

STRATEGIC PROGRAMME ON INTERNATIONAL TALENT ATTRACTION AND MIGRATION - 2.0

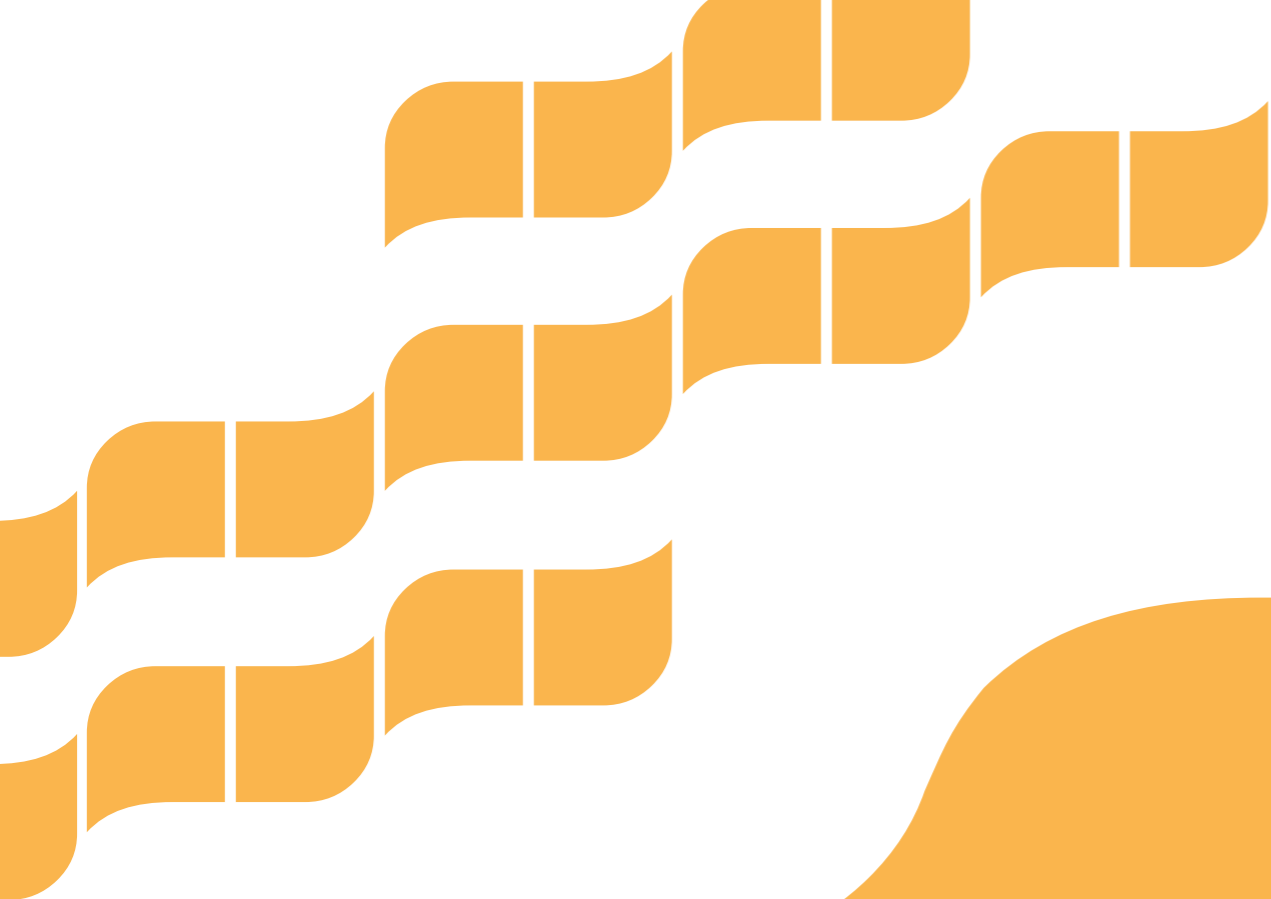
2019–2024 // 2023–2026

International Talent Attraction and

Migration service unit,

The City of Tampere





Tampere offers the best opportunities to utilise international talent. It is easy to see why international experts, as well as other immigrants and their families, come to Tampere and settle here. Those with international backgrounds are encouraged to develop their skills and find employment in Tampere. This proactive approach will ensure international talents become an active part of the community and increase the likelihood that they will stay in the city.

**TAMPERE – THE CITY FOR YOU:
AN ATTRACTIVE AND RENOWNED CITY
FOR INTERNATIONAL TALENT**

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1. BENEFITTING FROM THE POTENTIAL OF INTERNATIONAL TALENT

1.1 Background of the programme and the 2023 update

The ongoing and future structural changes are the main reason for the 2023 update to the strategic programme on International Talent Attraction and Migration (2.0). These include the initiation of well-being services in the counties from the beginning of 2023 and the reform of employment and business services that will come into force in 2025 - at which point the state's employment and economic development (TE) services will be transferred to the municipalities. At the same time, the comprehensive reform of the Integration Act (2025) will also be implemented, which will increase the responsibilities of municipalities in providing statutory services that promote integration. With these changes, the responsibilities related to immigration and integration will also change for the City of Tampere.

The need for an update is also driven by the recent refugees who arrived in the region with a new temporary protection status, as a result of the Russian Federation's war of aggression. There is an acknowledged need for the reinforcement of regional resilience, i.e. the ability to respond to rapid and surprising changes in immigration. The measures introduced by the strategic programme have clearly improved this ability in Tampere.

The update is also supported by the stronger emphasis on internationalisation in the City of Tampere Mayor's Programme (2021–2025), the coordination of the strategic programme with Tampere's long-term Welcoming City programme (until 2040) plus the realisation of the central goal set for the programme, i.e. the foundation for a permanent service structure in International Talent Attraction and Migrations Services. This update aims to consider the key changes that have taken place in the operating environment and the development phase of the service structure in accordance with the programme. This is achieved by further supplementing goal-setting and clarifying the division of

labour and cooperation elements of its already created service structure.

The starting points and goals of the strategic programme drawn up in 2019 continue to serve as the basis for the programme and it is unnecessary to change them. The purpose now is to supplement and shift the emphasis from the establishment of the service structure, towards clarifying the division of work and co-operation methods based on the packages and establishment of services. Material supporting the update has been compiled using both constructive assessment and workshops held from September through to December 2022.

The overall aim of the strategic programme is still the need identified in the strategies of the City of Tampere and the region in 2019 to strengthen the conditions for the utilisation of international talent in the Tampere region. The strategic programme is defined by the City of Tampere's operational model and its pivotal sets of measures. The programme also functions as the foundation for dialogue in the organisation of municipal cooperation and as a comprehensive basis for the adaptation of the measures within the municipalities of Pirkanmaa. Thorough discussion between the municipalities is important because the labour market where the international talent is to be utilised is regional. The programme's set of measures aims to develop the ecosystem needed to manage internationalisation and immigration as well as the services as a whole and to strengthen regional cooperation and the development towards a permanent service structure.

In Tampere, measures have also been taken in line with Finland's population development and forecasts to secure positive future population growth, the availability of skilled labour for businesses and an increase in the working-age population. This programme has taken the government programme

of the Antti Rinne cabinet announced in June 2019 into account, as well as the more detailed Roadmap for Education and Work-based Immigration (2021). The roadmap mentions increasing the work-based immigration of skilled workers (focus on specialists, students and researchers), the Business Finland cooperation in helping businesses grow and supporting them in internationalising and attracting them to invest, the increase of employment of graduates, as well as consolidating the role of municipalities in the integration effort.

The programme aims to respond to the challenges of attraction, skill shortages, and employment of labour with a foreign background in both the short and long term, by promoting:

1) the prerequisites of employers to successfully recruit from abroad and employ those of foreign background already living in the region,

2) the development of the potential of those with foreign backgrounds to advance and utilise their own expertise, i.e. train and obtain employment in meaningful and rewarding jobs in the Tampere region, and

3) both comprehensive and flexible integration which includes the participation of children and families.

These goals also support the long-term and rapid engagement of those with a foreign background to the region and its communities. The newcomers will strengthen the region's basis of expertise, business life, and participate in positive developments as equals. The programme defines the key measures to be developed during the five-year strategy period, as well as the key client groups and targeted service promises that will partly guide the development activities. The programme is an indication of the common desire and goal of the entire city to develop internationalisation that benefits everyone. It has been prepared in collaboration with city region municipalities, universities, business enterprises along with other interest groups. A total of 85 representatives from the City of Tampere and stakeholders, such as Tampere's higher education community, Tampere Chamber of Commerce, Pirkanmaa ELY Centre, Pirkanmaa TE office, the Council of Pirkanmaa, and Business Tampere participated in various joint development workshops and meetings. Additionally, target group spokespersons with representatives of local businesses also participated in the preparation process.

The strategic programme on International Talent Attraction and Migration offers stakeholders the opportunity to take part in the development and production of services. Programme follow-ups will be carried out with situational reviews in the city government and within the Vitality and Competitiveness Committee. To implement the strategy, a strategic steering group for international talent will be established. The metrics to be used to monitor the programme will be defined in cooperation with stakeholders as part of the implementation of the programme's key measures. The goal is that the set of indicators will be sufficiently consistent with the national Talent Boost and International Skills Centre entities, along with the indicators presented in both the follow-up system of the City of Tampere and in the Welcoming City programme. In this programme outline, the pivotal indicators are defined concerning the assessment of effectiveness at a strategic level. In addition, the Immigrant Council of the City of Tampere is a permanent body appointed by the Tampere City Government for a two-year term. Its tasks include e.g. the development of services connected with internationals and integration, the development of dialogue between various cultures and participation in the proactive work against discrimination and racism. A permanent body will enable dialogue focused on the aims of the strategic programme with the representatives of the Immigrant Council.

The result will be a strategic programme focused on international talent attraction and migration that will organise services and cooperation in accordance with the City of Tampere's platform-like operational model. The latter, along with the common vision and goals of the region's representatives, service providers, key service promises and sets of measures, will all support the development of an ecosystem that promotes internationalisation for the entire region.

Welcoming City: Relation with other programmes

Connections with strategies of the City of Tampere

The background of the programme and its aims are found in the strategic guidelines and the goals of the city and the urban region. Within the framework of the City of Tampere's strategy and vision 2040, the strategic programme on International Talent Attraction and Migration represents a cross-sectional entity whose measures will implement the four focal points of the city's Vision 2040:

- Tampere is Finland's most attractive city from the perspective of international workforce and students.
- Tampere has a functional and competitive business life that has a significant role in Finland's economic growth.
- Tampere stands out positively with its services and quality of life from other Finnish and Nordic cities amidst the international competition.
- Internationality is Tampere's strength, which relies on its characteristic cooperation, innovative urban development, and strong international community.

Internationalisation is a consistently recurring and intensifying theme in the Mayor's programmes. The Mayor's programme (2021) emphasises Tampere's attraction and retentiveness for internationals as a key development goal:

"Tampere is an attractive city for international talent and the city is strengthening its retentive power over international talents and those who have migrated to the nation by means of employment, entrepreneurship, education and integration. The City of Tampere is investing in the companies' availability of workforce by promoting international recruitment. Tampere is a diverse and international European city."

According to the Mayor's Programme (2021):

- The goal is to attract more international talents and students to the city, as well as increase the total number of international jobs so that more international students will settle in the city in the future.
- International House operations, which offer single point services, are to be reinforced. The work will be continued actively as part of the nationwide Talent Boost package, emphasising critical sectors in the region as well as boldly experimenting with new operational models.
- Tampere will promote the facilitation of work-related immigration in various fields and ensure that immigrants receive adequate and high-quality integration services. The services offered in English will be expanded and communication in simple Finnish will have a special focus.
- The Finnish language studies of non-native speakers will be emphasised in such a way that they will find employment and integrate smoothly into Tampere.
- Possibilities for organising English-language general upper secondary education will be promoted by the city's lobbying initiatives as well as the effort to achieve the legal reform that would allow it, thereby significantly reinforcing the housing and education opportunities available to international families.
- As an employer, the City will set an example by hiring international talent and, at the same time, benefit from the competence and the cultural and language-related potential this will provide.

The Tampere Welcoming City programme (2023) is a long-term programme continuing until 2040. The programme includes measures to support the change in the surrounding society to enable the development of Tampere into an international city. The implementation will take place as a collaboration between the entire city organisation and the broad ecosystem of Tampere's key players. At the heart of the programme is the Strategic Programme on International Talent Attraction and Migration (FIG. 1).

The strategic programme on International Talent Attraction and Migration is responsible for the development of the planned service ecosystem of the international target group. **Implementation: International Talent Attraction and Immigration services.**

The Integration Programme of the City of Tampere (2021-2025) brings together the city's integration-supporting services which are defined by the Act on the Promotion of Immigrant Integration as well as other legislation governing municipal services. **Implementation: International Talent Attraction and Immigration Services.**

The Welcoming City programme is a long-term programme lasting until 2040, which promotes the development of the City of Tampere into an international city. **Implementation: the whole City organisation and the broad ecosystem of key stakeholders.**

Together the programmes will bring about permanent social changes.

- Strategic programme
- Integration programme
- Welcoming city
- Society

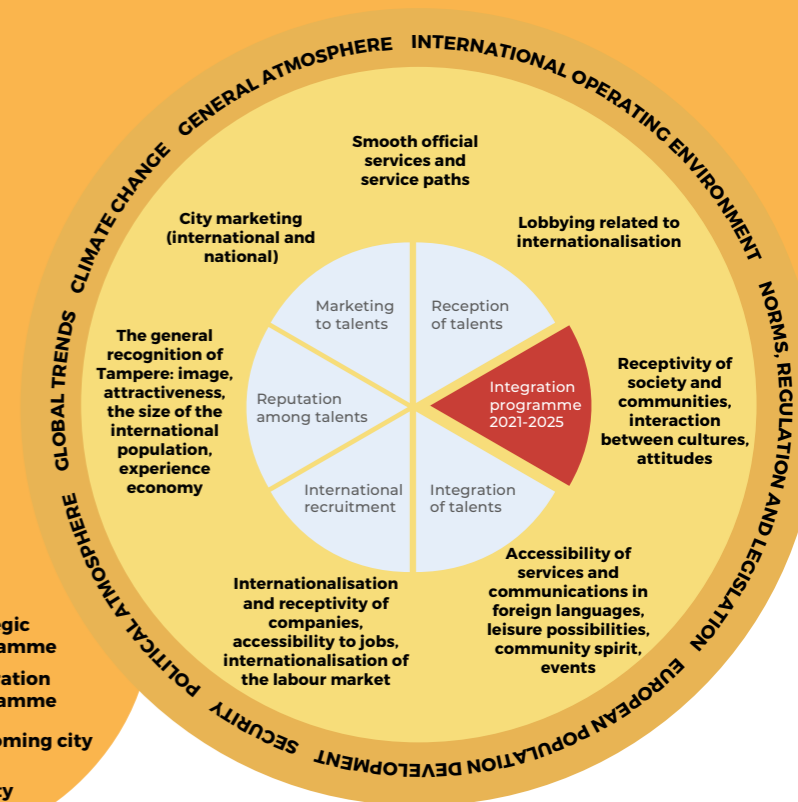


Fig. 1 // Relationship of strategic programme with other programmes.

As part of the Smart City development programme, the International & Inclusive City flagship of the International Talent Attraction and Migration services (2022-2025) is aiming to better understand the life events and service needs of international Tampere inhabitants, so that we can develop the city into a more international and inclusive home for all inhabitants. In keeping with the flagship's themes, three objectives are being determined that are to be implemented cross-sectionally as integral goals for the assessment of the programme's measures and effectiveness:

1. To make effective use of data and Koto-CSM in information and knowledge-based management and the management of client data. (To identify issues related to integration, such as language and other educational needs of internationals, employment opportunities, and social services. Integration indicators are to be established by which the level of integration of internationals will be monitored and evaluated.)
2. To develop digital channels for enabling more comprehensive self-service and smart client guidance (clients will be able to manage their own matters, such as registering for services, filling in forms or monitoring the progress of integration processes. AI chatboxes can

offer support and information on integration processes such as related services, language studies, or employment opportunities.)

3. An analysis of the current status for the inclusivity of the city's operations will be performed and a development roadmap will be drawn, together with reference architecture for Tampere integration plus a data-based impact assessment will be performed. (Inclusivity and Finland's "Good Relations Policy" will be included as themes in all operations cross-sectionally, while also illustrating the reference architecture of integration that determines the framework for the development of activities, data management and information systems. Furthermore, in the assessment of effectiveness, Tampere's integration indicators will be utilised, and these will be used to examine how human-centred impact assessment can be applied in integration work.

The Mayor's Programme (2021) as well as the Welcoming City and Smart Tampere development programme intensify, strengthen and expand the starting points and measures of the strategic programme. Together, the programmes will bring about permanent social changes.

1.2 The international expertise of clients

Within the framework of the strategic programme, it is essential to be able to simultaneously respond to the skills shortage, the challenges of employment of internationals, to support those in need of protection, and the integration of children, young people and families; i.e. to serve very different kinds of client groups. To define the services of organisations and the role of the public sector, the types of competence can be roughly divided into different categories. The types are based on how the expertise is expected to affect local development, how fluently it can be used internationally, and how substantial the role of public sector services will be in delivering competence to the local labour market. (FIG. 2)

- **New competence that does not yet exist in the region** will generate new innovations, businesses and jobs. This is typically termed “global competence”, i.e. expertise in science and technology and research and development activities in which an international discipline or corporate culture helps interaction and smooth international working. These are, for example, research, programming, game development and aviation technology. With regard to this kind of competence, the public sector’s investment can typically focus on attraction campaigns, providing smooth permit and other services and outreach to local talent communities.
- **Substitute competence that responds to the shortage of labour**, but does not generally bring about new business and growth is frequently “local talent” in which experience-based and local environmental understanding is important. Depending on the sector, this may require actions from the public sector in terms of acknowledging competence, conversion or supplementary training; for ex-

ample, for teachers and social/health services and in relation to work supervision, e.g. in construction and industry or language teaching.

- **Missing or unmet competence**, or the lack of professional competence or competence with no demand in the area, may also require considerable investments in the development of competence development from the public sector. This is especially relevant if language and poor foundations for learning or the threat of work-related exploitation result in additional service needs regarding local competence. These are, for instance, vocational education, employment services and language teaching. Regarding children and youth, early childhood education plays a central role in integration and the development of learning readiness over the long term.

Although the starting points are highly varied, all different types of competence can be seen as part of the whole objective in which the utilisation of cultural and vocational competence coming from abroad is the goal. When successful, this rewards both the individual making use of their competence and the employer who benefits from it, in addition to the region’s value creation increasingly utilising international competence.

Connecting international competence and immigration to the local labour market, economic community and other communities is key. The range of clients and services is extensive, which reflects the real-life situation in Tampere as well, where at least the following client groups are users of the services:

- Researchers with an international background
- Workforce with an international background
- International university students
- Recruiting employers
- Job seekers with an international background and non-native Finnish speakers (unemployed or changing jobs)
- Students in vocational education with an international background

- New municipal residents who have received asylum or refugee status (possibly still in the reception centre)
- People with an international background who need multi-disciplinary social support
- Employers and employees who need information on integration services or about combating work-related exploitation or racism

The clients will be heard through the Immigrant Council and Tampere Talent Ambassadors network, among other channels, to make sure the services are relevant to their needs.

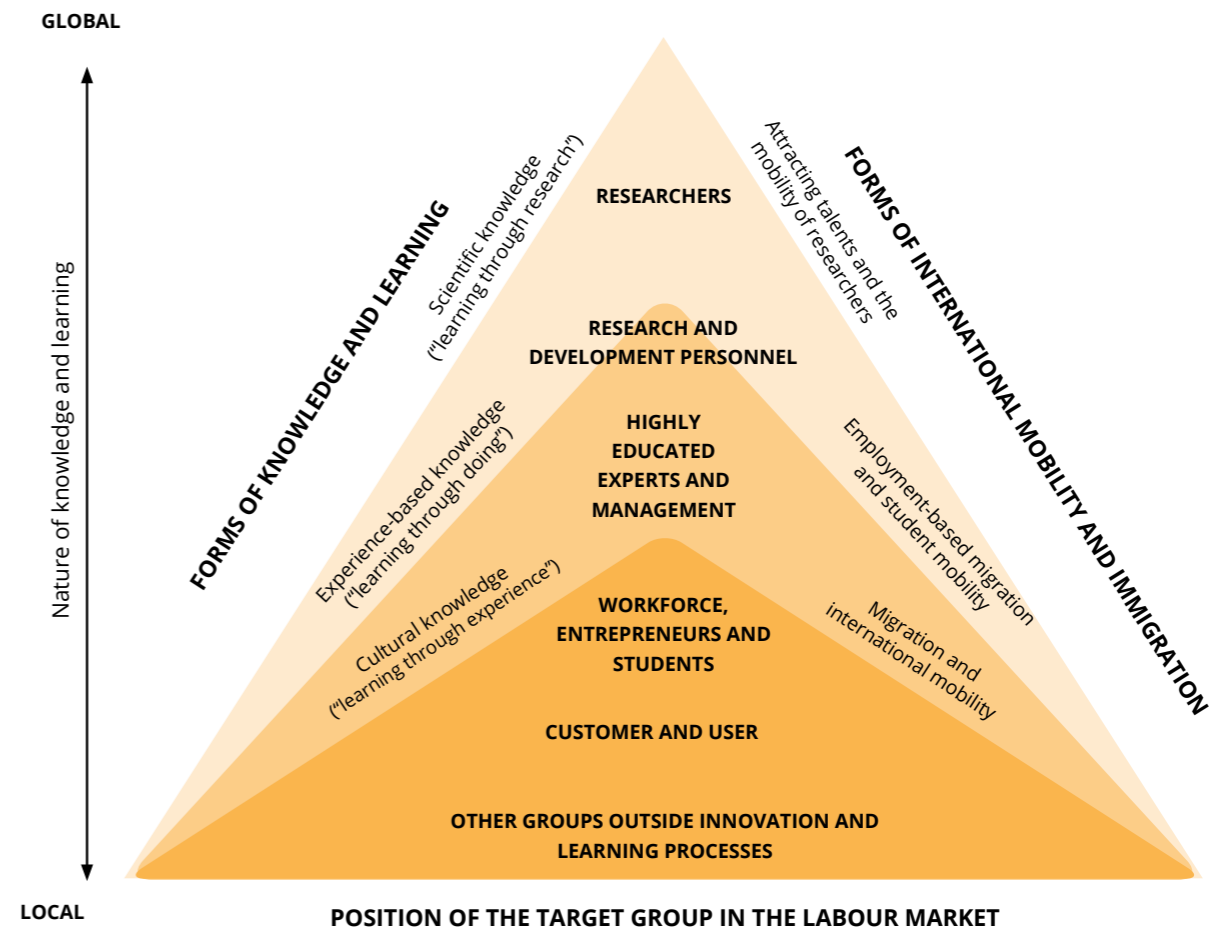


Fig. 2 // Different levels of competence, emphasis of service requirements and local usability.

1.3 Values and measures

Well-executed services that are based on the needs of the client are not just mechanical procedures: rather, they embrace values that are important to the individual and communities. Recognised values that the ecosystem should provide for service users can be summarised in the list below.

- From the point of view of emotional value, services are deemed to generate a sense of security and inclusion, being encountered as an individual, and enjoying respect as an equal whose needs and wishes are noticed and taken into account. The competence and potential of the individual are acknowledged, which enhances self-esteem and hope for the future.
- Forms of functional value are clearly and accessibly produced services that offer client-oriented solutions. In terms of content, the range can be very extensive, from filling in a form to building business cooperation regarding education and employment.
- Economic value is created from a clearly structured and quick process that allows an individual to develop and/or utilise their competence or a company to recruit labour without unnecessary detours or waiting.
- Symbolic value often reflects the individual's access to become a member of a community or society, as well as the company's reputation as a good, responsible employer and operator – made possible by diligent and transparent service processes.

The value thus extends far beyond the individual service event or economic value, deep into the structures of society and the individual's day-to-day life. The parties have a common desire of doing an even more valuable job – i.e. making things in an even better way. According to mutually held viewpoints, this can be achieved by organising cooperation even more carefully and by building a common ecosystem in a transparent manner. It is important to clarify the shared vision, define the operational targets, as well as bring the network closer and make the parties get better acquainted with each other. This makes it possible to provide jointly-defined and planned services even better. Overlaps must be rooted out from the services and, at the same time, gaps must be filled. It is necessary to create a clearer view of services to the clients, i.e. “single service point” services, where appropriate. Efforts are made to promote the integration of international clients so they can quickly become part of the general service system intended for everyone through the “single service point”. Four sets of measures have been defined to reach this strategic intent of increasing value creation in, 2019, and a fifth set of measures has been added in 2023. The objectives defined in them with stakeholders and the internationalisation and immigration goals agreed upon Tampere's and the city region's strategies will be strongly integrated into the regional implementation of the nationwide Skills Centre and Talent Boost programmes, as well as the overall integration reform (2025).

The five key theme areas and objectives underlying the sets of measures on International Talent Attraction and Migration are:

- **Bringing the ecosystem to life:** A joint network of service providers and developers in Tampere are building an active and open ecosystem for attracting and utilising talent. The processes of initial immigration and cooperation will be streamlined (Kela, Finnish Tax Administration, Finnish Immigration Service and Digital and Population Data Services Agency).
- **Putting the channels in order:** There are well-known and smoothed routes to arrive in Tampere to study, work and do business, which reinforces attractiveness and supports employers' requirements for international recruitment and attracting investment.
- **Incentives to the top:** In Tampere, international talent and those who have migrated to the country can easily engage in study, work and business life and the communities representing them, which encourages making use of competence in the Tampere region in accordance with the National Talent Boost initiative.
- **Engagement through expertise:** Developing competence and identifying paths to employment can genuinely strengthen the possibilities of international clients participating in business or working life by applying the nationwide International Skills Centre (OSKE) concept. OSKE develops, identifies and channels the competence of people with an international background in working life, including those in the weakest position in the labour

market. Competence mappings, identifying competencies and smooth guidance towards working life are at the core of activity.

- **Responsible reception:** Smooth Early-stage integration services offer the opportunity to speed up their orientation to the services and their attachment to the area and its communities in a flexible, efficient manner. This regards especially those receiving international protection. Services for the early-stage integration (KOTO services) and the Reception centre services (VOK) are offered to those in need of protection in smooth, multidisciplinary co-operation with the wellbeing services of the county and other key authorities.

The formation of a uniform, attractive, supportive and participatory environment can therefore be regarded as a central objective of these sets of measures. These operations are part of the City of Tampere's growth agreement in terms of funding and stakeholder cooperation. They are also connected with the labour force and business service platforms as well as the platform-like operational model described in the development programme of the Vitality and Growth Service Alliance (2019). The service system also supports the ability of the City of Tampere to prepare for and react to potentially surprising and significant changes in immigration and its volume (“resilience”).

1.4 Operating environment and impact

The need for the strategic programme is based on the state of the operating environment. The figures illustrating the key phenomena of the operating environment are presented here; on the one hand, they justify the need for the programme and, on the other, they function as indicators for assessing the long-term impact. *General trends illustrating the change in the operating environment include nationwide population growth being based on immigration, emigration of skilled population and low employment rate of immigrants.*

1.4.1. Changes in the operating environment 2023

The general trends mentioned above have continued to grow in strength, but the basis of the updated strategic programme is, in particular, impacted by the legal changes that have taken place in the operating environment. The most significant changes are the reform of the law related to the promotion of integration, the transfer of overall responsibility for integration to the municipalities in 2025, and the establishment of wellbeing services counties in 2023. In addition, the refugees that have arrived from Ukraine within the framework of temporary protection are part of the change in the operating environment. The impact on municipalities was highlighted when the right to a municipal place was realised in the spring of 2023. The prerequisites of the already established services to respond to this change have been noted as an important part of regional resilience, i.e. the ability to react to rapid and difficult-to-anticipate changes within the operating environment. There is still a need to further develop this capability.

With the launch of wellbeing services counties, the responsibility for the services of those receiving international protection remains with the municipalities.

Social and healthcare services will subsequently be organised by the wellbeing services county in the future, including social and healthcare services for immigrants. The change required the City of Tampere to reorganise the services of those receiving international protection within the International Talent Attraction and Immigration service unit, which is a part of Employment and Growth Services. The key is to consider the diverse service needs of integrating clients and organise the guidance work of the municipality and the wellbeing services in relation to social counselling and the general social welfare process. Many important services from the perspective of families with children and young people, such as early childhood education and basic education, remain the responsibility of the municipalities.

The change requires the development of viable collaborative practices and the clarification of work distribution. In connection with the establishment of wellbeing services counties, it is also necessary to agree on the exchange of information, division of labour, and the collaborative structure between the wellbeing counties and the municipalities. There is also a need to create operating methods for their practical organisation and consolidation. On their part, the wellbeing service counties also highlight the organisation of regional service structure, as well as the cooperation and agreements between the municipalities. As time goes on, each municipality must ensure the sufficiency of resources and the municipalities' legislated service production by the Integration Act.

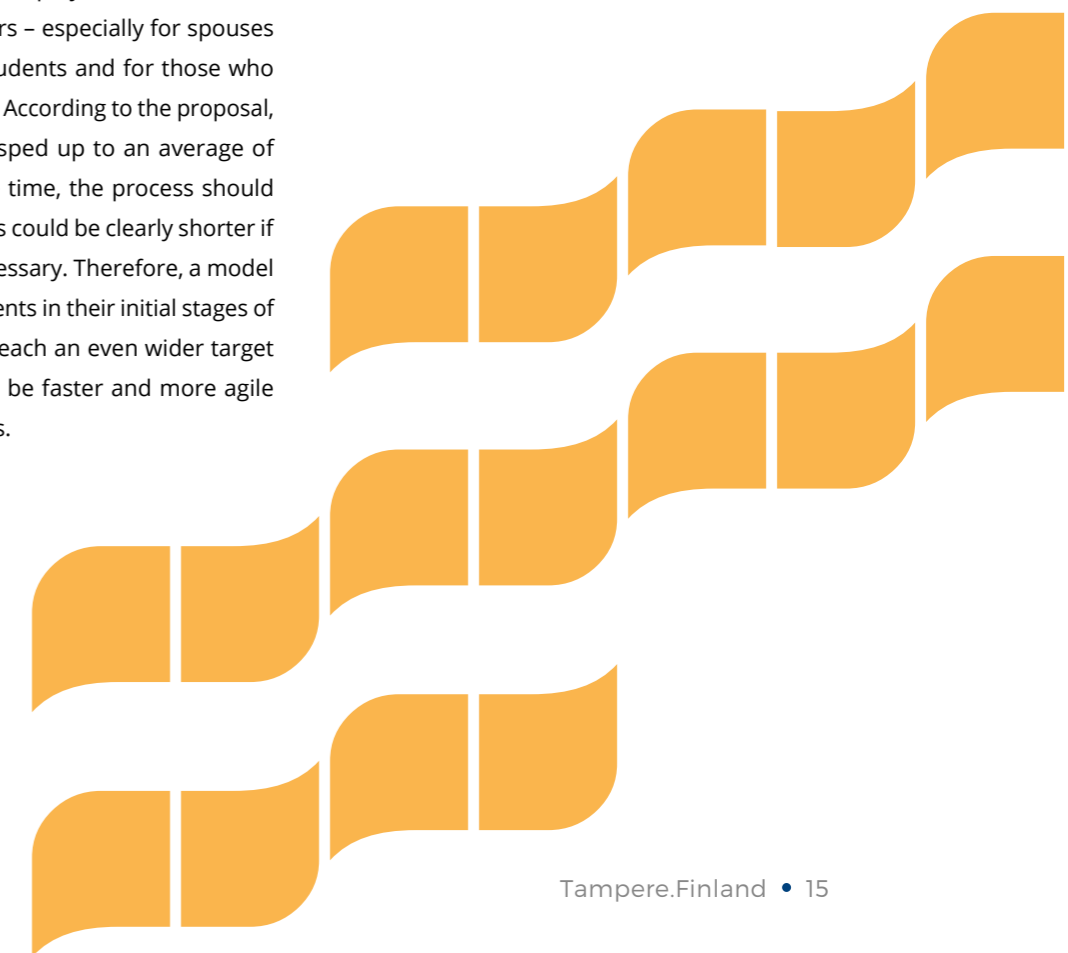
Russia's war of aggression against Ukraine has also caused a major change in the operating environment. As a result, over 47,000 Ukrainians applied for temporary protection or asylum from Finland in 2022. At the end of 2022, there were about 1,500 Ukrainians in Pirkanmaa. According to the estimate of

the Ministry of the Interior, 30,000–40,000 applicants may yet come to Finland over the course of 2023. The new type of permission, i.e. "temporary protection", as well as the large number of newcomers, are exerting pressure on service systems at both national and local levels. Tampere's reformed International Talent Attraction and Immigration service unit has contributed to facilitating the reception of newcomers and this expertise will continue to be strengthened as the City of Tampere's reception centre functions were joined as part of the service structure in 2023.

The transfer of employment and business services to the municipalities, which will take effect in 2025, will also transfer the integration services of unemployed jobseekers with an international background to the municipalities. The law reform on the Integration Act also proposes that municipalities would cease using the term integration program which currently guides the municipalities' actions, although the early-stage integration services will still be the responsibility of municipalities. According to the proposal, the aim is for the municipality to draw up an integration plan not only for job seekers (employment services) but also for other newcomers – especially for spouses at home but also for students and for those who have come here to work. According to the proposal, the process should be sped up to an average of two years. At the same time, the process should be flexible so the process could be clearly shorter if possible or longer if necessary. Therefore, a model should be created for clients in their initial stages of integration that would reach an even wider target group and which would be faster and more agile than the current process.

According to the Roadmap for Education-based and Work-based Immigration (2021), which details the government programme, the national goal is to double work-based migration and triple the number of international students by 2035, with at least 75% of them settling in Finland after graduation.

In conclusion: A change has also occurred specifically regarding the international services in Tampere intended within the strategic programme. The main message concerning the developing assessment implemented in autumn 2022 was dual in character. The creation of the service structure which was set as the goal of the strategic programme, was mostly seen as an already realised goal by the beginning of 2023. Consequently, it was hoped that the program's goal-setting would be directed more clearly at the introduction and extensive utilisation of services in the region, as well as clarifying cooperation structures and service paths in order to streamline operations and ensure effectiveness. The developmental evaluation was based on interviews with the members of the strategic steering group, the city's corporate management, and cultural activities management.



1.4.2. Indicators

Assigning international talent and migration as integral components within the development and positive growth of the region requires active measures. The share of the population with an international background is continuously growing also in Tampere, though it is still lower than in most of Finland's other large cities (FIG. 8, page 21).

The positive population development of the City of Tampere in the 21st century has been mainly based on internal migration and the resulting migration increase to Tampere. The share of the foreign-language speaking population in Tampere is clearly lower than, for example, in the Helsinki metropolitan area and Turku. In addition, the total number of non-Finnish or non-Swedish speaking population has increased in Tampere less than in the entire country on average from the start of the 2010s. The total number of foreign-language speaking people is nevertheless on the rise also in Tampere, and net immigration has accelerated following the outbreak of the coronavirus pandemic in 2021–2022. According to the preliminary data, net immigration to Tampere in 2022 totalled more than 2,300 people (Fig. 4, page 19). In the whole country, net immigration based on preliminary data came to almost 35,000 people in 2022 (2021: approx. 23,000, 2020: approx. 18,000). In 2023, we can expect a rise in the number of the foreign population based on, for example, Ukrainians' right to municipality places.

In the scenarios of Tampere's population plan (2022), the future development of the foreign-language speaking population has been modelled based on Tampere's realised level, a level modelling Turku's growth level in a more ambitious level, and growth factors corresponding to the level of the Helsinki metropolitan region. According to the scenario perspectives of the population plan, 40,000–47,000 non-Finnish or non-Swedish speakers would reside in Tampere in 2040 (Fig. 9, page 21.) The net immigration for the whole country and Tampere, as well

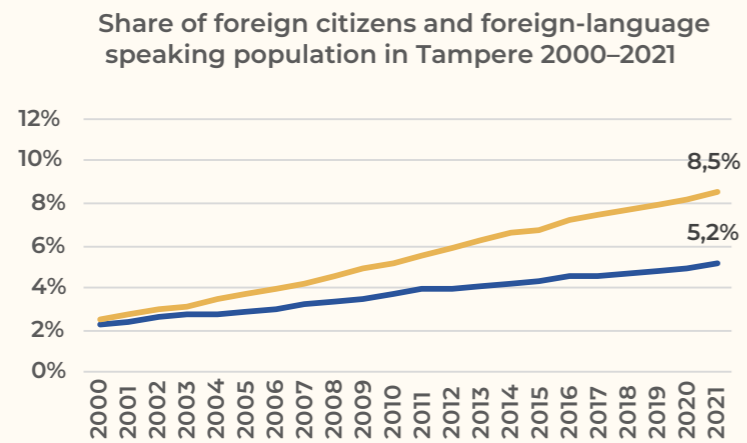
as the increase in the non-Finnish and non-Swedish speaking population are being realised in 2022 at a much stronger rate than in previous years, and the "accelerated growth" trend line in the figure showcases the strong increase of the preliminary 2022 data towards 2040. The non-Finnish and non-Swedish speaking population could thereby reach approximately 60,000 in 2040. There is, however, the need to point out that, with respect to the preliminary and register data, adjustments may still significantly change the figures, and the maintenance of this level for an extended period is uncertain.

The age distribution of the non-Finnish and non-Swedish speaking population is younger than that of the Finnish or Swedish-speaking population and the proportion of those entering retirement age, for example, is clearly smaller than in those with native Finnish or Swedish. The ageing of the domestic population and the decline in youth age categories will reflect on the migration between municipalities in the future. The future population development of Tampere, as well as Finland as a whole, will be dependent on immigration and the international attractiveness of Finland.

The key indicators of the strategic programme for monitoring comprehensive integration have been chosen in such a way that they have connections to both the city's strategy and the Welcoming City programme. In the selection, the five dimensions of integration defined by the Ministry of Economic Affairs and Employment and their indicators relevant to Tampere have been utilised. In addition to these, indicators have been set for the monitoring of attractiveness and retention. During the strategy period, the aim is to deepen and develop the assessment of the effectiveness of integration as well as a more comprehensive understanding of the situation of Tampere's foreign-language speaking population.

EQUAL INDIVIDUALS			ACTIVE COMMUNITIES
Unemployment has declined to the average of Finland's six largest cities, and the employment of those requiring special support has improved.	The equality of city residents has improved.	Well-being differences between areas have narrowed. The well-being experienced by Tampere residents has improved.	Community engagement has increased and loneliness has declined. Inclusion has strengthened.
Employment	Two-way integration	Well-being	Engagement
<ul style="list-style-type: none"> a. Unemployment rate among foreigners % b. Employment rate of foreign-language speakers % c. Share of foreign-language speaking entrepreneurs of all entrepreneurs % d. Situation of foreign-language speaking students after vocational education e. Foreign-language speakers outside work and education f. The indicator of expanded unemployment among foreigners g. People working in fields other than their own % 	<ul style="list-style-type: none"> a. Discrimination experienced b. Sense of belonging 	<ul style="list-style-type: none"> a. Share of people on disability pension b. Disposable income of the adult population c. Wage and entrepreneur income of the adult population d. Disposable cash income of house-dwelling units e. Low-income rate of house-dwelling units f. Form of housing g. The proportion of people living in cramped conditions 	<ul style="list-style-type: none"> a. Share of candidates from the population in municipal elections b. Share of City Council members in the population c. Those who have been granted citizenship
FORERUNNERS OF FUTURE			BOLDLY RENEWING CITY
The number of international talents has increased in Tampere	Availability of labour has increased.	Retention of the City has strengthened.	The economy is balanced. The customer experience is better. Half of the services can be reached through digital channels.
Education and skills	Attraction	Retention	Human-centeredness
<ul style="list-style-type: none"> a. Completion rate of secondary studies (vocational education) b. No post-basic education c. Completion rate of higher education studies d. Completion rate of National Certificates of Language Proficiency tests (YKI) 	<ul style="list-style-type: none"> a. Number of first residence permits for employees, researchers and specialists b. Number of foreign-language speaking degree students c. Organisation of national and international events in co-operation with partners d. Business Finland co-operation in attracting international talents and start-up teams. Total number and results of attraction measures. 	<ul style="list-style-type: none"> a. Regional placement of foreign degree students after graduation b. Number of foreign-language speaking entrepreneurs c. Total number of applications for extended permits from employees, researchers and special experts d. Growth in the foreign-language speaking population 	<ul style="list-style-type: none"> a. Monitoring the effectiveness of integration services and calculations b. Customer experience in integration services (NPS) c. Digitalisation and knowledge-based management

The positive population development of the city of Tampere during the 21st century has been mainly based on migration between municipalities within the nation. Tampere's positive population increase looks as if it will slow down by the 2030s, unless the total number of foreign-language speaking migrants does not begin to grow and the birth rate continues to decline.



FOREIGN-LANGUAGE SPEAKERS FOREIGN CITIZENS

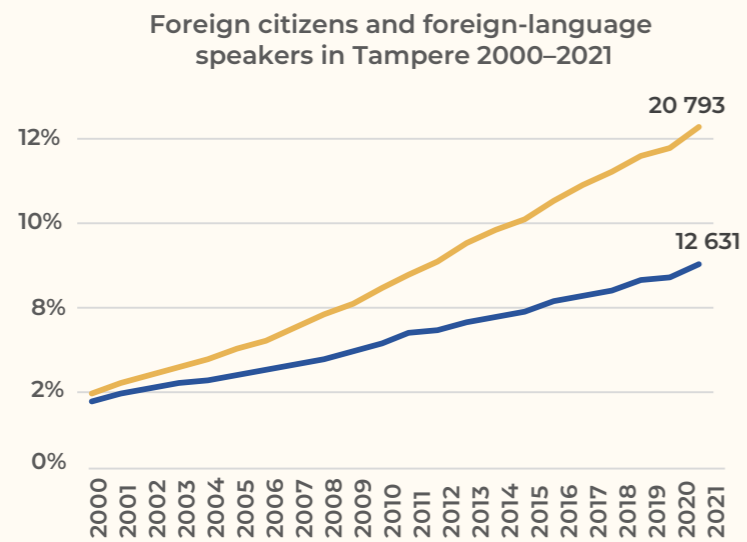


Fig. 3 // The share of foreign citizens and foreign-language speakers in Tampere has grown over the course of the 21st century.

Population growth structure, preliminary data 2022

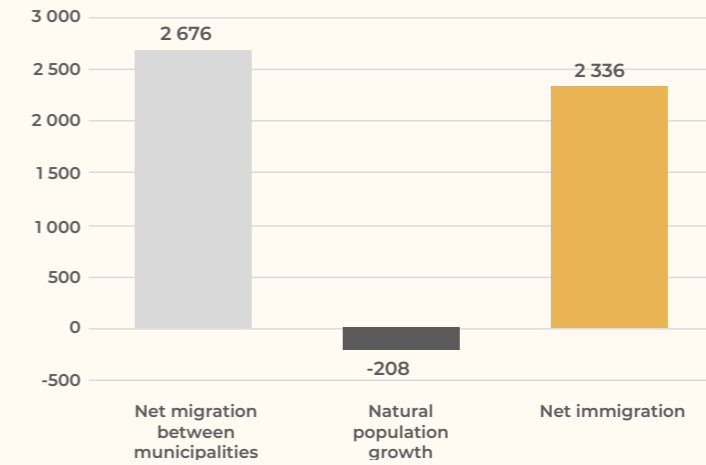


Fig. 4 // Tampere's population growth has rested primarily on migration between municipalities, which will, according to forecasts, wane in the 2030s with declining birthrates. In Statistics Finland's most recent preliminary data from 2022, net immigration to Tampere clearly grew.

Because the goal of the strategic programme is, e.g. integration into the labour market and employment, the set of indicators is supplemented with the extended unemployment indicators shown in Fig. 5 (also includes the unemployed in various training and activation measures), which better describes real participation in the labour market. The expanded unemployment rate among internationals in Tampere is the second highest of Finland's largest cities, i.e. almost 60%. (FIG. 5). The trend is declining but it highlights the importance of specific measures and procedures.

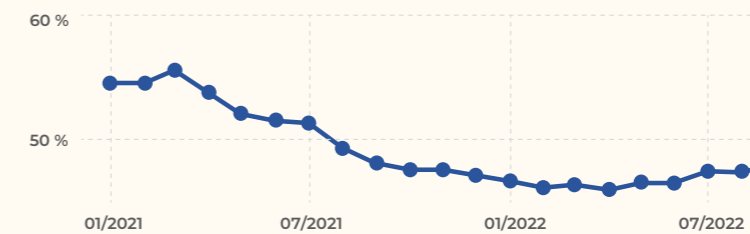
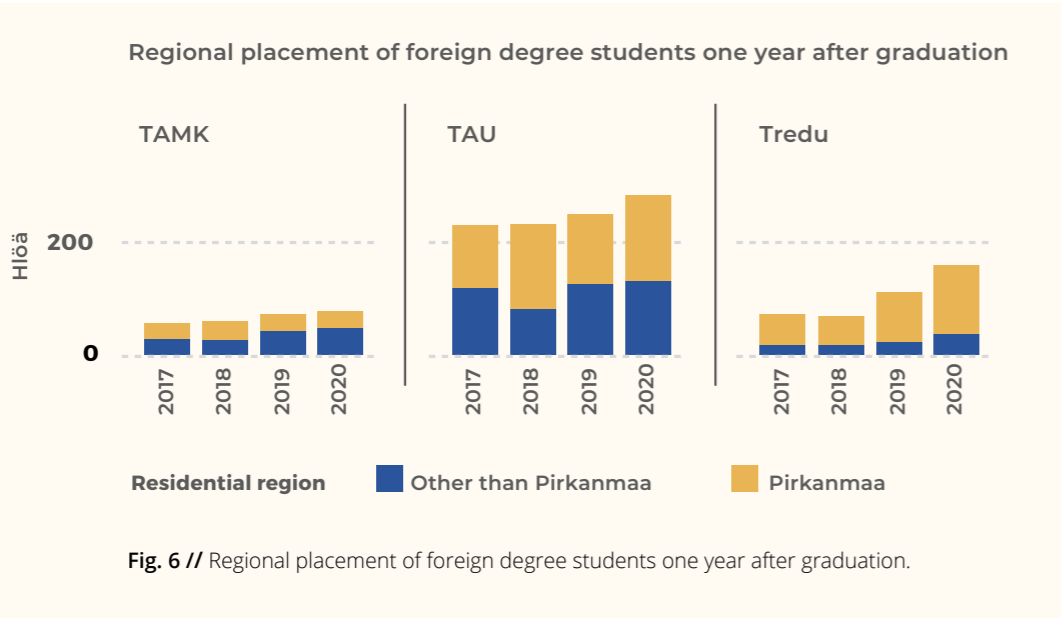
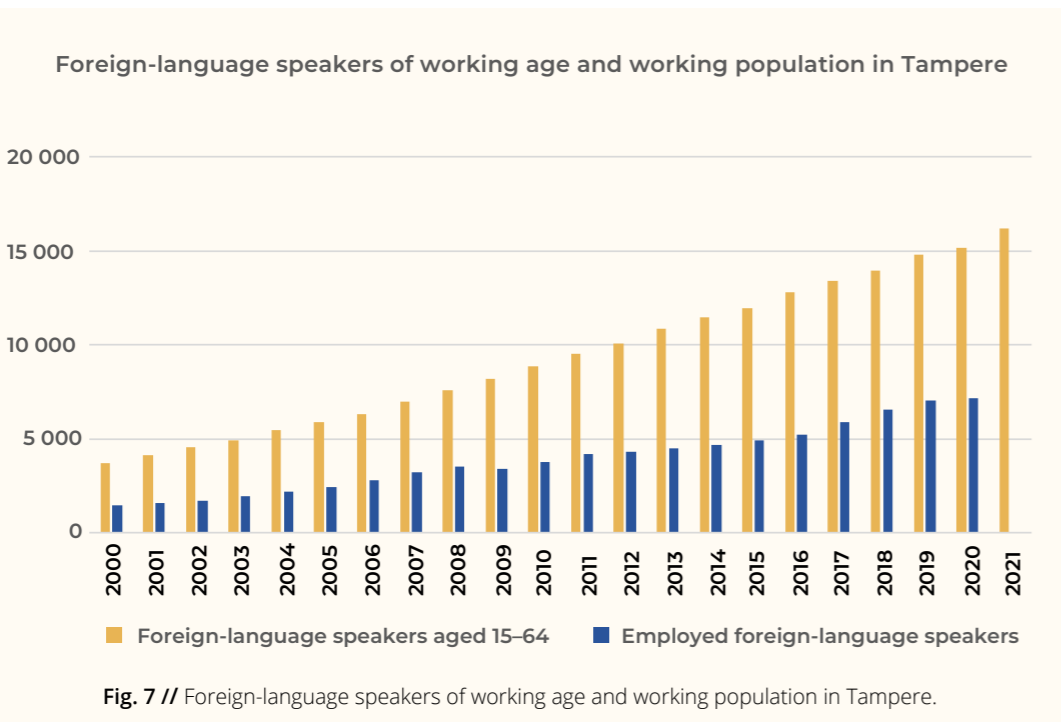


Fig. 5 // Expanded unemployment rate of internationals.

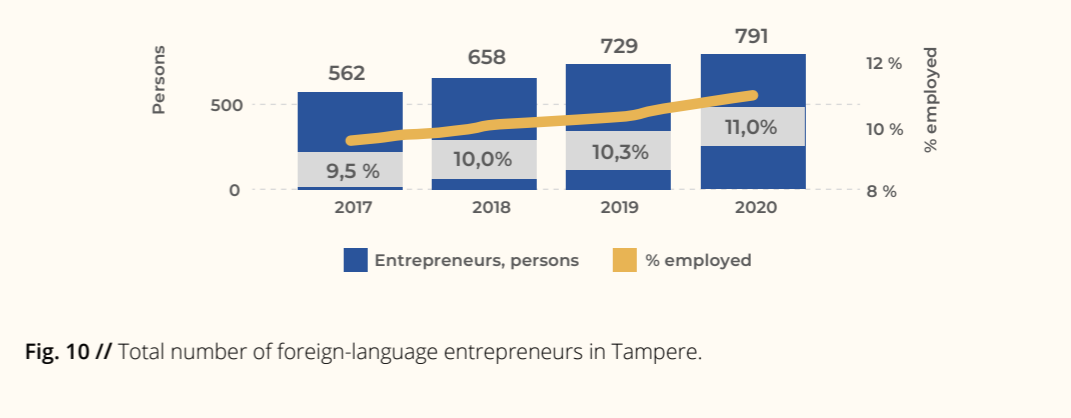
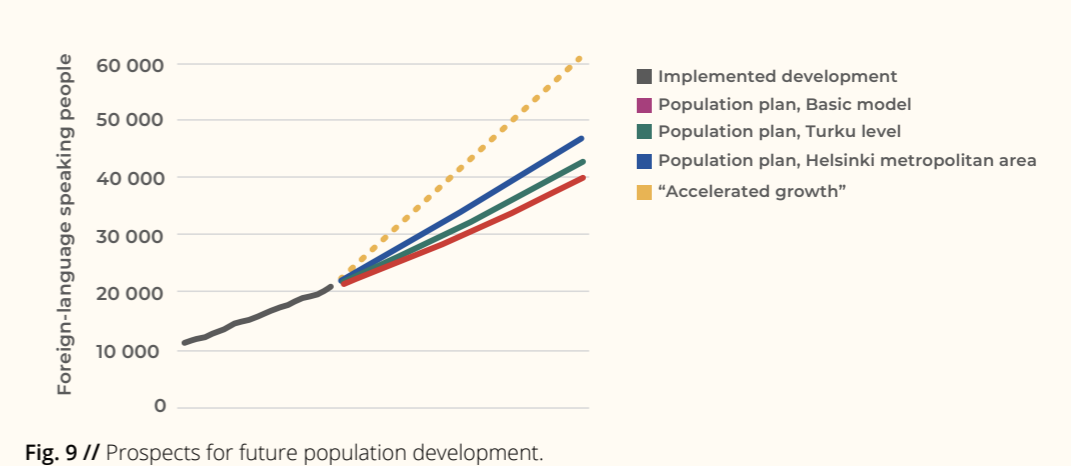
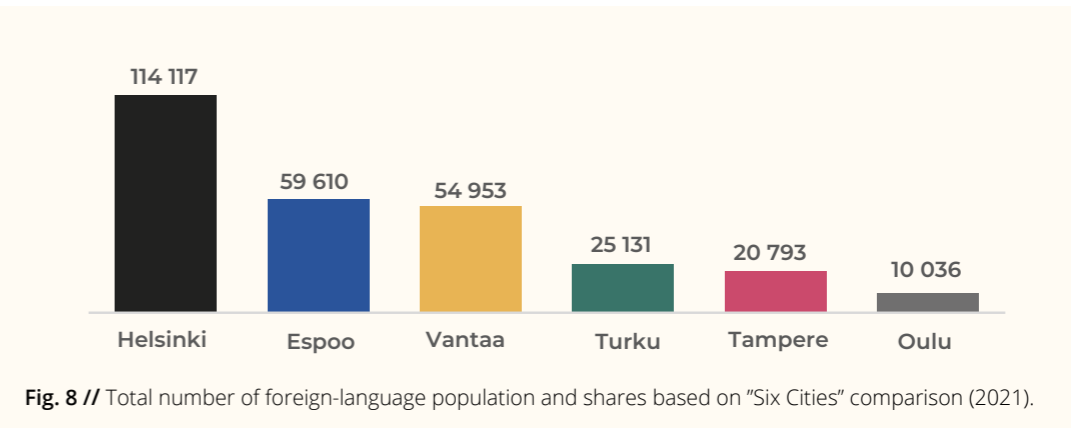
The metric describing the regional placement of international students after graduation also illustrates Pirkanmaa's international attractiveness and retention capability. At the moment, university students are flowing outside the Pirkanmaa region, particularly to the Helsinki metropolitan area or abroad (approx. 50% of all graduates) (FIG. 6).



The working-age foreign-language speaking population (15–74 years of age), i.e. the foreign-language workforce, also acts as a long-term indicator (reserve and change), and the goal is to increase this reserve, together with raising the employment rate. In 2014, Tampere had 11,800 and in 2018 14,400 foreign-language speakers of working age, so the trend has been growing, but the total number is clearly lower than in cities of the same size in the Helsinki metropolitan area.



In 2018, the total number of population of working-age foreign-language speakers in both Espoo and Vantaa was about 35,000, and in Turku more than 17,000. The indicators are compared to the development between the six largest cities. The indicators are measures of long-term social effectiveness and at the same they time describe the field of phenomena. The operation and results of the strategic programme (performance-oriented indicators) and the indicators that measure the effects on clients are not described here, but they are defined in connection with each set of measures (FIG. X). However, the work of defining performance-oriented indicators and client impact is also an important part of operational management, the implementation of international competence and the immigration strategy work.





2. PROGRAMME THEMES



2.1 Bringing the ecosystem to life – Services for international talents

Tampere has an active and open ecosystem for attracting and utilising talent

Developing a new operating model and service package requires a new kind of organisation activities and continuous development. A network-like ecosystem has few hierarchies, so maintaining and developing an entity between several parties requires orchestrating and facilitating the activities. The International Talent Attraction and Migration service branch of the City of Tampere aims to function as part of the entity in this role. A considerable amount of expertise in providing services and encountering clients, both with regard to immigration and internationalisation in a broader context, has emerged in the Tampere region. As the number of parties involved and functions increases, it is important to create a joint understanding of the parties, their competence and roles as part of the big picture, i.e. a description and understanding of the ecosystem on the whole. Also, clearly communicating about the services in general and the interface to the clients requires active cooperation and communication.

Strategic policy: Creating a strategic and cross-industry holistic management model for internationalisation, with focus on orchestrating cooperation between parties providing services and the broader ecosystem.

The 2023 strategic programme update emphasizes the expansion of the already created ecosystem, the systematisation of cooperation at the operational level and the formulation of common goals at the strategic level.

The aim is for the management of international talent attraction and migration to utilise a holistic, platform-like and multilateral operating model transcending different policy segments that supports

the development and utilisation of international talent in the region. The key measures were to create a living ecosystem and promote the systematisation of operations, the preparation of the Strategic Programme on International Talent Attraction and Migration as well as the Tampere City Integration Program, which were completed in 2019 and 2020. The linking to the national-level ecosystem is supported by stakeholder cooperation that particularly considers the internationalisation programme of the Tampere university community and the objectives and measures of the nationwide Talent Boost and International Skills Centre programmes, together with the government's proposal (5/2022) to reform the Integration Act and the responsibilities it brings to the city.

It is important to keep the ecosystem vibrant and open by ensuring cooperation between parties and identified roles in implementing the shared objectives. The shared objectives and service promises of the ecosystem have been identified in extensive stakeholder cooperation, not only in this strategic programme on International Talent Attraction and Migration of the City of Tampere, but also in revising the integration programme and the university community's programme work on internationalisation. The shared goals and service promises of the ecosystem have been identified in extensive stakeholder collaboration, both in this strategic programme for the International Talent Attraction and Migration service branch of the City of Tampere, the reform of the integration programme, as well as in the programme work on the internationalisation of the higher education community. An ecosystem based on identified, shared goals and service promises and its continuous development represent both the key tool and the object of the International Talent Attraction and Migration service branch management (Fig. 12). For the key functions – House, Mainio and OSKE – their own control and co-operation networks

have been created for 2019–22, by means of which the ecosystem works at an operational level. The goal is to create an operational partner network for the Early-stage integration services (KOTO) and for the Tampere Reception centre (VOK). The strategic and operational level steering groups established between 2019–2022 provide the starting points for the 2023 update. (Fig. 11)

The updated strategic programme highlights the expansion of the already-created ecosystem by bringing new central parties as part of the strategic

guidance network and by developing and expanding the operative steering and partner networks that support the organisation of smooth services and cooperation. Designing strategic goals and their implementation in cooperation between parties of the ecosystem is the substantive highlight of the strategic steering group. The work on ensuring the funding for national advocacy working groups requires activity, which the members of the steering groups can promote both on their own and together.

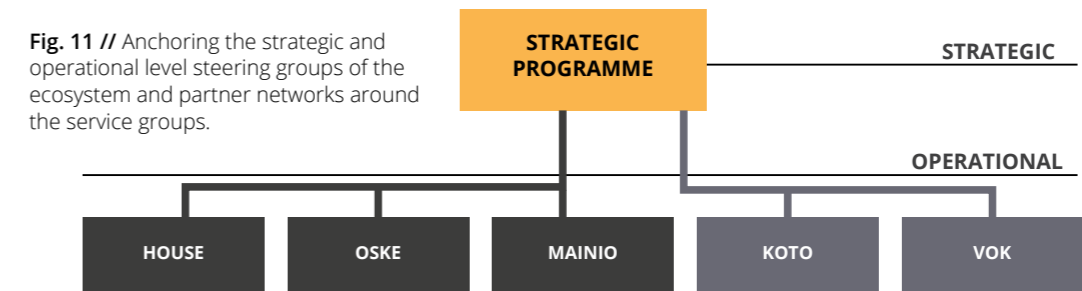


Fig. 11 // Anchoring the strategic and operational level steering groups of the ecosystem and partner networks around the service groups.

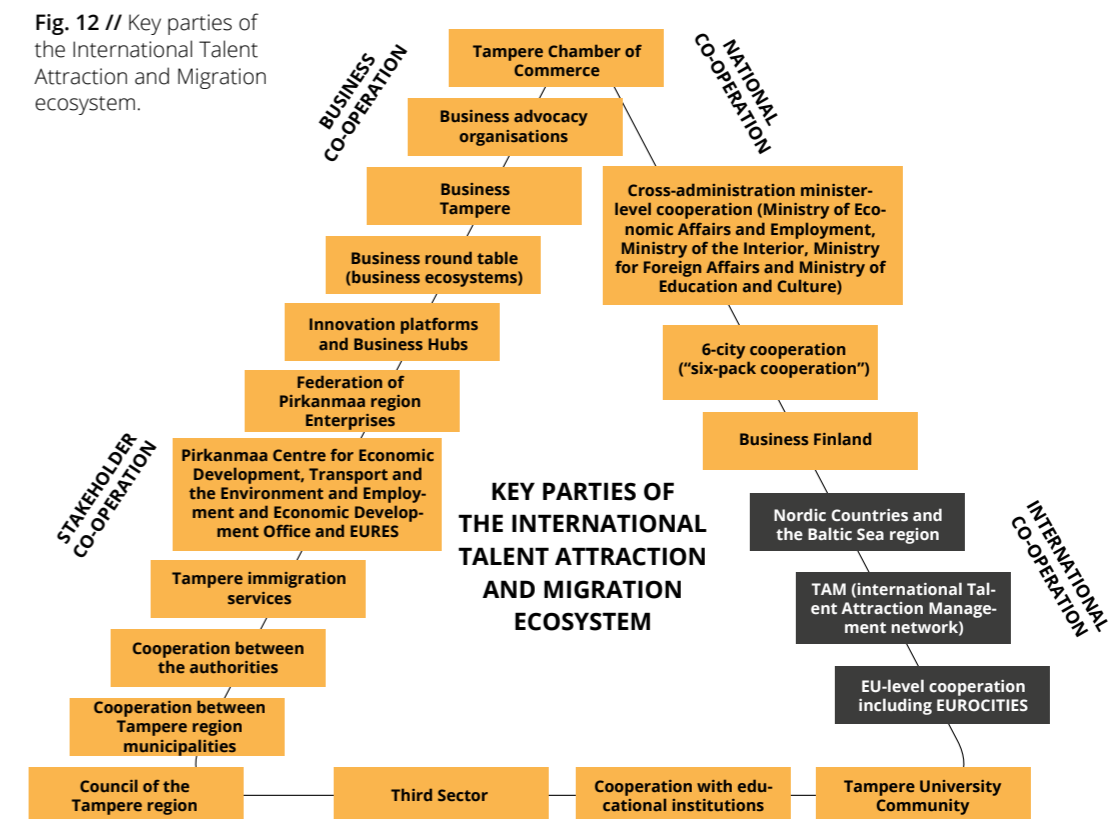


Fig. 12 // Key parties of the International Talent Attraction and Migration ecosystem.

Measures	Indicator	Schedule of implementation
1.1 Preparing a strategic programme as stakeholder cooperation, taking into consideration the Talent Boost action programme, establishment of the International Skills Centre and measures of the university community's internationalisation programme	Completion of the programme	2019
1.2 Revision of the Integration programme of the City of Tampere	Completion of the programme	2020
1.3 Implementation and follow-up of the strategic programme	Indicators set for various measures	2019–2024
1.4 Establishment of a strategic steering group for monitoring the strategy and deciding on related guidelines	Establishment of the steering group and activity rate of participation	2019–2024
1.5 Organising regular joint ecosystem workshops to support the development of a shared view, learning and smooth service pathways.	Description of ecosystem completed, total number of participants in joint meetings	2019–2024
Updated strategic programme measures (2023–2025):		
1.6 Expanding the steering group with key representatives of the City and business life	New members	2023–2025
1.7 Bringing the common strategic development goals of the ecosystem into discussion, developing foresight related to immigration, and initiating the selected development paths	The joint strategic level themes have been discussed and a new joint development path has been introduced	2023–2025
1.8 The operations of the ecosystem's operative level networks are made visible, strengthened and expanded to new service groups as needed	Ecosystem description completed, new operational partnership networks	2023–2025

Comments on the update of the strategic programme (online survey 2022):

How could you develop your operations so that the City can reach the visions presented?

“ The Cultural Service Group hopes for the reinforcement of co-operation so that client guidance towards the integration services organised by the Group develops in a better direction. ”

2.2 Putting the channels in order – International House Tampere

Tampere is accessible and attractive

Attracting talent is an aggregate that guides talent, entrepreneurs and investments to Tampere and makes it possible for employers to smoothly access the international labour market. A key user group of the service is comprised particularly of employers that recruit internationally, i.e. companies, universities and research institutions, as well as international students, talent or businesses that will possibly be located in the Tampere region. The key parties in attracting and recruiting international talent are employers, educational institutions and private recruitment service providers, however, the activity can be enhanced by the internationalisation expertise and immigration services of the City, as well as services from the private sector.

Key objectives include increasing the share of skilled employees and entrepreneurs of immigration (degree students, skilled workforce, (growth) entrepreneurs, as well as increasing the investments obtained with the support of international talent and increasing the efficiency of the process of attracting them.

The key goal is to increase the awareness, accessibility and appeal of the Tampere region to attract students, talent, growth companies and investments with the help of a systematic operating model and national partners (e.g. Talent Boost, Ministry of Economic Affairs and Employment, Business Finland). The role of the International Talent Attraction and Migration service branch in the attraction of talents and inventions is implemented by supporting employers in gaining the talent they need from abroad and in attracting individuals.

When it comes to attracting talent, it is appropriate to distinguish between regional marketing, brand-building, and strengthening visibility from the development of concrete channels. The latter is based particularly on the actions of the region's employers and educational institutions. Especially International House Tampere (Talent Hub), but also the operations of Multilingual info Mainio and the International Tampere Skills Centre can significantly support both entities. The development of these channels' attractiveness is also, to a large extent, based on distributing information and marketing, in which human-centred and responsible operations are central.

Strategic policy 2019: Developing the systematics of attracting international talent and investments as a mutually strengthening aggregate

In the updated strategic programme (2023), the emphasis is on supporting the construction of channels and systematisation; meaning that the focus is moved from marketing and communication towards developing and supporting concrete channels that promote the arrival and number of international talents.

Measures	Indicator	Schedule of implementation
2.1 Organising national and international events systematically in cooperation with partners (e.g. organising the Ministry of Economic Affairs and Employment-coordinated Talent Boost Summit event annually in cooperation with other cities)	Number of events and number of participants	2019-2024
2.2 Business Finland cooperation in attracting international talent and start-up teams	Number and outcomes of attraction measures	2020-2024
2.3 Concepts and partnership model for organising attraction campaigns and pilot projects developing activities in cooperation with businesses and the university community	Realisation of the partnership programme	2019-2024
2.4 The City of Tampere supports the appeal of universities with project and ecosystem cooperation so that universities would pay more attention to the career paths of international students already at an early phase of international degree programmes. (The aim is to enhance the employment and retention of international students in the region)	Quality and results of project cooperation with the university community	2019-2024
2.5 Planning cooperation on international appeal for marketing and invest-in use	Plan on indicators completed and indicators deployed as a tool for attraction	2020-2024
2.6 Start of the planning of English-speaking service pathways for international talent and their families (e.g. early childhood education, basic education, upper secondary school education and housing services)	Complemented implementation plan	2021-2024
Updated strategic programme measures (2023-2025):		
2.7 Implementing planning, campaigns and international marketing regarding talent attraction. These are based on the recruitment needs of business ecosystems, university-led student recruitments, vocational training and education export.	Implemented campaigns, visibility of marketing	2023-2025
2.8 Specifying the joint key performance indicators (KPI) with Business Tampere at the interface of talent attraction and the invest in based work to strengthen cooperation in order to create a systematic attraction model for the internationalisation of Tampere's pivotal business and innovation ecosystems.	Implementation of the shared KPI	2023-2025

Comments on the update of the strategic programme (online survey 2022):

How could you develop your operations so that the City can reach the visions presented?

“
Developing education export and increasing retention for the international students of Tredu, in co-operation with IHT, Mainio, and other parties (3rd sector) ”

Tredu

Service promises to be pursued, prepared jointly in the programme workshops 2019:

- “Overlapping functions will be eliminated, service pathways will be created together and flow of information and learning between the parties to the ecosystem are ensured to provide both corporate and private customers with a smooth package of services.”
- “We will utilise forecasting data and talent bank and other previously developed services in developing the operations”

Comments from the online survey 2019:

- “The city should invest in stakeholder communications, currently it is not working at all. There is no sense in developing services unless they are adequately communicated about early enough”
- “I would personally like to develop the Tampere region more internationally and open-minded to be recognised around the world. More clear and easy communication, more services and support to be provided with a clear path and connections to complement each other”
- “It is important to identify the strengths of the extensive network of parties and utilise the network, not only in preparing the strategy but especially also in implementing it. Integration and promoting
- internationalisation is a joint objective, and in addition to municipal organisations, it requires close and coordinated cooperation between enterprises and working communities, training organisers and the third sector.”
- “We would like to be involved in talent attraction and talent retention by opening up the possibilities of doing business in Africa, exporting Finnish businesses and linking local talents to Finnish industry and finally to identify potential talent pools in Africa for the Finnish market.”

2.3 Incentives to the top – International Tampere Skills Centre, Mainio and International House

Tampere is a good place for utilising and developing talent

In particular, an aggregate that promotes the utilisation of expertise serves the university community, students, experts, entrepreneurs and employers who are looking for opportunities to utilise and develop their expertise in an international environment that promotes innovation and business in Tampere. There are several enterprises, environments and communities that develop innovation and business in the Tampere region, and linking them as part of the activities is important. Good and identifiable incentives emerge for utilising international talent in the Tampere region, which attracts and in particular commits international talent.

Strategic policy: Tampere smoothly utilises international talent in promoting business and innovation, as well as their networks in attracting investments and committing them to the area.

In the updated strategic programme (2023) the goal is to actively implement and clarify the created OSKE, International House and Mainio services to make them available to clients in educational institutions, and to employers and startup environments in order to support the attraction of international talent and their inclusion in these communities.

A key goal is an operating environment and culture that encourages making use of international talent and entrepreneurship in the Tampere region. International students, talent or entrepreneurs coming to the area and other parties aiming to make use of their expertise should get the best possible support for this, as well as an operating environment that supports linking to innovation and business communities and activities.

The core of the implementation is made by the Talent Hub platform, i.e. International House Tampere. Services are provided by many private-sector service providers and the university community, and the role of the public sector is to ensure the smoothness of operations, interactive nature and openness of the ecosystem and to strengthen the functioning and clarity of the regional aggregate. Developing a service structure aimed at companies and promoting the employment of international students are at the core of operations. International House Tampere aims to support employers in the region in obtaining the talent they need and in other issues relating to international recruitment, which also indirectly supports the attraction of investments to the region.

At best, companies and diverse entrepreneur and innovation communities actively provide fixing points and employment and business opportunities to international talent within their ecosystems. A community of enterprises, universities and talent emerges in Tampere, benefitting both local parties and international talent, with systematic operating models for organising interaction.

Measures	Indicator	Schedule of implementation
3.1 Negotiating the Ministry of Economic Affairs and Employment's Talent HUB financing (see International Tampere Hub) as part of the City of Tampere's growth agreement: financing plan and stakeholder cooperation	Application for financing and financing cooperation realised	2019–2021
3.2 Talent Tampere services transferred to be part of the City of Tampere International Talent Attraction and Migration service branch platform	Talent Tampere services transferred	2019
3.3 International talent development projects and measures centralised under employment services	Decision on centralisation made	2019
3.4 Establishing the International Tampere Hub (Talent Hub) platform and a joint physical space for enterprise and international talent services, the Employment and Economic Development Office's international recruitment services, university community's functions relating to international operations and other key functions.	Space opened, operations commenced	2019–2021
3.5 International Tampere Hub (Talent Hub) also offers a foundation for the activities of business and innovation communities and facilitates the adherence of international talent – in particular, international students – to them. (e.g. Start-up house, Tribe community)	Service pathways realised as part of ITH	2020–2022
3.6 Reforming the Talent Tampere brand and communications to match the current operating environment	Evaluation of communications	2020–2021
3.7 Starting planning on combining the authorities' services relating to immigration and settling at the International Tampere Hub (Talent Hub).	A joint plan realised in cooperation between authorities and piloting complete	2020–2022
3.8 Developing the operations of the Immigrant Advice Centre Mainio as part of the International Tampere Hub (Talent Hub) concept, especially with regard to English-speaking services and digital services.	Mainio as part of the ITH aggregate	2019–2021
Updated strategic programme measures (2023–2025):		
3.9 The potential client target group for international services is reached more widely with centralised and uniform communication in cooperation with representatives of educational institutions and economic life through various channels.	Potential clients reached	2023–2025
3.10 Accessibility of entrepreneurship services aimed at those who have moved to the country are improved by means of marketing.	Total number of service users	2023–2025
3.11 Startup talent attraction tied more closely as part of the talent attraction activities and startup ecosystem services of Tampere.	Implemented talent attraction campaigns	2023–2025

Service promises to be pursued, prepared jointly in the programme workshops 2019:

- “Enterprises and international talent are provided with an operating model in which the experts are given access to enterprise and innovation networks and enterprises can make use of international talent and networks for internationalisation and growing international business in Tampere”
- “We will make employment and internship positions more visible to international talent, help them to network with businesses and offer services in English.”
- “For Tampere-based international talent, we will provide recruitment services for job-seeking, supplementary training and advice, as well as customised supplementary training courses.”
- “As for enterprises, we promise as little bureaucracy as possible, a single point of service, possibility to tender service providers and service voucher as a means of payment.”
- “Service promise and guarantee: The payback time of a talent investment is short

Comments from the online survey 2019:

- “My organisation likes to empower individuals to achieve things no matter their background through entrepreneurial activities.”
- “Offering services in English not only help newcomers, but also companies owned and operated by non-native Finns”
- “Opening up services in English would also boost the image of Tampere as an internationally oriented city that is welcoming”
- “It is definitely a plus for us as we operate in English completely and we believe international approach should take more place in any other organisation and their services”
- “It is good to have services available in English. It attracts more labour here from abroad. Yet, learning Finnish is important if you apply for a job with a Finnish company, even if your working language is English.”
- “Maybe the companies could be educated as well. Companies often cannot imagine what potential the local internationals have – they must be educated, guided and mentored too.”

Comments made on strategic programme update (online survey 2022):

How could you develop your operations so that the city can achieve the visions presented?

International House Tampere:

“As the strategic goals of House include communication for talents and employers, it could also be emphasized in resourcing. Now it is in the hands of one person, which is unsustainable.”

“We are producing more entrepreneurship content and events in English. We are developing our website also from the perspective of international talents.”



2.4 Engagement through expertise – International Tampere Skills Centre

The engagement through expertise action aggregate targets immigrants in general and employers. The aim is to identify, survey and develop the professional competence of people with an international background and foreign language speakers so that the competence responds to the needs of working life. The identification and development of professional competence will enable the utilisation of so far untapped potential and integrate it into the labour market and business life of the Tampere region. Involvement through work and business pursues a rapid and rewarding way of integrating with the communities of the Tampere region and their value creation.

Strategic policy: Making engagement possible – also for those in a difficult labour market position – for people with an international background through the identification, development and utilisation of competence as part of the value-generating Tampere community as its full members.

In the updated strategic programme (2023) the goal is to clarify and strengthen the role of the already established Skills Centre in relation to other parties, and to ensure the development of the services to be client-oriented and flexible.

A key objective is individual assessment of the need for services, competence mapping, and strengthening the skills of the clients who have moved to the country. This way, engagement takes place via new skills and competence, which facilitates operating with a new kind of group or groups and increases the individual's experience of capability of creating value for the community. Developing professional expertise and vocational training is key to this. A central set of measures is formed for the International Tampere Skills Centre (OSKE). The service pathways for the employment and education of immigrants and people with an international background are created in multidisciplinary cooperation with the city's own service aggregates and e.g. state institutions and educational organisations to be smooth and clear to the customers and linked as part of the International Tampere Hub (Talent Hub) activities and fast track service, allowing a rapid transition to work or business. The Skills Centre operates in a strongly regulated service field that is in many respects organised by the public sector, so the role in providing and organising services is bigger than in the Talent Hub services.

There are also lots of people in a particularly vulnerable position included in the scope of Skills Centre activities, so responsibility and inclusion are emphasised in organising the activities.

Comments made on the strategic programme update (online survey 2022):

How could you develop your operations so that the city can achieve the visions presented?

Streamlining study paths and transition phases by developing studies supporting learning skills (OPVA) and other support measures.

TREDU

Measures	Indicator	Schedule of implementation
4.1 Commencement of Skills Centre activities in the form of multidisciplinary cooperation in a joint physical location (State's special grants (TYPA and Tredu) totalling EUR 830,000 for 2019).	The Skills Centre has commenced operations	2019
4.2 Multidisciplinary support services, multidisciplinary cooperation promoting employment (TYP customers) and adult social work.	Service planning carried out in cooperation	2019–2024
4.3 Key content of the service includes carrying out competence surveys and promoting the development of competence among customers with an immigrant background, promoting their employment, and ensuring the continuity of this activity.	Numbers of competence surveys and competence development plans, numbers of people who have become employed	2019
4.4 Defining cooperation and joint service pathways with International Tampere Hub (Talent Hub) (e.g. Fast Track for promoting the employment of international students).	Implementation of the Fast Track service pathway	2019–2021
4.5 Tredu promotes solutions customised for students with an immigrant background and functioning training pathways for obtaining an occupation in cooperation with the region's vocational education network. Vocational degree programmes are developed for non-Finnish or non-Swedish speakers, and precision support is offered to students at risk of dropping out.	Development of vocational education in the network and new education pathways	2019–2024
4.6 The activities of the Immigrant Advice Centre Mainio (multilingual low-threshold advisory services) are developed as part of the Skills Centre activities and customer service is made faster with digital service channels.	Mainio as part of OSKE and digital service channels deployed	2019–2022
Updated strategic programme measures (2023–2025):		
4.7 Individual guidance and coaching for internationals to support employment, as well as identifying and developing previous skills to meet the needs of working life. International Tampere Skills Centre develops ways to implement individual solutions and Ways to implement individual solutions and alternative paths.	Total number of internationals employed	2023–2025
4.8 Educational paths leading to employment, as well as opportunities to develop competence in various ways are created for immigrants in the service ecosystem of integration, immigration and competence development.	Total number of internationals employed	2023–2025
4.9 To identify and limit the role of OSKE in relation to other parties and key partners.	Division of work with the newly established Early-stage integration team, wellbeing services county and educational institutions, as well as with joint international recruitment services for employers and companies.	2023–2025
4.10 Defining, in accordance with the TE24 legislation, the preparation of reception of services and the transition to service platforms in relation to OSKE and International House Tampere regarding EURES services, integration training acquisitions, and OSKE supplementary services.	The success of the implementation of the structural reform.	2023–2025

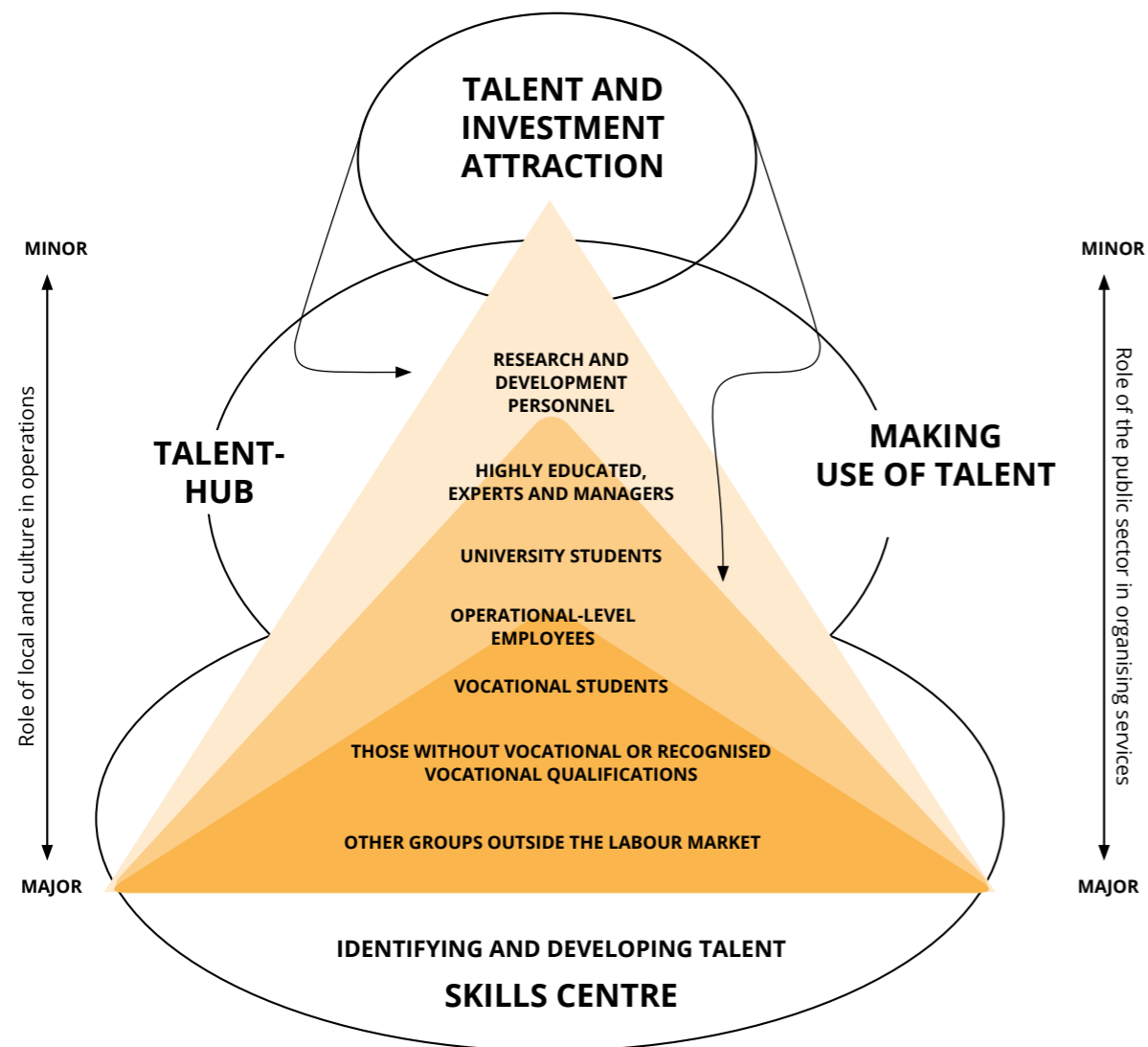


Fig. 13 // The action packages in providing services and key targets of joint activities in the ecosystem clearly have different focuses, but they have many overlaps.

Service promises to be pursued, prepared jointly in the programme workshops 2019:

- “We at OSKE (TYPA, Tredu, Centre for Economic Development, Transport and the Environment and adult social work) will jointly seek a solution with you who are wishing for a job or study place or an employee for your company, avoiding scattered services or sending the customer back and forth and increasing personal engagement and focus on solution.”
- “Asylum-seekers get faster out of the reception centres with better baseline knowledge to services relating to studying and job-seeking.”
- “We holistically investigate a clear path for a customer who needs social support to working life and take responsibility for smooth progress on the path.”
- “For employers, we provide comprehensive and expert support for recruitment multidisciplinary, develop job-seekers’ skills to meet the needs of employers and develop services in a customer-oriented way using the methods of co-development and service design together with the customers”
- “Our cooperation is smooth and facilitates solutions customised for students with an immigrant background in vocational training and the best way for them to obtain an occupation.” (relating to livelihood, location, place, time, duration, support for the family and learning support and guidance).”

Comments from the survey 2019:

- “Education plays the most important role in the integration of immigrants. Those being integrated should have access to language instruction and vocational training as soon as possible to start the integration process and avoid delays to entering working life.”
- “Professional integration of immigrants is one of the most efficient methods of making international talent part of the society.”
- “Investments should be made in employing immigrants without delays when they arrive in Finland.”
- “We are engaged in developing low-threshold places for encounters where immigrants and Finns could get to know each other by engaging in joint activities”
- “Investigating and treating refugees’ traumas and integration-related mental issues is important in integration. So is network work with other authorities.”

2.5 Responsible reception – Early-stage integration services, Tampere Reception Centre and Multilingual info Mainio

The set of measures for responsible reception gathers together the services for the initial phase of integration. The goal is to accelerate the integration process on average to less than two years and, if possible, to an even shorter period for those whom the objectives of the accelerated process serve. At the same time, the process should be more flexible and more client-oriented, i.e. possibly longer for those who need it. The primary objective of the service package for the initial phase of integration is to provide resources for the integration of working-age people, refugees, children and families, as well as for the integration of minors arriving without legal guardians (in cooperation with a family group home), as well as directing the operations of reception centres and organising co-operation.

The service aggregate must define cooperation with the wellbeing services county, especially in relation to refugee work, and with early childhood education and schools regarding integration services for children, young people and families. The services for youth and children play an important role in building inclusion and well-being, but also in skills-based immigration policy, as they prevent the development of marginalisation and support the full participation of children and young people in society and working life in adulthood.

Strategic policy: Facilitating a smooth, flexible and inclusive initial integration for all newcomers, with a special focus on the support of the inclusion of children, youth and families, which creates future conditions for education and building a self-determined career path also after secondary level education.

The service aggregate is central to adapting to changes in the operational environment. Because of this, the focus in the initial phase of the operation is based on organising services for those in need of international protection (2023). In line with this, the personnel who previously performed the task and who remain in the municipalities in connection with the establishment of the wellbeing services counties will form the main resource for this. In the second phase, the transfer of overall responsibility for integration to the municipalities will be prepared, and the division of labour will be finally clarified between the various service groups (OSKE, Mainio, International House Tampere and Early-stage integration services), when services promoting integration must be organised for all working-age people and their families through a faster process than before (ready for 2025).

Clarifying the roles of initial-phase guidance and counselling between the City units is essential. The operations are organised in a strongly regulated field that falls, in many respects, under the organising responsibility of the public service sector, so the role with regard to both generating and organising services is substantial.

Measures	Indicator	Schedule of implementation
Updated strategic programme measures (2023–2025):		
5.1 To organise initial phase services for those in need of protection (2023) by establishing a service package for the early-stage integration services (Early-stage integration services KOTO) and for all working-age individuals and their families (ready in 2025)	The success of the implementation of the structural reform	2023–2025
5.2 The division of labour for the reception of those in need of protection and for children and young people is defined in terms of operational guidance and cooperation with the wellbeing services county (interface and co-operation), early childhood education and cultural activities (VOK).	The success of the implementation of the structural reform	2023–2025
5.3 The division of labour and responsibilities with respect to services for students and job seekers, and the initial services for the workforce will be clarified with other responsible organisations, i.e. educational institutions, employers and own service providers (including OSKE) of the City of Tampere in the second phase.	The success of the implementation of the structural reform	2023–2025

Comments made on strategic programme update (online survey 2022):

How could you develop your operations so that the city can achieve the visions presented?

“ In the immigration dialogue organised by the Cultural Service Group, internationals brought up the importance of cultural services in getting to know Finnish culture, i.e. as a part of their comprehensive integration. ”

“ The Cultural Service Group hopes for close cooperation with parties in the immigrant work network for the development of leisure activities for immigrant youth. ”

“ Customisation of education for new target groups in accordance with the Integration Act, further development of already piloted activities (parents at home, initial assessments) ”

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3. UPDATED STRATEGIC PROGRAMME AND CROSS-CUTTING THEMES



The updated goals of the strategic programme are condensed in Fig. 14. The programme also has four cross-cutting themes.

- A regional perspective, i.e. examination of alternative ways for organising services within the region in an appropriate manner by utilising contractualisation and other methods of operation in order to organise a regionally comprehensive and appropriate set of services or, alternatively, to enable cooperation.
- Responsibility, i.e. ensuring an ethical basis for new operating methods, particularly to prevent international recruitment practices and work-related exploitation by increasing the parties' awareness and knowledge on these topics, and by creating guiding frameworks and instructions as necessary.
- Human-centred service production and information and knowledge-based management by utilising data and artificial intelligence in order to make the processes more effective and smoother and to evaluate the effectiveness of integration (International and Inclusive City / Smart City development programme). Statutory operations have been renewed and are being renewed in many respects, which requires the adoption of new types of roles and operating methods in the process by parties in the municipal organisation (ready by 2025).
- Clarifying the roles of the early-stage guidance and counselling between the City of Tampere units is central. The operation is strongly regulated and in a service field whose organisation is, in many respects, the responsibility of the public sector, so the role in both generating and organising services is substantial.



Fig. 14 // The updated set of International Talent Attraction and Migration and its cross-cutting themes.

3.1 The process of the programme

Strategic Programme on International Talent Attraction and Migration

The programme has been prepared in extensive stakeholder cooperation. The starting points and process were presented to municipal decision-makers in February 2019. The content and service promises of the strategic programme have been defined in three workshops in Tampere with different focuses:

- The City of Tampere and the Tampere university community, 20 March 26 people
- Talent Hub and International Tampere Skills Centre, 22 March 30 people
- International talents and enterprises, 25 March 29 persons

The theme was also discussed at the Tampere City Council's Strategy Day workshop on 26 April. Furthermore, there was an open online survey in May 2019, through which 27 primarily thoroughly formulated responses were received.

Update 2022

Instructive assessment: September–October: interviews with the strategic steering group, central administration, and representatives of educational and cultural administration (21 people).

Workshops: October–November: five workshops, a total of 43 participants. It was possible to submit comments online in advance for the workshops. Some of the comments provided are quoted in this publication.



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