Gender and Diversity. Some criticism has been voiced in this context regarding the focus of the Strategy on labour immigration and economic competitiveness, which was felt to have left out some groups within the population. As a consequence, "Diversity" may have been approached all too often through the sole lens of cultural diversity at the expense of other aspects of a diverse society which also includes persons with disabilities, or ill-health, sexual minorities, and other minorities within migrant communities.

It is of interest that the gender impact assessment found, in relation to participation, that *"from a gender aspect, a particular problem relating to participating in the society and decision-making is the fact that at-home migrant women are not always aware of their*

²⁰ The participants of the Equality/Equal treatment workshop in December 2012 included representatives from Monika Naiset Liitto, an NGO working for and with immigrant women; the National Council of Women of Finland; Väestöliitto, the Family Federation of Finland that employs some refugees; SETA, the National Gay and Transgendered Organization; HILMA, an organization working with disabled immigrants; ALVA, which also represents migrants; and the Central Federation for work with the elderly. Other participants were experts on gender equality and equal treatment from the national administration. Persons of concern to UNHCR were represented through these organizations.

possibilities to influence decision-making. Migrant men participating actively in societal life have greater opportunities to influence decision-making. The experts see the active information on the possibilities for refugee women to participate set forth in the Strategy as a good starting point, but stress that the gender aspect has not been enough taken into consideration here. The Strategy should focus more on how migrant women can be better reached. As a concrete step the experts suggest that information should be carried out in co-operation with migrant organizations, which often function as a means for migrant women to exercise influence” [non-official translation].²¹

What is more, the process has raised a series of important questions relevant to the effective participation of persons of concern to UNHCR in policy-making at state level: Was the size and structure of the working group broad enough and how could the views of the working group be reflected in the strategy? Had the process been inclusive of groups of migrants and other minorities who are affected by the Strategy? Had the process been open and transparent, including to these segments of society? The direct participation of persons of concern in such a process, beyond the information provision and consultation phases, would also merit further attention in the future.

The so-called NGO Forum approach used by the Helsinki City Council provides an example of good practice to address some of these barriers (see below).

Public participation in policy-making generally raises the issue of the capabilities of citizens to engage meaningfully with complex processes and questions. Where persons of concern are engaged in such participatory processes, the same requirement to develop their acquaintance with and build their capabilities for participatory practices of policy development and service delivery, need to be embedded in state practices. Preparation of refugees for engagement could not be viewed as a mere “induction course” but rather as a long-term engagement where persons of concern themselves would identify the barriers to their engagement and the way(s) forward.

Where the direct participation of persons of concern in policy-making is engaged, additional challenges may arise that would need to be fully addressed to ensure that participation is active and meaningful. Indeed, some persons of concern may potentially face social disengagement, as would other members of marginalized groups in society; cultural differences, linguistic barriers, and gender barriers are also likely to come up. None however are insurmountable or constitute sufficient grounds not to engage persons of concern in policy-making on matters that affect them.

Lastly, public participation in policy-making requires political support to achieve a genuine engagement with the public, and a shift in how decision-making is carried out. Political leadership and commitment are equally essential to ensure the inclusive and active participation of refugees in policy-making at state level, replicate the leadership showed with the Strategy development, and using the lessons learned to further enhance the participation of persons of concern.

²¹ “Maahanmuuton Tulevaisuus 2020 – Strategian Sukupuoli- ja Yhdenvertaisuusvaikutusten Arviointi” (Gender Equality and Equal Treatment Impact Assessment of the Future of Migration 2020 Strategy), 31 January 2013, (SM077:00/2011), available (in Finnish) at: <http://goo.gl/6ubLUH>

3.2. Participation of persons of concern in policy-making at municipal level

In Finland, the local authorities (municipalities) are highly autonomous. Since they provide a large proportion of public services, they are much closer to citizens than the national government ministries. In addition, municipalities are responsible for developing, planning and monitoring the integration of immigrants, including refugees. They implement measures and organize services to promote and support integration. The state funds the municipalities for the reception of resettled refugees and recognized refugees who are granted a residence permit after seeking asylum in Finland.

Over the past decade, the view of the public as “consumers” has been reframed in public management to regard the public as “citizens”, whose agency matters and whose right to participate directly or indirectly in decisions that affect them should be actively facilitated.

Given the pivotal role played by municipalities in general, and for persons of concern in particular, and given the participatory approaches adopted by municipalities in Finland, UNHCR has looked in the course of this AGD project at processes in place at the local level to hear the voices of refugees in matters that could affect them and their families. The following good practices are taken from existing engagements with persons of concern in a large city (Helsinki) and a smaller town (Kristinestad) to provide a variety of transferrable models.

3.2.1. The Helsinki City Council

The example of the so-called NGO Forum organized by the City of Helsinki looks at the participation of refugees in policy-making at municipal level in a large city, and how this good practice could be further strengthened. Of note too is the fact that the process underpinning the NGO Forum addresses several of the questions and challenges raised through the development of the Future of Migration 2020 Strategy.

The NGO Forum of the City of Helsinki

Helsinki has a population of over half a million inhabitants. Helsinki and its Region have been experiencing considerable population growth since the 1990s, and host the largest concentration of economic activity in Finland.

As a result of this global trend, the City Council of Helsinki has actively engaged in supporting and enhancing the inclusion of all residents and their participation in municipal matters. Residents are encouraged, through various channels, to contribute to decision-making and have their views expressed and heard. In addition to voting in the municipal elections, Helsinki citizens can influence the decision-makers of the city by proposing motions, asking questions of persons in positions of trust and City Council employees, and by participating in the dialogue concerning the city's affairs. The concept of "active municipal residency" is supported.

The 2013-2016 Strategy of the City of Helsinki includes a specific goal relating to active citizenship. Under the heading of "*Helsinki is open and inclusive*", Helsinki seeks to actively strengthen and improve ways in which residents can participate and influence the affairs of the city, as well as the methods used to this end.²² At the end of 2013, the City of Helsinki had 160 immigrant associations and other voluntary organizations working on migrant and refugee issues.

In the framework of this active residency, the NGO Forum was established as part of the municipality strategy in 2000. The objective of the NGO Forum is three-fold: increase the interaction between policy-makers and organizations working on immigration and multicultural and refugee issues; improve the exchange of knowledge and information between the local authorities and these organizations; and bridge the gap between grassroots initiatives and the practice of the municipality.

The NGO Forum is convened two or three times a year when departments of the Helsinki City Council undertake to develop policies or services that specifically target, or may affect, migrants and refugees. City Council representatives may share city-related news and discuss development projects in the immigration and integration sectors. NGO Forums are also organized to receive the views of migrants and refugees as well as input from organizations working on immigration and multicultural issues, and representatives of the trade unions. Participants are a good mix of men and women, Finnish and migrant residents. Of note is the fact that the NGO Forum has also made possible a consultation of persons of concern and migrants on the upcoming Helsinki City Strategy that was being drafted at the time.²³

The NGO Forum is coordinated by the Immigration Division of the Helsinki City Council. This Division liaises with the policy department and other units of the City Council to encourage them to make use of the platform offered to them by the NGO Forum.

²² Helsingin Kaupunki, Strategiaohjelma 2013 – 2016 (Helsinki City Strategy 2013 – 2016), available (in Finnish) at: <http://goo.gl/YXrmp>

²³ NGO Forum of 27 November 2012.

Guiding questions are prepared in advanced of each Forum with the support of Immigration Division to focus the discussion and help policy-makers gather the input and information they need to feed into the policy development process. The questions are tailored to the culturally diverse audience and checked for their appropriateness.

Debates among the participants at the NGO Forum and between them and the City Council civil servants are moderated by staff from the Immigration Division. Genuine engagement with citizens in policy-making and service design in general, and with migrants and refugees in particular, requires distinctive attributes and skills on the part of public servants. Deliberative participation, which is the form the NGO Forum consultations take, requires public servants to understand this concept and deploy relational skills and cultural competencies that provide meaning for those involved.

Expert policy officers responsible for the development of a policy or a service are also present to provide explanations and address questions where necessary, and listen to the exchanges with and between participants. The proceedings are recorded and the outcome of the deliberations shared publicly following each meeting. The contributions from the NGO Forum then feed into the policy and service design of the City Council.

This simple but effective approach to public participation in general, and the participation of migrants and refugees in particular, encourages otherwise culturally and socially marginalized sections of the Helsinki resident population to participate and have their voices heard on issues that matter to them.

The method of the Helsinki City Council to engage its citizens in the affairs of the city has many similarities with the participatory approach recommended by UNHCR with persons of concern. The participation of migrant and refugee associations in the NGO Forum is a good opportunity for these associations to have their views and interests heard at the early stages of policy and service design.

Like UNHCR staff who need to learn how to facilitate discussions and analysis with persons of concern so these can identify their own priorities and preferred outcomes, the Helsinki City Council uses mediators and facilitators to enable the debate and the exchange of information and views.

The NGO Forum also allows a bottom-up approach, from the grassroots level to the decision-making level. Importantly so, the NGO Forum embeds a rights-based approach by creating partnership. Participation in the NGO Forum provides an opportunity for meaningful participation for the migrants and refugees, which generates a sense of ownership for the issues discussed.

One of the challenges however for the Immigration Division of the City Council in a city as large as Helsinki is the venue for such Forums. The Immigration Division is concerned that by using the centrally located venue of the City Council itself, the approach may exclude parts of the migrant and refugee populations that live further out and may not

venture into the city centre for a meeting. The coordinators of the NGO Forum have been considering whether meetings should be organized in locations closer to where refugee and immigrant communities live.

This raises the issue of the AGD-sensitivity of the NGO Forum. While participation at the NGO Forum meetings is balanced between male and female, Finnish and migrant or refugee representatives, enhanced AGD-sensitivity in the way information about the NGO Forum is shared with grassroots organizations may improve the inclusiveness of the approach and participation by elderly migrants and refugees, persons with disabilities, as well as women and youth from these communities, where the matters discussed are relevant to them.

Another challenge for the coordinators of the NGO Forum is their ability to reach all the relevant associations ahead of each NGO Forum. Some associations do not have a website, and contact details may not be up-to-date, which impedes the exchange of information. AGD-sensitive communication channels and ways of advertising each NGO Forum to reach out to the communities may help address this challenge.

Likewise, policy matters may not affect refugee and migrant women, men, girls and boys in the same manner. The questions posed at the NGO Forum may gain from being further tailored to the age, gender and diversity of the audience. Consultations on AGD-sensitive topics could open a stronger dialogue between the local authorities and the refugee and immigrant communities, where the municipality of Helsinki strives to provide services to all its residents without distinction.

Last but certainly not least, the topics on which migrants and refugees are consulted through the NGO Forum are dictated by policy-developments and service design initiated by the Helsinki City Council itself. A fully meaningful participatory process would see the NGO Forum also contribute defining the priorities of topics for policy and service development. A greater sense of ownership over the affairs of the city would be generated by such an approach.

3.2.2. The Youth Council in Kristinestad (Kristiinankaupunki)

While the previous good practice provided an example of refugee participation in policy-making within a complex administrative architecture, the following example focuses on a small-town municipal structure. The closeness and accessibility of the local bodies in charge of servicing the needs of their respective populations is a unique feature of this example. The different spatial dimensions and social networks of small towns also frame the concepts of citizenship and participation in a very different light.

The following example focuses on youth participation and empowerment, a process whereby young people gain the ability, authority and agency to make decisions and implement change in their own lives and the lives of other people. This process requires attitudinal, cultural and structural changes to enable the voices of youth to be heard through formal channels where change can be impacted by these voices. The practice in Kristinestad has also retained attention because it involves refugees as well as asylum-seekers alongside the local population.

The Youth Council in Kristinestad

Located on the shore of the Bothnian Sea, Kristinestad is a Finnish bilingual town where Swedish speakers constitute the majority of the population. With a population of less than 10,000 inhabitants, Kristinestad is a town and a municipality comprising ten villages, and has been hosting a reception centre for asylum-seekers since 2009. Kristinestad also welcomes the recognized refugees at the end of the asylum procedure who wish to remain there. The asylum reception centre is located some distance from the town of Kristinestad and has facilities to host around 100 persons, including families. 50 to 60 recognized refugees and 10 to 15 asylum-seekers also live in independent facilities in town.

While over the past three decades, Kristinestad has experienced a continuous exodus, in particular of its youth, its Strategy document for 2020, adopted in October 2010, focuses on Kristinestad as a peaceful and dynamic place, and values the high quality and local diversity of life.²⁴ The City Council consciously aims to attract more inhabitants and business enterprises; it sees Kristinestad as a place “where the old meets the new” and working towards a genuine *slowlife*.²⁵

In the context of a declining and ageing population, Kristinestad engaged in the so-called “Expedition Kristinestad” in 1999, a project to encourage young people to find ways to reinvigorate the community to keep its youth, create youth opportunities and enhance their involvement in the community. This led to the establishment of the Youth Council to promote youth participation in decision-making, and placed Kristinestad among the municipalities engaged in youth and community empowerment.²⁶

Despite the lack of funding, the project was made sustainable by the Youth Council being given a wider role and becoming the official channel for representations to the City Council, and by more engagement by the City Council itself. The Youth Council is consulted on all local issues relating to young people, such as helping disabled youth, creating more summer job opportunities for youth, building a new school or the design of residential areas. The Youth Council is seen as a tool to encourage active citizenship by young people and their engagement in the affairs of the city. A *Culture Café*, created as part of the initial project, has also continued to encourage inter-cultural development in this bi-lingual municipality.

With the settlement of refugees in Kristinestad in 2001, the Youth Council provided opportunities for the involvement of refugee youth too. Since 2004, these have had almost uninterrupted representation in the Youth Council at the exception of the years 2008 and 2009. Young people on the Youth Council self-nominate. All those interested can become members of the Council. If there are more young people interested than seats

²⁴ The Strategy, “Så formar vi Framtiden i Kristinestad - En lokal strategi för 2010-2020, sammanställd av och för stadsborna” (“This is the way we shape the future of Kristinestad - A local strategy for 2010 – 2020 compiled by and for the inhabitants”), available (in Swedish) at: <http://goo.gl/7DelKn>

²⁵ Since 2011 Kristinestad has been a member of the international Citta Slow network.

²⁶ Peter Evans and Angelika Krüger, *Youth and Community Empowerment in Europe, International Perspectives*, pp. 39-45.

available, an election takes place to identify members and their substitutes. The goal is to have a fair representation of girls and boys, locals and refugees, ages (13 – 25 years old), and a good geographical spread (from the different villages) on the Council.

The Youth Officer, a position within the City Council, is in charge of the coordination and management of all youth issues, including those relating to young asylum-seekers and refugees. In addition to the channel provided by the Youth Council, the current Youth Officer organizes informal individual consultations of young refugees and asylum-seekers. This approach is made possible by the closely knit population of small-town Kristinestad and is further supported by the formal collaboration between the Finnish Red Cross responsible for the management of the reception centre since its opening in 2009, and the Youth Officer in the City Council. The purpose of the face-to-face consultations with refugee and asylum-seeking youth is to give them an opportunity to express their specific needs and concerns, and for their voices to be heard by the Youth Officer directly.

Several leisure activities have been developed based on suggestions made by young asylum-seekers and refugees. An *Internet Café*, for instance, has been established in a municipal venue for youth. In addition to being a place where refugees and asylum-seekers, including young asylum-seekers, can socialize, the Café has grown to become an important venue for recently arrived asylum-seekers who look for contacts with young Finns and the local community, and information exchange.

Female asylum-seekers who did not feel they had their full place at the *Internet Café*, have also voiced their need for a dedicated place. As a result, a *Women's Café* has been established which focuses on information-sharing with the local population and institutions. Asylum-seeking and refugee women have, for instance, expressed the wish to have food classes organized where asylum-seekers could learn how to prepare Finnish dishes and where they could teach Finns how to prepare dishes from their respective countries of origin. They also highlighted the need for more information on the healthcare system in Finland and the specific health issues faced by persons of concern. The municipality staff have therefore organized "get-together" meetings between healthcare workers and persons of concern in the *Women's Café*, which were later extended to all those frequenting the *Internet Café*. Courses are carried out together with the Martha Organization, a nationwide home economics organization,²⁷ which is greatly appreciated by refugees and asylum-seekers who find it useful to have Finnish instructors who can guide them and support them where needed.

The participatory approaches developed by Kristinestad have successfully mainstreamed the participation of refugee and asylum-seekers in various sectors, from the swimming pool classes that teach water-safety to adult asylum-seekers and refugees, and now offer separate schedules for women who would not otherwise take part in public classes, to cultural activities (e.g. photo exhibition of local sites that remind asylum-seekers and refugees of their places of origin, and movie projects),²⁸ which all enhance the interactions between persons of concern and local Finns.

²⁷ The Martha Organization is a Finnish home economics organization, which was founded in 1899 to promote the quality and standard of life in the home. It also carries out cultural and civic education.

²⁸ For instance, *Young people in Kristinestad* presenting refugee youth and other youth in Kristinestad: <http://www.youtube.com/watch?v=8w3JuzZH8Ps>

The UN Convention on the Rights of the Child (UN CRC), which has been ratified by almost all countries, recognizes that all girls and boys have the right to express their views and opinions on matters that affect them, and to have those views and opinions taken into account.²⁹ For UNHCR, consultation with children is essential to understand the specific protection risks they face, identify appropriate solutions and enable them to partner meaningfully in their own protection.

Effective youth participation is about creating opportunities for young people to be involved in influencing, shaping, designing and contributing to policy and the development of services and programmes. These opportunities are created through developing a range of formal and informal mechanisms for youth participation, from youth advisory groups to focus groups, and from on-going consultation work to supporting youth-led projects.

The good practices developed in Kristinestad allow for enough flexibility to cater for the specific cultural communication styles of persons of concern, and they also allow for various participatory channels to develop. The small size of the community greatly supports this. Both the Youth Council and individual consultation provide important ways for young persons of concern to UNHCR to participate in issues relevant to their lives in their host country and community. These good practices in turn reflect a meaningful engagement by refugee youth, and have generated a feeling of ownership of the issues identified and the solutions that have merged from this participatory process.

The experience of the Youth Council also highlights the importance of a rights-based approach where youth in general, and refugee youth in particular, play an active role through their transformative participation in decision-making by the municipality of Kristinestad. Young persons of concern have also managed, through this unique process, no longer to be viewed as mere recipients of services. Rather, they contribute to the identification of problems, the design of solutions and the implementation of services.

3.3. Experts by Experience

The Oxford Dictionary defines an “expert” as a person with a high degree of skill in or knowledge of a certain subject. Until recently, expertise was conceived largely in terms of formal knowledge resulting from formal educational and training contexts; expertise was demonstrated by certain required qualifications. To make up for the obvious weakness and gaps created by such a narrow definition of expertise, the concept of “experts by experience” has developed.

Experts by experience have been successfully involved for instance in strategies to address poverty and social exclusion, or in healthcare systems to put service users at the centre by making sure that the views and experiences of patients and their carers were heard as partners. These are experts of a new kind. A new form of knowledge based on personal experiences. Experts by experience are increasingly recognized as bringing fundamental knowledge and expertise gained through their experiences (positive or negative) of a particular system or situation.

²⁹ UN CRC, Article 3.

Experts by experience can contribute to better frontline reception and better identification of the needs and sources of misunderstanding between the administration and people affected by its policies and programmes. They can help it prioritize and plan its work; advise on gathering and using information and on the methods used to do so; take part in advisory groups and monitoring and evaluation. They are proof that all are entitled to contribute to community life and to take part in its functioning. Involving experts by experience is often a question of effectiveness.

Moreover, and of utmost relevance to our discussion here, it is a matter of principle; participation is at the core of this approach to expertise. It is the realization that progress can only be achieved with the active participation of those affected by decision-making.

There are a number of ways of involving experts by experience. This chapter will present two extremely interesting and different experiences in Finland. The first one involves persons of concern in service design at municipal level in Jakobstad, while the second one looks at training for guardians of unaccompanied asylum-seeking and refugee children by the universities of Helsinki and Turku.

3.3.1. Experts by experience at municipal level

The idea of refugee experts by experience may be a response to a missing link between policy-makers and organizations that deliver services to persons of concern on the one hand, and those who use these services or are affected by policy design on the other hand. In the main, policy and service designers are not familiar with the often traumatic experiences of forcibly displaced persons, their experiences of loss, exile, uprooting and dislocation, disempowerment, social exclusion, and the sense of shame and humiliation these may carry. The lack of such a link is viewed by some as the main reason why policies and services often fail to achieve their set purposes.

The knowledge gained by these refugee experts through their lived experiences of exile, of receiving assistance and support, and of contacts with integration, social, healthcare and other services for refugees, should be seen as an equally important form of knowledge to the academic body of knowledge, and should be formally recognized. The examples provided in this chapter will hopefully further enhance an approach where refugee experts by experience are actively participating in matters that may affect them and their communities.

The Mediator project in Jakobstad (Pietarsaari)

Jakobstad is a town and municipality in Ostrobothnia. The vision of the Regional Council of Ostrobothnia for the region as whole describes Ostrobothnia as an international region where research and education are first-class, and as a pioneer when it comes to production and usage of new energy. Innovation and a strong sense of community are also stressed in this vision.³⁰

Like Kristinestad, the population of Jakobstad is both Swedish and Finnish speaking, with the Swedish group constituting a local majority. The city of Jakobstad has a population of roughly less than 20,000 inhabitants and is home to asylum-seekers, recognized refugees and resettled refugees.

The Mediator project (Välittäjä-hanke in Finnish)³¹ is a pilot project administered and implemented by the municipality of Jakobstad as part of the national Kaste programme initiated by the Ministry of Social and Health Care to manage and reform social and health policy.³² The municipality of Jakobstad collaborates with two other Swedish-speaking municipalities, Pedersöre and Nykarleby, the adult education centre of Arbis,³³ and the Christian Grammar School KREDU.³⁴

The project aimed at designing and organizing a training course for persons who could work as support persons or “mediators by experience” within the voluntary and statutory social and health care sectors. The mediator by experience is a person who mediates the experiences of others, including those of refugees and immigrants, to the local authorities. Mediators also offer peer support by guiding other refugees through the social and mental services provided by the municipality. Mediators by experience can also contribute to the planning and development of specific services for persons of concern who have suffered social and mental difficulties. Lastly, mediators can work as facilitators in small groups. Using their life experiences, mediators by experience work as a bridge between refugees, asylum-seekers and the local authorities.³⁵

During the course, participants learned how to listen and guide other persons in need of support. Several experts, including a priest and counsellors from the social and health sector, were invited to give guest lectures during the course.

³⁰ Regional Council of Ostrobothnia, *The Energy of Ostrobothnia!*, available in English at: <http://goo.gl/OMqpOr>, p. 7.

³¹ The pilot project started in the spring of 2013 and ended six months later; a follow-up was planned for the spring of 2014. The training is expected to certify experts by experience after 40 contact hours. In 2013 however, the course was shorter and participants were certified as mediators rather than experts by experience.

³² The Kaste Programme (National Development Plan for Social Welfare and Health Care) is a strategic steering tool used to manage and reform social and health policy. See: <http://goo.gl/9ZpDmM>

³³ Arbis is a municipal institute responsible for general adult education. There is an “arbis” in almost every town in Finland.

³⁴ KREDU (“Nykarleby kristliga folkhögskola”). Established in 1920, they have been giving language classes to refugees since the first Vietnamese resettled refugees arrived in the early 1980s.

³⁵ Information provided by the Coordinator of the Mediator project, and in the brochure (in Swedish): *Utbildning: erfarenhetskunnig* (“Training: Mediator by Experience”).

A criterion for the selection of course participants was the requirement for applicants to have experienced social or mental problems. Of note is the fact that the training was opened to refugees for the first time. However, most refugees who applied did not understand what the course was about. Only two refugees, a Somali and an Afghan, were accepted on the training, and only one of them was able to complete the course.

A coordinator for the project explained the specific needs of asylum-seekers:

“Several of those who wait for an asylum decision have psychological problems. It is very heavy to wait for a decision when you do not know where you will end up, or when you cannot plan your future. We have realized that the immigrants needed their own Mediator course because they have completely different experiences and a different education and culture from us. There is also a need for peer support.”³⁶

A refugee who has participated in the Mediator course highlighted the importance of the course:

“The training was very interesting and nice. I can use [what I have learned] in my life and I know how to help others. It’s important to listen to the other one carefully, to find a common path and to create trust. I try to help depending on what kind of help is needed, for example psychological or something else. A few years ago an Afghan committed a suicide here in Pietarsaari. Perhaps it would not have happened if he had received help or if we could have treated him here.”³⁷

The Mediator project and its certification of mediators by experience present some promising practices. By opening the training for the first time to refugees, the project acknowledges that having lived the experience of forced displacement and exile provides some refugees with unique knowledge, skills and expertise. The Mediator project focused on social and psychological problems, which are common in experiences of forced displacement and exile.

The project adopted a pioneer approach and it is too early to reach any decisive conclusions. The training course was shorter than the normal full length certification of experts by experience. However, as acknowledged by the project Coordinator, the learning needs of refugees are specific and require tailored approaches. The participation of refugees in the design of the training course and as certified mediators by experience can help adapt the course to the needs of refugees and their learning styles and barriers.

³⁶ Interview conducted with one of the course coordinators for the Mediator project, 27.11.2013.

³⁷ Interview conducted with a refugee who had completed the training organized by the Mediator project, 27.11.2013.

What is more, the recruitment of persons of concern to the mediator or expert by expertise training course requires AGD-sensitive information distributed through AGD-sensitive channels. Much could be learned for instance from the contributions of refugees and migrant representatives who took part in the Helsinki City Council NGO Forum discussing the most appropriate and effective manners to market learning development opportunities to refugee and migrant target audiences.³⁸

3.3.3. Experts by experience in training

The UNHCR Framework for the Protection of Children applies a child protection systems approach that includes actions for duty bearers at all levels – family, community, national and international – to mitigate and respond to the protection risks children are facing. This recognizes that all actors contribute to the comprehensive protection of children. The Framework was developed by UNHCR, in consultation with States, partners, communities and children themselves.³⁹

The Framework for the Protection of Children recognizes children as rights-holders, and emphasizes children’s capacity to participate in their own protection.

With more than 12,000 applications for asylum by unaccompanied and separated children (UASCs) in 2013 in the European Union Member States, it was important through this initiative to identify projects that engage children of concern to UNHCR in participatory approaches.

³⁸ Helsinki City Council, NGO Forum, 28 May 2014.

³⁹ UNHCR, *A Framework for the Protection of Children*, 26 June 2012, available at: <http://www.refworld.org/docid/4fe875682.html>

The Guardian project

In Finland, the training of guardians is mainly coordinated by voluntary organizations or by advisers from educational centres, and does not form part of any national education programme. Launched in early 2013 and funded by the European Refugee Fund, the so-called Guardian project (Edustaja-hanke) is coordinated by the Palmenia Centre for Continuing Education at the University of Helsinki together with the Brahea Centre for Continuing Education at the University of Turku, in cooperation with inter alia the Finnish Immigration Service, Migri, and the Ombudsman for Children in Finland. The project aims to provide training to guardians who work with unaccompanied and separated asylum-seeking and refugee children in Finland to enhance their capacity at dealing with the specific issues UASCs of concern to UNHCR may present in comparison to other children in the country. Ultimately, the Guardian project seeks to contribute to better access to rights and entitlement by and enhanced protection of UASCs.

The participation of UASCs is explicitly included in the project goals. The Coordinator of the Guardian project explains:

“*The aim of the project was that young people, who have gone through the residence permit process, who have come as unaccompanied minors to Finland, will participate in this training as experts by experience.*⁴⁰

The project recognizes the experience of exile and asylum in Finland by unaccompanied and separated children as valuable expertise worth sharing with the guardians during the training. The experts by experience bring unique knowledge on topics relating to the asylum process based on their experiences as UASC asylum-seekers to enhance the understanding and knowledge of guardians of this area of responsibility. The following comment was made by a participant in the guardian training course:

“*According to the youth, the most important thing is that the guardian tries her best even if she will not always be successful with it, the youth understand this. The comments given by the youth [UASC experts by experiences] support the thoughts of what UASCs normally expect and wish from their guardian and what they find realistic”.*

The project involves the children as experts by experience in the delivery of the training course; the children also participate in the design of the course, the planning of its training material, and in the final feedback and evaluation phases of the project.

Through their participation in the design, implementation and evaluation phases of the Guardian project, these youth have developed a sense of ownership of the decision-making process relating to the project, and more generally speaking to

⁴⁰ Interview with the Guardian project coordinator, 13.11.2013.

decisions made about their own lives. Their participation in the project, and the training course delivery in particular, carries meaning for them and other UASCs.

The Guardian project has also adopted an AGD-sensitive approach. Research questions to the young experts by experience were tailored to their age, gender and took into account the diverse background of each UASC. The information provided by the young experts and the exchanges around these questions helped further refine the AGD sensitivity of the training content for guardians. For example, a Somali girl participating in the project reported:



Adna, Young expert by experience.
© Adna Abdullahi

“I find it great that someone asks my opinion if I would prefer to have a female or male interpreter. (It did not matter which one). The main thing was that I had been listened to and my opinions had been recognized.”⁴¹

In the course of the project, the young experts by experience have developed important skills, such as public speaking, and have found the strength to talk about their experiences and their rights to an audience. The sense of empowerment of these young people cannot be underestimated.

The UNHCR Framework for Child Protection foresees that UNHCR, states and other stakeholders working with children of concern will actively support the rights of all boys and girls to participate and express their views in all matters affecting them in accordance with their gender, age, maturity, and capacity, and notes that different participatory methodologies will need to be applied for different age groups.

Specifically, the UNHCR Framework sets a goal for girls and boys to participate meaningfully in their families, schools and communities, and that their views and perspectives are actively solicited and valued. They participate in their own protection according to their age and abilities and on the basis of gender equality. Their participation is informed, voluntary and beneficial to them and facilitates broader realization of their rights.⁴²

⁴¹ Somali girl expert by experience during her discussion with the co-ordinator of the Guardian project.

⁴² UNHCR, *A Framework for the Protection of Children*, Goal 2, p. 20.

The Guardian project provides an example of good practice in this regard: the meaningful participation of UASCs of concern as experts by experience recognizes them as rights-holders; it builds their capacity and resilience, and empowers them to protect themselves and their peers by contributing to the training of guardians.

Important to the UNHCR AGD approach and the Framework for the Protection of Children, the Guardian project also seeks a shift in paradigm, from a needs-based to a rights-based approach. The project aims to empower the children participating in this experience by outlining the rights of the child as a basis for the work, discussing related topics, and meeting face-to-face with the Ombudsman of Children in Finland. This rights-based approach helps the youth become aware of their rights; this awareness in turn feeds into the participatory approach adopted around the concept of child experts by experience.

What is more, the process used by the universities of Helsinki and Turku, through the Palmenia Centre for Continuing Education and the Brahea Centre for Continuing Education, engaged with the children as co-designers and partners in the delivery of the research. This requires another shift in paradigm: moving from persons of concern as mere subjects of study to their active participation in research.

A guiding principle of the UNHCR Framework is accountability. Where UNHCR, states and other stakeholders are responsible for UASCs, they are ultimately accountable to these children and their communities. Participatory mechanisms, accessible to children and allowing them to provide feedback on policies and services are essential for accountability. The Framework therefore envisages that feedback should be elicited from children and their families and this information used to shape and improve interventions.⁴³

In the Guardian project, the views of UASCs on guardianship in the asylum system in Finland are formally gathered through an AGD-sensitive methodology, and feed into the training of guardians. Stronger collaboration between the Universities of Turku and Helsinki, and the Finnish Immigration Service could improve the sustainability of this project. This kind of good practice cannot remain sustainable without formal endorsement by state administration. Authorities in Finland should make sure that continuous learning is available for guardians, to ensure its quality and avoid the existing ad hoc arrangements through projects that do not go beyond their funding period.

Experts by experience prove essential links in all sectors that persons of concern have to deal with: legal system, education, health care, employment, social services etc. The contribution of experts by experience towards policy-making and service design is essential in all these areas of life and at all government and civil society levels. The contribution of experts by experience must be regarded as equally important as the contribution of experts by training.

Recognizing this kind of knowledge also requires involving people who can rely on their own experiences of flight, exile, uprooting, asylum, and re-starting a life, who understand the logic behind the resilience, survival and integration strategies they have developed, and who are able to communicate this logic to others. Their participation in policy-making and service design entails that their rights and their empowerment be at the heart of the process.

⁴³ UNHCR, *A Framework for the Protection of Children*, p. 17.

3.4. Participation in service delivery

Over the past decades, persons of concern to UNHCR have moved from being seen as passive recipients of services to being part of the delivery of services addressed to them and their communities. This shift in paradigm is underway in Finland in some sectors. This, however, is not necessarily the case in other sectors or parts of Europe where persons of concern continue to be delivered services by others, whether state or non-governmental organizations.

This section therefore reviews some good practices of co-implementation and co-delivery models in Finland. It is hoped these examples will provide inspiration for a change to service delivery models for refugees and by refugees.

3.4.1. Participation in services offered by regional authorities

Integration is the end product of a dynamic and multi-faceted two-way process with three interrelated dimensions: a legal, an economic and a social-cultural dimension. Integration requires efforts by all parties concerned, including preparedness on the part of refugees to adapt to the host society without having to forego their own cultural identity, and a corresponding readiness on the part of host communities and public institutions to welcome refugees and to meet the needs of a diverse population.⁴⁴ Integration requires that refugees participate fully, including socially, undertake the same responsibilities, and exercise the same rights as the local people.

In Finland, the Ministry of the Interior supervises centres for Economic Development, Transport and the Environment (the so-called ELY Centres). These centres are state authorities at the regional level that manage the regional development and implementation of the state administration. There are fifteen such centres throughout Finland. They promote regional competitiveness, well-being and sustainable development. These centres also coordinate immigration and integration matters in the municipalities, and guide the local Employment and Economic Development Offices in providing immigrants and refugees, who have registered as job-seekers, with labour market services to promote and support their integration.

Given the key role the ELY Centres play in directing and funding initiatives at the municipal and local level, their conception of and approach to the participation of persons of concern was of high relevance to this process, and the so-called "3V" project provides an example of good practice.

⁴⁴ UNHCR, Executive Committee, *Conclusion on Local Integration*, 7 October 2005, No. 104 (LVI) - 2005, at: <http://www.refworld.org/docid/4357a91b2.html>

Resources, Influence, Reciprocity or “3V” project⁴⁵

Until recently, self-organization by refugees and immigrants has not been a common feature in Finland. However, formal organization is a necessary step to access representation. For instance, to be on the Advisory Board for Ethnic Relations (ETNO),⁴⁶ refugee communities need to organize themselves as NGOs. Formal self-organization is thus important as a means to be heard in policy matters.

The regional ETNO for Northern Finland is working to increase the participation of refugees and immigrants in projects focusing on their integration in Finnish society by promoting interaction between refugee communities and associations and Finland’s ethnic minorities, the authorities, NGOs and the political parties in Parliament, at the national, regional and local level.

This has led to the “3V” (Resources, Influence, Reciprocity) project funded by the European Refugee Fund, and coordinated by the North-Bothnian Centre for Economic Development, Transport and the Environment (ELY Centre). The project was jointly implemented by Finnish NGOs and refugee associations.

The “3V” project aimed to strengthen the participation of refugee associations in the early stages of the reception of asylum-seekers and refugees; improve the opportunities for refugee participation in municipal planning and decision-making processes relating to integration; improve the organizational skills of members of voluntary refugee associations; and strengthen good ethnic relations.

The “3V” project provided a training course to refugee associations to build their capacity and improve their organizational and communication skills. The training focused on issues such as the management of an association, its structure and functions, and the development of communication and information capabilities. The training also included important notions on the rights of refugees and their duties in their new host country. During the training, refugee associations were also familiarized with asylum reception centres, their role and functions. The overall objective was to improve immigrants’ knowledge about how the third sector in Finland works to empower them to establish grassroots NGOs and to come together in federations of NGOs. Training was delivered in the native languages of the participants to support greater participation by all.

Members of the refugee associations were included in the planning of the training and were able to express their views and recommendations. Following the

⁴⁵ The project’s name in Finnish is ‘3V-hanke: Voimavarat, Vaikuttaminen, Vuorovaikutus’ i.e. ‘Resources, Influence and Reciprocity’. The information in this section is mainly based on an interview with the Immigration Adviser at the ELY Centre of North-Bothnia and an unpublished document entitled (in Finnish): *Tervetuloa Suomeen! 3V-hankkeen kokemuksiä yhdistysten ja viranomaisten yhteistyöstä* (Experiences of cooperation between associations and authorities in the 3V-project).

⁴⁶ The national and the regional Advisory Boards for Ethnic Relations (ETNO) are broad based expert bodies set up by the Finnish Government. They consist of representatives of authorities and organizations representing national minorities and immigrant and refugee communities in Finland. Their task is to promote interaction between these communities and authorities, provide expert advice in the development of immigration policy, and promote the participation of immigrants.

training, these associations started participating in activities for asylum-seekers in reception centres. These included cultural orientation training on how to take care of oneself and one's family in daily life in order to raise asylum-seekers' awareness of Finnish society and the basic daily activities in the local communities hosting the asylum reception centres. The training was organized by refugee and/or multicultural associations often in collaboration with associations such as the local Martha Organizations⁴⁷ and the Finnish Red Cross. Cultural mediators were used in communication between local authorities and asylum-seekers. These cultural mediators were of significant help due to their knowledge of asylum-seekers' cultures and languages combined with their knowledge and experience of the local communities and their ways of doing business.

As a result of the project, the local authorities and refugee associations involved have started to collaborate on a more regular basis. The project has contributed to strengthening the capacity of these refugee associations, and raised the awareness of its members about freedom of association in Finland and what this fundamental human right means. In addition, refugee participants have found the process by which they have been involved in the identification of the training needs and the planning of the training sessions to be very useful and empowering. Policy-makers from the ELY in return have developed a clearer picture of the capacities, opportunities and limits of refugee associations invited to participate in activities for asylum-seekers in reception centres.

The "3V" project has contributed to encouraging and supporting refugee participation in their own associations through a capacity building training project which involved the active participation of refugees and migrants in training needs analysis and the development of the training content. Delivery of the training in the participants' native languages also ensured that the approach was more inclusive of those who may not have felt able to participate in Finnish. Inclusion is often a challenge in community-based approaches – who is included and who is left behind? And what are the reasons for some being excluded. An AGD-sensitive approach is essential to ensure that women are equally participating, that ethnic minorities are not further marginalized, that the specific issues pertaining to youth are included as well etc.

The cultural orientation training for asylum-seekers was carried out jointly by refugee associations and local Finnish voluntary organizations; the "3V" project has therefore also enhanced cooperation and interaction between these two sectors.

The rights-based approach of the training has led to greater awareness and understanding of the freedom of association in Finland. Coupled with practical capacity building and the provision of information, the training has contributed to supporting a community-based approach, and provided a long-lasting platform for persons of concern to get involved in their own communities and participate in local initiatives. The multi-pronged approach has contributed to empowering refugee communities and persons of concern to take part in local life and community initiatives.

⁴⁷ The Martha Organization is a Finnish home economics organization, which was founded in 1899 to promote the quality and standard of life in the home. It also carries out cultural and civic education.

3.4.2. Refugee participation in non-governmental organizations

Finland's non-governmental sector (also known as the third sector) working with persons of concern is an important partner. Cooperation between NGOs and state authorities is broad, and takes many forms. NGOs offer services ranging from legal advice and assistance to activities supporting refugee integration, as well as general information services and initiatives covering a wide array of topics. They are also often invited by the Government to comment on refugee-related policy matters, questions regarding domestic and regional legislation, and planning and budgeting issues.

Non-governmental organizations are often the channel through which the voices of persons of concern are heard. The process initiated by UNHCR in Finland has therefore enquired as to whether the voices of refugees are being heard within NGOs and how this is done. The purpose was again the identification of examples of good participatory processes that empower persons of concern within these organizations to be actors of change and to speak for themselves rather than being spoken for by others.

3.4.2.1. The value of volunteering

In Finland, around 29 % of the population aged 10 or more volunteers in one way or another.⁴⁸ Volunteering is an important feature of Finnish society. But persons of concern to UNHCR may come from cultures and societies where volunteering may not be common practice, or where the concept is understood differently from the way it is defined in Western societies.

Barriers to refugee and asylum-seeker participation in volunteer activities in their country of asylum range from economic reasons (e.g. lack of money for public transport) to language and difficulties in communicating. The lack of knowledge of the local social mores is also a hurdle for many persons of concern as well as their lack of confidence in a foreign country and culture to venture beyond the asylum reception centre or the known local refugee community. Persons of concern may not be comfortable engaging with volunteering in their host country. Mental health, in particular among asylum-seekers, whose lives are in limbo while their asylum applications are being examined, is often a barrier to socializing, which volunteering often involves.

Volunteer work contributes to increased social interaction with the host communities. It contributes to developing knowledge about the local community; widens access to information and thus autonomy; helps build-up social networks; and may empower asylum-seekers and refugees to participate more broadly in the life of their country of asylum.

Volunteering may also contribute to improved mental health. For asylum-seekers who experience a high level of uncertainty about their future during the asylum procedure, and for refugees who may still feel the effects of flight, uprooting, the challenges of settling in and integrating, the loss of and/or the separation from loved ones, participation in volunteer activities may be a pathway towards healing and building a sense of wellbeing.

⁴⁸ Statistics Finland (Tilastokeskus) available at: <http://goo.gl/PXYqrY> (in Finnish).



Co organizers of a fishing trip (VAPAA project). © Finnish Red Cross

The Red Cross/Red Crescent movement in Europe has been engaged for a several years in researching and developing good practices around refugee and asylum-seeker volunteering. Based on the fundamental principles of the movement, the principles of humanity, impartiality, neutrality, independence, *voluntary service*, unity, and universality, a project financed by the European Union and implemented jointly by the Danish Red Cross and the British Red Cross in 2011 – 2013 has addressed the question of whether participation in voluntary service provides a tool to achieve enhanced social inclusion, and what is required to achieve this. The Volunteering for Social Inclusion (VSI), a social experimental, comparative study of voluntary service as a possible way towards young asylum seekers' and refugees' social inclusion, has produced relevant results and tools for our purpose.⁴⁹ The Finnish Red Cross has in turn developed similar approaches with the VAPAA project.

⁴⁹ Danish Red Cross and British Red Cross, *Amir's Volunteering, A study on volunteering as pathway to social inclusion for young asylum seekers and refugees - Opportunities and barriers in a European context*, 2013, available at: <http://goo.gl/f5BOhc>; and *Amir's Volunteering – A Guide on Involving Young Asylum Seekers and Refugees as Volunteers. Experiences, Ideas and Recommendations*, 2013, available at: <http://goo.gl/vPAbfK>

The Finnish Red Cross and the VAPAA project

Since early 2013, the Finnish Red Cross has been running a project called VAPAA, an acronym for Vapaaehtoiset pakolaistyössä or Volunteers in Refugee Work, funded by the European Refugee Fund. The VAPAA project aims to empower persons of concern to become volunteers of the Red Cross in their new host communities in eleven Finnish municipalities.



First-Aid course accomplished!
© Finnish Red Cross / Milla Mäkilä

Volunteering is a means for refugees and asylum-seekers to get to know their new environment and meet new people. VAPAA seeks to provide them with the knowledge, motivation and skills needed for voluntary work. Through their involvement in the project, persons of concern strengthen their self-esteem, and build their confidence to go out, make contacts, and reach out to others. In this process, they also develop as active agents in their communities, and engage with others on an equal footing with Finns. Women of concern, in addition, learn that in Finland they can make their own choices about life where this may not have been the case in their countries of origin. Refugees' and asylum-seekers' awareness of

the so-called third sector in Finland, its role and contribution to Finnish society as a whole is also enhanced.

As for the Finns in the participating communities, the project encourages them to see asylum-seekers and refugees as active members who share and give back through volunteering, and not as mere passive receivers of help and benefits.

Refugees and asylum-seekers are approached to join the project through existing Finnish language courses or the integration services of the municipalities. To ensure that no one is excluded from this project, the Finnish Red Cross has tailored activities for the elderly, children and illiterate persons of concern. Women can also fully engage in the project by leaving their children into care, which is organized at the same time as the VAPAA activities.

During the training phase of the project, persons of concern are invited to become volunteers of the Red Cross. Many feel they have received a "gift" through this project and want to "give something back".

As a result of the VAPAA project, their volunteering has led some persons of concern to become members of the boards of the local Red Cross associations, where they carry responsibilities beyond those of their initial volunteer activities. Volunteer asylum-seekers and refugees are now able to help their local Red Cross associations grow and plan their courses of action for potential volunteers in the future.

The VAPAA project has received additional funding and will continue for another year (July 2014 –June 2015). The aim of the second phase is to consolidate the process developed in the first phase and translate the good practices into normal procedures, the “way business is done” in the Finnish Red Cross.

Communities in Finland and beyond are becoming increasingly diverse, culturally, ethnically and linguistically speaking. Developing the values of volunteering in an inclusive manner involves reaching out to traditionally invisible or marginalized sectors of the community, including asylum-seekers in reception centres and refugees newly settled in their host communities. Based on the principle of voluntary service, the Finnish Red Cross VAPAA project aims to build this bridge between its traditional pools of local volunteers and persons of concern. It addresses the specific barriers these persons of concern may face to participate in volunteer initiatives. The VAPAA project, like VSI, its predecessor in Denmark and the United Kingdom, contribute to our better understanding of how refugees and asylum-seekers in Europe choose to connect and participate in the community through volunteering. These projects extend our knowledge of volunteering by acknowledging the experiences and understanding of some of these growingly diverse communities in relation to their voluntary activities and community participation.

Of direct relevance to the UNHCR AGD approach, the VAPAA project adopts an Age, Gender and Diversity-sensitive approach to encouraging persons of concern to volunteer. Activities are tailored to various groups to support their effective participation. In addition, the Red Cross aims, through this project, to empower asylum-seekers and refugees so that in turn, they can “give back” to their host communities.

The Finnish Red Cross contributes through this project to capacity building by developing the human resources within refugee and asylum-seeking communities, and facilitates the inclusion of persons who would otherwise not have a voice to be heard in their host communities. The Finnish Red Cross also “walks the talk” by empowering persons of concern to serve at various levels of the organization including as Board Members of the local Red Cross associations. Their aim through the second phase of VAPAA to translate this project into “the way they do business” echoes the call by the refugee women who participated in the meeting with UNHCR in April 2013.

3.4.2.2. Actors of change in refugee communities

Female genital mutilation (FGM) is a violation of the human rights of women and girls, and a form of torture. FGM is considered as a necessary step for girls to conform to unequal gender roles, ensure their subordination to a discriminatory distribution of power, prepare them to be eligible for marriage, and submit their sexuality to that of their husbands. Non-conformity can affect a girl's value on the "marriage market", and lead to her social exclusion and ostracism, and at times to gender-based violence at the hands of her family or community. Non-conformity may also affect the standing of her family within the community. On the other hand, conformity generates social rewards: social inclusion and approval, respect, the family's social standing in the community, and even admiration from younger girls. FGM operates as a social norm and is maintained through reciprocal expectations within FGM-practising communities.

An understanding and appreciation of these social dynamics is necessary to achieve the abandonment of FGM. Rather than combating or criminalizing harmful traditional practices by presenting these as negative, community-based approaches supporting the adherence to shared community values based on human rights deliberation, have proven to be more effective at achieving a transformation of social norms. This approach also promotes and contributes to the abandonment of other harmful practices, and contributes to the reduction of gender inequality and violence against girls and women.⁵⁰

In Finland, the prevalence of FGM has increased with the arrival of practising communities from Somalia, Ethiopia, Nigeria, and Sudan where the practice of FGM is high.

The Government of Finland and civil society have mobilized over the past years to raise awareness on FGM, its dangers and the fact that it constitutes a crime punishable by law. Among these is the Finnish League for Human Rights through its KokoNainen, the "Whole Woman" project.

⁵⁰ For more on the dynamics of social change, UNICEF, *The Dynamics of Social Change: Towards the abandonment of FGM/C in five African countries*, available at: <http://www.unicef-irc.org/publications/618/#pdf>

KokoNainen or the Whole Woman

Since the early 2000s, Somali members of the medical profession and human rights activists have been working at grassroots level to raise awareness around the practice of FGM. Little talked about beyond these spheres and the communities where it is practised and where awareness raising was taking place, FGM came to the attention of the wider public in Finland in early 2014, making it no longer just “their” matter but an issue for all in Finland to be aware of and work to end.

The KokoNainen project aims to stop FGM by raising awareness on this harmful traditional practice, and supporting the prevention of FGM through group deliberation. The project has therefore aimed at building capacity at grassroots and community level. KokoNainen employs refugees to manage the project, and refugee women are trained to become cultural mentors to reach out to community members and promote the abandonment of the practice. A primary focus for these is the sensitization of young people aged 14 to 20, boys and girls, from FGM-practising countries. KokoNainen has also employed a Somali man to reach out to Somali, Ethiopian and Eritrean men and encourage them to participate in the training sessions to become cultural mentors as well. One of the challenges of the initiative is to engage older women in this change. Their lives are often limited to the house. Cultural mentors try to reach out to these women to inform them too about the criminalization of FGM and the health problems it generates.

The health system in Finland and health in general, including sexuality and family planning, are used as entry points for group discussions that aim at a change of behaviour in the communities. KokoNainen has adopted a culturally sensitive approach by not pushing new ideas onto the communities, but rather inviting them to wider group discussions and exchanges. Of note in this process is that the presence of men has helped erase the taboo surrounding FGM.

In 2012, KokoNainen also organized training for social workers and health workers in asylum reception centres to enhance their awareness of FGM, develop their capacity to identify and address the life-long consequences of FGM, and support FGM survivors. Since the adoption of the National Action Plan on FGM (see below) this responsibility has been entirely devolved to the state.

The Finnish Human Rights League has also long advocated for the adoption of a national plan of action against FGM, which was achieved in 2012. The National Action Plan on Prevention Circumcision of Women and Girls 2012-2016⁵¹ aims to create structures that can prevent the practice of FGM, and improve the welfare of FGM survivors. The Plan states that the prevention of FGM will be achieved by influencing attitudes, producing material, distributing information, training experts and other personnel, promoting research and developing networks of collaboration. The Plan foresees the development of guidelines for social and health care personnel working with refugees and migrant communities on how to enhance the prevention of FGM. It also recommends that the municipalities develop, in cooperation with the Ministry of Health, municipal action plans.⁵²

⁵¹ *Tyttöjen ja naisten ympärileikkauksen estämisen toimintaohjelma 2012-2016 (FGM)* (“Action Plan on Preventing Circumcision of Women and Girls 2012 – 2016”), available (in Finnish) at: <http://goo.gl/H2rjkM> A short summary in English is available.

⁵² *Sosiaali- ja terveysministeriön julkaisuja* (Publications by the Ministry of Social Affairs and Health), Helsinki 2012, p. 8.

The community-based approach used by the KokoNainen project with communities of persons of concern in Finland reflects the now well-established deliberation approach to encourage communities and their members to abandon themselves the practice of FGM. A human rights approach, stressing gender equality and child rights, underpins this community-based approach where discussions on health often constitute the starting point of group discussions.

The AGD sensitivity of the project has also enabled KokoNainen to tailor its approaches to elderly women in the community, as well as a young man and boys, and family fathers, alongside women and girls.

The training and capacity building delivered also empowers cultural mentors to take action in favour of transformative change in the community. These cultural mentors, some of whom are also experts by experience who have survived FGM and who know through their own painful experiences the effects FGM has on the physical and mental health of girls and women as well as the risks FGM involves, encourage members of the communities they belong to the abandonment of the practice. The voices of these experts should be heard and their expertise recognized through formal channels at the municipal level in order to contribute to the development of municipal action plans and their implementation.

3.5. Participation through peer support

Peer support is generally understood to be a relationship of mutual emotional and instrumental support where people with similar life experiences offer each other support especially as they move through difficult or challenging experiences. Based on the principle of giving and receiving, peer support aims at keeping at bay feelings of loneliness, rejection and frustration commonly experienced by asylum-seekers and refugees in their country of asylum, which consequently feed into mental health issues.

The role of peer support may be extremely empowering where it creates an environment which is conducive to newly arrived asylum-seekers and refugees taking a greater degree of autonomy, and gradually power and control over their new lives in their host country.

The role of peer support is a key component to refugee (re-)settlement and integration. The UNHCR process in Finland has therefore sought to look at the ways peer support involves persons of concern and whether this contributes to their empowerment as is often the case with peer support initiatives.

Peer support for integration

The Vertaiskoto (peer support for integration) project, which ran between 2009 and 2012, aimed to provide peer support to immigrants and refugees in the early stages of their (re-)settlement in Finland, and guidance about the challenges they were facing upon arrival. Financed by the European Refugee Fund, the social services of the city of Helsinki and the social and health care services of the city of Espoo, the Vertaiskoto project provided an opportunity for newly arrived migrants and refugees to participate in peer support groups as well as courses, which provided guidance on different services and topics, such as health care and sexuality, gender equality, Finnish history, and religion. In addition, the project paid particular attention to the specific needs of illiterate persons of concern or persons with low literacy competencies, and those who had dropped out of their individual integration plan.⁵³

The Vertaiskoto project had groups focusing separately on adult male and female immigrants and refugees, while others were dedicated to elderly persons. Peer support groups were also organized based on the native languages of the participants.

The project used a peer support group approach whereby groups of between four to ten members were convened, and discussions ran in the native languages of the participants. The peer support involved refugees and immigrants working in community associations. These associations participated in the planning, design and implementation of the support groups, and developed a sense of ownership of the whole project.

During the project a network of NGOs, municipality officials, and members of parishes was created, which facilitated the exchange of information and knowledge, to enhance collaboration between the various stakeholders and avoid duplication.

The project was so successful that the municipalities of Helsinki and Espoo have incorporated peer support into their wider integration work and continue as a result to offer peer support as a service after the project funding ran out. The municipalities of Helsinki and Espoo have managed to convert a good project-based practice into their "business-as-usual" overcoming the traditional hurdle at the end of a project of funding and showing a high level of accountability towards the persons they support and their communities.

While the Mediator project in Jakobstad engages individual peer support for newly arrived asylum-seekers and refugees who face social and mental difficulties, the Vertaiskoto project provides a different model for peer support through its peer support group approach.

The Mediator project project included a strong Age, Gender and Diversity dimension and involved the direct participation and contribution of community associations and their members in the design, implementation and delivery of the project. These brought unique knowledge of various ethnic and language communities, an understanding of gender roles and norms within these communities.

⁵³ In Finland, all refugees (and some migrants) get an individualized integration plan tailored to their specific needs upon arrival.

CHAPTER 4

Other good practices from Finland

While participation is often understood to mean merely “taking part in” training programmes or services made available to persons of concern, or participation in the labour market, such practices do not fulfill the criteria for good participatory approaches with persons of concern. They do not encompass the shift in paradigm required by the AGD approach from a needs-based approach to a rights-based approach, or from viewing persons of concern as recipients of a service to entering in an equal partnership with them. In addition, they do not reflect the concepts of meaningful participation and empowerment at the core of the UNHCR process in Finland.

Examples of persons of concern taking part in language classes or vocational training, or accessing services devised to support their integration in their host country have therefore not been included in this publication as good participatory practices.

Two practices however stand outside this group: the practice of carrying out customer satisfaction surveys in asylum reception centres on the one hand, and the annual award to refugee women in recognition of their contribution to their communities. Without qualifying as participatory approaches, these two practices nonetheless allow for the voices of persons of concern to be heard and would gain from being shared more widely.

4.1. Customer satisfaction surveys

A considerable amount of research has been produced on the conditions in asylum reception centres. The asylum procedure is often experienced as a period of great uncertainty and powerlessness when one’s future is in the hands of others. This situation is usually compounded by the management of the asylum reception centres, which has regularly been criticized for its lack of customer focus. Disempowerment is often associated with this phase of uncertainty. In these conditions, some have recommended that appropriate mechanisms to capture feedback from asylum-seekers about their experiences living in asylum accommodation – for example customer satisfaction surveys or focus groups.

Client satisfaction surveys in asylum reception centres

Only a few reception centres in Finland are state operated. Many are managed by the municipality where they are situated and almost half of the reception centres in Finland are operated by the Finnish Red Cross. In these cases the state has entered an agreement with the operating partner and covers the costs of the reception centres. The reception unit of the Finnish Immigration Service is responsible for supervising, planning and monitoring the operation of the reception centres.

The client survey organized annually by the Finnish Immigration Service for three consecutive years now aims to chart the psychosocial well-being of asylum-seekers in the reception centres. The 2013 survey consisted of a series of 20 questions or statements identifying problematic issues and well-functioning aspects in the reception centres, which respondents needed to assess using a scale of one to five smileys, and the results are taken into account to better meet the needs of asylum-seekers living in the centres. One part of the survey allowed asylum seekers to give feedback on the survey and the reception centres in general.

The survey is in Finnish and translated on the day of the survey by interpreters to the various linguistic groups present in the room. Some of the questions were difficult to understand even when translated and explained with the help of the interpreter. At the end of the survey a space is allocated to questions and answers and comments from the asylum-seekers in the room. Migri staff do not take part in the survey and reception centre staff may adopt the same approach or may facilitate the survey as long as they remain neutral to the process.

The survey showed that the majority of asylum-seekers experience feelings of loneliness and yearn for social contacts. Asylum-seekers also regret the lack of meaningful activities and a lack of information on health-care and well-being issues, and on life in Finland. Asylum-seekers on the other hand, were satisfied with security, equal treatment, and getting their voices heard. Migri published the findings on its website.⁵⁴

The Finnish Immigration Service has responded to these results *inter alia* by organizing a "Football belongs to everyone" tour in the summer of 2014 in association with the reception centres and the Football Players Association of Finland. The Finnish Street Dance Federation and the Finnish Immigration Service will also organize a street dance tour across Finland to visit all reception centres in the spring of 2014. The dance tour will introduce asylum-seekers to different street dance styles over the course of one day. Street dance combines art, culture and exercise, and the objective of the tour is to promote the physical and mental well-being of asylum-seekers. In 2014, the Reception Unit at the Finnish Immigration Service will lead a new project which aims to improve mental health care in reception centres.

⁵⁴ The Finnish Immigration Service, Reception centres give asylum seekers support and a sense of safety, Press release, 09.09.2013, at: <http://goo.gl/5jwvNM>, and full report at: http://www.migri.fi/tietoa_virastosta/tilastot/vastaanottotilastot (in Finnish).

The client survey approach used by the Finnish Immigration Service, allows asylum-seekers to express their views on the issues addressed in the questionnaire prepared by Migri, and which focus in the main on their socio-psychological wellbeing. Such a consultation is a way of getting the needs of asylum-seekers heard. The transparency with which Migri handles the customer satisfaction survey in its reception centres, by making public the questions and its results on their website, and the accountability – actions are taken as a result of the survey – are an example of good and fair administrative practice. The publication and the actions signal to the asylum-seekers who have given their time to and made suggestions at the survey, that their voices have been heard.

The client survey could gain from having some of its questions simplified, underway in 2014, so they make better sense to asylum-seekers, and the Age, Gender and Diversity sensitivity of the questionnaire further enhanced through questions that address the wellbeing of both women and men, their different approaches to social and recreational activities or their gender responsibilities within the family for instance; as well as the diverse backgrounds of asylum-seekers including the possibility for some of them to practice their religion, their dietary requirements, or their specific physical and mental health needs. Finding tailored and appropriate channels to include the youth living in the centre in the survey would also enhance the age-sensitivity of the approach.

Migri could also consider adopting a participatory approach in the design of the questionnaire by asking asylum-seekers what the questionnaire should focus on. At the end of such a participatory process, the questions in the survey may be the same as the ones developed by staff at Migri or may focus on new areas or focus differently on the issues already tackled.

Focus groups have often been recommended as a methodology to gather the views of asylum-seekers living in reception centres. Discussions in AGD-sensitive groups may provide a better fit to those who come from dominantly oral cultures and are not at all familiar with customer surveys and the use of smileys, as was the case of most participants in the 2013 survey. The UNHCR AGD approach recommends the use of focus groups in its participatory assessments.⁵⁵

Article 18 of the European Union Directive laying down standards for the reception of applicants for international protection (recast) on the Modalities for material reception conditions provides that Member States may involve applicants in *managing the material resources and non-material aspects of life* in the centre through an advisory board or council representing residents.⁵⁶ [Emphasis added]

The EU asylum acquis recognizes the importance of participation by asylum-seekers in the management of centres. Participation at this stage of the flight cycle helps to reduce feelings of disempowerment and passivity which tend to impact the mental health of persons of concern. Furthermore, this share of responsibility as foreseen by the asylum acquis would help asylum-seekers better transition from life in the reception centres to integration in their host communities. UNHCR recommends for instance that wherever possible, asylum-seekers be given the possibility to cook for themselves. Reception centres could also establish formal processes by which the voices of asylum-seekers are heard throughout the year on matters that have an impact on them and their families as suggested by the acquis.

⁵⁵ UNHCR, *Tool for Participatory Assessment in Operations*.

⁵⁶ Directive 2013/33/EU of the European Parliament and of the Council laying down standards for the reception of applicants for international protection (recast), 26 June 2013, Article 18(8).

4.2. Hearing positive stories about refugees

At the April 2013 meeting organized by UNHCR with refugee women, these explained:

“ [...] it would be so powerful if refugees could tell the positive stories [about refugees]. We stressed how these positive stories would help counter the negative stereotypes so common in the media and propagated by some political groups. These positive stories, we thought, would also give refugee youth role models from within their own communities and hope, and tell them about the positive achievements of their parents and people like their parents.”

This recommendation on the way the voices of refugees could be heard takes the discussion much beyond the scope of this publication. The media plays a central role in shaping public images of and feelings towards persons of concern; this requires a full and separate discussion. Within the framework of the AGD approach, and more specifically the way refugee voices can be heard, the Refugee Woman of the Year Award provides a public recognition to the contribution of refugee women in Finland.

Refugee Woman of the Year Award

2013: Mi Mi Po Hti, Burma. Hti was rewarded for her work with children and culture. She is a pre-school teacher and on her free time teaches Burmese language and culture to Burmese youth living in Finland.



2013: Mi Mi Po Hti, Burma. Hti was rewarded for her work with children and culture. She is a pre-school teacher and on her free time teaches Burmese language and culture to Burmese youth living in Finland. © Finnish Refugee Council

The Finnish Refugee Council launched the Refugee Woman of the Year Award in 1998. The objective of the award is to promote a positive image of both refugee women and their communities in the public and through the media to counter the dominant negative media coverage of refugees who are all too often presented as economically and socially dependant on their host country and communities.

The original idea of an award to refugee women also aimed to celebrate the achievements of women in order to address the gender inequalities, discrimination and ultimately disempowerment these may face within their own communities. It was hoped the award would inspire refugee women to participate more in Finnish society.

In 2012 the Finnish Refugee Council launched a new award for men in line with their gender equality approach. The objective of the Mr. Immigrant of the Year Award was to counter negative stereotypes about migrant and refugee men and show that they actively and eagerly take part in the labour market. It was hoped that the Mr. Immigrant of the Year Award would help counter the growing racism directed specifically at migrant and refugee men. The Mr. Immigrant of the Year Award was well received by the media and Finns more generally.

Mr. Ranjithkumar Prabhakaran was awarded the 2013 Mr. Immigrant of the Year. He works as a practical nurse in a nursing home, and stresses through his engagement the importance of solidarity and participation in civil society:

“Finland is a country of a thousand associations and there is a screaming need for people in these associations. Important networks are created by participating in the activities of associations, political parties or parish.”⁵⁷

The Refugee Woman of the Year and Mr. Immigrant of the Year awards publicly celebrate the achievements of refugee women and migrant and refugee men and their contributions to their communities. The existence of two awards highlights the gender specific challenges refugee women and refugee and migrant men face in their host society, and strives to achieve gender equality in migrant and refugee communities en par with the level of gender equality otherwise enjoyed in Finland.

The awards also contribute to providing refugee youth with role models at a time when increasing inter-generational tensions are causing concerns among refugee communities, and refugee youth may feel disenfranchised in ways not previously experienced by their parents. An AGD-sensitive approach with a Refugee Youth of the Year Award may contribute to alleviate this trend.

⁵⁷ Cited in Hämeen Sanomat, 3.12.2013.

Conclusion

“ *We want to be heard on matters that affect us and our communities. We would like to see that those refugees, women and men, who have expertise, who can talk from experience, and who are in touch with their communities, have a say and participate fully in the consultation, design and delivery process. We believe that this investment in the participation of refugees as full citizens of Finland is worth the effort, and will be beneficial to all.”*

Refugee women at April 2013 meeting

The process engaged in Finland as a follow-up to the 2011 Dialogue with Refugee Women has led to the identification of good practices of the AGD approach, which illustrate the applicability of the approach by actors other than UNHCR: state authorities at national, regional and local levels, NGOs and civil society. As illustrated in these practices, the AGD approach is relevant to policy-making as well as programme, project or service development and delivery in countries with sophisticated asylum, resettlement and integration systems.

The process focused in particular on the concepts of “participation” and “empowerment”. The participatory approaches documented in this publication extend from one-off consultations to active engagement and participation in co-design and co-delivery; some aim at empowering the persons of concern involved and their communities. Likewise, some of the good practices recognize the unique expertise persons of concern to UNHCR can contribute through their life experiences of flight, exile, uprooting, asylum, and re-starting a life, when they understand the logic behind the resilience, survival and integration strategies they have developed, and are able to communicate this to others.

It is hoped that the good practices shared in this publication will inspire state authorities at national, regional and local level, NGOs and civil society in Europe and other industrialized countries working with persons of concern in the asylum and resettlement systems, as well as in the integration sector, to adopt the AGD approach and adapt it to their respective protection and operational environments.

This publication is a new step in the process launched in 2011 with the Dialogue with Refugee Women. It is certainly not the end of the process. The process now needs to be sustained, not by UNHCR, but in the way all actors in Finnish society engage with and for refugees. It needs to be taken to the next level by government officials in the relevant ministries, officials working at regional and local level and in the municipalities where asylum-seekers and refugees are welcomed, staff in non-governmental and civil society organizations, and most importantly by refugee women, men, girls and boys and their communities.

The continued leadership of the Government of Finland is fundamental to the next stage of this journey. UNHCR welcomes the commitment of other governments in Europe and beyond to the AGD approach and the meaningful participation of persons of concern in all matters that may affect their lives, and those of their families and communities.

Annexes

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Annex 1

Checklist of criteria for the identification of good participatory practices with persons of concern (PoCs)

Rights-Based Approach	<ul style="list-style-type: none"> ✓ Is the practice premised on the human rights of PoCs rather than their needs? Does the practice promote the rights of PoCs in an age, gender and diversity-sensitive manner? ✓ Does the practice promote gender equality or address issues of gender inequality? ✓ Does the practice particularly promote the rights of PoCs with specific needs?
Sensitivity to Age, Gender and Diversity	<ul style="list-style-type: none"> ✓ Is this practice AGD-sensitive? Do the PoCs who participate in the practice reflect the AGD composition of the population of concern? ✓ Do women, men, girls and boys of concern have an equal opportunity and access to the practice? ✓ Does the practice address the protection needs identified by women, men, girls and boys of concern? ✓ Have the potential implications – positive and negative – of the practice on all PoCs of the community been assessed?
Participatory Approach	<ul style="list-style-type: none"> ✓ Does the practice encourage the free and voluntary participation of women, men, girls and boys of concern regardless of their age, gender and diversity? ✓ Is the participation of PoCs meaningful? Do women, men, girls and boys of concern perceive the participation as meaningful to them? ✓ Do PoCs have a sense of ownership of the decisions and actions? Does the practice aim at the empowerment of PoCs? ✓ Does the planning, implementation and monitoring processes of the practice apply a participatory and collaborative approach? ✓ Does the practice have some influence on the decision-making process at national or local level or by the NGO?
Community-Based Approach	<ul style="list-style-type: none"> ✓ Has the practice been based on a prior assessment, including structured dialogue with communities of concern? Has an AGD approach been used to define and identify these communities? ✓ Does the practice empower the communities involved and create community ownership? ✓ Is the practice based on collaborative partnerships with communities of concern, national and local government, and NGOs?
Accountability	<ul style="list-style-type: none"> ✓ Have mechanisms for accountability been incorporated into the practice design and implementation? ✓ Is the practice based on and measured by agreed standards or indicators? ✓ Is the practice systematically monitored, analysed and reported on? ✓ Is the practice sustainable? Is it implemented in the general routines?
Replicable and adaptable	<ul style="list-style-type: none"> ✓ Does the practice have the potential for replication? Could it be adaptable to similar objectives in different situations?

SPEAKING **FOR** OURSELVES

Hearing the voices of refugee women in 2013

At the invitation of UNHCR, we met in Helsinki on 21 April, two years after the Dialogue with Refugee Women. There were seven of us; some of us came from Helsinki, Vantaa, Espoo, and even as far as Vaasa. We had all decided that being part of this meeting was very important. UNHCR wanted to hear our voices and had not dropped the issue after the completion of the Dialogue. We wanted to know what had been done since the Dialogue. But we also knew that many of the other women, who had been with us at the Dialogue, had decided not to join, being disappointed over the fact that not much had happened since the 2011 Dialogue and feelings of futility because of a lack of action. One of us had not taken part in the Dialogue but joined us out of curiosity to see what could come out of such a discussion.

What has been done about the issues identified at the 2011 Dialogue?

We were all keen for UNHCR to hear about the issues we felt remained following the Dialogue, and the new emerging issues we had not previously discussed. We shared our concerns about how banks would often refuse to open an account when asylum-seekers and refugees present an identity document mentioning “holder’s identity has not been verified”; how the application fee for family reunification makes it much harder and at times impossible for refugees to apply for their family members to join them in Finland; how the waiting times in the asylum procedure continue to be very long and puts lives on hold; how the situation of unaccompanied and separated children needs specific focus; how the lack of places in Finnish language course hamper integration; how employment in the private sector is very difficult to secure for refugees and the role of the public sector in showing the way; how trauma from violence is often compounded by the waiting time in the asylum procedure and tensions within families linked to exile and integration; how expectations on children to be interpreters

for their parents in their dealings with the public service or medical staff are putting additional pressures on children and threatening the traditional structure of families; how elderly refugees often feel isolated as they do not speak the language and do not work; how attitudes in the host communities and at times even the public servants in the municipalities may not be conducive to welcoming refugees and lead to additional barriers for employment; and how the media plays a key role in this regard.

UNHCR acknowledged these concerns, and encouraged us to discuss a way forward.

Hearing positive stories about refugees

We noted how positive stories about refugees rarely get heard in the media, and when they are told, they tend to come from politicians or senior officials. We all agreed that it would be more powerful if refugees themselves could tell these positive stories. We emphasized how positive stories would help counter the negative stereotypes common in the media and propagated by some political groups. These positive stories, we thought, would also give hope in refugee youths, and provide them with role models from within their own communities by giving examples of positive achievements of the older generations.

We all longed for the possibility for these voices to be heard in the media, particularly so that our Finnish neighbours could see that refugee children also go to university and serve in the army; how refugees have jobs, work hard and contribute in many ways to the Finnish society. We enjoyed hearing about the refugee youth project in Germany who decided to make the award-winning movie "We Have Arrived," which was then shown on television, in schools and at Nuremberg city events with ripple effects beyond the project. We were curious about the role state media could and should have in this regard.

NGOs and refugee voices

We talked about other channels which could carry our voices. We acknowledged the important and valuable work done by NGOs in Finland, their key role in society, and how more NGO projects have opened up to refugees so they can participate in the implementation of the service delivery, something we greatly appreciated. We reminded ourselves that it is more cost-effective to have refugee health workers who know about traditional harmful practices, sexual violence and trauma to offer counselling. It is also more efficient to mainstream services to elderly refugees who do not speak the language through existing services to Finnish elderly people, and guided by expert refugees.

We thought that more NGOs should involve refugees in service delivery: it is more effective for a refugee to support another refugee through expert advice and peer support.

We also noted that the design and planning of NGO projects still does not involve refugees. We stressed the unique expertise many refugees have about their

communities, their knowledge of gaps in service delivery, and how it feels to be at the receiving end. Both sides could learn so much more by having refugees co-design and co-plan projects with NGOs.

The identification and analysis of needs and the design of adapted responses would rest on a much stronger foundation if refugees participated in the design phase as well.

The municipalities and refugee voices

Because of the key role NGOs play in addressing refugee integration issues, we stressed the importance of NGO-led projects in contributing to the integration plans developed by municipalities. We also stressed the need for municipalities to systematically and formally engage with refugees. Many well-integrated refugees living in the local Finnish communities have a very positive role to play in the design, planning, and delivery of integration support services.

Refugees are now involved in peer support projects, and this model could be replicated in the delivery of integration courses for new refugees. Refugees have been through the hurdles of settling in Finland, have first-hand experience and understand what it feels like. We also think that our voices could help to design and tailor these courses towards illiterate refugees, refugees with vulnerabilities, refugee women, and families. Hence, the benefits at the local level for both refugees and Finnish communities would greatly increase. One of us shared an Iranian saying: "Even if a thousand doctors assemble, they will never be able to understand the illness like the patient himself."

Municipalities need to find ways of hearing the voices of refugee women, men and youth as part of their daily routines in working with reception and integration.

Integration indicators and refugee voices

We also questioned the Finnish focus of learning Finnish and getting a job as indicators of good integration. These are important, but it is our experience that there are more dimensions to integration than language and employment:

We highlighted the need for comprehensive mental health responses, psycho-social counselling and parenthood support to address the tensions faced by families, the growing generational gap, stress and trauma refugees may carry with them, effects of exile and up-rooting, and even domestic violence. This certainly needs to be addressed just as much as language and jobs, and requires tailored integration indicators.

We also expressed our worry that the specific issues refugee youths face are not being addressed. Successful integration cannot be achieved without refugee youth. Hence, integration indicators should include a measure of how well the younger generations are doing, as they are the future of our communities.

We reaffirmed the need for a two-way approach which also involves Finnish communities. As one of us put it: "The Finns see a man beating his wife, and refugees see public drunkards; this is not a good start for a relationship". We also expressed our hope for a future when we can interact with our neighbours, when we feel alive again because we belong to a community, and remember that we know how to laugh and smile.

We asked if "the appropriate integration indicators are being considered?", and stressed the added-value of involving refugees in the definition of integration indicators.

Comprehensive responses and refugee voices

We all agreed that projects are an excellent way of trying out new approaches and developing innovative responses to new and emerging issues. But we also stressed that the end of a project usually means the end of the commitment to the issue and the approach. We also highlighted the limited scope of projects; by nature, they only manage to reach a few beneficiaries. The piece-meal approach through projects therefore often means short-term and limited responses to what is actually a long-term issue. We deplored that all the good work developed by NGOs was not necessarily feeding into and used in the work of the municipalities. We could not see the economic logic of such an approach, particularly in times of economic crisis.

Also, we deplored that decision-making about issues that affect refugees is made without consulting refugees in Finland. Assumptions are made about refugees such as; what is important for us, what matters in our lives, what needs to be done, and how. But many of these assumptions may not necessarily be correct.

We want to be heard on matters that affect us and our communities. We would like to see that those refugees, women and men, who have expertise, who can talk from experience, and who are in touch with their communities, have a say and participate fully in the consultation, design and delivery process. We believe that this investment in the participation of refugees as full citizens of Finland is worth the effort, and will be beneficial to all.

We call for a model in which the State, the municipalities, NGOs and refugees work together to learn from each other, hear the voices from the grassroots and together develop comprehensive, coordinated and long-term responses.

Asylum and refugee voices

Some of us also have a long experience of the asylum system, the asylum procedure, the reception centres and how things work. Some of us were former asylum-seekers and/or have worked for the asylum system. We have unique expertise and understanding of the system and believe that our views could contribute to the improvement of the reception system, particularly with the delivery of information to asylum-seekers, its accessibility, and how vulnerabilities are identified and addressed. A lot of assumptions are made on how people receive this information; and many of these may be incorrect in a multi-cultural context. We believe the quality of reception centres and the asylum procedure would benefit from consultations with refugee women on specific topics.



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