



# CITY OF OULU'S **ANTI-RACISM OPERATIONAL PROGRAMME**

LOCAL LEVEL WORKING MODEL BASED IN KNOWLEDGE-BASED LEADERSHIP

**Table of Contents**

Introduction and Background ..... 4

Forms of Racism the Programme Concerns ..... 8

    Levels of racism ..... 8

    Personally mediated racism: acts of hate, hate speech and hate crimes ..... 9

    Elements of structural racism ..... 10

    Dismantling polarization and promoting community relations locally ..... 11

The Anti-Racism Operational Programme Process..... 12

Goals and Actions of the Operational Programme ..... 15

    Overview of the ECCAR 10 Point Action Plan..... 15

    The City of Oulu’s Planned Actions..... 19

Sources..... 26

Introduction and Background

You are reading the city of Oulu’s Anti-Racism Operational Programme which has been compiled by mayoral mandate together with the city’s central operators in the fall of 2024.

The catalyst for the preparation of the Operational Programme was tragic. The preparation of this Operational Programme began in Oulu in the aftermath of the violent hate crimes taking place in the summer and early fall of 2024. Three people were the victims of racism-motivated stabbings. These hate crimes were unusual since some of the victims were underaged and the attackers were adults. The incidents shocked Oulu and entire Finland. After the incidents, the civil society, city administration and municipal citizens reacted quickly: citizens organized demonstrations, and the city organized conferences and hearings for foreign-language speakers. The hearings revealed that the mentioned hate crimes were the top of the iceberg and citizens with immigrant-backgrounds face racism and discrimination in their everyday lives too often. Less serious hate crimes, such as defamation, illegal threats, and petty assaults, name-calling and maltreatment, have been normalized and often remain unreported according to some population groups. After the hate crimes and discussions that arose, it was acknowledged and recognized that the city of Oulu has an evident need for an anti-racism operational programme that examines the phenomenon widely and reduces the damages to citizens caused by racism.

“  
*The goal of this Operational Programme is to acknowledge, prevent and fight racism in all its forms, support the victims of racism as well as increase interaction and trust between different population groups in Oulu.*  
”

Racism is an experience that not everyone goes through or even perceives. Racism is a topic that divides opinions and polarizes and strains societal conversation. Oulu wants to find a way to perform anti-racism work that does not reinforce confrontation, where some feel that the work comes at a detriment to them, but instead builds trust and a sense of belonging between all citizens.

The city has become more diverse during previous decades. The ethnic, national and lingual diversity can be seen in that 6 % of Oulu’s citizens speak another native language than Finnish or Swedish. Additionally, a portion of the citizens are indigenous Sámi and ethnically Romani. This Operational Programme focuses on these forms of ethnic diversity, though the repercussions will affect people representing wider diversity as well.

This Operational Programme is not a settled Action Plan, but an updated document that directs and outlines the city’s goal-oriented anti-racism work.

The idea is to create a new, local-level Action Plan based on this Operational Programme, with a basis on information collection and necessary action. The Operational Programme’s principle is that the city acknowledges and recognizes the citizens’ experiences of racism and acts to fix and prevent situations as well as to build wider interaction and trust between population groups.

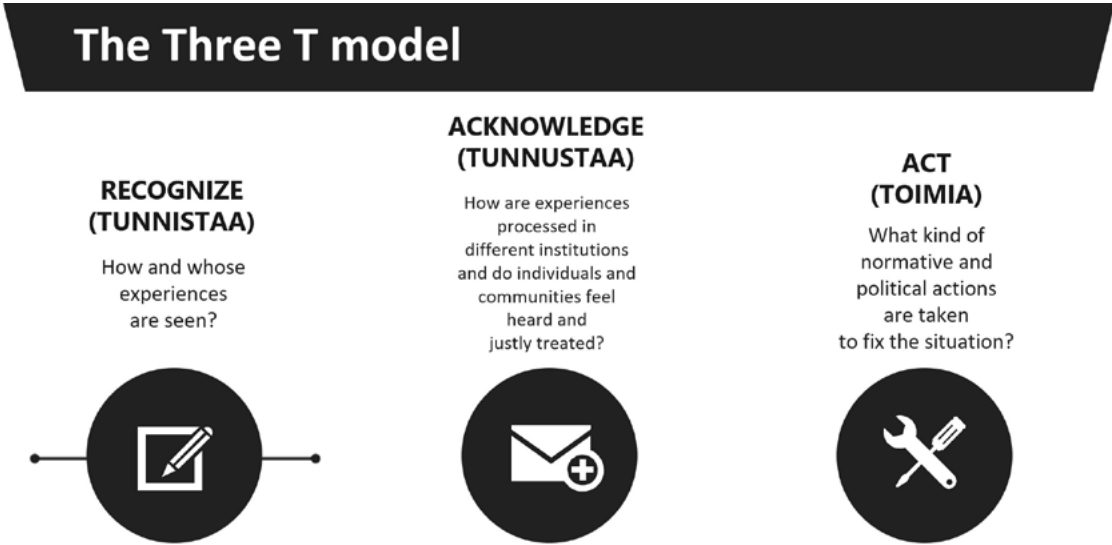


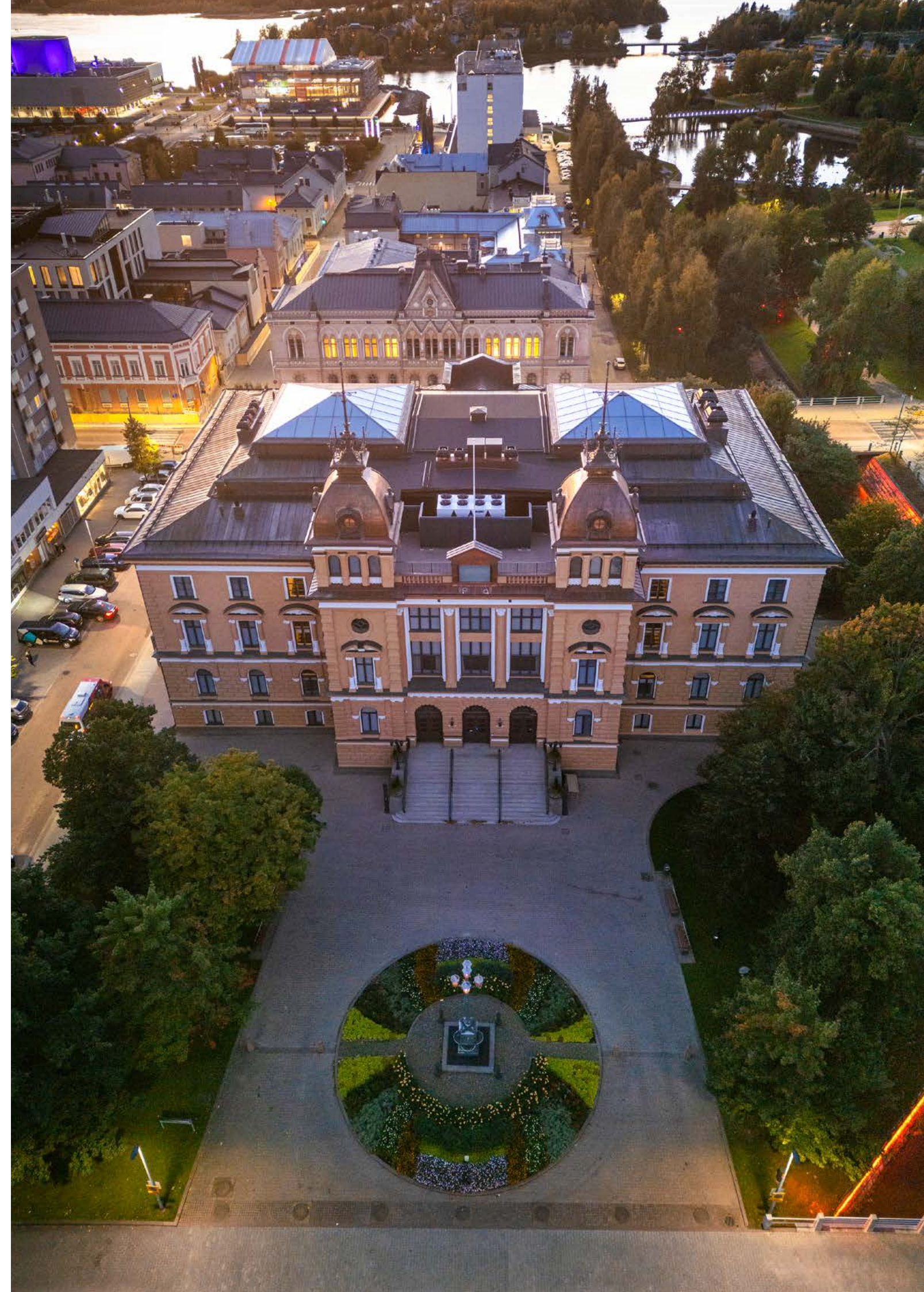
Image: Panu Artemjeff, Ministry of Justice, 2024 (translated by Joel Loukkola)



One central goal is to adopt approaches and practices that have been found good and functional elsewhere. Anti-racism work has previously been performed on the local level, for example, in the Multicultural Programmes and integration programmes since the 1990s. Its most known and general form is the Week Against Racism which has been organized around the UN's International Day for the Elimination of Racial Discrimination in remembrance of the massacre taking place in South Africa when authorities murdered 69 peaceful anti-segregation protesters on March 21, 1960. In the 2000s, the Non-Discrimination Act highlighted the duties of societal institutions to recognize and prevent discrimination. Legislation made the work more structured and observed other matters on top of ethnic equality. Today, the European Union demands anti-racism action plans from its member states. The Finnish Government's Anti-Racism Action Plan was finished in August of 2024. Oulu follows this Plan, its trainings and its campaign "Action, not only words", which challenges operators to participate in the prevention of racism. To utilize international skills, Oulu also aims to join the European Coalition of Cities Against Racism (ECCAR) on top of the Government campaign.

This Operational Programme fulfils the criteria set by the European Coalition of Cities Against Racism (ECCAR) and focuses on preventing the harm caused by racism, creating support structures for anti-racism work, and dismantling structural racism.

The following section presents concepts of racism that this Programme aims to respond to. After defining racism, the process, goals and currently planned actions and their required resources are presented as the European Coalition of Cities Against Racism ECCAR recommends.





## Forms of Racism the Programme Concerns

### Levels of racism

Racism an ideological system based on the hierarchy of population groups that emerges on many levels. It causes prejudice between population groups. Racism emerges in everyday life as unintentional and intentional acts and expression of hate. It is also structural and institutional discrimination, which means often unconscious practices of organizations, agencies, institutes and businesses that shut out or discriminate against specific population groups. Racism produces inequality and different treatment and opportunities between population groups: privileges for some and subordinate positions for others where societal opportunities are not seen as accessible (Attias, 2022). The first act of anti-racism work is to recognize one's own prejudices and promote equality regardless of them.

- **Racism is the result of racialization**
- **Levels of racism**
  - *ideological,*
  - *structural,*
  - *personally mediated,*
  - *internalized*
- **Multiple discrimination: an individual is discriminated against based on more than one personal trait**

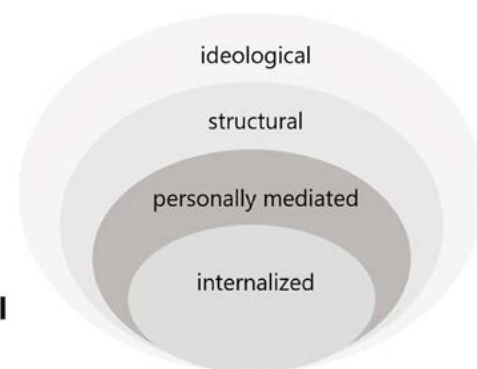


Image adapted from Dr. Camara Jones  
*Gardener's Tale*

From Mona Eid's  
materials

Image: Panu Artemjeff, Ministry of Justice, 2024 (translated by Joel Loukkola)

### Personally mediated racism: acts of hate, hate speech and hate crimes

The easiest form of racism to perceive is personally mediated, everyday racism, meaning racist expressions, slander or acts often taking place in a public space in front of some type of audience. The most serious of these are violent hate crimes, like the ones underlying this Programme, but such acts can also include stigmatized or derogatory speech, slander and hate speech that some consider normal. Hate crimes are defined as any illegal act that is motivated by the victim's background. Law defines prohibited discrimination criteria, such as origin, nationality, religion, sexual orientation, functional capacity etc. Any act is considered a hate crime if its motive is tied to the victim's origin or the prohibited discrimination criteria. Some general hate crimes are assault, slander, illegal threats and ethnic agitation. A hate motive is grounds for increasing the severity of the punishment.

Hate speech is often more difficult to identify than hate crimes. It is often mixed up with angry speech. The difference is significant: angry speech is the expression of feelings and not necessarily ideological. Hate speech is argumentation that attempts to justify hate acts. Hate speech, hate acts and hate crimes are forms of harassment and violence that attempt to scare, limit, silence or remove their target from public spaces and societal conversation. They target and affect larger groups of people rather than individual victims. Thus, intervening in hate speech will cause positive effects in wider communities than only the parties of the crime (Attias, 2020).

Therefore, hate acts do not take place in a vacuum. They take place in specific circumstances, for example, when some phrases are accepted or not accepted, and when some discriminatory speech and acts are intervened or not intervened in. By examining and recognizing such speech, one can gain access to and change the most difficult form of racism to identify, structural racism. This form of racism most difficult to recognize, but the city of Oulu's Anti-Racism Operational Programme aims to bite into it exactly.

## Elements of structural racism

Structural racism is formed from three elements. These are the historical, societal and institutional elements (Crowley, 2024).

The historical element refers to the invisible status of minorities in written history. Their perspectives on history are not generally known, and thus the significance of historical development and its effects on different population groups is not understood. This element can be dismantled by familiarizing oneself with the histories of minorities and the histories of their civil right struggles, and by processing the effects of those histories on today.

The societal element refers to the values and norms of the dominant culture, and its common sense, meaning the ideas of what is considered normal and abnormal. It is not about ideological racism, but unintentional situations that are not questioned; how we are programmed. Even if people do not choose to commit racist acts – they do not mean to discriminate or harm other population groups – the system can place people groups into unequal status because “it’s how it’s always been” and the situation has not been questioned before. Dismantling this element requires unlearning accustomed practices when it is found that accustomed practices have not served everyone well.

The institutional element refers to how we are used to handling matters. It emerges as organization’s processes, regulations, practices and routines that have always been followed, and as organizational culture. It appears in personnel structures and services (Crowley, 2024).

Dismantling structural racism requires self-examination. It is typical that institutional racism is not intentional, and no one actually means any harm. Thus, it is more difficult to change. It requires looking into a mirror. The city of Oulu wishes to be bold and do exactly that with this Anti-Racism Operational Programme. The Operational Programme’s goal is not to serve as a marketing stunt or branding, but truly concentrate on the situation, learn and try new things and create change.

## Dismantling polarization and promoting community relations locally

Oulu wants to implement the Anti-Racism Operational Programme in ways that do not reinforce juxtaposition and polarization. The Programme wants to build good community relations. The need to receive tools for constructive societal conversation on the topic is evident.

Polarization means juxtaposition between groups and strain on the level of attitudes, speech and acts. Some polarization is always present in societies and in societal conversation. The term affective polarization is used when discussing the incitement and reinforcement of emotional and negative juxtaposition, i.e. “us” versus “them” thinking, by highlighting hate and suspicion between groups with different perspectives to societal questions. Growing juxtaposition is a global phenomenon. According to the administration of internal affairs’ anticipation network, the possible effects of affective polarization are for example: weakening relations between population groups, increase in violent radicalization, increase in direct civic activities, increase in hate speech and hate crimes as well as increase in unwanted interpretations of strategic communications and their effects (Suojanen, Ilona, Lehtonen, Janne, Saarinen, Arttu, 2024). The city of Oulu is aware that the activities of authorities are observed and questioned in polarized situations and on polarizing topics from different sides. On the other hand, polarization produces situations where the intervening of authorities is either desired or needed.

Recognizing polarization as a phenomenon and well-timed processing conflicts it brings about dismantles the development of polarization and creates conditions for functional community relations and peaceful co-existence. Conflict processing is a significant part of influencing polarization development.

Conflicts are solved in sustainable ways when the perspectives of all parties are recognized. Simply reacting to born conflicts is not enough, preventative polarization strategy is needed. The city of Oulu, as outlined in the Operation Programme, will develop methods and dialogue models that build community relations.



## The Anti-Racism Operational Programme Process<sup>1</sup>

The goal of ECCAR is to distribute and develop functional anti-racism practices and skills between cities. The city of Oulu is preparing to join ECCAR since Oulu wishes to utilize the lessons, good practices and skills of other cities. The city of Oulu wishes to act in ways that reduce cases of discrimination and racist violence, and in ways that increase the personnel's and citizens' understanding about intervening in racism.

This Operational Programme has been compiled and will be developed and implemented in cross-administrative cooperation by participating citizens and employees in the different sectors of the city organization. The idea is not that this document is finished at once, but the document outlines the launch of this work, followed by information gathering, trials and lessons. This Operation Programme will be developed along the way. The Anti-Racism Operational Programme's process is equally as important as the final result, and this Programme enables difficult conversations about this difficult topic. The goal of this programme is not to brand Oulu, but seek, establish and find understanding for the root causes of racism and new methods of anticipation and intervention.

Two significant steps have already been taken in the process: the preparation and participation of central groups, and the planning of contents. This draft includes a description of these. After these steps, the Programme must be embedded in structures. It is essential to set structures that enable this work, edit the programme's actions when societal and political situations change, update the programme, make the work a shared learning process, and utilize this programme to support societal and political conversation. The risks and challenges of this work should be anticipated.



<sup>1</sup> [1\\_Toolkit-en\\_10PointsActionPlan.pdf](#)



The following describes the city's currently on-going process which adapts the ECCAR process:

#### **Preparation and participation of central groups**

1. Preparation for applying for ECCAR membership: in the summer, consideration on what needs to be improved began immediately after the first stabbing under mayoral mandate. Lessons were learned from ECCAR, and to utilize the full support and lessons of other cities, the preparations to join ECCAR began.
2. Naming the Coordinator and Preparer of the Operational Programme:  
Immigration Work Coordinator Priyanka Sood
3. Naming a Manager for the Operational Programme:  
Administration Director Ari Heikkinen
4. Inviting and participating of the city's central operators: political decision-makers and representatives of different branches of administration: conversations have been had with different stakeholders and a group of specialists was formed to prepare the Operational Programme which included representatives of different sectors.

#### **Planning of content**

5. Means analysis: Immigration Council, other groups and organizations
6. Coordination and utilization of existing resources; what is already known and being done in the city organization and elsewhere?
7. Action planning through shared conversation: what is already being done and what more should be done?
8. Drafting the Operational Programme: outlining the goals and actions according to the 10 points

The coordinator and the specialist group have discussed the anti-racism work's needs, existing operations and resources, and listened to the specialists. Finally, the goals and actions stemming from the citizens' and city's needs were outlined according to ECCAR's 10 Point Action Plan. This is a draft of the result of that work.

The following steps are:

#### **Embedding the Programme into structures**

9. The City Board's and City Council's decision regarding the Operational Programme; commitment and securing of resources – the Operational Programme must be considered in the budget of each sector. In 2024, resources have been applied for from project funding, but sector-specific budget inspections are organized in 2025.
10. Naming the group of anti-racism specialists: a fixed structure to monitor the Operational Programme for continuing effect evaluation and information gathering
11. Continued monitoring and evaluation of the implementation of actions and effects; reporting to ECCAR  
(ECCAR 2017)

## **Goals and Actions of the Operational Programme**

### **Overview of the ECCAR 10 Point Action Plan**

ECCAR focuses their attention on ten perspectives that the Anti-Racism Operational Programme should pay attention to.

The basis is building a base of knowledge and developing mechanisms of information gathering; the city should have an up-to-date understanding of the situation and there should be monitoring mechanisms for the monitoring of racism and discrimination and effect evaluation of actions. When cases of racism and discrimination are known, it is essential to offer support to the victims – and mechanisms and methods to control hate crimes and conflicts.

Internally, the city pays attention to equality, non-discrimination and diversity in personnel recruitment and services; ECCAR especially mentions the sectors of nurture, education and housing.

The city also develops preventative actions "outside" of the organization, i.e. promoting awareness which reinforces the citizens' participation, dialogue, and campaigns that present the anti-racism commitment. The city also strives to influence its partners, for example, by terms of procurement.



A brief presentation of the ECCAR Ten Point Action Plan:

### **1. Greater Vigilance Against Racism**

*The city has information on racist acts and discrimination taking place in the city. The city has channels for gathering information to ensure that city operators stay vigilant and to maintain an up-to-date situation picture.*

### **2. Assessing Racism and Discrimination and Monitoring Municipal Policies**

*The city collects information systematically and plans actions based on information and need. Measurable goals and indicators are defined to assess the effects of anti-racism work. The city maintains a realistic and up-to-date situation picture of interaction between population groups as well as trust, participation, safety and personnel structure.*

### **3. Better Support for the Victims of Racism and Discrimination**

*It is the city's responsibility to support victims, to secure their ability to defend themselves and utilize legal remedies. This maintains trust, well-being and experiences of participation and produces information about the experiences, needs and situations of victims of racism. This applies to residents and city personnel.*

### **4. More Participation and Better Informed City Dwellers**

*The goal of the city is to present clearly their commitment to anti-racism and promote respectful dialogue on the topic. Structures for dialogue and continued discussion are created. The city tests different participatory practices, campaigns and discussions that increase shared understanding of the phenomena and its effects, that promote respectful co-existence, and that construct good community relations. Networks and spaces are built for discussing the seen and unseen forms of racism and discrimination.*

### **5. The City as an Active Supporter of Equal Opportunity Practices**

*The city adopts non-discriminating and diversity-promoting procurement propositions, partnerships and certifications. The city influences its partners to promote diversity and non-discrimination.*

### **6. The City as an Equal Opportunities Employer and Service Provider**

*Diversity and diversity skills grow in the city organization. The city collects information and monitors the diversity of personnel and actively promotes non-discrimination in recruitment.*

### **7. Fair Access to Housing**

*The city promotes non-discrimination in resident selection, housing disturbances and prevents regional segregation. The goal is to prevent ethnic separation of neighborhoods. Population groups should encounter one another in neighborhood and housing.*

### **8. Challenging Racism and Discrimination Through Education (+Youth Services)**

*The city promotes equal opportunities and implements affirmative action to increase competence of education professionals in diverse working environments.*

### **9. Promoting Cultural Diversity**

*Diversity of citizens emerges when different cultural heritages and cultural expressions are represented in cultural programmes, collective memory, public spaces and communications. Culturally diverse art and culture content are seen and become part of mainstream activities of the city's culture services. Encounters are promoted by offering meeting places. Naming public spaces after events that are important to minorities is investigated.*

### **10. Hate Crimes and Conflicts Management**

*Practices, structures and networks are created and competence in managing hate crimes and conflicts is developed.*





## The City of Oulu's Planned Actions

The following presents the city of Oulu's goals and actions (as well as the resources required and responsible parties). They have been compiled by different sectors and the specialist group. The actions are outlined by the ECCAR Ten Point Action Plan's principles.<sup>2</sup>

The following actions have not yet been scheduled or closely resourced. Some actions await project decisions in the spring of 2025. The goal is to work on these actions with appropriate parties and include a wide range of operators from the start.

### 1. Greater Vigilance Against Racism

The first goal is to build a basis of knowledge of racist acts and discrimination taking place in the city. The city of Oulu recognized that there is currently not enough information. The city aims to build structures and hearing channels through which the city will learn of racist acts and discrimination. City-wide monitoring must be developed to ensure that city operators remain vigilant and to maintain an up-to-date situation picture.

**Action:** the city promotes the Immigration Council's initiative for an anti-discrimination forum which assembles, for example, twice a year and brings together the city's central operators and minority representatives. The forum would discuss the current situation and cases of discrimination and racism hate acts.

**Monitoring and assessment:** establishing the forum, number of meetings, number of known racist acts or cases of discrimination

**Needed resources:** project funding application has been filed

**Responsible party:** Immigration Council and Immigration Services

### 2. Assessing Racism and Discrimination and Monitoring Municipal Policies

The second goal also relates to building a basis of knowledge in the city. The city aims to build an action model for knowledge-based leadership. The goal is to develop systematic information collection about racism and discrimination, and define achievable and measurable actions based on the goals and indicators for effect assessment. The city aims to maintain a realistic and up-to-date situation picture about interaction between population groups, community relations, trust, participation, safety and personnel structure.

**Action:** existing information in different sectors is acknowledged and compiled. Spaces where information is collected are defined. Local, fragmented data (Kunta10, school health surveys, wellbeing surveys, safety surveys, occupational safety cases) is mapped out and compiled together. Additionally, directed surveys are developed and implemented to collect further information and to build information collection structures. Information collection helps to develop an anti-racism work assessment structure for consistent effect assessment of implemented action.

**Monitoring and assessment:**

**Needed resources:**

**Responsible party:** All branches of administration, especially specialists of knowledge-based leaderships

### 3. Better Support for the Victims of Racism and Discrimination

It is the city's responsibility to support victims and reinforce their capability to defend themselves and utilize legal remedies. This maintains trust, wellbeing and experiences of participation, as well as produces information about the experiences, needs and situations of victims of racism in Oulu. This applies to both citizens and city personnel.



**Action:** Building an anti-racism support centre. Its goal is to offer guidance and advice for victims of racism on the local level, guide them in authority processes, help in filing complaints, support in reporting crimes, and link victims with, for example, victim support. Guidance and advice are offered multilingually if possible. The support centre is a low-threshold service for everyone who feels discriminated against or unfairly treated based on ethnic background or nationality. The Government, the Oulu Police Department and ECCAR are already committed to supporting the activities of Oulu's new support centre.

**Monitoring and assessment:** establishing the support centre, number of cases, effect assessment of actions

**Needed resources:** project funding application has been filed

**Responsible party:** Immigration Services / Project

**Action:** The city has a guide of good behavior which supports good and respectful encounters. Intervening in racism and discrimination is often considered difficult. A suitable communal process is developed for cases (such as workplace mediation or crisis counselling) which is activated if there is discrimination or harassment in work communities.

**Monitoring and assessment:** number of activated processes, process description, effect evaluation

**Needed resources:**

**Responsible party:** Human Resources

#### 4. More Participation and Better Informed City Dwellers

The city's goal is to present clearly its commitment to anti-racism and promote respectful dialogue on the topic. Structures for the dialogue and continued discussion are built. The city tests different participatory practices, campaigns and discussions that increase shared understanding of the phenomena and its effects, that promote respectful co-existence, and that construct good community relations. Networks and spaces are built for discussing the seen and unseen forms of racism and discrimination are in Northern Ostrobothnian communities. Ways of communication that do not highlight juxtaposition are sought.

**Action:** a network of influencers in Oulu is established into which the Mayor invites large businesses, and private and public employers. The network's local influencers communicate the city's commitment to the topic and come up with ideas for encountering the phenomena, learning from it and promoting equality.

**Monitoring and assessment:** established or not

**Needed resources:** funding application has been filed

**Responsible party:** city of Oulu

**Action:** spaces of participation, interaction and cooperation are actively recognized in pre-existing interaction structures and new spaces are developed (such as civic debates with the city and foreign-language speakers). As an example of this, Park Lunches bring together large numbers of people during summer vacation. Dialogue events are held in neighborhoods, libraries, museums and community centres that bring together different language groups. A constructive dialogue model is developed. Fixed structures and interaction channels are built for the city.

**Monitoring and assessment:** number of events and feedback from attendants

**Needed resources:**

**Responsible party:** Educational and Cultural Services

**Action:** events during the International Day for the Elimination of Racial Discrimination within the framework of the Oulu Loves Me campaign.

**Monitoring and assessment:** feedback of attendants

**Needed resources:**

**Responsible party:** Multi-Cultural Centre Villa Victor

**Action:** Dialogue events are held in two of Oulu's neighborhoods. The regions are recognized and selected based on socioeconomic indicators and number of foreign-language speakers. The goal is to bring about encounters between population groups. Facilitating dialogue can affect the quality of interaction between people and groups and thus affects community relations (relationships are built in interaction). Local stakeholder representatives, such as principals, daycare centre managers, religious leaders, entrepreneurs, neighborhood representatives etc., will participate in the planning and implementation.

**Monitoring and assessment:**

**Needed resources:** project funding application has been filed

**Responsible party:** Immigration Services / project

**Action:** Civic debate events organized by foreign-language speakers and the city of Oulu's office-holders and decision-makers regularly. The dialogue events strive to ensure that the voices of immigrants and non-Finnish speakers are heard in the decision-making process.

**Monitoring and assessment:** number of held events, feedback of attendants

**Needed resources:** project funding application has been filed

**Responsible party:** Immigration Services / project

#### 5. The City as an Active Supporter of Equal Opportunity Practices

The goal is to increase awareness in the city of Oulu's Procurement Programme's goals. Our procurements are ecologically, economically and socially responsible and effective. The operational programme describes how these goals are achieved in individual procurements by, for example, including equality conditions in the bids.

**Action:** increasing competence, awareness and understanding of the Procurement Programme's goals to ensure ecologically, economically and socially effective procurement.

**Monitoring and assessment:**

**Needed resources:**

**Responsible party:** Central Administration

#### 6. The City as an Equal Opportunities Employer and Service Provider

The city as a democratic institution is responsible for promoting the representation and participation of its citizens as well as working as an advocate for equality and non-discrimination. The recognition of prejudices and their effects can be promoted by training and coaching. It is important that personnel in leadership and management positions can critically examine and reflect how prejudices can lead to distortions in activities, decision-making and organizational operations widely. Diversity and diversity competence grows in the city organization. The city's foreign language speaking portion of the personnel matches their portion of the city's population (6 %). The city collects information and implements monitoring regarding the personnel's diversity and actively promotes non-discrimination in recruitment. The city personnel's competence is developed towards diverse leadership, dialogue that builds community relations, implementation of non-discrimination practices, as well as the recognition of racism and intervention in its different forms. Especially personnel working in public spaces and open services can build psychological safety and a space in which racism and discrimination is intervened in.

**Action:** strengthening the city personnel's diversity and developing competence with a diversity, equality and inclusion process. An equality survey is produced and directed to city personnel. Its goal is to map out the city of Oulu's experiences of discrimination and diversity in different background groups (native language, nationality, gender). For example, the Ministry of Justice's equality survey can serve as a model. The survey is tailored to suit the city of Oulu specifically. The city of Oulu's development needs will be assessed by the HR project coordinator and the project's manager in cooperation with strategic leadership after analyzing the survey and other information. Based on the development needs, goals will be set to promote equality and non-discrimination. When compiling the action plan, it is ensured that all actions are as concrete, realistic and scheduled as possible. Actions can be, for example, different training programmes, anonymous recruitment trials, mentoring programmes, affirmative action trials etc. Selected actions will be adopted by the city of Oulu. The city's different sectors will adopt different actions in cooperation with Human Resources as a part of fixed personnel planning.

**Monitoring and assessment:** regularly mapping out the current situation

**Needed resources:** project funding application has been filed

**Responsible party:** Human Resources

**Action:** increasing the personnel's anti-racism and equality competence with participatory training: after mapping the city personnel's present state and development needs, diversity trainings will be organized. Participatory workshops will be organized for different professional groups where personnel can share their views and experiences of racism and discrimination in their working environment. Collected information, wishes and needs will be utilized in planning training sessions for different professional groups that apply specifically to the city of Oulu and the latest hate crimes. Training courses will be designed to be participatory. This ensures wide-ranging commitment and participation. Training courses are directed to city employees who work widely in Oulu's branches of administration, such as customer service work, basic education, youth work, cultural work, and early childhood education. The training courses will also be available for the Oulu Police Department. The Peace Education Institute, the Government, the Finnish Institute for Health and Welfare, University of Oulu and Oulu Police Department cooperate in the trainings.

**Monitoring and assessment:** initial and final surveys will be held to the training participants which are used to measure effectiveness

**Needed resources:**

**Responsible party:** Human Resources

**Action:** structures and processes for equality planning are developed in such a way that they are participatory and include anti-racism.

**Monitoring and assessment:**

**Needed resources:**

**Responsible party:** Administration Manager

**Action:** including the principles for a safer / discrimination-free space, increasing competence and naming discrimination liaisons in the city's public facilities (libraries, cultural institutions, school etc.).

**Monitoring and assessment:** have discrimination liaisons been named, number of discrimination cases

**Needed resources:**

**Responsible party:** all branches of administration

## 7. Fair Access to Housing

The city promotes non-discrimination in resident selection and housing disturbance processing, as well as prevents regional segregation. The goal is to ensure that neighborhoods do not separate ethnically, and population groups encounter each other in neighborhoods and housing.

**Action:** assessing the situation, building a basis of knowledge and development work if needed to prevent regional segregation.

**Monitoring and assessment:**

**Needed resources:**

**Responsible party:** Urban and Environmental Services

**Action:** the city optimizes and gathers a wellbeing index for the Oulu region out of information about population, apartments, housing and living environments. The coming index should be larger in extent than those of comparable urban areas (specific objective). The project's implementation and resourcing has been scheduled for the year 2025. The goal of the index is intended to consider comfort, safety, tolerance etc. Factors of housing stock and surrounding environment on top of the usual (though unquestionably the most important) socioeconomic population factors. For the city of Oulu, information will be produced by the Central Administration, Urban and Environmental Services and Educational and Cultural Services. Information that is to be produced by other municipalities will be defined during the project work. For the state, information will be produced by the Wellbeing Services County of Northern Ostrobothnia (Pohde) for all municipalities. Real-time and software-based monitoring (Power-Bi) is an essential part of effective knowledge-based leadership.

**Implementation:** a cooperative project between the city of Oulu's Central Administration, Urban and Environmental Services and Educational and Cultural Services, as well as the Wellbeing Services County of Northern Ostrobothnia. The region's municipalities will also participate as defined in the project plan.

**Needed resources:** funding for the project has been allocated in the Urban and Environmental Services' annual budget 2025.

**Responsible party:** Urban and Environmental Services, Land and Surveying, Plots and Housing. Project Manager Housing Specialist Tuomas Räihä.

**Action:** increasing the competence of personnel responsible for resident selection, property managers and housing advisors for cases of neighborhood disturbances or conflicts

**Monitoring and assessment:**

**Needed resources:**

**Responsible party:**

## 8. Challenging Racism and Discrimination Through Education (+ Youth Services)

The city promotes equal opportunities and implements affirmative action to promote the competence of children and professionals in diverse working environments.

**Action:** the Educational and Cultural Services develops the diversity skills of teachers (part of the personnel diversity training), and equality planning of schools is made participatory in each institution while considering racism more directly. It is made easier for students with minority backgrounds to receive TET work experience positions.

**Monitoring and assessment:**

**Needed resources:**

**Responsible party:** Educational and Cultural Services



**Action:** youth work in public spaces (such as shopping centres) and in digital environments is developed. Experiential training is provided for young people. Training through experiences offers youth perspectives on racism and equality and describes their forms of emergence. Comparable experiential training has been used by Youth Services in, for example, substance abuse education (for example the päihdelabyrinthi) and it has been found effective in making young people consider their own actions and attitudes. A theme / marketing campaign for young people is built and implemented. It will primarily be implemented in the environments where youth already spend time, whether that is urban areas, schools or social media. An experiential training package is produced for Oulu's youth. The package offers young people experiential perspectives and highlights how racism and discrimination functions in our society and why it is important that it is not accepted.

**Monitoring and assessment:** surveys and feedback

**Needed resources:** project funding application has been filed

**Responsible party:** Youth Services

## 9. Promoting Cultural Diversity

Diversity of citizens emerges when different cultural heritages and cultural expressions are represented in cultural programmes, collective memory, public spaces and communications. Culturally diverse art and culture content are seen and become part of mainstream activities of the city's culture services. Encounters are promoted by offering meeting places. As outlined by ECCAR, an investigation into naming public spaces after events that are important to minorities will be pursued.

**Action:** developing inclusivity in communications in such a way that communication reaches all citizens, is inviting, interactive and reflects the city's diversity and commitment. More diverse society sets new challenges for communications. Oulu has recognized the need to respond to challenges created by new working environments with communications. Oulu will design and implement internal and external communication that considers crises and good community relations. Oulu participates in national anti-racism campaigns and plans and implements local communications campaigns. Communication Services will compile a separate Communication Plan for the city's anti-racism work.

**Monitoring and assessment:** public discussion, media visibility, Oulu's reputation locally, nationally and internationally. Needed resources:

**Responsible party:** City Communications

**Action:** the city builds fixed structures that different population groups can utilize and be visible in city spaces and organize personally meaningful events that promote interaction with others. For example, the Romani Café which is organized for the participation and representation of Romani people and is visible in the city's activities. We will analyze why the Romani Café is considered successful, how it is implemented and model the operation for other events.

**Monitoring and assessment:** number of events and feedback from attendants

**Needed resources:**

**Responsible party:** Multi-Cultural Centre Villa Victor

**Action:** museums and libraries will present different histories in basic and themed exhibitions and events.

**Monitoring and assessment:**

**Needed resources:**

**Responsible party:** Museum of Northern Ostrobothnia, Library Services

## 10. Hate Crimes and Conflicts Management

Practices, structures and networks are created and competence in hate crime and conflict management is developed.

**Action:** building a local network of restorative operators and mediators which develops an operational model for conflict resolution and management.

**Monitoring and assessment:** is the network established, creation of the model, effect assessment

**Needed resources:**

**Responsible party:** Anti-Racism Operational Programme Coordinator and specialist group

**Action:** participation in the VicToRy project coordinated by MAP Finland ry. which develops victim-focused and restorative competence and methods of hate crime management.

**Monitoring and assessment:** increase in competence and perceived competence

**Needed resources:**

**Responsible party:**

**Action:** applying for funding for EXIT activities to combat violent radicalization

**Monitoring and implementation:** is EXIT activities utilized

**Needed resources:**

**Responsible party:**

## Sources

Artemjeff, Panu (2024). Esitelmä toimenpideohjelman valmisteleavassa asiantuntijaryhmässä. Oikeusministeriö.

Attias, Miriam (2022) Sovittelu ja väestösuhteet. Teoksessa Ervasti, Kaijus & Attias, Miriam (toim. 2022) Sovittelu ja sen sovellukset. Edita kustannus Oy.

Attias, Miriam (2020). Konfliktit, identiteetit ja sovittelu. THL Tietokirjat.

Crowley, Niall (2024) Tackling Structural Discrimination and Institutional Racism;  
<https://rm.coe.int/niall-crowley/1680b2143d>

ECCAR (2017) ECCAR 10 Points Action Plan – Toolkit for Equality – City Policies Against Racism;  
[https://www.eccar.info/sites/default/files/document/1\\_Toolkit-en\\_10PointsActionPlan.pdf](https://www.eccar.info/sites/default/files/document/1_Toolkit-en_10PointsActionPlan.pdf)

ECCAR (2004) <https://www.eccar.info/en/10-point-action-plan>

Suojanen, Ilona, Lehtonen, Janne, Saarinen, Arttu (2024) Tunteiden viemää: Affektiivinen polarisaatio ja sen yhteiskunnalliset vaikutukset. Helsingin yliopiston julkaisuja.





OULU