

TEMWISIT

TEMWISIT-hanke – TEMWISIT project

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TEMWISIT

TEMWISIT-hanke – TEMWISIT project

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DESCRIPTION

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Abstract	<p>The TEMWISIT project started unofficially in January 2014 when a visiting researcher from Aalto University started to look into immigrants' service journeys. The project started in earnest in April 2015 and was named TEMWISIT. The goal of the project was to simplify and expedite immigrants' initial service path by bringing together the officials responsible for the different stages of the service path. The idea was that user-driven service design could be used to create a web-based platform that facilitated immigrants' initial service paths regardless of where they are from or why they have come to Finland. Another goal was to make it easier for a single authority to understand immigrants' initial-stage service paths and changes to these paths.</p> <p>The final TEMWISIT project report includes information on how the project started and was carried out in a wide cooperation between authorities and other parties. The report presents the application developed during the project. The application guides immigrants who are arriving to different parts of Finland from different parts of the world and for various reasons, so that the practicalities related to the initial stages of integration can be handled in a user-friendly and flexible way.</p> <p>The project started with gathering information through interviews conducted in the six largest cities in Finland. The gathered information was used in two workshops. In the first one, it was found that the service design solution has to focus on general customer profiles to serve as many immigrant customers as possible. Immigrants participating in the project stressed customer orientation whereas officials stressed the functionality of the service solution. In the second workshop, 16 goal themes were found, including the efficiency and generalisability of services, supporting service provision, increasing customers' proactivity and unifying the currently fragmented service organisation field.</p> <p>In the following stage of the project, issues included the role of service providers in updating information, the generalisability of services and how visualisation can be used to understand immigrants' complete service path. A web-based service aimed at immigrant customers was chosen for development. After the development stage, the service is planned to be realised in the near future.</p> <p>Key achievements of the project carried out by the Centre of Expertise on Immigrant Integration (under the Ministry of the Economy and Employment) and Aalto University include uniting various operators, sharing experiences, bringing awareness of user-oriented services and new practices for planning services and cooperation. The project used planning materials such as visualisation and customer profiles, which helped the participants to share their experiences and to process the material effectively. The officials responsible for the different stages of immigrants' initial-stage service path were brought together for the first time by the project steering group. The final product is a tool that helps immigrants arriving for various reasons from all over the world on their initial-stage service path and helps officials and other operators to visualise the complicated process.</p> <p>Contact person at MEE: Annika Forsander / Employment and Entrepreneurship Department, tel. +358 29 506 0206</p>			
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TEMWISIT

TEMWISIT-hanke – TEMWISIT project

Developing a website that visualises immigrant service journeys for better sense-making for both immigrants and the employees working with them .

Kotoutumisen alkuvaiheen palvelupolkujen havainnollistamisen verkkopalvelu.

Kotouttaminen.fi
Integration.fi



A” Aalto University
School of Arts, Design
and Architecture

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*I'm just a part of a system.
I am very small. What can I do?*

- Helena Sustar

SUMMARY

Unofficially this project began in January 2014 with an exploration stage when dedicated researcher (at that time, visiting researcher at the Aalto University) started to explore immigrants' service experiences. This led in investigating the other side of services, i. e. their service delivery, first by mapping Finnish immigration and integration system. In that period, researcher conducted the first small-scale co-design workshops and later the workshop that included more than 70 people who deliver immigrant services in Finland. This stage revealed that there are many different immigrant profiles with fairly individual customer service journeys.

After signing the contract in April 2015, the project began by collecting data via interviews in six largest cities. Employees from nine different stakeholder organisations were interviewed. Three different types of civil servants delivering immigrant services were interviewed: informants (delivering information), decision makers and managerial employees. The interviews indicated that based on 18 predefined immigrant profiles, several typical profiles can be compiled, for example non-EU citizens with family ties. Furthermore, interviews revealed that while civil servants have very extensive familiarity with their own organisational procedures, they do not understand the service processes of other stakeholders.

The findings from the collecting data stage were used at the two co-design workshops. At the first workshop, which included all sectors of immigration and integration services, as well as end users, participants pointed out that a service design solution must focus on generic customer profiles to be able to serve as many immigrant customers as possible. Also, immigrants in particular emphasised that solution has to be empathetic in nature, whereas civil servants highlighted more service solution functionalities. The second workshop, which included front-end workers from all immigrant service delivery organisations, resulted in 16 objectives. Each objective was important with respect to developing further service design solutions. The objectives covered the following themes: enhancing service generalisation and efficiency, supporting service delivery, empowering and making customers more proactive, and bringing together currently fragmented service organisations. These objectives were used as design drivers in the next developing stage.

39

INTERVIEWS

6 CITIES

4

MINISTRIES

51 HOURS OF
INTERVIEW
MATERIAL

17 TABLES OF
CUSTOMER JOURNEYS

2

WORKSHOPS
& DEVELOPMENT
MEETINGS

6

STEERING
GROUP
MEETINGS

PAGES OF IDEAS ON HOW
TO IMPROVE THE SYSTEM

7

96

PEOPLE
ENGAGED
IN THE
PROCESS

END USERS /
IMMIGRANTS

33

Two subsequent development meetings resulted in six service design concepts, which participants narrowed down to three overarching concepts in the second meeting: a customer service website, self-assessment and a news information channel. The concepts for the first time opened up the discussion to include points relevant for the implementation stage, such as the roles of different service providers in updating information, service generalisation across the whole Finland, and how to use visualisation to understand the entire immigrant customer service journey through all service provider organisations. At the second development meeting, the customer journey website concept was selected for further development. To better frame this concept, a steering group discussed issues like what are the most appropriate way for individuals to complete their customer service journey, touchpoint processing times during the year, the official language of the website, user profiles (immigrant and civil servants) and the importance of providing peer-to-peer support for immigrants.

Visits to the Migration office and the Infopankki were important for understanding how selected service design solution could work in practice in the current Finnish immigration information service system. The first interactive prototype was presented to six potential users (four immigrants & two civil servants) at the feedback session, and at the steering group meeting. The initial feedback was positive from both sides, with participants mainly requesting changes related to the adequacy of information and customer service steps. After this developmental stage, an implementation stage is planned in the near future.

KEY PROJECT ACHIEVEMENTS

1. Bringing people together

Adopting a co-design approach resulted in bringing people together, some of whom had never met one another before. The steering group, which consisted of managing representatives from all immigrant service provider organisations, not only directed the project and coordinated supporting project activities, it also recruited front and back employees from its own organisation to attend the interviews, employing personnel for the co-design workshops and development meetings. Also, importantly members participated in different co-design activities, development meetings and feedback sessions.

2. Co-design practice

Design material, such as visualizations, customer profiles and action cards, which were used for hands-on activities like interviews and workshops, helped participants to express and share their experiences. Visualising the service networks and customer service journeys, including actor and end-user actions, allowed participants to control the separate parts of the material in a simple and effective manner. The co-design approach made the immigration system more concrete and tangible so that the participants were

able to grasp the bigger picture of how system works more easily.

3. Sharing experiences

This co-design process made it possible to express and share their experiences with people from different backgrounds and roles (civil servants and end users). Throughout the interviews, civil servants had the opportunity to reflect on their work history and share with researcher their positive and less positive experiences. In that way, people were able to let out their frustrations and emotions related to the existing immigration service system without being judged for doing so. This became an opportunity to create better solutions and to contribute ideas about what is valuable and important.

4. Project ownership

The steering group members were strongly engaged throughout the entire co-design process, enabling people to feel deep connection with the project. One managerial advocate reported feeling a sense of pride at what they had achieved together with designers, and consequently, the group developed a sense of agency, too. It is very important that the steering group continue to feel a sense of ownership of the design concept throughout the implementation stage.

5. User centered services

Most of interviewees stated that the system should be designed from the end-users point of view due to the constant increase in the immigrants and refugee crisis in July 2015 as well as from the perspective of the front-end workers who are delivering the services. In this respect, the end users of the future, who will require new ways of delivering information services, were engaged in all stages of the design process, sharing their experiences and ideas and providing comments and feedbacks.

6. New practices

This project is important in that it will establish new design development practices and ways of operating and co-operating in the governmental sector. This assertion can be made because steering group members have been engaged not only to participate in the general meetings, but also in the interviews, co-design workshops and development meetings. The member of the steering group also visited stakeholders (Migration Office), including one government ministry. Participants also advocated making changes in the decision-taking routine, instead emphasising framing, shortening meet-up times and the project's importance via prototypes.

ALKUSANAT

Maahanmuuttajan elämän alkuvaiheeseen uudessa maassa – myös Suomessa – kuuluvat monenlaiset lupa- ja rekisteröitymisprosessit. Haasteellista on se, että nämä viranomaisprosessit – eli ns. palvelupolku – vaihtelee riippuen siitä, mistä maasta ja millä perustein henkilö muuttaa Suomeen. Eri puolilla Suomea viranomaistoimet kattava palvelupolku on myös jonkin verran erilainen riippuen paikkakunnasta. Lisähaasteita tuottaa se, että eri viranomaisten tulkintasäännöt ja vastuut muuttuvat tiuhaan tahtiin. Näistä syistä monet maahanmuuttajat ovat kokeneet haasteelliseksi asettautumisensa Suomeen. Tämä koskee niin EU-alueelta tulevia kuin pakolaisiakin, Suomeen vaivalla rekrytoituja huippuosaajia kuin luku- ja kirjoitustaidottomia.

TEMWISIT-hankkeen taustalla on yhden Suomeen rekrytoidun, EU-alueelta Suomeen muuttaneen huippuosaajan turhautuminen asettautumisen vaikeuteen ja palvelupolun kankeuteen. Hän on tämän hankkeen äiti ja primus motor, tutkijatohtori Helena Sustar. Tohtori Sustar on palvelumuotoilun huippuasiantuntija, joka Suomeen muutettuaan hahmotti oitis, että maahanmuuttajien kotoutumista Suomeen voitaisi sen alkuvaiheessa vauhdittaa merkittävästi käyttäjälähtöisen palvelumuotoilun keinoin. Työ- ja elinkeinoministeriössä toimiva Kotouttamisen osaamiskeskus tarttui yhteistyömahdollisuuteen, ja yhteistyö Aalto-yliopiston Taideteollisen korkeakoulun palvelumuotoilun laitoksen kanssa saattoi alkaa huhtikuussa 2014.

Yhteistyöhanke sai nimekseen TEMWISIT, ja hankkeen tavoitteena on yksinkertaistaa ja vauhdittaa maahanmuuttajien alkuvaiheen palvelupolkua kokoamalla yhteen palvelupolun eri toimenpiteistä vastaavat viranomaiset. Ajatuksena oli, että käyttäjälähtöisen palvelumuotoilun keinoin voitaisiin luoda interaktiivinen väline, joka helpottaa yksittäisen maahanmuuttajan alkuvaiheen palvelupolkua riippumatta siitä, mistä tai millä perustein hän tulee Suomeen. Tavoitteena oli – ja on – että väline helpottaa myös yksittäistä viranomaista hahmottamaan maahanmuuttajien alkuvaiheen palvelupolkujen kokonaisuutta ja siinä tapahtuvia muutoksia.

TEMWISIT-hankkeen tuloksena on saanut muotonsa väline, joka interaktiivisesti ohjaa eri perustein, eri puolilta maailmaa, ja eri puolille Suomea muuttavia

maahanmuuttajia eteenpäin polullaan, jotta kotoutumisen alkuvaiheeseen liittyvät lupa- ja rekisteröitymiskäytännöt saisi hoidettua mahdollisimman käyttäjäystävällisesti ja joustavasti. Ratkaiseva merkitys kehittämistyössä on ollut ohjausryhmällä, joka ensi kertaa kokosi saman pöydän ympärille maahanmuuttajien alkuvaiheen palvelupolun eri vaiheista vastuussa olevat viranomaiset.

Hankkeen "sivutuotteena" on muodostunut erittäin hyvä yhteistyö eri viranomaisten välille, ja merkittävä huomio, että ohjausryhmä ja hanke on tuottanut myös Euroopan mittakaavassa ainutlaatuisen tuloksen: TEMWISIT-väline on ainoa laatuaan Euroopassa, ja herättänyt jo nyt positiivista huomiota rajojen ulkopuolella. Haluan siis lämpimästi kiittää palvelupolun muodostavia viranomaisia ja yksittäisiä virkamiehiä omistautumisesta hankkeelle: Ulkoministeriön ulkomaan edustustot ovat vastuussa oleskelulupakäsittelystä ja informaation jakamisesta ulkomailla (kiitos Elisa Kojo); Poliisi on vastuussa oleskelulupien käsittelystä ja EU-kansalaisten oleskeluoikeuksista (kiitos Juhani Ruutu); Maahanmuuttovirasto vastaa oleskeluluvista ja turvapaikoista (kiitos Hanna Koskinen ja Monna Airiainen); Maistraatti vastaa kotikunnan rekisteröinnistä (kiitos Eija Kronberg ja Maria Lunabba); Kela vastaa sosiaaliturvasta (kiitos Olga Tarsalainen); Verohallinto vastaa verotuksesta (kiitos Satu Paasalo ja Riitta-Liisa Backman) TE-palvelut ja työhallinto vastaavat mahdollisuuksista työllistyä (kiitos Terhi Martins). Aiemmin tehdyn kehittämistyön tulosten tuomisesta hankkeeseen haluan kiittää Hannu-Pekka Huttusta, joka johti Alpo-hanketta vuosina 2011–2014 ja Tapani Kojonsaarta, joka johti MATTO-hanketta vuosina 2009–2014. Jatkuvuudesta vastaa Eija Kyllönen-Saarnio, jonka luotsaama Infopankki-palvelu helpottaa päivätasolla tuhansien maahanmuuttajien ja Suomeen muuttoa suunnittelevien kotoutumista Suomeen. TEMWISIT-väline juurrutetaan osaksi Infopankkia niin, että kymmenet tuhannet maahanmuuttajat pystyvät sen avulla navigoimaan alkuvaiheen palvelupolullaan. Tuloksena on sekä viranomaisten että maahanmuuttajien elämän helpottuminen.

Annika Forsander

Development Manager,
Ministry of Employment and the Economy
The Centre of Expertise in the Integration of Immigrants



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Furthermore, special thanks go to steering group members for participating in the interviews, workshops and development meetings, as well as for giving constructive feedback and encouraging comments.

Additionally, we would like to thank all immigrant participants who attended the workshops, development meetings and feedback sessions.

Last but not least, we would like to express our gratitude to Migration Office for discussing with their experiences in developing and design processes and functionalities for e-services and to Infopankki for sharing with us their experiences in maintaining an immigrant information portal.

Thank you to all who have contributed with your personal insights and experiences.

HOW TO USE THIS DOCUMENT

LEARN HOW WE STARTED THE PROJECT

Motivations and reasons behind the journey

p. 14

1

READ ABOUT HOW THE OBJECTIVES WERE DEFINED TOGETHER

The section will open up the findings of each stages of the process.

p. 24

2

TAKE A LOOK AT THE TOOL DEVELOPED IN THIS PROJECT

The functionalities, features and user journeys.

p. 38

3

THE PROJECT IN DETAIL

These two sections are for you who wants to read the detailed research report of the project.

p. 46

4

5

PROJECT PARTNERS

The TEMWISIT project was initiated in December 2014 by the Finnish Ministry of Employment and the Economy, the Centre of Expertise in Integration of Immigrants (Työ- ja elinkeinoministeriö Kotouttamisen osaamiskeskus, TEM) in collaboration with Aalto University's Department of Design. The ministry was represented by the project executive, Ms Annika Forsander, whereas the university's perspective was represented by Professor Tuuli Mattelmäki and dedicated researcher Helena Sustar, PhD. As a part of the project protocol, a steering group was established. It consisted of the following representatives:

Elisa Kojo, Ministry of Foreign Affairs

Hanna Koskinen, Migration Office

Juhani Ruutu, The National Police Board

Erja Kronberg, Local Register Offices, Lahti

**Terhi Martins, Centre for Economic Development, Transport and the Environment/
Employment and Economic Development Offices, TE-toimisto**

Satu Paasalo, Finnish Tax Administration, VERO

Olga Tarsalainen, Social Insurance Institution of Finland, KELA

Johanna Seppälä, Participation and Citizen Information, City of Helsinki

Eija Kyllonen-Saarnio, Infopankki, City of Helsinki

Other members:

Hannu-Pekka Huttunen, Siirtolaisuusinstituutti/Funderatas

Tapani Kojonsaari, TEM

Prof Tuuli Mattelmäki, Aalto University

Helena Sustar, PhD, responsible researcher, Aalto University

Juha O. Johanson, technical development, Aalto University

During the development stage discussions with the Ministry for Finances had started as well as visits at the Migration office (MIGRI) and Infopankki had been done. Unfortunately, in the steering group there was no representatives of the social services.

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TEMWISIT PROJECT

1.1

MOTIVATION FOR THE PROJECT

Currently, immigrants entering Finland must deal with a complex system of entry services delivered via five different ministries and their service bodies together with other independent institutions, e.g. local registration office. Each institution operates with a different language for matters of legislation, policies and actions. Each immigrant's journey includes a number of different ministerial actions that span cross organisational boundaries and channels, which, from the immigrant's perspective, often causes inefficiencies and breakdowns in communication, coordination and information sharing. In this case, people in vulnerable positions, namely immigrants, cannot choose between different services.

Current governmental organisations are structured according to the silo mentality, which creates a disjointed and poor customer service experience (Figure 1). Even when one organisational silo is capable of applying the best practices, the customer's experience is still often disjointed and reflects an 'inside-out' organisational view of the world (The Customer Experience Company). Initially, the Nordic countries established their immigration systems based on immigration trends in the 1990s and in strong relation to the welfare state system (Yousfi 2010). However, these systems are incapable of responding to the current crisis situation, in which increasing numbers of immigrants have been entering the various countries within a short period of time. The Finnish immigration system is organised into various information silos, each of which heads different procedures and makes its own decisions. The current models for public services are characterised by asymmetrical power relationships between the customer and the service provider, the latter of whom has inside knowledge and controls the administrative resources, and therefore, the services themselves. In this way, the service provider remains in a superior position with respect to the customer, who merely acts as a receiver of service provider's actions. In this arrangement, service actions flow from the organisation towards the customer and not the other way around.

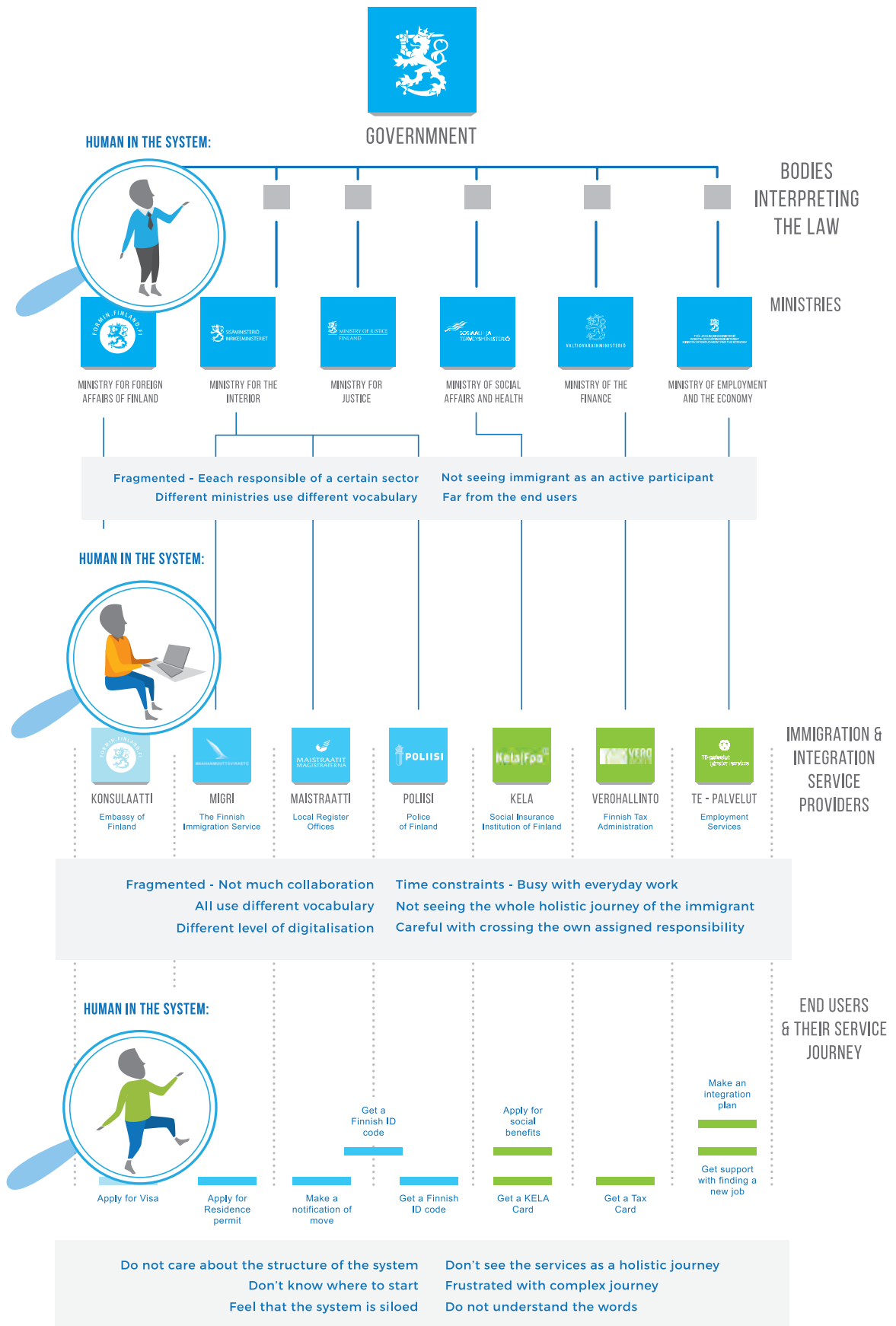


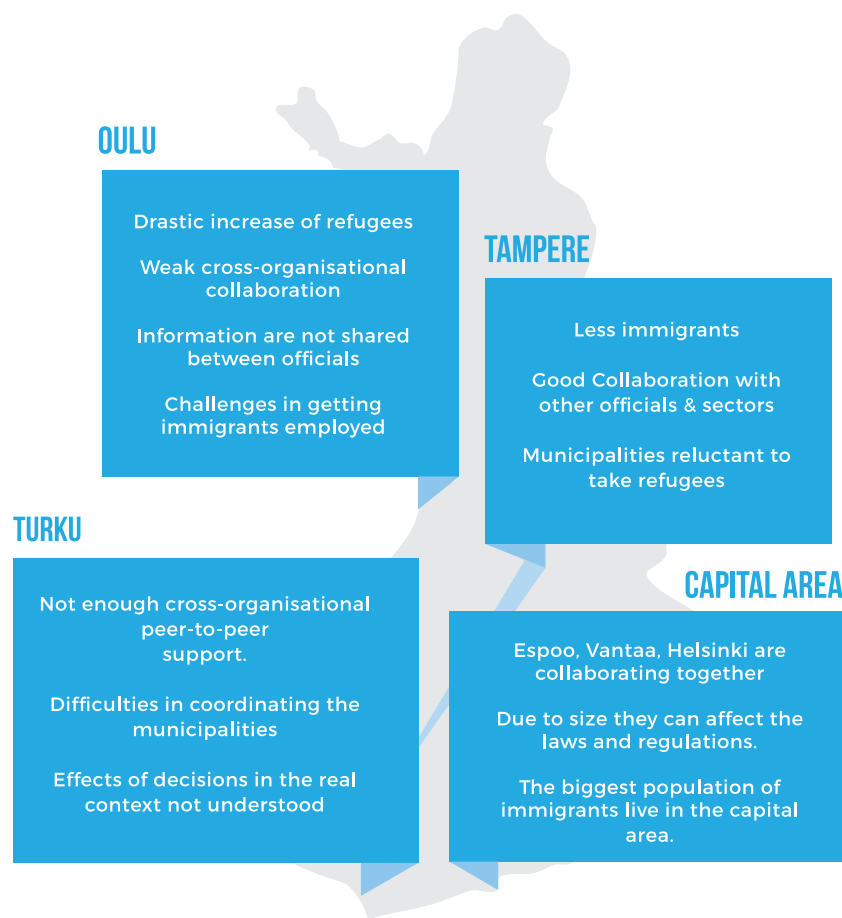
Figure 1: Finnish Immigration and integration service system in year 2015

1.2

CURRENT SITUATION IN FINLAND

Thirty-nine interviews were conducted between June and December of 2015 in the six largest cities. The following relevant topics have been identified based on the interviews:

- **Amount of immigrants** had already increased to some extent before the refugee crisis;
- **Immigrants have strong peer-to-peer network support**, mainly word-of-mouth support, which is important for them understanding the system;
- **Lack of resources in terms of funding and workforce**;
- **Emotional stress** and burden were emphasised in particular by people working in places that have direct contact with the immigrants;
- **Twice as much work and redundant work**, which is caused by the silo organisational system and immigrants who do not understand the system;
- **Peer-to-peer support** among civil servants is the current best practice for obtaining information;
- Civil servants reported having **limited knowledge** about other organisations' processes;
- **Need for cross-organisational collaboration** was identified;
- **Equality of services** is ensured by internal and cross-organisational collaboration and discussion. Local register offices are leading the way in this area;
- The entire immigration and integration **system should be improved**
- The system should be designed from **the immigrants' point of view**;
- **Information** about the changes in the processes does not always work for other organisations and end users
- Problems in the system are not considered **holistically** when changes are made;
- Desires for e-sharing platform;
- One-stop-shops coming in the future, because they have been told so
- **Municipalities are very independent** and strong and they are challenging to be coordinated by the ELY centres



TURKU

Overall, civil servants in Turku did not report having as good network with other officials as did civil servants, for example, in Tampere. They reported feeling that they lack support, however, they believed that their peer-to-peer networks are the best source of information.

TAMPERE

Overall, Tampere reportedly has rather good collaboration networks with other authors and information sharing practices in place already.

CAPITAL AREA

In general, municipalities in the capital area are highly independent and so each will have a large role in making changes. They often bypass the ELY Centres and communicate directly with the various ministries, which causes tensions. The three municipalities collaborate with one another to a great extent, which can affect decisions at the governmental level. There are currently plans to merge the offices in the different municipalities.

OULU

The Oulu area is large and difficult to coordinate. However, the municipalities are not as strong as elsewhere. The interviewees reported that the current centralising strategy is not the best solution. The unemployment rate is higher in Oulu, therefore immigrants are moving south, but services are harder to obtain in the south and so they might return.

1.3

THE TEMWISIT PROJECT

The TEMWISIT project (TEM Customer Web visualisation Tool) is a joint project between the Centre of Expertise on Immigrant Integration, the Ministry of Employment and the Economy and the Aalto University Department of Design. The project focuses on research and developing a web-based tool that visualises different immigrants' service journeys in the early stages of the immigration and integration process. The tool is being targeted to diverse immigrant service providers like KELA, police and tax office. The project began in April 2015 and it was completed in April 2016.

The project was initially based on a series of small-scale interviews and workshops investigating an immigrant customer's service journey before and after arriving in Finland. However, with the recent European migrant crisis of 2015, the sudden increase in the number of refugees coming to Finland has highlighted the need for redesigning the current immigration system. Consequently, the initial project was quickly scaled up to cope with the new pressure on the system. This pressure led to the initiation of a larger TEMWISIT project (see Figure 4).



Figure 2: Finnish Immigration and integration service providers in year 2015



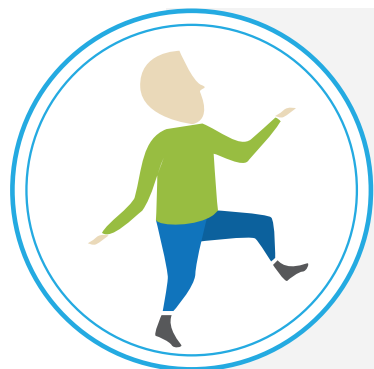
MINISTRY LEVEL

“We aim to make a tool that would benefit all of the organizations to get the updated information. That way the process can be made simpler and unified in the whole country.”



CIVIL SERVANTS

“We should have good and equal service for everybody.”



IMMIGRANTS

“It would be helpful to have a tool that collects the whole process to one site. It’s like an ‘algorithym’ that calculates the journey specific to me.”

Figure 3: Needs and wishes from the different stakeholders.

1.4

PROJECT TIMELINE

Before agreeing on the initial contract in April 2015, a dedicated researcher completed several preliminary studies, which included exploring current immigrants service experiences via seven interviews, mapping out the current Finnish immigration system and conducting several different types of co-design workshops with immigrant service advisors in the Helsinki region as well as across all of Finland (Figure 4, upper line). The list of activities proposed by the researcher has proved crucial for the development of the TEMWISIT project's aims and objectives. The project included the following Work Packages (WP):

WP1: Preparing for the data collecting stage, ethics procedures and recruitment (April – May 2015).

WP2: Collecting data in the six largest cities in Finland by interviewing representatives from eight different stakeholders (June – October 2015).

The extension: the project was extended by including three new objectives that take into account technical considerations, simulate the final service design solution and extend the service design solution to also consider end users (October 2015).

WP3: Arranging two co-design workshops, which brought together for the first time end users, stakeholders, decision makers and policymakers. The first workshop focused on developing customer profiles and customer journeys and on identifying the broad values and features of the tool. In the second workshop, participants identified various use contexts and user needs as a means of refining the specific features, functions and characteristics of the web-based tool. In addition, during this stage several meetings were arranged with the stakeholders to identify the most valuable design opportunities (November – December 2015).

WP4: Defining the web-based service design concepts via development meetings. At the two meetings, the participants discussed and received feedback on the six initial service design concepts and framed the three with the most potential. The input received during this stage was used to develop a viable web-based tool solution (December 2015 – January 2016).

WP5: Testing the web-based tool as an interactive prototype in real-life situations during the proof-of-concept stage; it was tested with various immigrant service provider organisations, end users and domain experts (February – March 2016).

WP6: Conducting a walkthrough with the design solution that included leading and less advanced types of immigrant service provider organisations (April 2016).

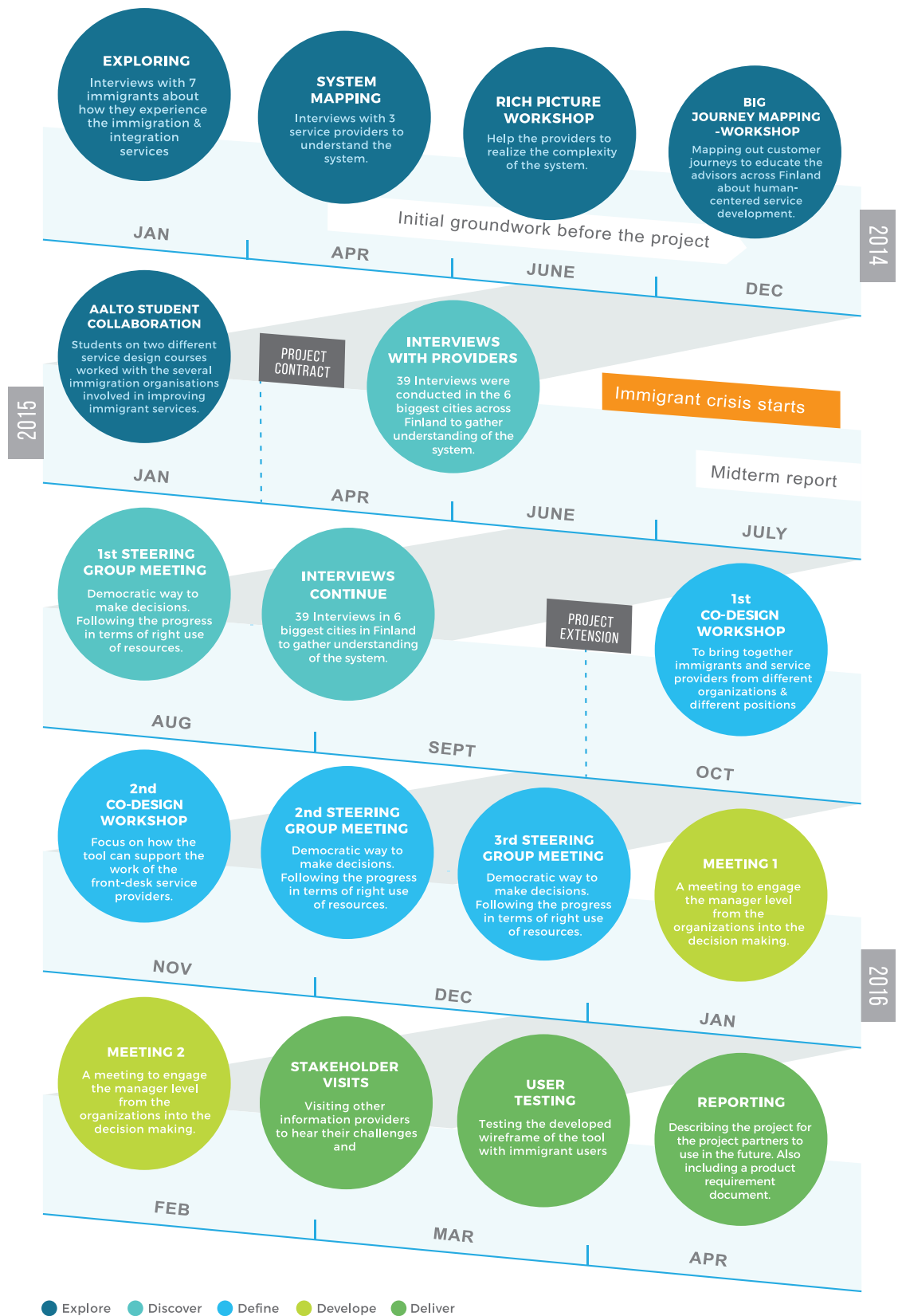


Figure 4: Timeline of the project

1.5

TERMINOLOGY

Customer Service Journey / palvelupolku

The customer journey is a visual representation that describes the journey/path of a user/customer by representing the different steps, actions and touchpoints that the user/customer encounters when using the service.

Touchpoint / kontaktipiste tai kohtaamispiste

A touchpoint describes the interface, product, or service as it affects customers/users, employees and other stakeholders before, during and after a transaction. A touchpoint may be the environment, particular objects, people or processes, and interactions.

Scenario-based design / Service Scenario/ kertomuspohjainen suunnittelu

Visual or verbal description of how and in which situation the service could be used. It can also be used as a prototype of a service situation or as a way to imagine future opportunities.

Future user stories

User stories aim to bring the human point of view into the system. This creates empathy for the employees and makes their work more purposeful and empowering and also helps them cope with stress and difficult daily situations.

For example, the system will make the core decision-making materials available quickly based on the law and regulations. An employee can then make her/his decision based on these materials without making a mistake.

Profile / Customer profile / Asiakasprofiili / Mallikäyttäjä

Fictional characters based on research data e.g. interviews with front workers, managers or end users.

Co-Design

Co-design implies a partnership between professionals and the community working together in the design development process. The final solution is then implemented and led by professionals (Sanders & Stappers, 2008).

Concept

This will create a shared understanding of the web-based tool that will be implemented by the IT company. The shared understanding will have to do with the basic logic and the value that the web-based tool will create. The logic and the

value will be presented in a few core pages and interactive examples will show how it works.

Glossary

Service end users – immigrants

Service providers – KELA, Tax Office, etc.

Ministry for Foreign Affairs of Finland – Ulkoasiainministeriö

IESAF RY - The International English Speakers' Association of Finland (IESAF)

is a non-profit volunteer organisation of international, English speaking people living in Finland.

ELY Centre - Centre for Economic Development, Transport and the Environment

Immigration service providers:

MIGRI – The Finnish Migration Service

POLIISI – police department

MAISTRAATTI – local registration offices

Integration service providers:

KELA – Provider of the Social Security Benefits

VERO – Tax Administrator Tax Administrator

TE-PALVELUT – Unemployment Office / Unemployment Services

Information providers:

INFOPANKKI – Nationwide information provider for immigrants

INTO FINLAND – Service point for immigrants in Helsinki

VIRKA INFO – Service point in Helsinki providing information in different languages

CO-DESIGN & OBJECTIVES

This section brings together the key findings from each separate development stage of the design process. The key findings from one stage were always implemented during the next stage. However, the findings from all design stages lead to the final output. In the data gathering stage, the research was conducted individually, whereas all the design stages were co-designed together with end users and the service providers from different organisations.

2.1 PROJECT AIM

To develop a web tool that visualises the customer's journey for both professional immigrant service providers and end users.

2.2 PROJECT OBJECTIVES

The initial the TEMWISIT project had the following objectives:

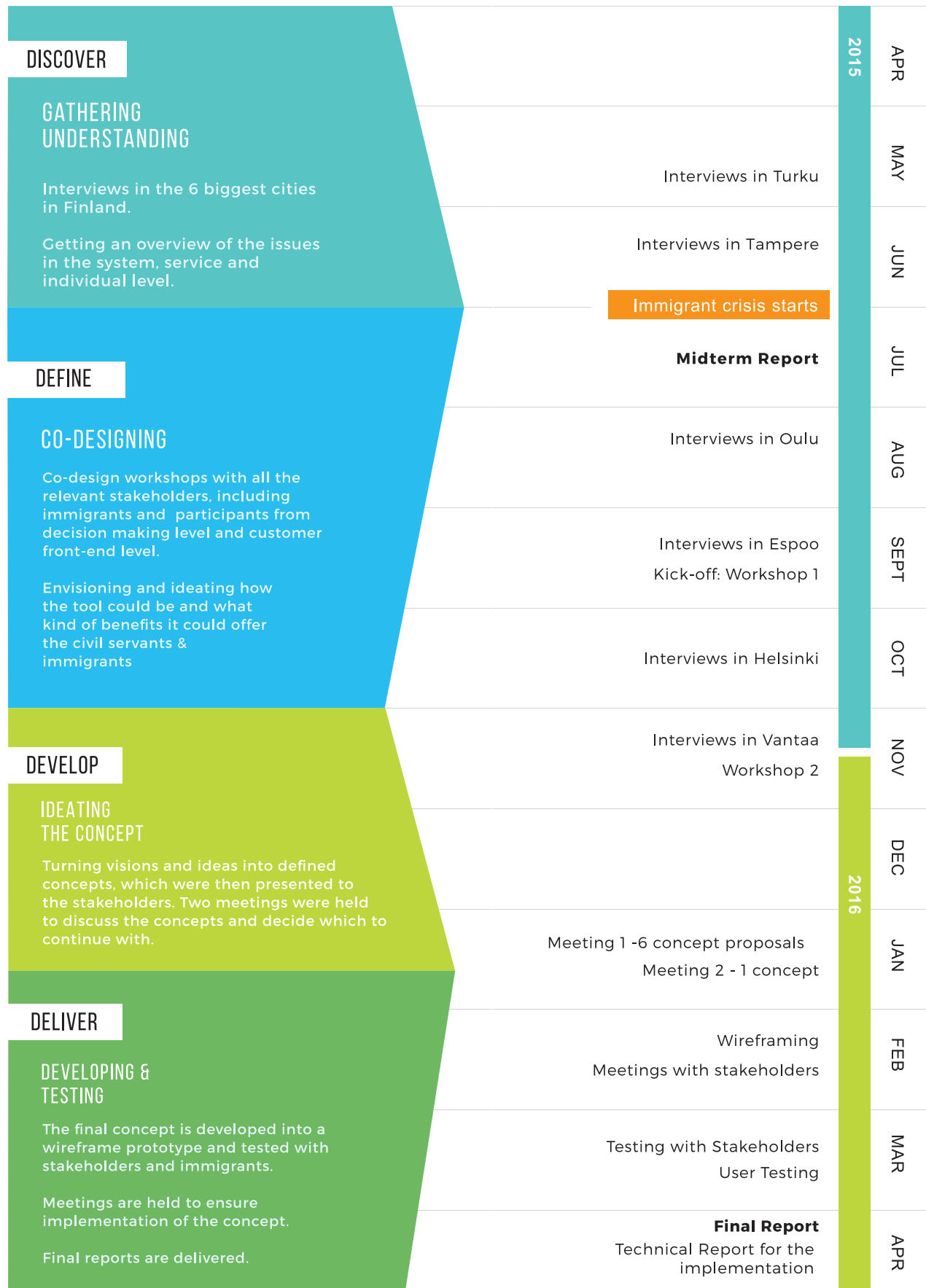
- To create immigrant profiles to better understand procedures and communicate their needs;
- To engage immigrants and relevant service providers in co-design activities in order to better develop and evaluate the proposed future service design concepts;
- To create an interactive prototype of the web-based tool concept and its functionalities;
- To create and communicate an understanding of the service providers, processes and systems;
- To outline the 'big picture' as a means of uniting all of the different immigrant service providers.

Furthermore, in October 2015 was extended to include the following new objectives:

- To take into account the technical considerations and simulate the website/service concept;
- To co-design and iteratively engage both immigrants and relevant stakeholders in developing and evaluating the concept;
- To coordinate and report on the extended project.
- The coordination and reporting the extended project

2.3

DESIGN STAGES



2.3 INTERVIEWS

Conducting interviews served as an important starting point in the process of collecting data from different locations in Finland. Select data obtained from the interviews were implemented during the next co-design stage.

CREATING CIVIL SERVANT PROFILES:

The key finding from the interviews had to do with the identification of three different types of employee (see Table 1) working with immigrants based on the following structure:

- their job description and responsibilities
- the place where they are currently working
- the amount and level of contact with customers
- their familiarity with the customer service journey.

	Work responsibility	Office / Working place	Contact with the customer	Familiarity with the service journey	The type of information needed for the work with the customer
1	Informant: giving information but not taking any decisions	Infopankki In to Finland Virka Info point, Police office information desk, front-end worker	Daily contact with customer	Very well with all different types of clients	Broad knowledge about customer oriented decisions
2	Decision maker: Making decisions (e.g. residence permit)	KELA, TE Office Maistraatti and police register secretary, front-end worker	Daily contact with customer & making decisions	Knowing well their own part (Maistraatti) but not others	Detail familiarity about their own procedures, but not others (MIGRI, Police, Maistraatti)
3	Making substantial decisions on managerial level about Finance, Collaborative projects etc.	Embassy, ELY Centre project manager, Maistraatti senior inspector, information point	No direct contact with customer only via e.g. appeal applications	Up to certain extend, but not in details	Broad information on legislations, policy, EU immigration matters

Table 1: The summary of different profiles of employees working with immigrants and the type of information they need at their work.

The classifications provided in Table 1 indicate the type of information that employees need at their workplace to provide good quality services, coordinate projects or make the right decisions for immigrant customers (column 5). Consequently, the classifications indicate the scope and type of information that the web-based tool must provide for these three different types of employees in their day-to-day work practices.

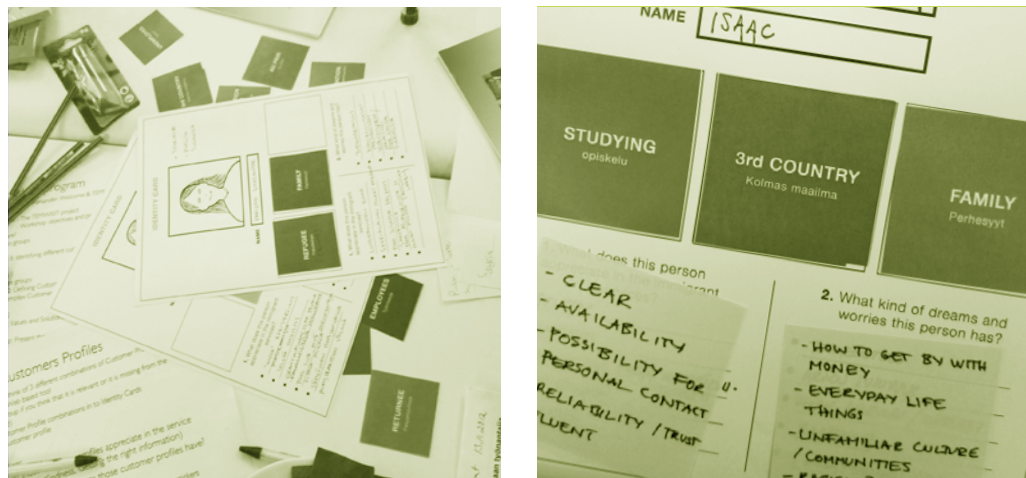
2.4 WORKSHOP 1

The first workshop brought together all levels of employees engaged in immigration services as well as end users. This workshop delivered three types of findings: end user profiles, the customer service journey, and values and solutions regarding future services, all of which were shaped by the service delivery and the opinions of service users.

CREATING IMMIGRANT PROFILES:

Workshop 1 revealed the most typical end user profiles. The profiles were complex and they were often a mixture of several different immigrant classifications previously identified in the interviews (e.g. EU or family ties). The aim of the exercise was to discuss immigrant profiles beyond the typical classifications. Below, two examples of the end user profiles are presented.

Figure 5: Creating immigrant profiles in the workshop.



ESTEBAN – An EU citizen coming to Finland for seasonal work
'Esteban needs to know when he can enrol in language studies, receive health checks, etc., so that he can inform his employer. He must have a clear schedule.'

Needs / worries:

'Where are the people?'

ISAAC – Non EU student who has a family member (a wife) moving with him.

'Isaac needs reliable information and he would like to have the possibility to have a personal contact that is not just an online presence'

Needs / worries:

'Is there racism?' 'How can I stay in Finland after my studies?'

UNDERSTANDING THE CUSTOMER SERVICE JOURNEY

The participants were asked in teams to map out the customer service journey of one of the customer profiles using journey mapping cards. The few notions below illustrate a few of the issues that the participants identified during a customer service journey of a specific type of immigrant customer, in this case: a student.

The actors provided all kinds of information, but there were questions regarding **how to motivate the student to take responsibility**, do everything in the right order, etc. everything in right order etc.

When a student comes to Finland, there is **the initial shock of figuring out how things work**: Culture shock.

People might **apply for different things without checking** that they have, e.g. right signatures or enough money in their bank account.

Customers do not trust the information they find online; they want to call or email the staff to make sure that they have the right information. There is a need for personal contact to ensure that everything is reliable and up to date.

All of the applications arrive at the same time in the summer after the students receive their acceptance letters, which causes **long queues and a great deal of activity at the office**.



Figure 6: Mapping out the customer service journey and the biggest problem areas during it.

VALUES & WISHES FOR THE TEMWISIT TOOL

**SUPPORT, PREVIOUS
EXPERIENCES &
SECOND OPINIONS**

**ACCESSIBILITY &
EASY CONTACT**

EMPATHY

**CONSTANTLY
DEVELOPING THE
CUSTOMER JOURNEY**

**GENERAL INFORMATION
TO BENEFIT THE MOST
PEOPLE**

**INTUITIVE
& EASY TO USE**

**ACCURATE &
TRUSTWORTHY
INFORMATION**

**NEWS - UP-TO-DATE
INFORMATION OF NEW
REGULATIONS**

**SELKOKIELI =
LESS BUREAUCRATIC FAMILIAR LANGUAGE**

2.5

WORKSHOP 2

In the second workshop, we wanted to focus on the front-end workers because this group of workers was identified during the interviews as being the most important in a customer's service journey. The findings from the second workshop were mainly related to issues related to service processes that affect different organisations. These findings provided objectives for the final service design solution.

ISSUES IDENTIFIED DURING THE CUSTOMER SERVICE JOURNEY

- **Different organisations might advise people incorrectly or differently**, which leads to unnecessary visits and disappointments.
- **Organisations do not know the whole process**; information is not updated.
- **There is often incorrect data on the application and missing documents**. A person should know why he/she needs to attach all of the pertinent documents, e.g. understand the consequences in order to reduce conflicts and eliminate unrealistic expectations.
- **There are no personal contacts with other organisations**. Sometimes it would be necessary to just call someone and say, 'Please stop sending these people here'. But at present you have to contact the top management, which takes forever.
- **Terminology barriers**: 'People don't even know what Kela means.' There is not a word for being unemployed in many languages.
- **The immigrant customers should understand the consequences** if they lie or leave something out or do not include everything.
- **Every organisation should take responsibility** for checking up on what the person needs: 'Solve the problem or send the customer back into the system if something is not right; do not just "bounce" him/her forward.'
- **Understanding the responsibilities** of different bodies is a complicated matter: 'Which issues are a part of health care and which are handled by social services – believe us, it is complex.'

There are already good examples of clever solutions to help clarify a customer's journey:

Kela has started to print out maps and information sheets with a list of all the immigration service providers. Employees talk with the customer, understand what he/she has to do, mark and write down notes on the sheets of paper (e.g. 'First go to the police and bring them this and this document, call them and go here. Don't forget to do this...').

GENERALIZE THE SERVICE AND IMPROVE EFFICIENCY

Save time
and
resources

Remove
double
work

Generalise
services in
Finland

Harmonise
the complex
information

GIVE SUPPORT TO THE SERVICE PROVIDERS & ADVISORS

Education
purposes

Help for
advisors
to advice

Improve
service
quality

Understand
situation of
the human

EMPOWER & MAKE THE CUSTOMER MORE PROACTIVE

Prevent
conflict
situations

Minimize
customer
frustration

Customer
understands
consequences

Independent
immigrant
customer

BRING TOGETHER CURRENTLY SEPARATE SERVICE PROVIDERS

Make
collaboration
more fluent

Low-barrier
communi-
cation

Establish
stakeholder
network

Make the
journey
easier

2.6

DEVELOPMENT MEETING 1

This meeting aimed to obtain feedback on six different service design concepts, each of which proposed a different direction for tool development. Three concepts were selected for further development.



1. BASIC TOOL

The Basic Tool visualises the immigrant customer journeys. It is especially valuable for immigrants and service providers because it allows them to understand the entire immigrant service journey.



2. NEWS CHANNEL

News makes it possible for the providers to stay updated on process changes. The website tool offers up-to-date news on changes during the entire immigrant customer journey.



3. ACTIVE IMMIGRANT

The concept will motivate immigrant customers to be more proactive, to understand the order of actions and to understand the possible consequences if the different steps are not successfully completed.



4. HELPING HAND

Helping Hand has been designed to support the customer service situation. The aim is to eliminate overlapping or redundant work by clearly ascertaining the immigrant customer situation and reducing the number of misunderstandings and conflict situations.



5. EMOTIONAL INTELLIGENCE

The immigrant customer is a human being with real-life problems. The aim here is to help the service provider look beyond the standard profile and be able to offer more personal advice and to ask appropriate questions.



6. LIVING BLUEPRINT

Instead of merely serving as a static visual tool, the aim of this concept is to provide a way to increase communication and collaboration between different immigrant service providers and to make burning issues visible for everyone.

FEEDBACK

- “ *We have tried to have for example special instructions to be printed in different languages, and it is always the same. **They get out-dated in half a year and no one will update them.***
- “ *Website has to be very easy and simple to update. **We have to agree & share the roles very specifically: who will update the information.***
- “ ***The journey should be learned at home not at the customer service meeting. There is no time.***
- “ *So, we aim to make a tool that would benefit all of the organizations to get the updated information, that way the process can be made simpler and unified in the whole country. **There are surprisingly different procedures in different parts of the country.***
- “ *there is already a lot of information, but there is a lot of work with keeping the data up to date. For example, **we don't know what other organizations are doing at the moment; we don't have understanding of each other's actions and what we do.** So, this tool should be for all of us, so we can at least advice to use e-services to other organizations or tell when you have to go visit somewhere. But, updating is the problem. I think Infopankki is a good starting point.*
- “ *I see this feasible idea that besides Infopankki someone **thinks about the whole journey.***
- “ *Customer advising has changed. Most people who have the simple case get the info elsewhere (online?) and the customer service people have to advice on special complex cases and on specific questions. **No one asks simple questions or general advice anymore due to infopankki or other websites.***

2.7 DEVELOPMENT MEETING 2

At this meeting, the three concepts selected at the previous meeting were presented. These were Basic Tool, News Channel and Active Immigrant.

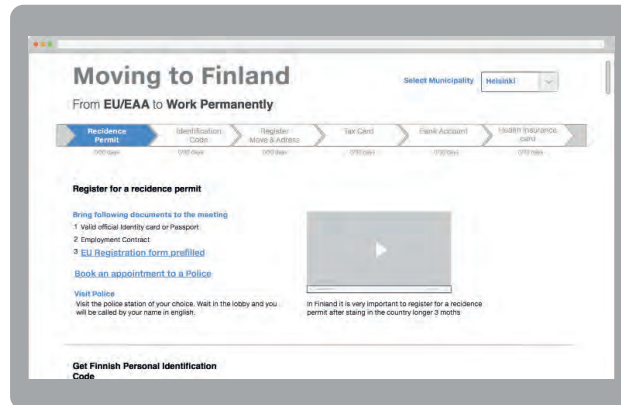


Figure 7: The Customer Service Website concept enables customers to see and understand the entire customer journey based on typical immigrant profiles (Nordic, EU, non-EU citizen). Then, the tasks that customers are required to complete along their journey must be presented to them, together with the places that they must visit and the documents required for certain procedures. Finally, estimated times and videos explaining the reasoning behind certain required actions must be explained to them.

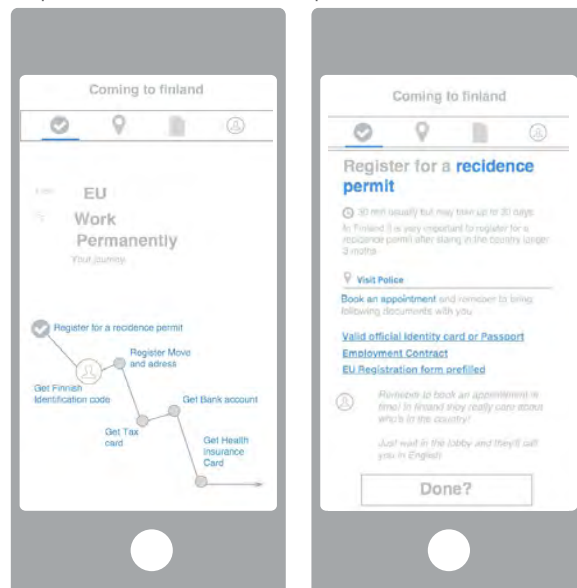


Figure 8: The Self-Assessment concept was a mobile version of the previous concept, which aimed to motivate immigrant customers to be more proactive and independent by clearly explaining and visualising their customer service journey. This is helping them to understand the order of actions that need to be completed as well as any possible consequences if the different steps are not successfully completed.



Figure 9: Discussions at the Development Meeting

FEEDBACK & QUESTIONS

- “ Is there only one or many different ways to successfully navigate the customer service journey? An immigrant does not need to visit places in a set order to complete the process.
- “ Waiting times at different touchpoints, time of the year, municipality. This could eliminate some of the pressure put on the service providers.
- “ ‘A buddy’ who will guide a user through the procedures could offer some peer-to-peer support and provide more empathy.
- “ In which languages will the website be operating?
- “ What will the profiles of the end users be? How many end users will be engaged in the next stage?
- “ It is smart to use social media to reach end users based on their location and language.

MOVE TO FINLAND TOOL

The Move to Finland tool is a website visualising immigrant service journeys so that both immigrants and the employees working with them can better understand the process. The concept presented in this chapter is the main deliverable of the TEMWISIT project. With the tool, users can understand what, where, how and when immigrants are required or that it is recommended they do something when moving to Finland. The journeys in the web service differ and are created based on an immigrant's citizenship and reason for visiting Finland. For civil servants, the tool also offers an overview of the entire customer service journey and helps them advise immigrants about the procedures pertaining to other organisations.

3.1

WHY IT IS NEEDED

Extensive research on Finland's immigrant services revealed multiple challenges affecting the quality of immigration services in Finland. While not addressing all of the challenges, this concept aims to introduce the following improvements to immigrant services in Finland.

For Immigrants

- Immigrants receive clear, step-by-step instructions based on their citizenship and reason for visiting Finland;
- Website guides them to service locations, web services and other information sources and shows immigrants how to make better use of existing services and resources;
- Empowers immigrants by helping them to understand their responsibilities, the consequences of their actions as well as the possibilities for taking independent actions;
- The content motivates and encourages immigrants to be more independent and responsible;
- Clear instructions encourage immigrants to act independently; for example, it tells them where to start, where to go, what to do to empower themselves and how to initiate immigrant actions.

Figure 10 : Concept of the Move to Finland tool.

Moving to Finland

Your guide to what to do and where, when moving to Finland

Can I Trust this information?

In reality procedures may differ from the examples. General exceptions include that you may not be entitled to some permits [Learn more](#)

HOME
> NON EU
WORK >

Before coming to Finland
Moving to Finland
Living in Finland

What to do when moving to Finland?

If you are staying in Finland less than 30 days you may be required to get a visa to Finland depending of your citizenship. To stay legally more than 90 days in Finland you have to have a residence permit.

This guide will help you to do the right things, in right order, at right moment. Keep reading to find out more!

Things to do

1

Before you come to Finland

EnterFinland

Visit Enterfinland.fi website

Find all the information you need and apply at enterfinland.fi

[ENTERFINLAND.FI](#)

✓

Apply for a residence permit

You must register for a residence if you plan to study in Finland for longer than 90 days. The process can take up to 4 months but has to be finished before you have been 90 days in Finland so start early!

[Learn more](#)

✓

Get your Finnish personal identification code

You need identification code to obtain a bank account or a telephone subscription for example. You can get your Finnish identification code when applying for a residence permit online but also later from local register office (Maistraatti).

[Learn more](#)

ⓘ

I've been in a lot of countries which are not strict with residence permits. In Finland they really do care. When there is a law there is a law in Finland. Make sure that you have a residence permit in time and you will be fine - not doing anything illegal!

2

I will visit a service point

Abroad
In Finland

You will have to choose a service point to visit when you apply for a residence permit on Enterfinland.fi

🌐

Visit Finnish mission abroad

For Organizations

- Standardises the information provided by service employees to immigrants (especially when instructing immigrants about services other than their own);
- Improves service employees' understanding of the role of other service providers in the immigrant customer journey;
- Increases service providers' awareness of the interdependent consequences of one service provider's strategical and tactical actions with respect to other services providers, i.e. it allows for a better understanding of the holistic customer journey as it spans multiple services;
- Improves the customer- (immigrant-) centric mindset by presenting the customer journey from the immigrant's perspective and connecting the multiple service providers horizontally and not just vertically, meaning that it provides a perspective that is not limited to only a single organisation.

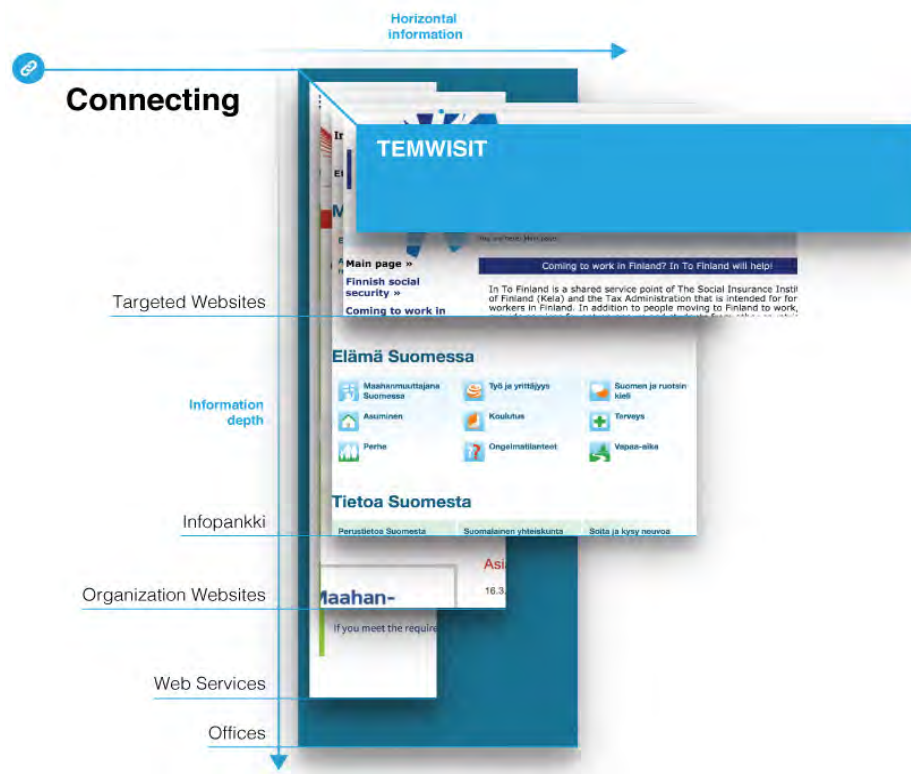


Figure 11: The screenshots and various case scenarios illustrate that the concept website does not hold much information in and of itself, but works more as a guide and link to other services. This is because there are already multiple websites that offer information on a wide array of topics related to moving and living in Finland as an Immigrant. However, as mentioned above, the challenge has more to do with linking this information on a horizontal level and also linking the different service providers together. The concept website has been designed precisely to overcome such a challenge. The website guides immigrants through their personal customer journeys based on their citizenship and purpose of visit. While the guide gives them an understanding of the holistic journey, it also serves as a link to existing sources of knowledge and services, both digital and physical.

3.2

THE USER PROFILES

The two main user types targeted on the website are immigrant service employees and immigrants coming to Finland from Nordic, EU/EAA and non-EU/EAA countries for work, family reasons or studies. Asylum seekers and other immigrant profile groups are not included in the first prototype due to the complex nature of the service procedures. The following two immigrant profiles are examples of the typical users.

IRINA, 33, WORK, RUSSIA

“I have tried to avoid using these links because, in my opinion, there is really, really a lot of information which is only going to confuse me even more because it's not like the steps [mentioned elsewhere]. They [the Finns] just write, write, write a lot of things, thinking that all foreigners they are like the Finns and they are going to do everything according to the law. You are not going to do it according to the law. I'm just trying to save my time and my energy and do not want to read all the text, because when you move and you are so stressed you don't know where to start, what to do; you just changed everything in your life and you really need to save your energy. Please do it as simply as possible.”

Irina came to Finland to find a job as a nurse. When she was applying for a residence permit, it was suggested that she use the Move to Finland website, which explained to her what procedure to follow, what actions to take, what documents to bring and where to go. She started her customer service journey at the Enter Finland website. For more detail information, she checked Infopankki.

MARIT, 40, CIVIL SERVANT, KELA — IN TO FINLAND

“Because we don't have contact with the police, local register office or immigration Services, we have to use the information that we are getting from our customers and from the websites. So I'm not quite sure and we have to guess about some things. So it's very good that it's written in here so, that I can actually trust the information.”

Marit has been working at Into Finland for two years, where immigrant customers are able to obtain a Finnish ID number, tax card and health insurance. She is responsible for KELA health insurance. Quite often, customers will ask her to also give them information about visiting the police and the local register office. She is pleased that she is able to show them the Move to Finland website, where all customer actions and procedures are explained. She can use the same website to check on the newest regulations related to health insurance.

3.3 THE USE CASES

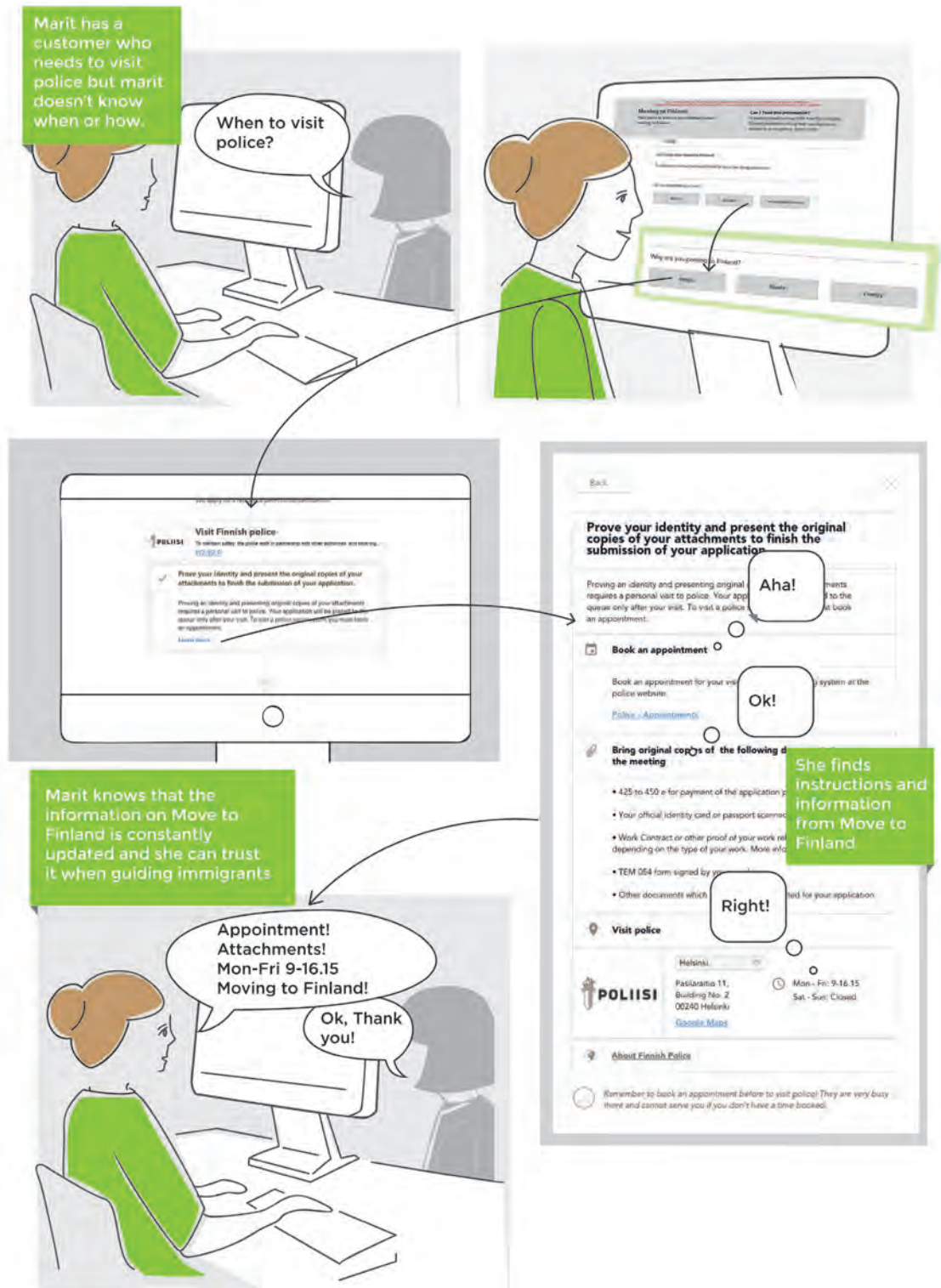


Figure 12: Use Case, Service Employee, Marit, Instructing Immigrant.

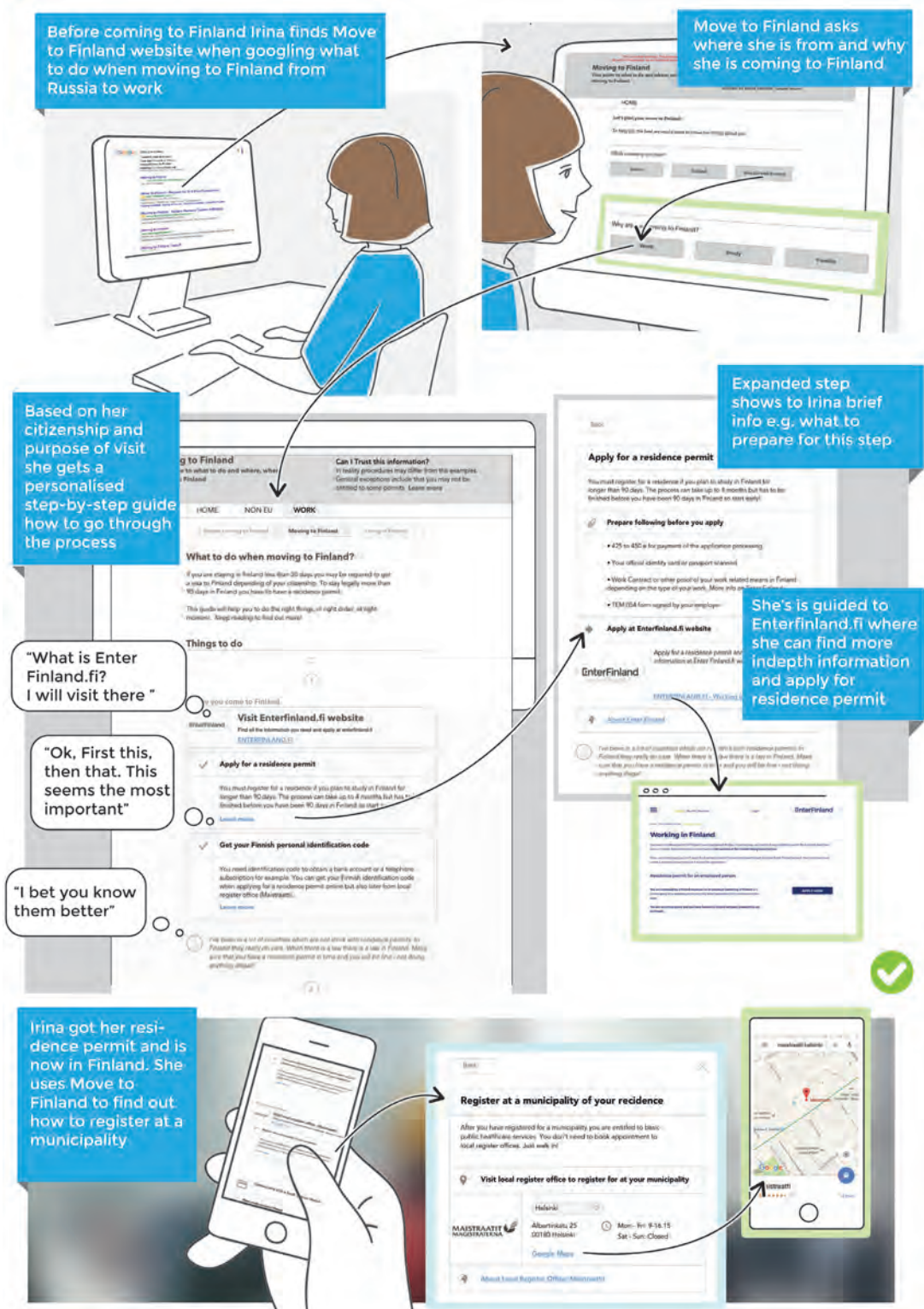


Figure 13: Use Case, Immigrant, Irina, Moving to Finland from Russia to work.

3.4 THE FUNCTIONALITIES

The concept presented here is a first prototype of the tool. It includes an initial effort at developing the content and functions but does not touch upon branding or graphic design. The content and the usability were tested with both immigrants and civil servants.

CITIZENSHIP & PURPOSE OF VISIT, LANDING PAGE (Figure 12 & 13)

A personalised step-by-step guide is created based on selected citizenship of an applicant and her/his purpose and of visit.

1. The banner text clearly explains what the purpose of the web site.
2. The users must feel that the information is trustful and has been recently updated.
3. A friendly tone of voice can help when the content is of a serious nature.
4. Questions will help guide the user to targeted information.

1 Moving to Finland
Your guide to what to do and where, when moving to Finland

2 Can I Trust this information?
In reality procedures may differ from the examples. General exceptions include that you may not be entitled to some permits [Learn more](#)

HOME

3 Let's plan your move to Finland!
To help you the best we would need to know few things about you

4 Which citizenship you have?

Nordic EU/EAA Non EU/EAA Country

Figure 14: Citizenship Selection Screen

HOME **NON EU**

3 Let's plan your move to Finland!
To help you the best we would need to know few things about you

Why are you coming to Finland?

Work Study Family

Figure 15: Purpose of Visit Selection Screens

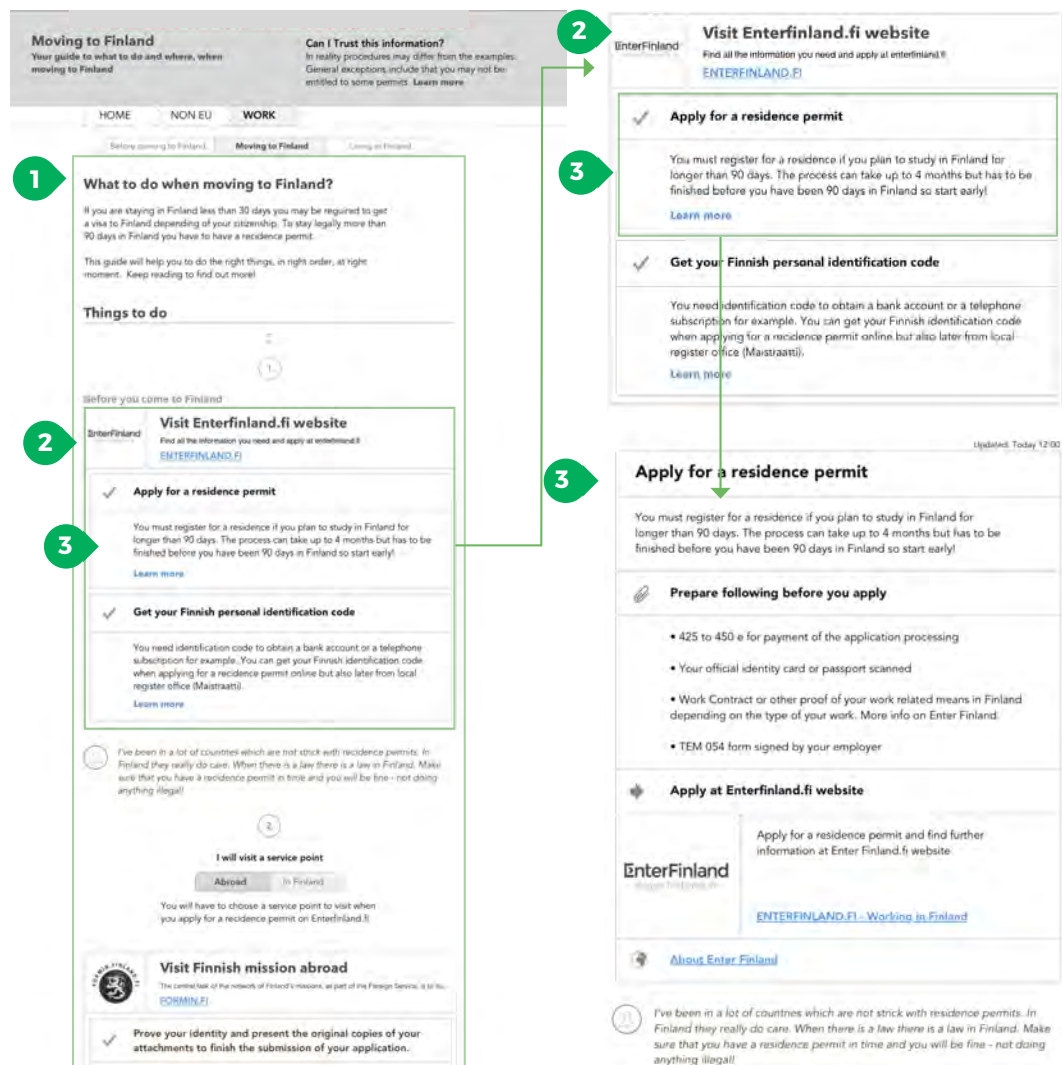


Figure 16: Journey main page structure

JOURNEY PAGE - MAIN PAGE STRUCTURE (Figure 16)

The journey page consists of the following three main elements, each of which is explained in more detail in the following pages.

1. The main page presents the general steps along the immigrant's service journey.
2. Each step corresponds to a particular office or organisation that the immigrant has to visit.
3. By clicking on one of the steps, the user is taken to a page that provides more information about the particular step and the office in question. The information can, for example, have to do with which documents to bring or approximately how long the procedure will last.

THE APPROACH

The entire service design process had been co-designed with a purposefully chosen group of participants during each design stage. All of the design decisions were based on data from the interviews, objectives decided in the co-design workshop and development meetings, and documented co-design material as well as input regarding design activities.

4.1

INTERVIEWS

Between June and December of 2015, a researcher conducted 39 semi-structured interviews with respondents from the various immigration service providers. The interviews lasted between one hour and one and a half hours and were conducted at the participants' places of employment. The participants were sent an information sheet, consent form and interview schedule in advance. Interviews were conducted with the following service providers: the registration office, the regional development office, employees working at citizens' information points, the police, the employment office, central administration offices in various cities, social services, the taxation office, the Finnish national healthcare service and Finnish consulates abroad.

The following four types of immigrant service providers took part in the interviews:

1. **The informers** providing information to the immigrant customer (information point)
2. **The front-end employees** serving the immigrant customer at the encounter (e.g. those employed at TE Services, local register offices, the tax office)
3. **The decision makers, back-end employees** (e.g. the senior inspector at the local register office)
4. **The managerial-level employees** (e.g. the project manager at the ELY Centre Information Point)

The interview language was English; however, many interviewees used Finnish words that were challenging to translate into English.*

The responsible researcher conducted interviews in the following cities:

1. **Turku:** 7 interviews: the local register offices (2x), ELY Centre Info Point (Infotori), the police, TE Services, City of Turku Central Administration (June 2015)
2. **Tampere:** 5 Interviews: ELY Centre, the local register offices, social services, TE Services, Info Point (June–July 2015)
3. **Lahti:** 1 interview: the local register offices (June 2015)
4. **Oulu:** 8 interviews: office of the border police, TE Services, ELY Centre, the local register offices (2x), KELA, the tax office, social services (August 2015)
5. **Helsinki:** 12 interviews: KELA (1x+ pilot test), KPMG Advising & Tax Company, ELY Centre, the consulate (2x), the police, In To Finland tax office, the local register offices (2x), TE Services, Virka Information Centre (September–October 2015). Visit at the Migration Office and Infopankki (February 2016)
6. **Vantaa:** 5 interviews: KELA, TE Services, the local register offices (2x), Multicultural Centre (November 2015)
7. **Espoo:** 3 interviews: the local register office (2x), TE Services (December 2016)

The table below shows the profiles of the interviewees divided into the three stages of immigration services that the immigrant has to complete when moving to Finland.

BEFORE COMING TO FINLAND	IMMIGRATION SERVICES	INTEGRATION SERVICES
Embassy: 2 Infopankki: 1 visit Virka info. Centre: 1 interview + 1 visit	Police: 2 Board Guard: 1 Maistraatti: 11 MIGRI: visit	KELA: 4 TE Office: 5 Info Point: 3 ELY Keskus: 4 Social services: 2 City Administration: 1 Tax Office: 2

Table 2: Interviewees profiles divided in the three stages of the immigration services that individual immigrant has to complete when moving to Finland.

* A smaller number of interviews with the Police was conducted as, in the future this stakeholder will not have that significant role in immigration services anymore. Interviews with KELA representatives were conducted in the second part due to challenges to get persons contacts. Unlike Oulu respond on the first initial email was poor and additional phone calls were required.

** From Maistraatti two persons were interviewed; front-end worker and senior inspector.

The interview questions were structured according to five themes:

- General information concerning the respondent's occupation, job description and relation to other immigrants;
- Immigrant customers; the respondent's understanding of the customer' service journey and various touchpoints;
- The nature of the inter-organisational collaboration between different immigrant service providers;
- Other issues concerning the respondent's wishes, aspirations for future immigrant services, and so forth.

In addition to the interview questions, participants were also asked to complete three simple tasks (see Figure 17):

Task 1: Select the most common immigrant customer;

Task 2: Create and describe the customer service journey of such an immigrant customer;

Task 3: Indicate collaborations and connections that their organisation has with the policymakers, service providers and immigrant associations.

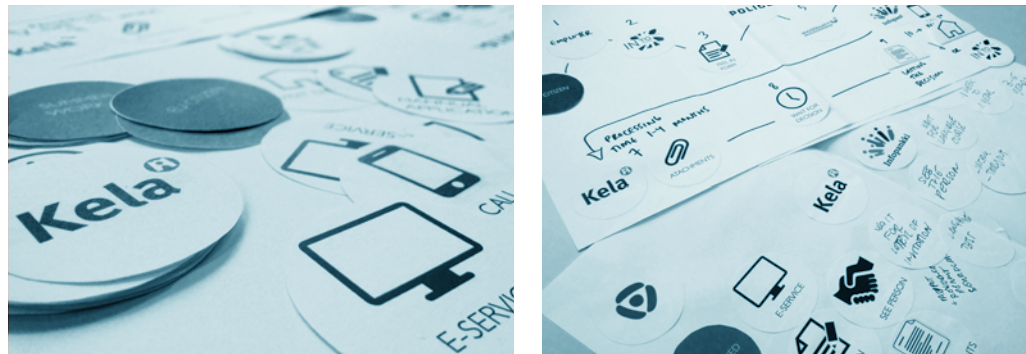


Figure 17: Visual material used for task completion (left) and one completed customer service journey (right).

SUMMARY

The interviews indicated that many different immigrant profiles based on several predefined profiles, e.g. non EU country citizens and with family ties citizens. The sample customer service journeys designed by interviewees revealed each participant's extensive familiarity the procedures of his/her organisation; however, they demonstrated a lack of understanding of the processes of other immigrant service organisations. Three different types of civil servants providing services for immigrants were identified: informants, decision makers and managerial employees, all of whom are important for the further development of the tool in question.

4.2

THE CO-DESIGN STAGE: WORKSHOPS 1 & 2

After conducting the interviews, purposefully selected participants were brought together in a co-design workshop setting. If the first workshop brought together civil servants from 'top-down to bottom-up' organisations, the second workshop focused specifically on the front-end workers. Like the interview respondents, the workshop participants completed three tasks concerning customer profiles, customer journeys, and values and features of the tool; however, this time the tasks were conducted in a group format to stimulate discussion and reveal surface assumptions.

WORKSHOP 1

The purpose of the first workshop was to spread the word about the project and create a sense of project ownership within the different participating organisations. The tasks and instruments for the workshop were developed based on insights gathered from the data collecting stage. The first co-design workshop generated insights about a range of customer profiles, their actions along the complex customer service journey and potential values and features of the web-based tool. The workshop aimed to identify and verify customer profiles for various end users. It then sought to define the service providers and the actions taken by various customers during the customer service journey. Third, it aimed to develop a higher purpose for the web-based tool with a focus on values and solutions.

Twenty participants were recruited from various end users and immigration service providers. The participants included a managerial advocate (1), immigration project coordinators (8), service information providers (2), decision makers (4) and immigrant end users (5) who are or were in the process of using immigration and integration services. The participants attending the workshop were experts in delivering immigrant services (KELA, In To Finland, the police, local register offices), giving advice to end users (e.g. Infopankki, Virka Info Centre), coordinating different immigrant-related projects or funding initiatives, and thus seeing the bigger picture with respect to immigrant issues (at the regional or national level) (e.g. ELY Centres, EURES, the Ministry of Foreign Affairs, CIMO, TEM), or those extensively familiar with using immigration and integration services. Participants were divided into five mixed background groups consisting of five to six people, with one immigrant present in each group. There was a facilitator for each group. The entire co-design workshop lasted for three hours. In addition, one person documented the workshop process and the artefacts that the participants created.

*Authors: Mäenpää Maija, Jyräsalo Tilda and Lepola Siiri, project VÄYLÄ, Service Design Project Course 2015.
APPROACH

The first task aimed to identify the most typical immigrant customer profiles (Figure 18). The selected profile was then used in the second task to visualise the customer service journey for a person matching this particular customer profile. The aim of the task was to investigate the participant's knowledge of the scope of the customer service journey (Figure 19-20). For the third task, participants visualised the connections between their organisation and policymakers, service providers and immigrant associations. This visualisation exercise was used to discuss future improvements for the immigrant service system in Finland. The workshop concluded with a discussion of the most important findings during the session.



Figure 18: At first task, customer profiles cards (left) were used to identify different types of immigrants coming to Finland. The participants were also asked “What would those customer profiles appreciate in the service delivery?” and “What kind of worries and dreams those customer profiles have?”. At the end participants selected the most complex customer profile to be used in the next task.

* The service end users were recruited via TEM and IESAF and they had short or long term experiences living in Finland from less than three months to couple of years.



Figure 19: In the second task, the participants were given a customer service journey template, actor cards, actor and end users actions cards. They were asked to identify the challenging points on the created customer journey, and where the web based tool help would be needed the most.



Figure 20: Figure 8: At the third task participants discussed the most important tool's values and solutions "What benefit/value the solution could give?" and "What kind of solution/features/functions could make this happen?". Participants selected points in the customer journey which, they believed that they could be improved.

SUMMARY

This workshop revealed, first, that any service design solution must focus on more generic customer profiles and not on the most complex ones in order for the tool to be able to serve as large a group of immigrant customers as possible. Second, the immigrant participants in particular strongly emphasised the need for empathy, whereas civil servants prioritised more the tool's functionalities, such as simplicity, intuitiveness, receiving the latest information on new regulations.

WORKSHOP 2

If the first workshop aimed to bring together those working at all levels of immigrant services, the second workshop focused specifically on front-end workers. The aim of this workshop was to verify the context in which to use the web-based tool (e.g. service providers' actions) and to identify problems with service providers' actions. Then, the aim was to discover the appropriate objectives and values for the service design solution and identify the concrete features, functions and characteristics of web-based solution. At the end of the workshop, participants were asked to visualise the bigger picture of the entire customer service journey, which includes visits to nine different organisations.

The project's managerial advocate and TEM steering group member as well as representatives from all the immigrant service providers in Finland attended the workshop (In To Finland, the tax office, TE Services, Finnish Immigration Services, the national police board, local register offices). In addition, organisations that provide information to end users personally (Virka Info Centre) and via the Internet (Infopankki) were also invited. One immigrant also attended due to his extensive experience with IT services. In total, the workshop included 15 participants, with three Finnish-speaking facilitators. Nonetheless, the workshop had a non-Finnish-speaking moderator and a photographer was taking photos throughout the event.

The participants were divided into three groups based on the role of their particular organisation in the immigrant customer service journey. Therefore, the first group included representatives from Infopankki (2), Virka Information Centre (2) and one immigrant (1). The second group included service providers from local register offices (3), the police (1) and Finnish Immigration Services (1). The third group consisted of representatives from Kela (2), the tax offices (1) and TE Services (1). The workshop consisted of four sessions lasting 45 minutes each; the four sessions were further

ICE BREAKER	"What happens during a great day at work?"
TASK 1	A. Verify the customer service journey B. Identify and choose most relevant problems
TASK 2	A: Ideate solutions B: Define Objectives
TASK 3	Ideate digital solutions
WRAP UP	How could they be integrated in the digital solution/tool?

Table 3: Summary of the second workshop activities.

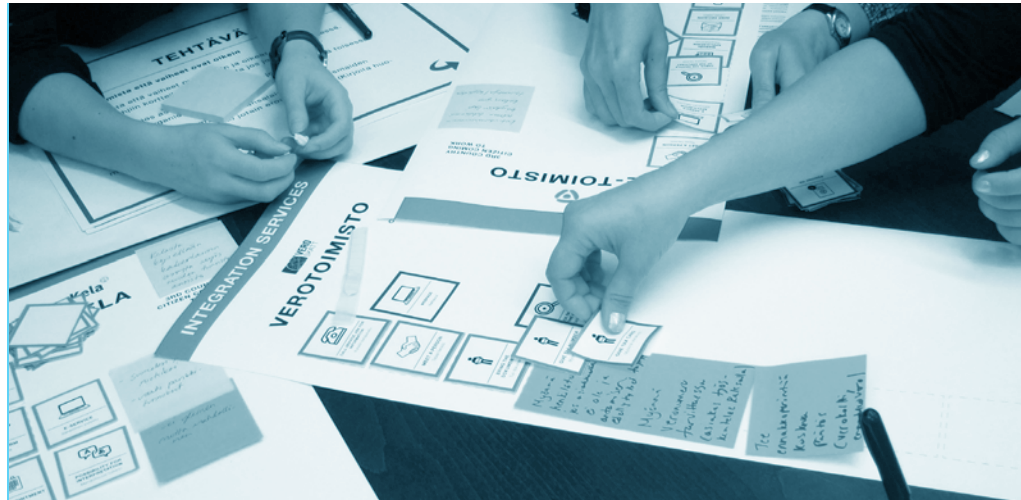


Figure 21: The first task requested from participants to verify the customer service journey procedures (predefined steps from the workshop 1) and to identify 10 problems that front end workers encounter in their daily work when delivering services to 3rd country immigrant. Nevertheless, participants had been requested to provide notes on EU or Nordic citizens too. At the end participants voted for the four most burning issues that need to be solved.

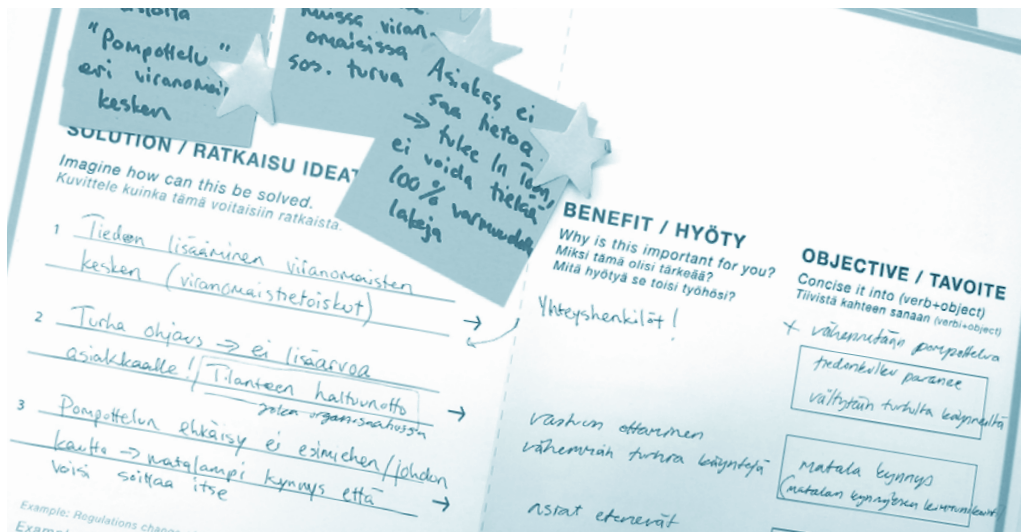


Figure 22: In the second task the focus was on the defining the objectives. In the first part of the second task participants were asked to ideate solutions to previously defined problems e.g. "I have to frequently check whether the laws have had changed, the answer will be "I would get a notification to my smart watch whenever a new regulation has been put through." The second part of this task focused on defining the objectives when answering questions "Why is this important to you?, How will it help you at your work? and What it will bring to your work?" Participants needed to formulate an objective from verb and object e.g. I need to stay updated on the regulation changes, the objective would be "Stay updated".



Figure 23: The third task concentrated on ideating digital solutions by answering the question on How digitalization / digital solutions could help you to achieve this objective?

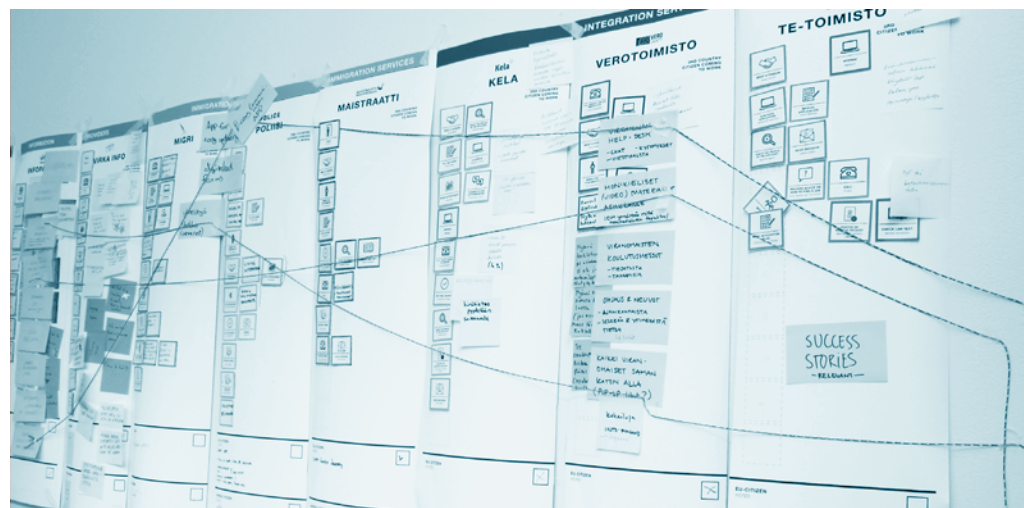


Figure 24: In the wrap-up session each group explained their service design solutions. Participants were with string symbolically connected common challenges that organisations are facing as well as possible solutions. This section concluded with discussion on two questions How could they be integrated in the digital solution/tool? and Could these solutions be used in other parts of the journey as well?

SUMMARY

The most important results from this workshop were 16 objectives on how service design solution could be beneficial for the civil servants. Objectives covered themes like service generalisation and improving efficiency, supporting service providers in service delivery, empowering and making customers more proactive, and bringing together currently fragmented service providers.

4.3 DEVELOPMENT MEETINGS

This part of the design process focused on developing six different service design concepts ranging from the 'Basic Tool' to News Channel and Active Immigrant concepts and including more complex ones, such as Emotional Intelligence and Living Blueprint concepts. The concepts were presented to the experts throughout the workshop via the objectives, a sample life situation in which the concept could be used, features and benchmarking. Each of the concepts was discussed and the three most relevant concepts were selected for more detailed development (Figure 25).

MEETING 1

The main outcomes of this two-hours meeting had to do with feedback on six concepts and a framing of the directions for future development. Participants invited to this meeting included project executives with an overall strategic understanding of matters pertaining to integrating immigrants, immigrants, the experts in charge of providing immigrant services and those responsible for coordinating different immigrant-related projects and having an overall understanding of immigrant issues. Furthermore, design researchers invited these participants to hear their concerns, opinions and ideas in order to propose at the next stage a minimum viable solution.



Figure 25: Printouts that participants used during the meeting to make their notes



Figure 26: The different concepts were evaluated using six different scales to see which aspects were most valuable for the participants. Consensus was slightly more towards immigrant use than the internal development.

SUMMARY

The participants selected three concepts for further development: the Customer Service Website concept, the Self-Assessment concept and the News Channel concept. Participants discussed the selected concepts and how to best share the roles among different service providers in terms of updating the website (currently Infopankki), providing a standardised version of the service design solution throughout the entire country and visualising and understanding the entire customer service journey through all of the different service providers.

MEETING 2

This meeting focused on presenting and discussing the three concepts that participants had voted for during the previous meeting and framing further development activities. The same participants were invited to the second meeting apart from one immigrant, who also attended. Design researchers answered the participants' concerns, which can be broadly framed in terms of the following two questions: Who will manage the tool and update the information? Who/which organisations will participate in the next stage of developing the tool and in implementing and maintaining the tool in the future? The designers then presented the three possible directions for the selected concept (Figure 27-28). During the discussion, participants discussed further possible development activities.

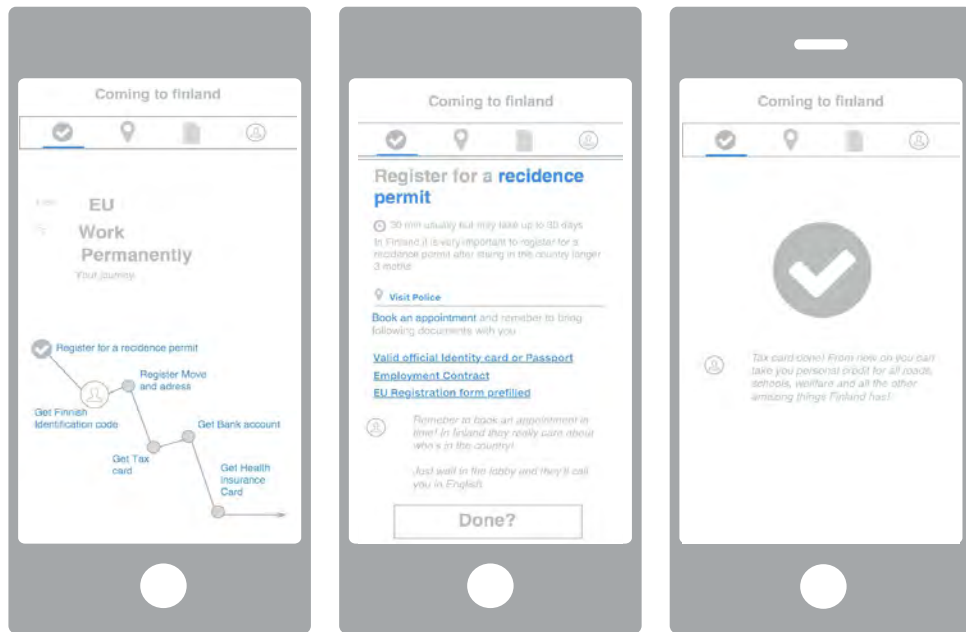


Figure 27: Concept named Self Assessment was mobile version of the previous concept, which aimed to motivate the immigrant customers to be more proactive and independent by clearly visually their customer service journey, to understand the order of actions that has to be completed and possible consequences if different steps are not accomplished.

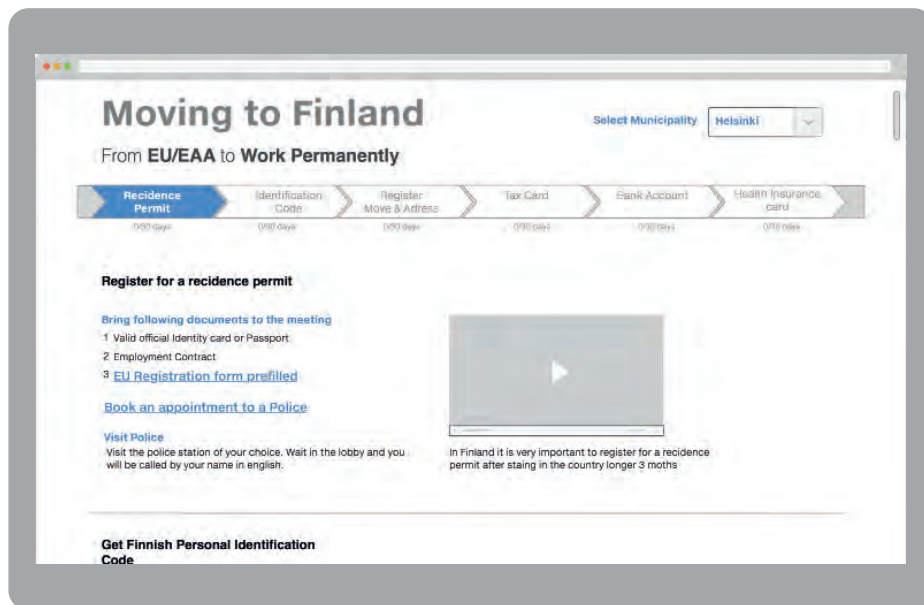


Figure 28: The Customer Service Website concept enables customer to see and understand the entire customer journey according to a main immigrant profiles (Nordic, EU, Non EU). Then, presenting tasks that the customer is required to complete on its own journey, places that has to visit and documents required for the certain procedures. And finally, estimated times and videos explaining reasoning behind the certain required actions.

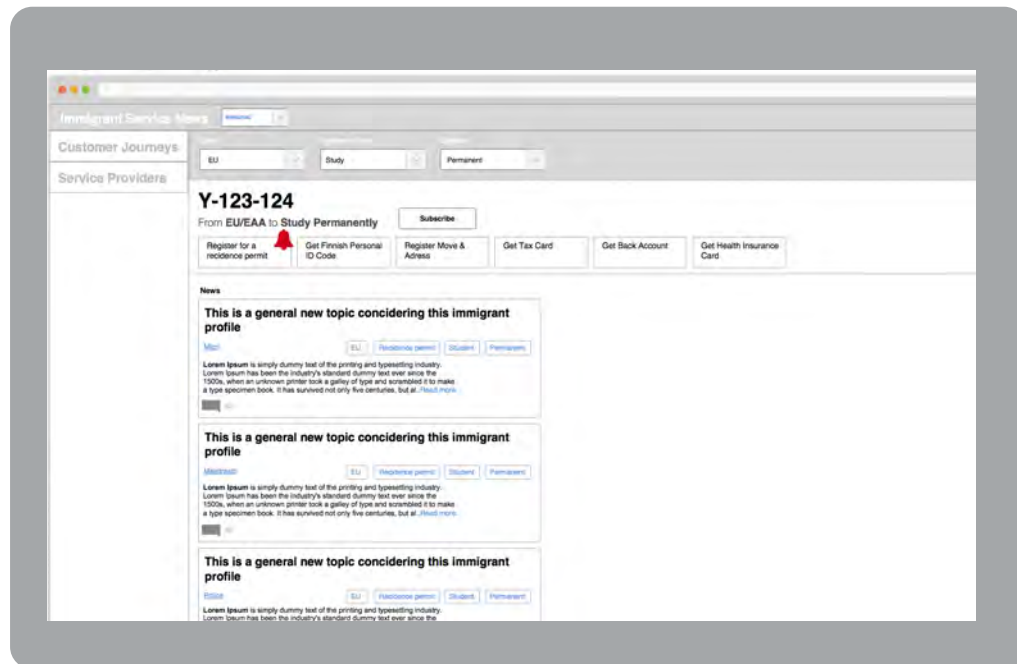


Figure 29: Concept News – Informing channel enable that employees are able to see the entire customer journey from the all service providers in the form of required customer’s and the employee actions of their own and other organizations. Furthermore, through this channel regulation from different ministries can get shared employees get informed of changing regulations and legislation in form of news and how their decision could affect the customer’s benefits. Finally, managers could share targeted news, which employees could subscribe.

SUMMARY

Participants selected the Customer Service Website concept for further development. The following issues were raised with respect to developing the concept: ways to successfully complete an individual’s customer service journey and how best to manage processing times at different touchpoints during the year. Additionally, participants discussed the proposed language(s) for the website, the most typical end users profiles, and finally, the importance of peer-to-peer support for immigrants during the process in the form of a ‘buddy’ system.

4.4

ITERATIVE DEVELOPMENT & TESTING

Two important visits were made during the preparation stage of the development process: first, participants visited the Finnish Migration Services in February, then Infopankki in March 2016. The first visit revealed the position of Migration Services as one of the central siloes in the entire immigration system structure, where its Enter Finland e-services act as one of the touchpoints in the customer service journey of individual immigrants. Infopankki is currently facing challenges in terms of receiving relevant updates on the newest regulations for their website, where the PR departments of separate organisations act as gatekeepers rather than information deliverables.

During the next stage of the development phase, spreadsheets were developed for different end user profiles and their individual customer service journeys, for example Nordic work/study, EU work/study and Non EU country work/study. At this stage, family ties profiles had not yet been considered. To gather relevant data, 20 different existing immigration- and integration-related websites were examined. Relevant parts of text from each website were bookmarked for use at the new TEMWISIT website or as additional sources of information (Table 4).

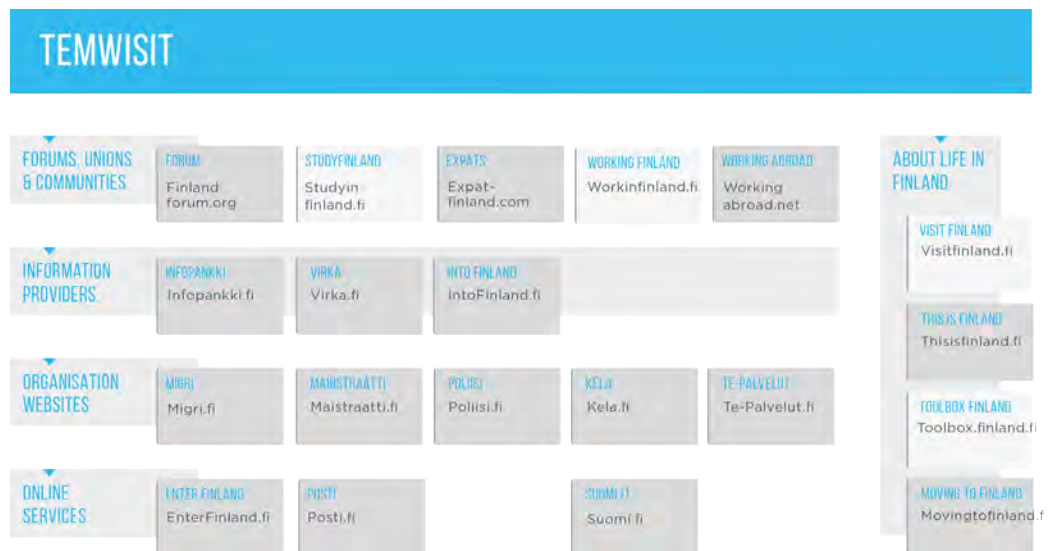


Table 4: Existing immigration and integration related websites.

The result of this stage was the first interactive prototype, which was then evaluated at the first feedback session held in mid-March of 2016. One adviser, one civil servant and four immigrants from Sweden, Slovenia, Russia and Brazil were recruited each for one-hour feedback session. The main focus of this session was on obtaining general feedback on the structure of the website and its separated parts (Figure 30).

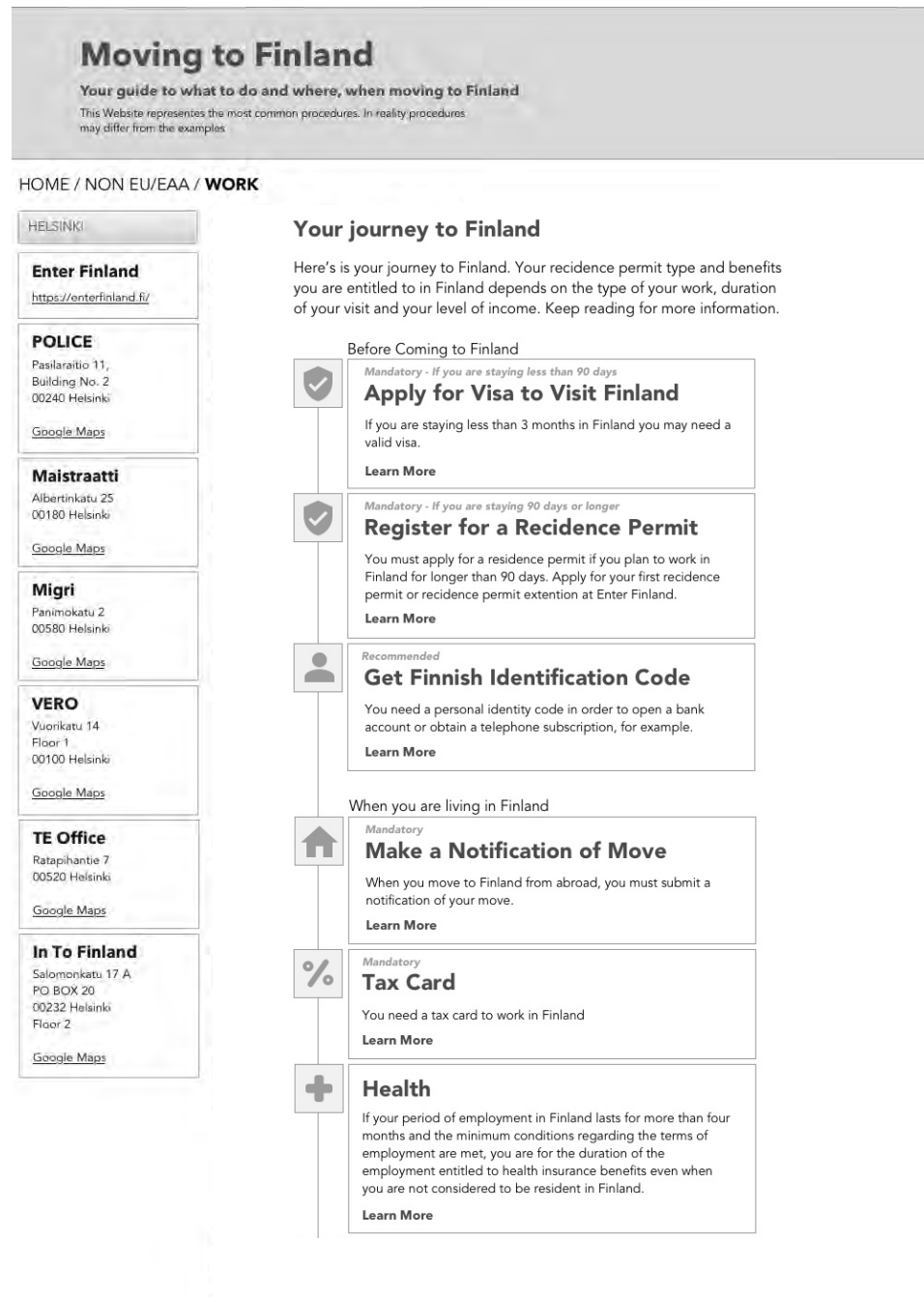


Figure 30: First interactive prototype used for testing.

QUOTES FROM THE FEEDBACK SESSIONS

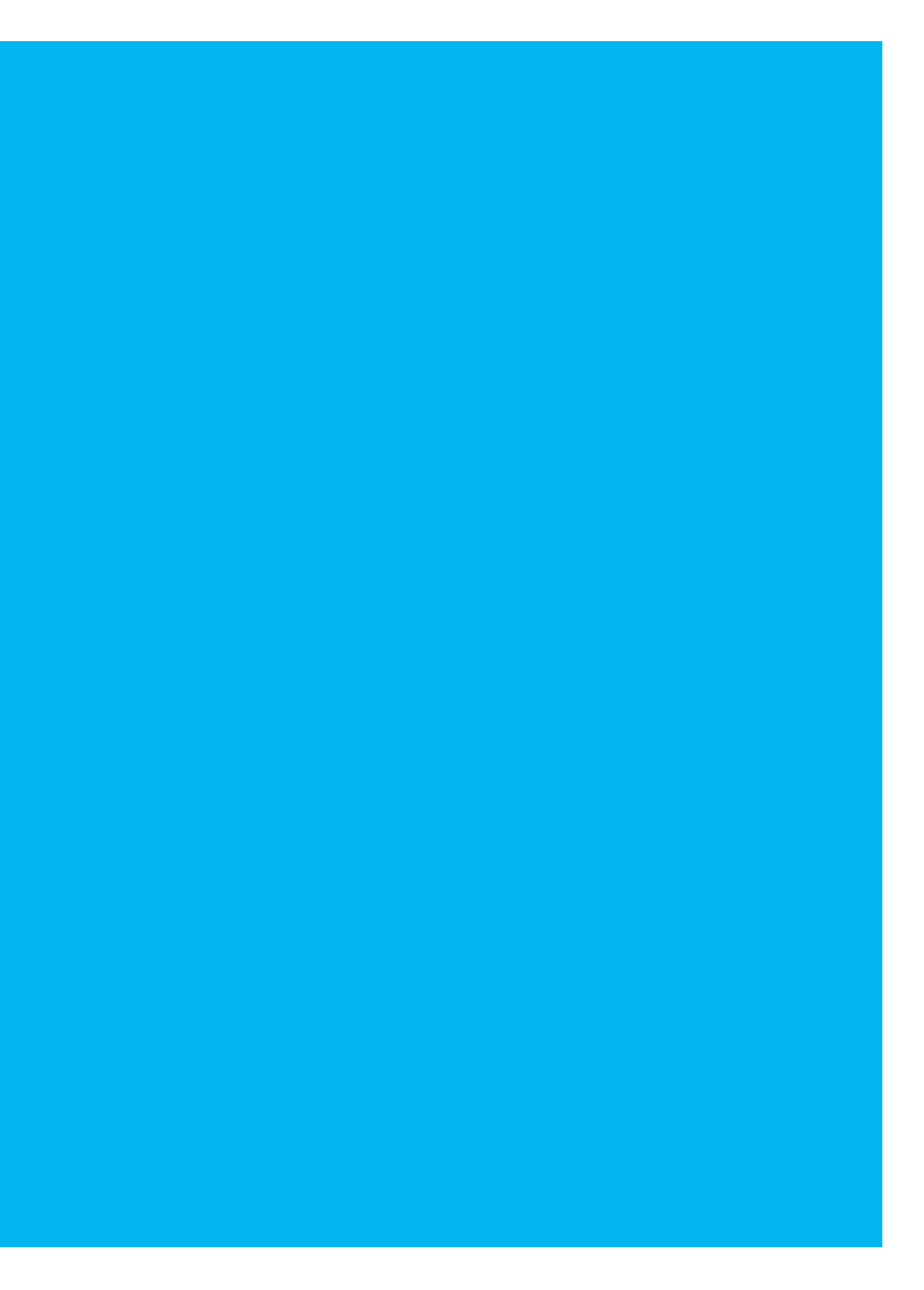
- “**I try to avoid using these links because in my opinion there is really really a lot of information which is only going to make me mixed up because it's not like the steps.** They [Finns] just write, write, write a lot of things thinking that all foreigners are like Finns and they are going to take that by law. You are not going to take that by law. I'm just trying to save my time and my energy and not to read all the text **because when you move and you are so stressed you don't know where to start**, what to do, you just change everything in your life and you really need to save your energy. **Please do it as simple as possible.**” Non EU – Work
- “**I think it's meaningful and relevant.** And especially when you have the links to provide extra information. It's like really nice psychologically. First, you come here and **you see “Oh! it's not that hard!”** And you click and you understand, and then **you click the link and then you can go deeper into the subject.** But you can still, if you don't understand, come back and read this once again and see, “Oh! it's not so scary”, and go back to the scary one [website].’ EU Student
- “**This is helpful information** because it's not written anywhere that Nordic citizens are covered by Finnish Healthcare.’ Nordic, unemployed
- “**Kela card should be here.** It's very important because it can take one month or more and it's very important to know, do I have the right or not? I think Kela's regulations are close to permanent. . **These kinds of things, they are one of the core issues for the immigrants.**’Advisor
- “Because we don't have contact to Police, Maistraatti or MIGRI **we have to use this information that we are getting from our customers and from the websites. So I'm not quite sure and we have to guess some things.** So it's very good that it's written in here so, that I can actually trust the information.” Civil servant

4.5 ANALYSIS OF DATA & MATERIALS

The data analysis stage followed a typical process. The responsible researcher documented each interview and entered his/her first impressions after the interview had been completed. Before transcribing them, the interviews were listened to and notes were taken on important parts specifically related to the design of the web-based tool. When transcribing the interviews, the researcher highlighted any quotes deemed important for developing and designing the tool. These quotes and the impressions of particular immigrants were later used to formulate three different potential web-based tool users in three different user scenarios.



Figure 31: Analysing the data



ARGUMENTS FOR SERVICE DESIGN SOLUTION

The website tool provides relevant news so that providers can stay updated regarding process changes. It offers up-to-date news on changes encountered throughout the immigrant customer journey.

5.1 CONCEPT 1: BASIC TOOL



The website tool provides relevant news so that providers can stay updated regarding process changes. It offers up-to-date news on changes encountered throughout the immigrant customer journey.

Objectives/Arguments for the service design solution

- To help service providers to advise the most appropriate customer journey
- To harmonize information
- To generalize the immigrant services across the entire Finland
- To simplify the move to Finland by providing a checklist

This service design solution was proposed based on the following issues that were identified in the interviews

Immigrant-centred services

Most of interviewees believed that the system should be designed from the immigrant's point of view, especially because the number of immigrants is constantly increasing or had already been increasing to some extent before the refugee crisis in July 2015. This well illustrates the significance of a quote from a civil servant from Turku: 'If we think [about] what the customer needs, if we will think [about things] from that point of view and not from [what] our offices [think] we need, that is the answer.'

Who are the immigrants?

One civil servant reported that the authorities are not familiar with different types of immigrants and that the city authorities do not have real contact with immigrants unless they become challenging cases or appeal to a higher authority. The insight is particularly well illustrated by the following quote: 'It is difficult to stay in contact with immigrants if they came here to work or to study at the university. We don't have any contact with them. I think that we should develop our services to get in [better] contact with them.'

Lack of familiarity with the procedures

On several occasions, the interviewees reported that immigrants are not aware of the procedures and/or the services that organisations are providing and what they mean. For example, in the words of one interviewee: 'Someone told them [the customers] that you have to go to the service point to get their Finnish ID number, Kela card and tax card, but they [the immigrants] don't necessarily know what that means.'

Lack of familiarity with other organisational procedures

The participants admitted that they are not familiar with other parts of the customer journey or with the procedures of other immigrant service organisations. Typically, the interviewees were quite well informed about their own procedures and the legislation pertaining to their organisation (e.g. local register office, the tax office, KELA). One civil servant employee working for the police admitted that he knows little about the procedures in other offices: 'About Kela, I don't know much. Some basic information – usually I recommend, if they ask about it, I recommend that they visit Kela or I give [them] a phone number to call. Then about TE Services, we know something.'

Lack of truthful information

Immigrants receive information about the necessary procedures when first coming to Finland via peer-to-peer support and word-of-mouth stories told within their established communities. However, the information is not necessarily truthful, and often immigrants make generalisations based on a few cases, even though in Finland each case is considered individually. In addition, one of the interviewees pointed out that often immigrants are not aware of their rights and what they are or what they are entitled to.

5.2

CONCEPT 2: NEWS CHANNEL



The website tool provides relevant news so that providers can stay updated regarding process changes. It offers up-to-date news on changes encountered throughout the immigrant customer journey.

Objectives/Arguments for the service design solution

- To bring together currently separate immigrant service providers
- To standardise the immigration services throughout Finland
- To optimise work
- To educate civil servants about relevant immigrant issues
- To stay updated

Weak inter-organisational and cross-organisational collaboration

Interviewees identified weak inter-organisational and cross-organisational collaboration between different service providers (e.g. KELA & social services). One of the participants employed at the city central administration from one of the mid Finland cities admitted that there is not enough discussion and knowledge of procedures about other organisations. One of the civil servants admitted that there is not so much cooperation between Finnish immigration services that make for example, residents permits and the cities where these immigrants will be leaving in the particular city. There is not enough collaboration and that is something that should be developed. Furthermore, different parts of immigration services and integration services are not connected well together for example, the two policymakers, where the first one is responsible for the immigration services and the second one for the integration services. Civil servant illustrate the case with the following insight:

So, as I told you earlier in [name of organisation] I was working with this [pointing the immigration part of service] and at the city of [name of city], now I am working with this system [pointing the integration part of service].

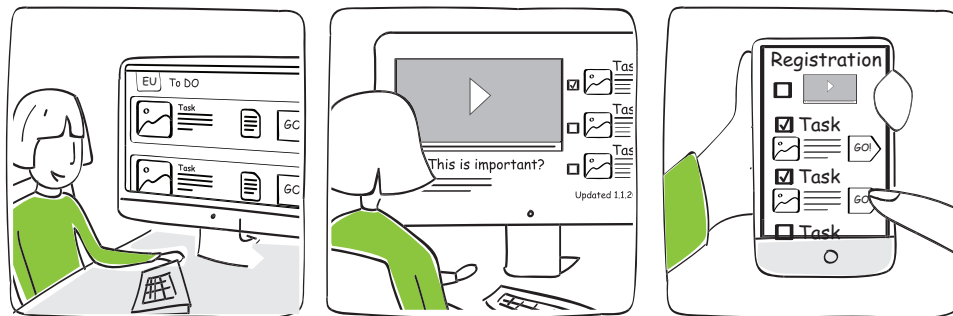
So this is immigration and this is integration. And here in the Immigration Services has an Alien law, and Integration Services has an integration law. And I have been working on both these sides. And I see that they think, ok, that person got a residence permit and now we can forget about it. So there is not so much connection between these two divisions. [...] Everywhere is the same. This is our system. This part is Ministry of the Interior and that is the Ministry of Economy and Employment. So here are two different ministries.

Peer-to-peer consultation (civil servants)

At the moment, the most efficient way of getting information is to ask for it from colleagues. One civil servant has this to say: 'Well, my closest colleague is in Lapland and also in Vaasa, so I have the most contact with them when we have issues that we are not sure how to deal with and we have consultations to support each other's [work].' Another civil servant reported that workers in the ELY Centres at the moment are discussing issues mainly via email. So when somebody has a question for which they do not have an answer, or if they cannot find the answer on their own, they will ask their colleagues if they have ever encountered this kind of a situation and what they would do. This kind of practice was identified also at the local register offices.

5.3

CONCEPT 3: ACTIVE IMMIGRANT



The concept will motivate immigrant customers to be more proactive, to understand the order of actions and to understand the possible consequences if the different steps are not successfully complete.

Objectives/Arguments for the service design solution

- To minimise the frustration of immigrant customers
- To encourage immigrant customers to be more independent
- To motivate the immigrant customers
- To familiarise immigrant customers with the consequences of not successfully completing the different steps in the process

One of the civil servants stated that all services should be delivered from a single location, which would allow for better and more equal services:

'I think it would be better for our clients and better for society. Currently, there are too many small loopholes. Sometimes our customers are very confused because the information from Kela or TE Services or social services is totally different from the information provided by the police or Immigration Services. So, we should coordinate our actions at a single location, and we have to have a common understanding of how to work with immigrants.'

At the moment, the services being provided are too spread out and they include too many actors. Therefore, the work being done might well overlap, with some employees doing the same thing twice as a result of a badly designed system. Furthermore, one civil servant said the following: 'The legislation is the same in the EU, but different actors are interpreting it differently. And that's one problem. If we have just one straight line, that is ok. This is the way it should be done, this is what Finland as a country and society expects from you.' In this way, immigrants will know what is expected of them.

5.4 CONCEPT 4: HELPING HAND



Helping hand has been designed to support the customer service situation. The aim is to eliminate overlapping or redundant work by clearly ascertaining the immigrant customer situation and reducing the number of misunderstandings and conflict situations.

Objectives/Arguments for the service design solution

- To prevent overlapping or redundant work among immigrant service providers
- To minimise the immigrant frustrations
- To ask immigrants the right questions
- To make the consequences for the immigrant more understandable

Different standards of service delivery in different cities

Many interviewees reported that different immigrant service organisations and cities have different levels of service standards and procedures. They emphasised that, 'we should provide a good level of service for everybody'. Various organisations (e.g. Finnish Immigration Services) have different service standards; likewise, different cities to a certain extent provide different immigrant services procedures. This practice was mentioned in particular by one interviewee: 'So Helsinki's [name of organisation] might act differently than Espoo's [name of organisation], or Helsinki's [name of organisation] might do it in a completely different way than Espoo's [name of organisation]. So, that is a common problem – we never know how they will treat that customer depending on what city they are located in, but we have a basic idea [about] how they are doing things.' However, one employee from a local register office reported that their organisation is trying to ensure that every customer will receive the same level of services and the same rights in every city, although they are aware that there are some differences between different cities.

Providing understandable information

Another challenge is that the major decisions, such as health insurance decisions or tax issues, social security coverage, a person's rights to different social security benefits, are written in either Swedish or Finnish according to the law. Most of immigrants do not know either of these languages, and sometimes customers will request to receive a decision in the Russian or English language. In this way, it is difficult to provide information to immigrants in a way that is understandable and accurate. Furthermore, one civil servant pointed out that in certain cases, immigrants do not receive complete information as some front-end employees have limited language (e.g. English) skills or else they are afraid to speak English, and so they give limited information to customers. However, there are also exceptions, such as Into Finland, where customers are advised about other services too: 'So always when they come to [name of organisation], the customers are so happy to receive information not only about Kela and the tax administration, but also about other services.'

Shorter waiting times

Of course, immigrants in, e.g. Oulu, may sometimes think that the situation is better in Tampere or Helsinki and decide to try their luck in one of those cities. Sometimes they then return to Oulu after seeing how many people are waiting in line in other cities to obtain an apartment or be admitted to Finnish language courses. So the waiting times are much longer in the south. [S1] But now the lines are becoming here as well. So it means we are also going to be in trouble [S2]. For instance, at TE Services we are trying to arrange for Finnish courses to be taught at our office.

Knowledge of the system through the customers

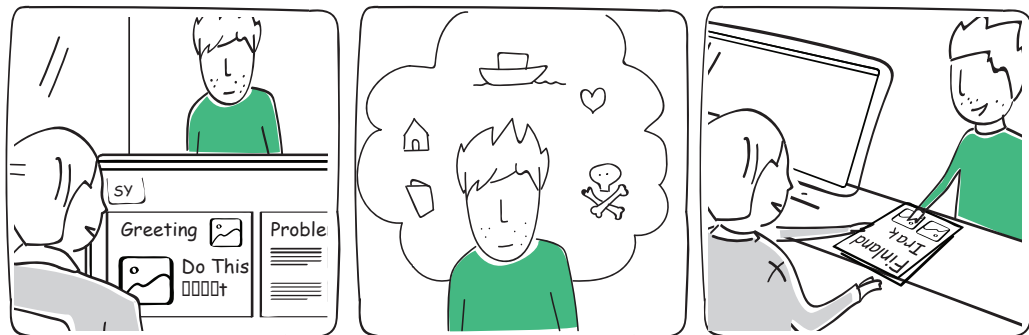
Employees at the ELY Centres do not have direct contact with immigrant customers, but they are able to hear from them about how well the system is working: ‘... basically we try to help communities by giving them information and trying to guide them. They call me and say that we have this impossible situation: this person is in trouble; where can I find out what kind of people I could contact, do you know anyone I can call, or something like that?’ These employees are acting as an umbrella organisation trying to figure out what is happening in the community.

Use of different terminology

Participants noted that employees are using different terminology for the same issue, which can be confusing for the customers. For example, the Finnish ID number can also be referred to the Social Security Number, which is confusing for customers and can result in disagreeable situations. This point is illustrated by the following quote: ‘They [immigrants] were not aware of the fact that in Finland you need a Finnish ID number. And some of the people who move here, they think that the Finnish ID number is the same as the Social Security Number, and this is attached to Finnish social security coverage. It has nothing to do with that, but many people thought that once they get a number, then they are inside the KELA system – the social security system – which is not true. This is a common misunderstanding.’

5.5

CONCEPT 5: EMOTIONAL INTELLIGENCE



The immigrant customer is a human being with real-life problems. The aim here is to help the service provider look beyond the standard profile and be able to offer more personal advice and to ask appropriate questions.

Objectives/Arguments for the service design solution

- To prevent conflict situations
- To understand the real-life situation of individual immigrants
- To educate civil servants about relevant immigrant issues
- To minimise an immigrant's frustrations

Losing a sense of empathy towards immigrant customers

One of the civil servants reported that after a while, front-end workers ‘...try to rise above it and try not to think about the human catastrophe that is lurking there. You know, it’s there and you can explain it to another person but you cannot take it personally.’

Biggest problem is language

Many civil servants reported that one of the biggest problems is the language barrier, especially if an immigrant does not speak Finnish or English. Therefore, often customers come with a friend who can help them or else they come with a translator or someone who can help them.

Cultural differences

Civil servant are aware of cultural differences and they try to respond accordingly.

Understanding the Finnish immigration system

Immigrants are having problem understanding the Finnish immigration and integration system and it takes time for them to understand, for example, that you need to have certain documents and that in some cases it may take several weeks or even months to make a decision, and likewise that the decision cannot be made based solely on what an immigrant tells the civil servants.

5.6

CONCEPT 5: LIVING BLUEPRINT



Instead of merely serving as a static visual tool, the aim of this concept is to provide a way to increase communication and collaboration between different immigrant service providers and to make burning issues visible for everyone.

Objectives/Arguments for the service design solution

- To enable more fluent collaboration among different immigrant service providers
- To establish a stakeholder network
- To lower the threshold for communication between immigrant service providers
- To remove overlapping or redundant work
- To improve service quality

'We need a new system'

In general, participants stated that 'we need a new system' and that the current system should be improved. The findings also show that systemic problems are not considered holistically, and that when process changes are made, they do not always get communicated to all organisations and end users. Therefore, participants expressed the desire for an e-sharing platform.

Need for a communication platform

Civil servant employees working at the ELY Centres reported that in the past TE Services had had a common platform for all of its offices and centres. A person was available to answer the most commonly asked questions. But then, the platform was shut down. However, employees had been asking for quite some time that the platform be re-established. They reported that it would be good to have some kind of platform so that employees would find it easy to have their questions answered: 'So we discussed whether it would be possible to find some kind of platform for us, especially now that they [ELY Centres] have the project and they have workers in places like Tampere and we have one in Oulu. So we would need some kind of place to chat and share information.'

Furthermore, several participants were fond of the idea of centralising immigrant services in the near future, sharing the examples of the Copenhagen International House and various one-stop shops. However, the researcher felt that such employees are not entirely aware of what is currently being done in Finland. During the time at which interviews were being conducted, several of the interviewees were working on the Home in Finland (Kotona Suomessa) project, which concerns setting up an international centre – a meeting point where different service providers and third-sector organisations will provide services during the day, while in the evening various cultural events or Finnish language courses will be held. The only similar office at the moment is Into Finland, which is based in Helsinki, where immigrants who have come to Finland for work can be provided with a tax card and health insurance at the same time. The case is illustrated below:

'At the [name of organisation], it is good to remember that a customer receives everything except EU registration, which must be done with the police, but everything else [they handle], because you can receive there a Finnish ID number, a tax card, and also the number that you need if you are working on a construction site and everything dealing with KELA. But of course, if you are staying for a longer time, you will need to go to the local register office to receive your municipality [registration], but everything else you get at the service point.'

Employees employed at the ELY Centres (The Centres for Economic Development, Transport and the Environment) from smaller cities outside the central area criticised the inflexibility of the current system. According to current integration law, the city administration and ELY Centres, which are responsible for regional implementation and all development responsibilities of the central government, must employ a certain number of people responsible for dealing with immigrants. Nonetheless, because of limited resources the number of employees is small and often individuals working in these organisations remain isolated from one another; likewise, they have little opportunity to make a more substantial impact on their region. This criticism highlights the fragmented nature of the governmental immigrant system in terms of human resources. This situation is well illustrated by the following quote: '50% of [my time] and 30% of another person's [time] – i.e. the developing manager responsible for the welfare of the residents of [name of city] – so less than one person all together [handles matters pertaining to immigrants].'

Several interviewees stressed that that current immigration system is not flexible and that it was initially created for a smaller number of newcomers. This problem became quite noticeable especially when the number of asylum seekers increased rapidly in the summer and spring of 2015. The system was not prepared to handle a larger number of immigrants. One civil servant reported that, 'the problem is that the services they [immigrants] should get are not up to date. The whole system was created to handle 2500 applicants, and now we have double that number. And maybe if this continues, next year it will be around 10-15 000. It might become a problem if we just take them [applicants], but we don't secure the services they need. So they will drop out from society and then we have a problem.' Another participant had the following to say: 'At the government administration, we will have [to make] some big changes because we have run out of money. We cannot go on with the same system with so many different offices, each of which has its own money, and none of us are discussing [things] with one another. ... We need to work closer. Instead of having pipelines, we can pool [our] resources together depending on where they are needed. Now you can't transfer the money to another place, and that is the problem because the [number of] immigrants is going up. Maybe the frequency is higher or lower, but they are big changes in short periods [of time], and this is difficult if we put workers in one place; maybe after one year they won't have so much to do. So we should be flexible. If we go on like this in the future and the number of immigrants continues to increase, we will not be able to cope like this with this [type of] system.'

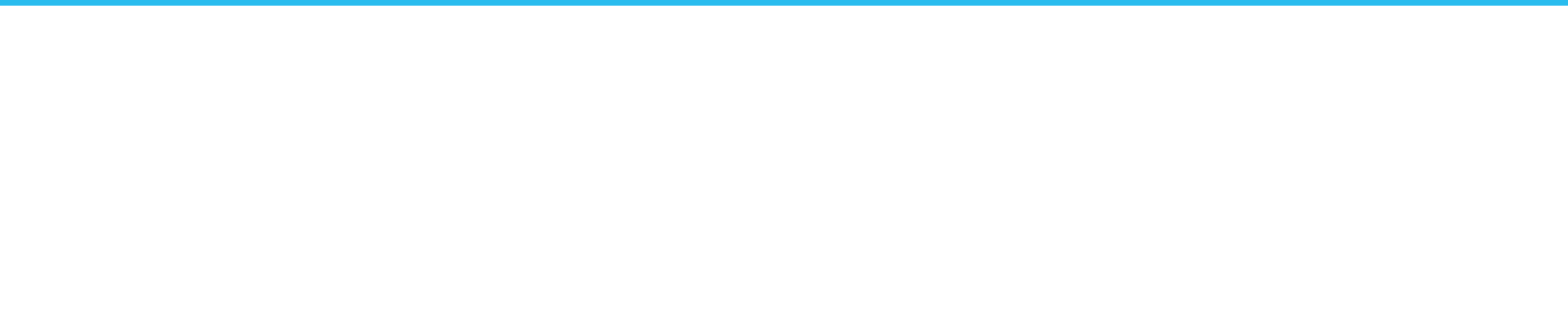
Not enough collaboration with the ministries

One of the interviewees reported that the collaboration between various service delivery organisations, in this case ELY Centres, and the government ministries was better ten years ago. Employees could ask more questions and there was also more discussion.

However, in recent years this dynamics has changed and the ELY Centres have started to communicate more just between themselves, while communication with the government ministries has become more the exception. Nevertheless, the various centres are still provided with information; it is just that now it is more difficult to ask a specific question and receive an answer. One civil servant in particular had the following to say about the weaker levels of collaboration with the government ministries: 'Unfortunately, they don't have too much contact with us [e.g. the Ministry of Social Affairs and Health]. We hope that they would. So basically, they would be the right ministry to ask, but that's impossible. They don't give that kind of counselling at all. So we would hope that such a ministry would have a greater role; we would understand things better if they would give more information to us and the municipalities.'

Furthermore, one of the civil servants expressed that the reality is always different at the grassroots level than it is for policy makers. Also, in terms of passing new laws, the interviewees said that, 'and we would like to get the information before the decision is made, so that we know how to prepare for it. It's a bit late after, you know, you receive a decision that maybe the law has already changed, and then we see that [it has changed]; did you notice that it causes this problem and that problem. At least discuss it. It a little bit different at the ministry level than at the grassroots [level], so basically you see different kinds of problems.'





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