



**Good Relations**

# TOOLKIT FOR PROMOTING GOOD RELATIONS

Examples from the Good Relations Project



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# 1. INTRODUCTION

## Purpose and focus

The ideas presented in this toolkit are based on the tools and methods tested in the transnational Good Relations project. This toolkit aims to provide ideas and inspiration on how to prevent xenophobia and similar forms of intolerance by promoting good relations between people from diverse backgrounds. On the following pages, tools and ideas will be presented for the development of working methods promoting good relations in municipalities and other local communities such as neighbourhoods, schools, associations and other organisations.

The critical factors necessary to the successful adoption of an approach based on good relations at local level will be presented, and tools for monitoring the status and progress of good relations will be described. A selection of good examples will be provided on how to work against xenophobia and other forms of intolerance by improving good relations locally. Finally, this toolkit will provide ideas on how to evaluate the impact of concrete measures taken in order to promote good relations.

## Who is the toolkit for?

This publication has been developed for anyone working or acting at local level within the public or third sectors in EU member states: local governments, municipalities or civil society organisations. It will be particularly helpful to those in charge of the planning and development of local policies, services and activities, and those engaged in concrete action to combat xenophobia, racism and other forms of intolerance by promoting good relations.

## Key concepts

With the expression *promoting good relations* we refer to measures for the prevention of xenophobia and similar forms of intolerance, or measures that promote equal opportunities, cooperation and positive interaction, or encourage positive attitudes between different population groups.

Within the Good Relations project, the following definition of *xenophobia* is used: *xenophobia* means fear or hatred of people because of their ethnic or national origin, or religious or cultural background. Anti-Semitism, islamophobia, afrophobia and antiziganism are examples of xenophobia. Xenophobia consists of ideologies, values and perceptions that are in conflict with the principles of fundamental human rights and equality.



## GOOD RELATIONS PROJECT

This toolkit was developed as part of the transnational project termed Good Relations, running from November 2012 to October 2014 and co-financed by the Fundamental Rights and Citizenship (FRC) Programme of the European Union (2007–2013). The aim of the project was to combat racism, xenophobia, antigypsyism, islamophobia, anti-Semitism, afrophobia and other forms of intolerance by promoting good relations between people from different backgrounds. The project addressed the key objectives and priorities of the FRC Programme and the European Commission's Annual Work Programme 2012 for the FRC<sup>1</sup>. Coordinated by the Finnish Ministry of the Interior, the project's partners were the Swedish Ministry of Employment, the Northern Ireland Council for Ethnic Minorities (NICEM), the Finnish Advisory Board for Ethnic Relations (ETNO) and the Centres for Economic Development, Transport and the Environment of Southern Finland, Pirkanmaa and Southwest Finland. The Finnish Ministry of Employment and the Economy was an associate partner. Furthermore, several public authorities at governmental, regional and municipal levels, and various associations, foundations and civil society organisations, advisory boards and agencies contributed to the project through national project working groups in Finland and Sweden.

With the support of a consultative partner from Northern Ireland, the project established a set of indicators for the measurement of good relations, tested various methods and tools for the promotion of good relations, and provided the related information at national and EU level. As one of the key results, a framework document was published on establishing indicators for good relations.<sup>2</sup> The development of good relations indicators was largely based on the *Good Relations Measurement Framework (GRMF)*, published by the British Equality and Human Rights Commission in 2010.<sup>3</sup>

<sup>1</sup> [ec.europa.eu/justice/newsroom/files/awp\\_rights\\_2012\\_en.pdf](http://ec.europa.eu/justice/newsroom/files/awp_rights_2012_en.pdf)

<sup>2</sup> A more detailed description of the project can be found on the Ministry of the Interior's website: [www.intermin.fi/en/development\\_projects/good\\_relations](http://www.intermin.fi/en/development_projects/good_relations)

<sup>3</sup> Equality and Human Rights Commission (2010), *Research report 60: Good Relations Measurement Framework*. Andrea Wigfield and Royce Turner, Policy Evaluation Group

## 2. SUCCESS FACTORS IN ACHIEVING GOOD RELATIONS AT LOCAL LEVEL



In ensuring that good relations policies succeed at local level, it is useful to take account of the local context, to identify legal responsibilities and key actors, and to carefully analyse target groups of activities. This chapter briefly describes these success factors, which were identified in cooperation with various stakeholders within the Good Relations project.

### Local contexts and relevant domains of good relations

The focus of good relations policies and actions depends on the local context. From one city, municipality or community to another there can be marked differences in the population structure and challenges and goals related to good relations. The political, socio-economic and geographical realities are other key aspects affecting good relations in both local and national contexts.

When planning and developing local activities with the aim of combating xenophobia and other forms of intolerance by promoting good relations, we must begin by identifying the most

topical issues, with regard to good relations, in the particular local context in question.

The starting point of the Good Relations project was the British Equality and Human Rights Commission's (EHRC) *Good Relations Measurement Framework* (GRMF). In line with the GRMF, the four domains of good relations included in this toolkit are **attitudes, personal security, interaction with others, and participation and influence**. The rationale behind these domains is briefly described below, in accordance with the descriptions adopted from the GRMF.<sup>4</sup>

<sup>4</sup> A more comprehensive description of the concept of good relations can be found in the Good Relations project's framework document *Establishing indicators to measure good relations* ([www.yhdenvertaisuus.fi/welcome\\_to\\_equality\\_fi/library/](http://www.yhdenvertaisuus.fi/welcome_to_equality_fi/library/)), based on Equality and Human Rights Commission (2010), *Research report 60: Good Relations Measurement Framework*. Andrea Wigfield and Royce Turner, Policy Evaluation Group; and Johnson, N. and Tatam, J. (2009), *Good Relations: a Conceptual Analysis*. EHRC Research Report no. 42. Manchester: Equality and Human Rights Commission.

## DOMAINS OF GOOD RELATIONS ADOPTED FROM THE GRMF

### **Attitudes**

Attitudes towards others are highlighted in the GRMF as constituting the essence and core of good relations. According to the GRMF, "some types of (positive) attitude are necessary for good relations to exist". Attitudes, and the resulting behaviour, have an impact upon the three other domains of good relations. The GRMF suggests that the way in which people perceive others and believe that others perceive them affect "whether people attend public events, join community organisations or communities of interest or participate in political parties, and how they perceive their relative levels of power and influence compared to others and how they react to this".

### **Personal security**

Personal security, both emotional and physical, is the second domain of good relations. The GRMF claims that "the extent to which individuals and their friends and/or relatives feel safe in a variety of public spaces (and, to some extent, private spaces) is a good indicator of their level of perceived personal safety, and this in turn affects their behaviour and ability/opportunity to interact with others". According to the GRMF, negative attitudes "can sometimes lead to outright hostility and aggression and can in turn lead to a number of different types or kinds of reactions, including a reduction in the frequency with which individuals or groups of individuals visit or occupy public places; an avoidance of interacting with others in public places; altered behaviour in public places; or an avoidance of visiting certain public places altogether."

### **Interaction with others**

Interaction with others provides one of the most fundamental measurements of good relations. The GRMF suggests that "a lack of interaction with a diverse range of people can lead to segregation in communities. If such segregation becomes entrenched and results in groups of people leading 'parallel lives', where people have little or no contact with those who are different from themselves, this can lead to a lack of understanding, perpetuate stereotypes and result in negative attitudes towards others and therefore 'negative' good relations."

### **Participation and influence**

Finally, the level of participation, experience of having an influence and opportunities to do so provide the fourth domain of good relations. The GRMF proposes that "participation is one of the outcomes of people's experience of good relations. A person living in a place where he or she feels welcome, where attitudes towards them are positive, where there is a high level of emotional and personal security, and a high level of interaction, is more likely to participate in community activities and events". The GRMF claims that it is important to acknowledge that "some kinds of participation can lead to conflict and tensions". According to the GRMF, it is also important to explore the complex relationship between influence, autonomy, empowerment and good relations. The GRMF suggests that "having the experience and opportunities to influence means individuals are more likely to enjoy good relations, but it does not guarantee that they do so. [...] There is, however, little doubt that a lack of experience and opportunities to influence can have a negative impact upon an individual's experience of good relations."

## Identifying legal responsibilities for promoting good relations

*Good relations* is still a fairly new and developing concept in Europe. The European Union and Council of Europe have put forth a number of legal instruments to protect fundamental

human rights and to tackle xenophobia and other forms of intolerance in Europe. In addition, prohibition of discrimination forms a central plank of the European legal framework.

### Examples of European legal instruments associated with good relations

- EU Council Directive 2000/43/EC, implementing the principle of equal treatment between persons irrespective of racial or ethnic origin ('Racial Equality Directive')
- EU Council Directive 2000/78/EC, establishing a general framework for equal treatment in employment and occupation ('Employment Equality Directive').
- EU Council Directive 2004/113/EC of 13 December 2004, implementing the principle of equal treatment between men and women in the access to and supply of goods and services
- Charter of Fundamental Rights of the European Union (2000/C 364/01)
- Council of Europe Convention for the Protection of Human Rights and Fundamental Freedoms, Rome, 4.XI.1950
- Council of Europe Framework Convention for the Protection of National Minorities, Strasbourg, 1.II.1995

While explicit regulations or policies for the promotion of good relations are still rare in Europe, most European countries have enacted national legislation and measures against discrimination, xenophobia and other phenomena negatively influencing social relations. Based on the project's outcomes, some local actors have realised the need to

foster the implementation, monitoring and evaluation of these legislative and policy measures in order to improve such relations. Some examples of national legislation and policies aimed at improving good relations within the project's partner countries are presented below.



## Examples of national legislation and policies promoting good relations

In **the UK**, the Equality Act 2010 includes an obligation for public authorities to

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
- advance equality of opportunity between people who share protected characteristics and those who do not; and
- foster good relations between people who share protected characteristics and those who do not.

In **Finland**, there is currently no specific policy for good relations. However, Finland's national legislation includes provisions on equality, equal treatment and non-discrimination. These can be found in

- the Constitution;
- the Non-Discrimination Act;
- the Act on Equality between Women and Men;
- the Criminal Code; and
- labour laws.

In addition, the Administrative Procedure Act requires that public authorities treat their customers on an equal basis. The need to promote good relations is mentioned in legislation concerning the integration of immigrants and as a goal in a number of policy papers and government programmes, but with no specific definition of the concept.

In **Sweden**, several policies and forms of legislation are in place for the prevention of discrimination and xenophobia, such as:

- the Instrument of Government,
- the Swedish Discrimination Act
- the Criminal Code (prohibition of racial agitation and unlawful discrimination).

However, the concept of good relations is rarely used and little known.

## Analysing the target groups

During the Good Relations project, it was recognised that careful target group analysis forms the basis of successful policy interventions, actions and activities aimed at tackling xenopho-

bia and other forms of intolerance by promoting good relations. Target group analysis provides information on who will receive the message and what their needs, interests and values are.

### Examples of questions forming part of a target group analysis

- Who are the key target groups? Who should be addressed?
- How can they be reached?
- What is the key message for these target groups?

### Potential target groups

- Children and students in kindergartens, schools and universities
- Members of sports clubs, youth clubs and other recreational organisations
- Employees and employers in workplaces
- Public officials and service providers in the public sector
- Members of religious communities, minority associations, residents' associations and other local NGOs
- Members of trade unions or professional associations, political parties
- General public and residents in a city, municipality or local neighbourhood

## Identifying the key actors

Good relations are everybody's concern. However, stakeholders within the Good Relations project identified certain actors who play a special role in developing and furthering good relations at local level.

Formal authorities and political, religious and other leaders play a particularly critical role. They have the power to decide on policies

and programmes at local level, and are in a position to lend their support – symbolic or concrete – to the implementation of different programmes and activities. The role of educational institutions and civil society actors is also vital, since they have the local networks, knowledge and opportunities needed for addressing different population and interest groups.

### Examples of key actors in the promotion of good relations at local level

- Local and regional authorities
- Local politicians and political parties
- Religious leaders and communities
- Journalists in traditional media (TV, newspapers)
- Social media users
- Teachers and educators in schools, kindergartens and other educational institutions
- Other municipal actors, such as youth workers
- Actors in civil society organisations (local and national NGOs, sport clubs, neighbourhood associations etc.)
- Employers in both the public and private sectors
- Social partners



### 3. MONITORING GOOD RELATIONS

Monitoring of good relations means gathering information on the state and trends related to attitudes, personal security, interaction with others, and participation and influence in a certain municipality or other local context. The

stakeholders involved in the Good Relations project identified the following five steps as being useful when a municipality, civil society organisation or other local actor decides to carry out such monitoring.

#### STEP 1: Identifying the benefits of good relations monitoring

- Monitoring helps to draw a comprehensive picture of the current status of intergroup relations within a local context
- Systematic and regular monitoring provides information on how intergroup relations develop over time
- Evidence-based information helps to identify any issues that require local policy attention now and in the near future
- Outcomes of the monitoring process may provide useful information related to e.g. local images, reasons for migration within or between different locations, available workforce or investments

#### STEP 2: Defining the scope and focus

- What domains of good relations should be focused on?
- Which aspects of intergroup relations should be covered? Should the focus be on ethnic or religious groups, or should other intergroup relations be covered as well, such as groups identified by age, disability, transgender identity or expression, and sexual orientation?
- Should the main focus of monitoring be on the absence of prejudices, hatred, racism, xenophobia and other forms of intolerance, or on the presence of good relations, such as positive attitudes and positive interaction between people from diverse backgrounds?

### STEP 3: Identifying the data gaps, needs and sources

- What kind of information is available on good relations at local level?
- What kind of good relations data is necessary and to whom is it useful?
- What kind of information is lacking?
- Where can the necessary information be found?
- Do attitude surveys, hate crime statistics or other sources of local level data exist?

### STEP 4: Selecting the indicators and measurements

- Well-focused indicators and concrete measurements are needed when drawing a picture of what constitutes good relations
- Which indicators provide specific information on the various domains of good relations?
- What measurements should be used?

The Good Relations project developed two sets of indicators and measurements, one of which provided a broad approach to the measurement of good relations, while the second focused on factors that might affect the risk of xenophobic acts being committed at local level. These sets of indicators are presented in the Good Relations project publication titled *Establishing indicators to measure good relations. A framework document*.<sup>5</sup>

<sup>5</sup> These indicators were based on the *Good Relations Measurement Framework*, created by the Equality and Human Rights Commission in Great Britain in 2010.

### STEP 5: Collecting and analysing the data

- It is useful to examine the possibility of including good relations monitoring, for instance in the preparation of the action plans or policy programmes regularly drawn up by municipalities.
- Coordination and cooperation among local actors is vital, with civil society organisations playing a particularly critical role. They have a great deal of information on the local situation and account should be taken of their expertise when gathering information on intergroup relations at local level.
- In case sensitive personal information is needed for the purpose of monitoring good relations, data collection should be performed with respect to safeguarding the anonymity of respondents, while allowing for voluntary self-identification.
- There are at least two approaches to collecting data on intergroup relations at local level: either utilising existing data sources, or creating a specific survey focusing on good relations. These two approaches can also complement one another.<sup>6</sup> Questions for discussion:
  - Can the existing data sources be used in the monitoring of good relations?
  - Is it necessary to carry out a specific good relations survey in order to complete the picture?

<sup>6</sup> A more detailed description of the various indicators and measurements can be found in the Good Relations project's framework document *Establishing indicators to measure good relations* ([www.yhdenver-taisuus.fi/welcome\\_to\\_equality\\_fi/library/](http://www.yhdenver-taisuus.fi/welcome_to_equality_fi/library/))

## Pros and cons of different data collection methods

### Existing data sources

- Provide reliable, comparable data on specific issues
- The existing information is scattered and summarising the results requires a great deal of effort
- The scope of the existing information is highly variable, for instance in terms of the diversity strands and geographical areas that it covers
- Information is collected in different time periods and at different intervals
- Most fail to provide detailed, local level information

### Specific good relations survey

- Enables a clear focus on good relations
- When carried out locally and repeatedly, will provide detailed and structured data on the current status of good relations and trends over time.
- A time-consuming method which requires a lot of resources, both human and financial, if it is to be performed and analysed properly

## 4. TOOLKIT FOR PROMOTING GOOD RELATIONS

This chapter presents a selection of good practices for combating xenophobia and other forms of intolerance by promoting good relations. These concrete cross-community tools and methods were developed and tested as part of the Good Relations project in Finland and Sweden in 2013–2014, in close cooperation with local civil society organisations, educational institutions, and municipalities and other public authorities.

Among the tools were community events and awareness-raising sessions, a Diversity Expert training programme, and the production of anti-racist material and a guide for local actors. Both the community events and awareness-raising sessions were tested in various locations in Finland and Sweden, whereas the Diversity Expert training programme was only organised in Finland. The anti-racist material was developed in Sweden and the guide for local actors was produced in Finland.

These models will be presented and assessed on the following pages. The assessment is based on the opinions of local and national stakeholders in Finland and Sweden who planned or performed and participated in the activities. A SWOT analysis and the collection of oral or written feedback from the organisers and participants in the activities formed the basis of the assessment. Each activity was modelled and described based on the following aspects:

- Aims and objectives
- Expected outcomes
- Target group(s)
- Examples of contents, how to perform the activity
- Key actors, required resources and success factors
- Assessment (SWOT analysis<sup>7</sup>)



<sup>7</sup> A SWOT analysis examines the internal and external factors (strengths, weaknesses, opportunities and threats) that can affect a business, project or product.

## Community events

Various methods based on a cross-community approach can be used to bring together different groups within a society in constructive, mutual engagement based on communication and dialogue. The Good Relations project involved the development and testing of various kinds of events targeted at local communities. Their objective was to improve intergroup relations by increasing the understanding between different groups,

by promoting a positive change in attitudes, and by increasing positive interaction between people from diverse backgrounds. The events also aimed at raising awareness of the negative effects of discrimination, racism, xenophobia and other forms of intolerance on local communities, identifying common goals and solutions to shared problems, and promoting diversity.

### Aims and objectives

- To promote good relations, such as positive attitudes and dialogue between various groups at local level
- To provide communities with the opportunity to discuss shared issues and goals with respect to good relations
- To tackle xenophobia and similar forms of intolerance towards various groups
- To provide opportunities for informal and positive interaction between people from diverse backgrounds
- To share information on xenophobia and other forms of intolerance
- To raise awareness of the diversity of local populations

### Expected outcomes

- Improved intergroup relations at local level
- A positive change in attitudes towards various groups
- Increased positive interaction between people from diverse backgrounds
- Increased awareness of discrimination, racism, xenophobia and other forms of intolerance within local communities
- Increased awareness of the diversity of the local population and, through that, changes in local identity
- Establishment of new networks of activists and stakeholders working on good relations

### Target group(s)

Local residents, e.g. within a city, municipality or neighbourhood; students at a school or university; staff members within a workplace

### Examples of contents, how to perform the activity

- Forums for discussion and cooperation on questions related to good relations or discrimination, racism, xenophobia and other forms of intolerance
- Cultural performances such as dance, music, cinema, arts
- Networking events for various local actors such as NGOs, municipal employees, public authorities
- Street festivals, celebrations and thematic parties
- Thematic classes open to public such as cooking, dancing, sports, music, film



**Key actors,  
required resources  
and success  
factors**

**Key actors**

- Local NGOs, schools, municipalities, sports clubs

**Required resources and success factors**

- Knowledge of intergroup relations and xenophobia, racism and other forms of intolerance
- Good networks at local level and a well-known name and reputation
- Experience of working with different learning methods and creating forums for discussion and cooperation
- Event management skills such as communication and marketing, planning and organisation, problem solving, negotiation and conflict management, networking and fund raising skills
- Adequate human and financial resources

**Assessment  
(SWOT)**



**Strengths**

- Can be organised in many different ways
- Can be tailored to local contexts
- Easy to attract media attention



**Weaknesses**

- Big events require a lot of resources and experienced staff
- Key messages may remain unclear to public
- Require solid networks within the community



**Opportunities**

- Possible to reach new audiences
- May create new forms of cooperation and participation



**Threats**

- Participants are those who are already familiar with the themes
- One-off events have no follow-up
- Organisers need to be well-known and have a good reputation in order to succeed
- Risk of exoticism and increased feeling of "us" and "them"

## Examples of community events in Finland and Sweden

During the Good Relations project, different types of community events were organised by local civil society organisations in Finland and Sweden. While the events had the general goal of combating xenophobia by promoting good relations, the organisations in charge of implementing them were responsible for planning the events' actual contents, target groups and practical arrangements.

### *Cultural performances*

The *Faces of Tampere* event took place in a shopping centre in Tampere, with the aim of revealing the diversity of the population living in the city. Performances included Finnish-Senegalese music for children, traditional Finnish dance songs, a Latino dance show, as well as West African drumming, dancing and

singing. The public was invited to take part in dancing and other activities. There were also several subsidiary events, such as a film club and music club, which were related to the theme.

### *Music, cooking and discussions*

*Weekend of Cultures* was a three-day event organised in the suburb of Kontula in Helsinki. The programme included a variety of activities such as a puppet show and cooking courses, an oriental dance class and a regional discussion forum on multicultural Finland, including a panel discussion featuring representatives of civil society organisations, researchers and local councillors. Two music club events were also organised, one of which was targeted at young people in particular.



*Hip hop artist NokLand performing at the Faces of Tampere event*  
Photo: Maikki Kantola



NGOs' date in Turku  
Photo: Aleksandra Ciałoń

### Networking and Independence Day celebration

In Turku, two events were arranged for immigrant organisations and associations working with immigrants in the Turku area. The main goal of the networking event, NGOs' date, was to help local civil society organisations become acquainted with one another and cooperate. The second event was a multicultural *Independence Day celebration* with a dinner, speeches and music performances. Similar celebrations are already a tradition in some other cities in Finland, but this was the first such event to be organised in Turku.

### Creating meeting venues and raising awareness

In Sweden, a community event was arranged in the municipality of Skellefteå by the adult education organisation Sensus and the Swedish Red Cross. The event focused on creating a meeting venue for civil society, local and regional authorities and local citizens in general. Among the participants were representatives of the police, Swedish Church, public officials from various departments and employees from the local hostel for asylum seekers. The topics discussed and highlighted related to xenophobia and racism, both from a preventive and reactive perspective.

Various experts presented the topic of xenophobia from the perspective of a municipality and civil society and from an educational viewpoint, introducing different strategies for preventing and responding to xenophobic acts. The presentations were followed by a panel discussion and workshops in smaller groups. Group discussions focused on identifying needs and problems within local communities, and on how to take successful action at local level. The adult education organisation Sensus will provide a platform for continued networking on this topic within the region.



## Awareness-raising sessions

The main idea behind the awareness-raising sessions and events held as part of this project was to promote good relations by raising participants' awareness of racism, discrimination and xenophobia, and by bringing people from diverse backgrounds

together. These sessions aimed to increase personal contacts and positive interaction between people from diverse backgrounds and from different occupational fields. Some of the events focused on raising awareness through education and capacity building.

### Aims and objectives

- To improve attitudes towards various groups through personal contacts and experiences
- To counter stereotypical beliefs about various groups
- To provide opportunities for informal and positive interaction between various professionals and people from diverse backgrounds
- To share information and raise awareness on discrimination, racism, xenophobia and other forms of intolerance through experiential activities
- To connect key actors working against xenophobia and similar forms of intolerance
- To build the capacities of NGOs and other local actors for the prevention of xenophobia and other forms of intolerance
- To involve opinion-builders or key professionals, who are able to share their experiences with a wider audience (followers, colleagues)

### Expected outcomes

- Improved attitudes at individual level, which have an impact on a wider group of followers or colleagues
- A positive change in personal attitudes towards various groups, which is visible in the resulting behaviour
- Increased positive interaction between people from diverse backgrounds
- Increased awareness of experiences of and the impacts on individuals of discrimination, racism, xenophobia and other forms of intolerance
- Increased understanding of the rights of victims of racism and hate crime
- Stronger networks between key professionals and stakeholders
- Increased understanding of strategies for preventing xenophobia and other forms of intolerance

### Target group(s)

Various multipliers who can share their experiences with wider audiences, e.g. professionals, students and authorities such as the local police, municipal social and health workers, teachers, local politicians, public officials, minority NGOs

**Examples of contents, how to perform the activity**

- Forums for discussion and cooperation on questions related to good relations or discrimination, racism, xenophobia and other forms of intolerance
- "Food and talk" events held in private households
- Lectures, seminars and workshops
- Visits to local NGOs and introductions to their activities
- Networking events for various local actors such as NGOs, municipal employees, public authorities
- Education and capacity building in a local context

**Key actors, required resources and success factors**

**Key actors:**

- Local NGOs, anti-racist NGOs and experts, schools, municipalities

**Required resources and success factors:**

- Coordinator in charge of planning the sessions, recruiting the guests/participants and the hosts, and any speakers
- Venue(s) (public or private) and funding for travel, catering, communication and other costs
- Networks and credibility of the implementing organisations
- Specific target groups and well-targeted messages
- Inclusion of politicians guarantees increased support for continued work

**Assessment (SWOT)**



**Strengths**

- Small-scale events are easy to organise
- Enables communication of targeted messages to local key actors



**Weaknesses**

- May reach only a limited number of target audiences



**Opportunities**

- Easy to get media attention
- Can be applied to many different local contexts
- Strong multiplier effect



**Threats**

- May be used for political "face washing"
- Risk of exoticism and strengthening of stereotypes

## Examples of awareness-raising sessions in Finland and Sweden

### Food and talks

In Finland, a total of 10 awareness-raising sessions were arranged in four cities by nine civil society organisations representing a variety of immigrant communities, people with disabilities and sexual and gender minorities. The sessions were mainly built around a dinner and informal discussions between the hosts and the guests. Participants were asked to share their experiences with their colleagues, friends and families, thus multiplying the effects of the initiative.

The Finnish Refugee Council's Organisation Incubator coordinated the planning and preparation of the awareness-raising sessions. They marketed the concept to minority associations, recruited the participants and organising associations, provided these associations with training and modelled the training for further use, counselled the associations on the planning and practical arrangement of the sessions, collected feedback from both the associations and participants and, finally, analysed the results.<sup>8</sup>

### Examples of the participants and topics of these sessions:

- A policeman with his four children paid a visit to a Somalian family with three children of their own. Discussions during a traditional Somalian dinner touched on topics ranging from discrimination to police work, and from football to the everyday life of the host family.
- Two Members of Parliament were invited by families of Afghan and Estonian origin to visit their homes. The same Afghan family was also visited by a policeman from the Finnish Security Intelligence Service with his family.
- A nurse from a public health centre visited a Tanzanian family. She was invited to a dinner and spent a day with the family, discussing cultural issues and issues in day-to-day life, as well as public health care.
- Two organisations, one of them representing sexual and gender minorities



Member of Parliament, Outi Alanko-Kahiluoto (right) enjoying an Estonian dinner with her hosts  
Photo: Lasse Saarinen

<sup>8</sup> A summary report on the awareness-raising sessions in Finland is available at [www.intermin.fi/en/development\\_projects/good\\_relations/testing\\_of\\_methods](http://www.intermin.fi/en/development_projects/good_relations/testing_of_methods)

and the second people with disabilities, arranged a joint meeting with a teacher from the Police College of Finland. The participants discussed issues such as how the fundamental rights of sexual minorities and people with disabilities can be protected, and what should be done to lower the threshold for reporting cases of discrimination to the police.

- A vocational high school social work student was invited to a Cameroonian-Gambian family. The day began with a visit to a local mosque with the family's father.
- A psychologist from a municipality's immigrant services paid a visit to a Kurdish family. In between cooking and dining, the hosts and their guest got to

know each other and discussed issues such as cultural change and customs, as well as manners in the Finnish and Kurdish cultures.

- A representative of the YMCA organisation paid a visit to an elderly Ingrian Finnish couple, to listen to their experiences of living in Finland and coping with everyday life as returnees.

Both the professionals and the hosts, as well as the organising associations, found the awareness-raising sessions inspiring and necessary to the promotion of good relations. The relaxed atmosphere and private settings helped the participants to form a more heterogeneous view of each other and to reduce prejudices on both sides.

### *Focus on preventing and responding to xenophobic acts*

In Sweden, two awareness-raising sessions were arranged by local authorities, in the municipalities of Jokkmokk and Borlänge. The purpose of these sessions was to raise awareness of the preparedness within a municipality to respond to xenophobic acts. The target groups were public officials working on security and/or integration issues within local authorities, and local politicians.

These one-day events consisted of a morning session with a panel discussion or lecture on crisis management and xenophobia, and an afternoon session in the form of a workshop with the possibility of exchanging experiences and discussing scenarios at local level.

In Jokkmokk, 48 persons from nine different municipalities, NGOs and government agencies participated in the session. In Borlänge there were 47 participants. The high turnout can be attributed to the peer factor; local authorities trust each other and the sessions therefore seemed relevant and well-targeted for the participants.



*Awareness-raising session in Jokkmokk  
Photo: Municipality of Jokkmokk*

Thus, building on existing networks can be viewed as a success factor in promoting good relations. Sustainability can be achieved through the education of public officials, since they bring new knowledge to existing structures. Awareness-raising sessions also highlighted the importance of issues related to good relations and placed such issues on the agenda at both political and official level.

Regional authorities and non-governmental organisations working on xenophobia-related issues also participated in the workshop, leading to new cooperation between some of the participating actors.

## Diversity expert training

Diversity is a fact in today's working life and service provision. There is a growing need for intercultural, interreligious and interpersonal communication skills within various sectors which provide a variety of public and private services. Nurses, teachers, police and other security officials, social workers and youth workers, and other public officials in municipalities and local governments may

benefit from skills that help them to take account of the individual needs of their clients. The main purpose of the Diversity Expert Training programme developed and tested as part of the Good Relations project was to provide various professionals with concrete tools and methods for promoting good relations when practising their own profession.

### Aims and objectives

- To provide professionals with concrete tools and methods for promoting positive interaction and intergroup cooperation within their own work;
- To promote good relations by increasing the number of professionals with diversity skills;
- To build the capacity to recognise factors with an effect on intergroup relations;
- To raise awareness of discrimination, racism, xenophobia and other forms of intolerance, and of equality, human rights, diversity and good relations;
- To improve skills in preventing and resolving conflicts based on xenophobia and other forms of intolerance;
- To provide peer-to-peer training skills on diversity, equality, positive interaction, cooperation and good relations
- To create safe spaces for all by preventing and combating xenophobia and other forms of intolerance

### Expected outcomes

- Increased number of professionals with competencies in diversity and intergroup relations within various professions employed in local level services and at all levels of society;
- Increased awareness of discrimination, racism, xenophobia and other forms of intolerance among various professionals and service providers;
- Improved, accessible and equal services for people from diverse backgrounds

### Target group(s)

- Local service providers who need workforce with diversity skills in order to improve their services ("design for all")
- Professionals within various occupational fields such as social and health care, youth work, eldercare, disability services, children's day-care, education and training, security



### **Examples of contents, how to perform the activity**

- Can be organised e.g. in the form of employment policy training for job-seeking professionals, continuing vocational training and adult education, or as a training module as part of a vocational degree
- Examples of structure, working methods and participants:
  - 15 face-to-face learning days, 15 online learning days, and 65 on-the-job training days (duration: 5 months)
  - Working methods may include lectures, workshops, on-the-job training, study visits
  - 25 professionals from various occupational fields, such as teachers, social workers, engineers, linguistics, cultural producers and nurses
- Examples of contents:
  - Equality, human rights and non-discrimination legislation;
  - Diversity strands such as ethnicity, religion, gender, sexual orientation, gender identity and expression, socio-economic status, age, physical abilities;
  - Equality and diversity planning and strategies, accessibility, design for all;
  - Theory and practice on intergroup relations, attitudes, cooperation and communication;
  - Benefits of and tools for diversity management, such as interaction skills in a diverse working environment, conciliation and conflict resolution;
  - Basic adult training skills;

### **Key actors, required resources and success factors**

#### **Key actors:**

- Employment and education officials, educational institutions, workplaces and service providers

#### **Required resources and success factors:**

- Cooperation and coordination between local and regional employment officials and employers
- Adequate human and financial resources for the implementation of diversity training
- Specific target groups and well-targeted learning objectives
- Well-focused, on-the-job training opportunities
- Reputable educational institution with
  - Experienced trainer(s) with solid skills in the area of combating xenophobia, racism and other forms of intolerance, based on promoting good relations
  - Experience of various learning methods
  - Well-functioning technical teaching solutions
  - Good networks of workplaces within relevant sectors for on-the-job training periods
  - Good networks of other relevant local stakeholders within the area of good relations (e.g. NGOs, authorities, minority communities)

## Assessment (SWOT)



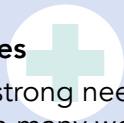
### Strengths

- Can be applied to wide range of professional fields
- On-the-job training concretises theoretical issues
- Topical and relevant contents



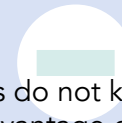
### Weaknesses

- Requires a lot of resources (e.g. staff, technical solutions)
- Matching job seekers with employers providing on-the-job training is a challenge
- Distance training may hinder interpersonal communication and learning



### Opportunities

- There is a strong need for such expertise in many workplaces
- Themes are relevant to many professions (high number of applicants)
- Distance training could cut costs
- Diversity and knowledge of participants themselves could be used for peer-learning purposes



### Threats

- Employers do not know how to take advantage of or do not appreciate the added value of diversity expertise
- Contents are too theoretical to be used in everyday working life



An art education workshop at Itäkeskus secondary school.  
Photo: Tuuli Helve

### *Diversity Expert training programme in Finland*

Within the Good Relations project, a five-month Diversity Expert Training Programme for job-seeking professionals was organised as part of employment policy training in the cities of Helsinki, Tampere and Turku in Finland. The programme included 15 on-campus education days, 15 distance education days and 65 on-the-job training days.

The 25 professionals chosen for the training programme had diverse backgrounds in terms of their ethnic origin, age, gender, education and professional experience. Nevertheless, they all wished to improve their skills in order to promote positive interaction and combat racism and discrimination when practising their own profession.

The curriculum was built on a variety of themes, such as the concepts of diversity and discrimination, promoting diversity and equality, interaction in a diverse workplace, conflict prevention and reconciliation, adult training skills and job-seeking skills. The 65-day on-the-job training period formed an integral part of the training programme, providing the students with the opportunity to put their new skills into practice.

On-the-job training periods were provided by a variety of employers: civil society organisations, municipalities (schools, museums, education department, housing services, kindergartens

etc.), educational institutes and parishes. For example, the Evangelical Lutheran Church of Tampere accepted three students for the on-the-job training period. These students had duties such as equality planning, Finnish language teaching and the productisation of an employment-related service for immigrants.

One of the students, an art and drama teacher from Helsinki, completed his on-the-job training at the culture centre STOA in Helsinki. He believes that art education is a good way of combating intolerance, promoting cooperation and supporting positive interaction between people from different backgrounds. During his on-the-job training, he was involved in an art education project based on the organisation of workshops in schools with the aim of furthering diversity.

Commissioned by the Centres for Economic Development, Transport and the Environment (ELY Centres) of Southern Finland, Pirkanmaa and Southwest Finland, the training programme was organised by three adult education institutes: Amiedu in Helsinki, TAKK in Tampere and TUAKK in Turku. The programme was built on multiform studies, including online, face-to-face and distance training organised simultaneously in the three participating educational institutes. Based on the results and lessons learned, the ELY Centres intend to develop this training programme further.

## Information materials on xenophobia and good relations

One of the methods developed and tested as part of the project involved the production of information and guidance materials for various target groups, on how to combat xenophobia, racism and other forms of intolerance by promoting good relations at local level. The aim of the anti-racist material published in Sweden is to inspire local government to take

long-term preventive action in cooperation with civil society, as part of better preparedness to respond to xenophobic acts. The materials produced in Finland seek to provide local actors with a collection of concrete tools and ideas on how to promote good relations between people from diverse backgrounds, and the reasons for doing so.

### Aims and objectives

- To frame the issue of xenophobia and good relations at local level;
- To stress the importance of information gathering and the monitoring of good relations;
- To build capacities and share information on how to respond to xenophobic acts;
- To share concrete tools and ideas for promoting positive attitudes and positive interaction, improving people's sense of security and promoting equal opportunities for participation and influence
- To present good examples of practices for preventing and combating xenophobia and similar forms of intolerance

### Expected outcomes

- High quality information on how to prevent xenophobia and promote good relations in local settings;
- Discussion of racism and xenophobia at local level;
- Improved knowledge and capacities for identifying, preventing and responding to xenophobic acts at local level
- Inspiration among local actors with respect to the monitoring and promotion of good relations

### Target group(s)

- Key professionals within the local administration, local and national NGOs, anti-racist NGOs, minority and migrant NGOs and experts, schools

### Examples of contents, how to perform the activity

- Easy-to-read, accessible materials (online or printed)
- Examples of contents:
  - *description of the problem or challenge*
  - *practical tools and ideas for responding to the challenge*
  - *cases, stories and other real-life examples*
  - *educational tools for NGOs and local authorities*

**Key actors,  
required resources  
and success  
factors**

**Key actors:**

- Local administrations, public officials, experts, NGOs

**Required resources and success factors:**

- Knowledge of the issues of xenophobia, racism and other forms of intolerance
- Careful target group analysis and assessment of the needs of the target group
- Well-focused contents
- Efficient dissemination of the materials

**Assessment  
(SWOT)**



**Strengths**

- Online materials are easy to disseminate
- Can be adjusted to many target groups
- Materials can be produced with fairly few resources



**Weaknesses**

- Reaching the relevant target groups may require a great deal of effort
- Lack of dissemination strategy can lead to misinterpretations or misuse of the material



**Opportunities**

- Materials can be produced in many formats



**Threats**

- Standing out from the other materials may be difficult
- The actual target groups are not interested in such materials

### Anti-racist material developed in Sweden

The Good Relations project identified a knowledge and information gap in Swedish municipalities. There was a need for information on how to take action in order to strengthen preparedness to respond to xenophobic acts, how to work preventively and how to react adequately at local level. Public officials and local actors in municipalities were identified as the main target groups of such information.

In order to respond to this need, anti-racist material was prepared providing guidance and information to actors at municipal level. This material was developed by the Expo foundation, an NGO with expert knowledge of organised racism. The material contains information on risk factors and early warning signs, as well as good examples of how to combat xenophobia at local level. It also made use of the indicators for good relations developed in Sweden as part of the Good Relations project.

The aim of the material is to inspire local government to take long-term preventive action in cooperation with civil society, as a part of greater preparedness to respond to xenophobic acts.

The anti-racist material was produced in the form of an easily accessible leaflet in Swedish and was translated into Finnish. Work carried out to prevent xenophobia in five Swedish municipalities was described. The focus lies on municipalities in which cooperation between civil society and local government has been successful. The starting point for the material was that cooperation forms a foundation for knowledge and experience of various kinds that will strengthen methods of responding to xenophobic acts.



*Local cooperation against intolerance – good examples of municipalities' preparedness to act against xenophobia"*

The measures presented in the material point to a number of shared success factors that can be taken into account when selecting local approaches to xenophobia. The key success factors are cooperation, sustainability of measures, and preventive work.

The material can be downloaded at [http://research.expo.se/lokal-samverkan-mot-intolerans\\_106.html](http://research.expo.se/lokal-samverkan-mot-intolerans_106.html)

### Good relations guide produced in Finland for local actors

One of the objectives of the Good Relations project in Finland was to provide local actors with concrete tools and ideas for combating xenophobia and other forms of intolerance by promoting good relations between people from diverse backgrounds. There was a need for practical guidance on how to promote equal opportunities, enhance cooperation and positive interaction, while improving attitudes between different population groups. Examples were also needed of measures for improving the general feeling of safety.

For this purpose, the Good Relations project produced a guide targeted at municipalities, NGOs, public authorities, schools and other local actors in Finland. The guide was produced in Finnish and Swedish, with the aim of distributing it to local actors in both Finland and Sweden with the help of the stakeholders involved in the project. The contents of the guide are largely based on the information gathered by and from local minority organisations through the project.

In addition to the tools and methods tested through the project and presented as part of the current Toolkit, the guide provides a selection of other good examples of how to combat xenophobia and other forms of intolerance by improving relations locally. These examples are divided between the four domains of good relations: attitudes, personal security, interaction with others, and participation and influence.

The guide also provides ideas on how to monitor good relations and the impact evaluation of measures taken to promote good relations.

The guide can be downloaded at [www.yhdenvertaisuus.fi/welcome\\_to\\_equality\\_fi/library/](http://www.yhdenvertaisuus.fi/welcome_to_equality_fi/library/)<sup>9</sup>



<sup>9</sup> N.B. The material will be published in October 2014.

## 5. EVALUATING THE IMPACT OF GOOD RELATIONS MEASURES



When designing local initiatives to combat xenophobia by promoting good relations, it is useful to seek evidence on the effectiveness of various tools and measures in order to gain an understanding of the conditions under which they best work. As presented in chapter 3, monitoring of good relations is performed with the aim of mapping the related gaps and areas of concern in cities, municipalities or

local communities at a general level. The main objective of an impact evaluation is to assess the outcomes and effectiveness of specific interventions. Ideally, these two activities complement one another. Within the Good Relations project, the following steps were highlighted as useful when carrying out an impact evaluation.



### STEP 1: Defining the scope and focus of the impact evaluation

- Identifying the key concepts (e.g. xenophobia, good relations)
- Defining the scope and focus of the evaluation, for example:
  - *geographical areas and/or administrative fields to be covered (e.g. efforts made within youth work in a city/municipality)*
  - *timeframe of the evaluation (e.g. last 1, 3 or 5 years)*
  - *domains of good relations to be examined (e.g. impacts on attitudes, personal security, interaction with others, participation and influence)*
  - *aspects of good relations to be covered (e.g. impacts on relations between groups defined by their ethnic and/or religious background)*

### STEP 2: Describing the current situation

- Description of the current status and trends of good relations at local level (e.g. based on good relations monitoring)
- List of efforts made to combat xenophobia/promote good relations in a city/municipality (e.g. concrete tools and measures, projects, policy programmes, grants in support of NGOs)
- Justification of these efforts: Why were the efforts made? What was their goal?

### STEP 4: Drawing up recommendations for future work

- The evaluation results help to highlight the strengths and future development needs of initiatives, activities and policies within a city or municipality.
  - *Which initiatives were successful? How to continue with them in the future?*
  - *Which initiatives need to be developed and how?*

### STEP 3: Conducting the evaluation

- Impact evaluation can be based on interviews with local key actors such as representatives of public authorities, civil society organisations and groups defined in terms of their ethnic and/or religious background
- Evaluation can include e.g. the following questions:
  - *How well did the listed efforts achieve their initial goals?*
  - *What was their impact on good relations (e.g. attitudes, personal security, interaction with others, participation and influence) in a given city/municipality?*
  - *How effectively did the interventions reach the intended target groups?*
  - *What were the main successes? What were the lessons learned?*
  - *What were the costs and benefits of the efforts made?*

## Evaluating work done to prevent xenophobia and social risks – experiences from Sweden

As part of the Good Relations project activities in Sweden, an impact evaluation focusing on local measures taken to prevent xenophobia and promote good relations was carried out in the city of Malmö. The purpose of this work was to evaluate the efforts made to protect, strengthen and highlight the situation of Malmö's Jewish community.

The evaluation was carried out by Mapsec, which had been commissioned by the Ministry of Employment. It was based on interviews of various municipal officials, the coordinator of the Forum for Dialogue, and representatives of

the hate crime unit of the Malmö police and the Jewish community in Malmö.

A prominent feature of work done against xenophobia and discrimination in Malmö is the creation of and support provided for different forms of *networks* with civil society organisations, such as religious communities and non-governmental organisations. These efforts are aimed at strengthening the trust between different groups and individuals, as well as between individuals and society in general.

- The Municipality of Malmö co-finances the independent activity **Malmö against Discrimination**, which addresses complaints from citizens of Malmö who have experienced discrimination. *Malmö against Discrimination* has also trained heads of operations within the city administration in comprehensive anti-discrimination work.
- The project **Dialogforum** (Forum for Dialogue) was established in early 2010, in response to a situation involving the expression of anti-Semitic sentiment in Malmö. *Dialogforum* is organised in the form of a project headed by a coordinator appointed for six hours per week. The project falls under the division for integration and employment at the City Office. Meetings are held once every four months and, if necessary, on an ad hoc-basis.
- **Co-exist** is another municipality supported network which tries to increase the level of understanding between different groups. The aim is to diminish anti-Semitic incidents through *dialogue*.

No statistics or other hard facts or indicators are available that demonstrate whether the situation of the Jewish community has changed as a result of the work done in Dialogforum, for example. Although the police maintain a register of the number of hate crime reports, the tendency to report varies considerably over time. Representatives of the Jewish community say that the situation in the city has eased somewhat and become more open. Contacts with the municipality and police have improved significantly through Dialogforum.

However, the underlying issue – the holding of anti-Semitic opinions by some individuals – remains. It is difficult to reach those individuals who harbour the most negative attitudes towards the Jewish population through forums such as Dialogforum.

The evaluation report (in Swedish) and summary (in English) are available at [www.intermin.fi/en/development\\_projects/good\\_relations/national\\_development\\_tasks](http://www.intermin.fi/en/development_projects/good_relations/national_development_tasks)

