

Roadmap for Education-based and Work-based Immigration 2035

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Abstract

The roadmap for education based and work based immigration is a package of measures that specifies certain elements of the Government's sustainability roadmap in more detail and strengthens general government finances. The measures included in the roadmap build and strengthen Finland as a globally attractive place for skilled and competent people and their families.

The Government is seeking to at least double the current volume of work based immigration by 2030 to attain the overall increase of at least 50,000 work-based immigrants that is required in the sustainability roadmap. Beyond 2030, the goal is an annual increase of at least 10,000. The number of new foreign degree students should be trebled to 15,000 by 2030, and 75% of the foreign students should find employment and stay in Finland.

The vision of the roadmap summarises the long-term target state by 2035. The vision is that Finland will be an international competitive and attractive place for education, work, business and living. The service pledge and strategic objectives of the roadmap constitute a plan by which the desired target will be reached. The strategic objectives of the roadmap are:

- 1) Finland is globally interesting and attractive
- 2) Towards world's best immigration experience
- 3) International competence creates vitality

An action plan will be drawn up for the roadmap and updated on an annual basis.

Keywords immigration, workforce, students, researchers, universities, diversity, government policy, R&D&I, sustainability roadmap, activities across government terms

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Koulutus- ja työperusteisen maahanmuuton tiekartta 2035

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Yhteisötekijä Opetus- ja kulttuuriministeriö

Kieli englanti

Sivumäärä

36

Tiivistelmä

Koulutus- ja työperusteisen maahanmuuton tiekartta on hallituksen kestävyystiekarttaa tarkentava, julkista taloutta vahvistava toimenpidekokonaisuus. Tiekartan toimenpiteet rakentavat ja vahvistavat Suomea globaalisti houkuttelevana paikkana osaajille ja heidän perheenjäsenilleen.

Hallitus tavoittelee työperäisen maahanmuuton vähintään kaksinkertaistamista nykytasosta vuoteen 2030 mennessä siten, että kestävyystiekartan edellyttämä vähintään 50 000 työperäisen maahanmuuttajan kokonaisuus toteutuu. Tavoitteena on, että vuoden 2030 jälkeen lisäys on vähintään 10 000 vuosisasolla. Uusien ulkomaalaisten tutkinto-opiskelijoiden määrä pyritään kolminkertaistamaan 15 000:een vuoteen 2030 mennessä. Samalla ulkomaalaisten opiskelijoiden Suomeen työllistyminen ja jääminen pyritään nostamaan 75 prosenttiin.

Tiekartan visio kiteyttää pitkän aikavälin tavoitetilan vuoteen 2035. Vision mukaan Suomi on kansainvälisesti kilpailukykyinen ja vetovoimainen paikka kouluttautua, työskennellä, yrittää ja asua. Tiekartan palvelulupaus ja strategiset tavoitteet kokoavat suunnitelman, jolla haluttu päämäärä saavutetaan. Tiekartan strategiset tavoitteet ovat:

- 1) Suomi on globaalisti kiinnostava ja houkutteleva
- 2) Kohti maailman parasta maahanmuuttokokemusta
- 3) Kansainvälinen osaaminen luo elinvoimaa.

Tiekartalle laaditaan vuosittain päivitettävä toimeenpanosuunnitelma.

Asiasanat

maahanmuutto, työvoima, opiskelijat, tutkijat, korkeakoulut, monimuotoisuus, hallituspolitiikka, tki-toiminta, kestävyystiekartta, ylihallituskautisuus

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Färdplan för utbildnings- och arbetsrelaterad invandring 2035

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36

Referat

Färdplanen för utbildnings- och arbetsrelaterad invandring är ett åtgärds paket som preciserar regeringens färdplan för hållbarhet och stärker den offentliga ekonomin. Åtgärderna i färdplanen bygger upp och stärker Finland som en globalt sett attraktiv plats för experter och deras familjemedlemmar.

Regeringen strävar efter att arbetskraftsinvandringen åtminstone ska fördubblas från den nuvarande nivån fram till 2030, så att den totala ökning på minst 50 000 arbetskraftsinvandrare som färdplanen för hållbarhet förutsätter förverkligas. Målet är att ökningen efter 2030 ska vara minst 10 000 arbetskraftsinvandrare per år. Syftet är att tredubbla antalet nya utländska examensstuderande till 15 000 före 2030 och att höja utländska studerandes sysselsättning och etablering i Finland till 75 procent.

Visionen i färdplanen sammanfattar målen på lång sikt fram till 2035. Visionen är att Finland ska vara en internationellt konkurrenskraftig och attraktiv plats för studier, arbete, företagande och boende. Servicelöftet och de strategiska målen i färdplanen bildar en plan för att nå visionen. De strategiska målen i färdplanen är följande:

- 1) Ett globalt sett intressant och lockande Finland
- 2) Världens bästa erfarenhet av invandring
- 3) Internationell kompetens som skapare av livskraft.

För färdplanen utarbetas en genomförandeplan som uppdateras årligen.

Nyckelord

invandring, arbetskraft, studerande, forskare, högskolor, diversitet, regeringspolitik, FoU-verksamhet, färdplan för hållbarhet, verksamhet över regeringsperioderna,

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1 Roadmap for a long-term commitment to attracting skilled migrants

The roadmap for education-based and work-based immigration is a package of measures which clarifies the government's sustainability roadmap and strengthens the economy through a long-term commitment spanning consecutive governments. Finland needs international students and talent in order to ensure sustainable wellbeing. The roadmap's objectives and measures are designed to build and strengthen Finland as a globally attractive place to work and study. The service paths for skilled immigration and integration require seamless cross-sectoral cooperation and investment. The roadmap extends to 2035. An implementation plan for the roadmap will be prepared and reviewed annually.

The Roadmap for Education-based and Work-based Immigration complements the aims of the Programme of Prime Minister Sanna Marin's Government in promoting skilled immigration. The Government Programme seeks to target work-based immigration in sectors suffering from labour shortages and to attract specialists, entrepreneurs, students and scientists in key and growth sectors of R&D and innovation.

In order to implement the aims of the Government Programme, on 16 June 2020 the ministerial working group on employment and the ministerial working group on skills, education and innovation adopted the Talent Boost cross-sectoral programme for attracting workers, growth entrepreneurs, students and scientists to Finland.¹ Key measures of the Talent Boost programme are:

- accelerating and streamlining the residence permit processes for workers and students,
- strengthening Finland's attractiveness to international talent and their families, and supporting their settlement and retention,
- promoting the employment of international students and researchers in Finland,

1 The first phase of the Talent Boost programme was launched in 2017. The aim of the programme is to attract international talent and make use of their networks to promote investment and business growth. The launch included the start of work to develop Finland's country brand for attracting international talent and the establishment of services and networks to support this aim. A startup residence permit was introduced in 2018.

- creating an international recruitment model
- supporting the growth and internationalisation of companies and RDI (research, development and innovation) and attracting investment with international talent,
- preventing the exploitation of foreign labour, and
- increasing acceptance and diversity in the workplace, e.g. the Working Life Diversity Programme.

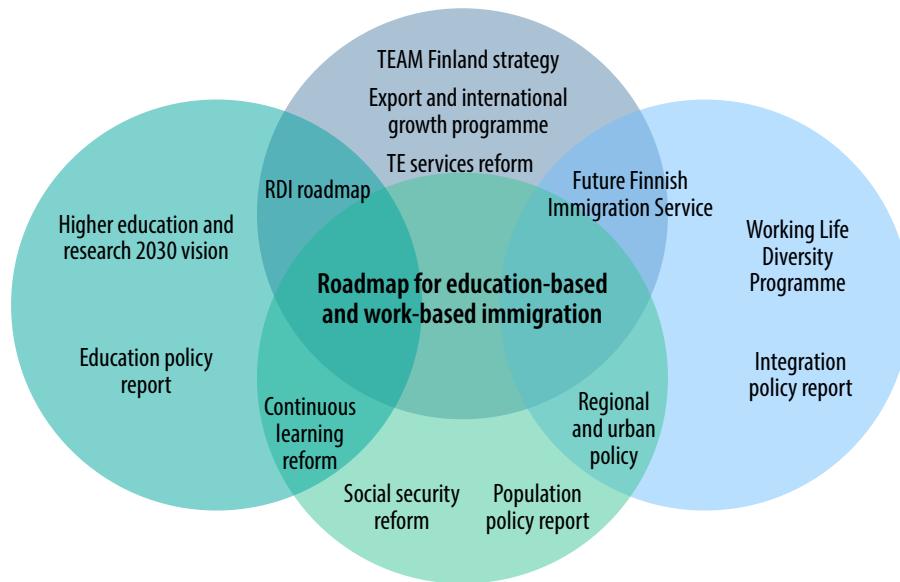
Implementation of these measures is under way and proceeding as planned.

In addition to reforms during the current government term, a longer-term review and target-setting over consecutive governments are needed, taking into account developments in Finland's population and employment situation, labour needs, the economic dependency ratio and the growth and internationalisation of businesses and RDI. To that end, in connection with the adoption of the Talent Boost programme on 16 June 2020, the ministerial working groups set out to develop a roadmap to define long-term goals, policies and measures for education-based and work-based immigration. The roadmap sets out a gradually implemented and regularly updated plan for skilled immigration until 2035.

In spring 2021, the Government's mid-term review outlined the reform of Finland's immigration policy with a focus on prosperity, and quantitative targets were set for education-based and work-based immigration. In addition, the 2021 mid-term review stated that the roadmap for education-based and work-based immigration will be published in the budget discussion of autumn 2021.

The preparation of the roadmap for education-based and work-based immigration has been carried out as part of the Talent Boost programme and coordinated by the Ministry of Economic Affairs and Employment and the Ministry of Education and Culture. The preparatory work has been led by the Talent Boost steering group. The roadmap is coordinated with skills needs and population forecasts and key policies and processes related to immigration, education, employment, research and innovation (see Figure 1). For example, the measures for promoting the employment and integration of immigrants presented in the report on integration also support education-based and work-based immigration.

Figure 1. Coordination of measures in the roadmap for education-based and work-based immigration.



The preparatory work for the roadmap has included private individuals and representatives from ministries, regional and local government, labour market organisations, businesses, local and regional organisations, higher education institutions, schools and research institutions.

2 Current state of education-based and work-based immigration

People with different backgrounds and needs migrate to Finland for education and work. The relevant streams can be examined separately because the measures and impacts relating to each skills segment are different. The skills segments are defined as follows:

- students,
- researchers,
- specialists and other highly qualified professionals,
- skilled labour,
- entrepreneurs and growth-business operators,
- returnees, and
- other groups, such as foreign spouses.

From the perspective of the services to be developed for the segments, the origin of the talent – the Nordic countries, EU/EEA countries or from outside the EU/EEA – is relevant. Foreign nationals who arrive in Finland for other reasons (e.g. people with an international protection status, and spouses) are also a significant talent resource. From the employer's point of view, the reason for migration is not relevant: only the skills matter.

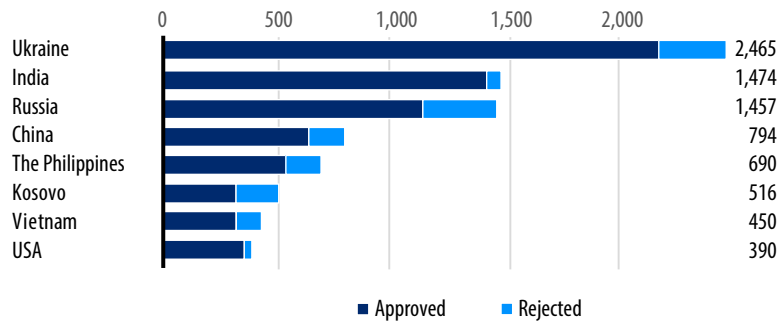
In international comparison, immigration to Finland is at a low level. However, Finland's net migration has increased strongly: In the 2010s, around 12,000–18,000 more people moved to Finland than left the country. Since 2015, net migration has been the only factor increasing Finland's population.

In an EU comparison based on the number of residents originating from other EU countries and the number of citizens who live in another EU country, Finland had similar rates to France, the Czech Republic, Greece, Slovenia and Hungary: in relative terms, there are few citizens of other EU countries living in Finland, and also few Finnish citizens live in other EU countries.²

² source: ICF (2018): Study on the movement of skilled labour. Final Report. European Commission. June 2018.

The most common reasons for moving to Finland are work, family and study. In 2019, 9,461 first-time residence permits were issued for work reasons. The number of highly skilled individuals was 2 063. In 2019, 3,865 EU citizens registered as resident in Finland for work reasons. The figures for 2020 are lower but not comparable due to restricted international mobility during the Covid-19 pandemic.³

Figure 2. Distribution of residence permits issued on the basis of work in 2019. (Source: Finnish Immigration Service)



Between 2010 and 2018, the number of employees and entrepreneurs with a foreign background increased by 73 per cent, from 106,000 to 183,000. Based on the period of residence in Finland, the number of people living in Finland for 5–9 years has seen the biggest increase, doubling in less than ten years. In terms of the line of work, the growth is strongest among construction, repair and manufacturing workers, over 81 per cent. Over the same period, the number of managers, specialists and experts has increased by an average of 60%.⁴

In 2019, 4,740 new foreign degree-students began their studies in Finnish universities and universities of applied sciences (excluding doctoral candidates). Of these, 1,857 began their studies at universities and 2,879 at universities of applied sciences. In 2019, foreign degree-students completed around 5,000 higher education degrees in Finland, of which around 450 were doctoral degrees.⁵

³ Source: Finnish Immigration Service.

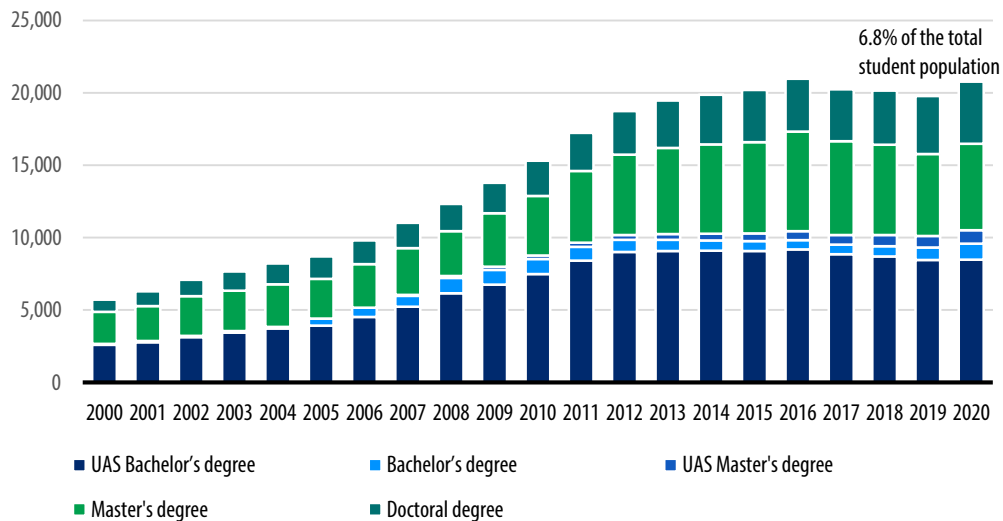
⁴ Source: Statistics Finland.

⁵ Source: Vipunen.

The number of international degree students has increased steadily in Finnish higher education institutions despite a slight decline after the introduction of tuition fees.

The share of international students out of all students is slightly above the OECD average.⁶

Figure 3. The number of foreign students studying in Finnish higher education institutions in 2000–2019. (Source: Vipunen)



International students have workforce potential for Finland. According to the Eurostudent VII survey⁷, half of foreign higher education students want to stay after completing their degree, and 40% are not yet sure of their plans. According to the International Student Barometer 2017 survey, 83 per cent would recommend Finland to study in. Half of the students in their final year planned to stay in Finland, and less than one fifth could not yet say. Only less than a quarter were planning to relocate to another country.

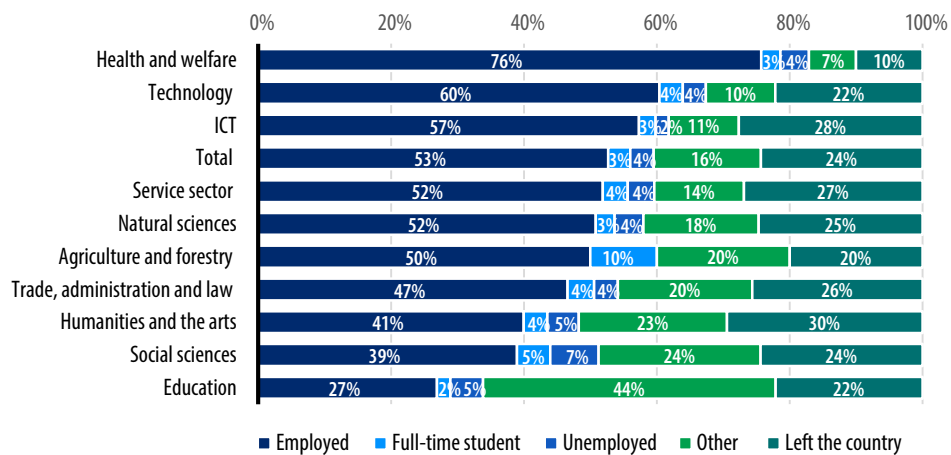
Currently about half of international students with a higher education degree find employment in Finland. The employment rate of foreign students who have remained in Finland and have completed a higher education degree in Finland is between 77%

⁶ OECD: Education at a Glance 2020

⁷ Saari, Koskinen, Attila, Sarén (2019) Eurostudent VII research 2019 <http://urn.fi/URN:ISBN:978-952-263-907-3>

and 81% three years after graduation⁸. Health and social care graduates have the best employment outcomes, and social science graduates have the worst outcomes. International students enrol most commonly in two-year master’s programmes or in the 3.5-year degree programmes of universities of applied sciences. The most popular fields of study are economics, technology and ICT.

Figure 4. Outcomes of international graduates of universities and universities of applied sciences one year after graduation, 2019. (Source: Vipunen)



There are variations in the regional placements of immigrants. The population with a foreign background is strongly concentrated in Uusimaa, where about half of all people with a foreign background in Finland live. 14.2% of Uusimaa’s population had a foreign background in 2019. Of the regions, Southern Ostrobothnia had the lowest percentage share of people with a foreign background, at 2.4%. In a comparison of municipalities, the share of people with a foreign background in 2019 was high in Vantaa, Espoo, Helsinki, Närpes, several municipalities in Åland, Korsnäs in Ostrobothnia, and Turku. In quantitative terms, the highest number of people with a foreign background was found in Helsinki, where one quarter of Finland’s population with a foreign background lives.⁹

⁸ Mathies & Karhunen, 2020

⁹ Migration review 1/2021. Source: Vipunen.

<https://valtioneuvosto.fi/-/1410869/suomen-vaesto-monimuotoistuu-vaihtelua-on-alueittain>

3 Finland in international comparison

In international comparisons, Finland performs well in areas such as the business environment, education and the country's stability, and Finland has been named the happiest nation in the world. The Finnish world of work has many strengths: safety, cleanliness, equality, the education and training system, good working conditions and work–life balance, positive attitudes to children, access to nature, the availability of English-language services, etc. Finland has all the prerequisites to compete for talent despite its remote location and rare language.

According to a survey of international students studying in Finland carried out in spring 2021 (n = 1543)¹⁰, the good reputation of Finland's education system was the main reason for choosing Finland to study in. The second most common reason was the programme and curriculum offering. The third and fourth most common reasons were safety and the possibility of being able to stay in Finland after graduation. According to the respondents, Finland's closest competitors in education were Sweden, Germany and the Netherlands. The popular study destinations USA, the UK and Canada were placed fourth and below.

Finland has not been able to sufficiently utilise its societal strengths and attractiveness factors in attracting workers. For example, according to the European Commission's Country Report¹¹, Finland's attractiveness among highly skilled immigrants is relatively low and reflected in the low rate of work-based immigration.

Finland ranks 17th in the OECD's country comparison of talent attractiveness. All other Nordic countries and Estonia ranked better than Finland. Finland was ranked fourth among students and eighth among entrepreneurs.¹²

10 Source (not yet published): Student report of the tuition fee monitoring group 5/2021.

11 https://ec.europa.eu/info/sites/info/files/2017-european-semester-country-report-finland-fi_0.pdf

12 Finland's performance in the international competition for talent can be assessed using e.g. the OECD Indicators of Talent Attractiveness, which compares countries in terms of their talent attractiveness and retention among highly educated workers (master's and doctoral level), entrepreneurs and higher education students <http://www.oecd.org/migration/talent-attractiveness/>

Finland also faces significant brain drain when Finnish talent and foreign students and researchers who have completed their degrees in Finland leave for other countries for job opportunities. International mobility is a global and growing phenomenon. Finland must ensure that its talent rotation remains positive, so that more talent stays in Finland than leaves.

Table 1. Highest ranking OECD countries in talent attractiveness (Source: OECD Indicators of Talent Attractiveness, OECD 2019)

	Highly qualified workers	Entrepreneurs	University students
1.	Australia	Canada	Switzerland
2.	Sweden	New Zealand	Norway
3.	Switzerland	Switzerland	Germany
4.	New Zealand	Sweden	Finland
5.	Canada	Norway	United States

In the Global Talent Competitiveness Index (GTCI) 2020, which is broader in scope,¹³ Finland ranked seventh (out of 132 countries) in a comparison of countries' ability to generate, attract and retain talent. The best-performing countries were Switzerland, the USA, Singapore, the Nordic countries and the Netherlands. Finland's strengths are based on its education system, which responds well to the needs of the world of work, and on competence development. In terms of professional and technical skills, Finland also ranked very well in the GTCI study. The greatest challenges were in talent attractiveness: Finland is not seen as an appealing and welcoming country by international talent, ranking only 32nd in this regard.

Decoding Global Talent, which provides an extensive overview of labour mobility¹⁴, complements the picture in terms of the willingness to relocate and the job preferences of international talent. Among respondents (360,000 respondents from 197 different countries), the most preferred destination countries are the USA, Germany, Canada, the UK and Australia. Finland did not rank in this study.

¹³ <https://gtcistudy.com/>

¹⁴ <https://www.bcg.com/publications/2018/decoding-global-talent>

4 Skilled immigration supports future wellbeing

Finland's decreasing population growth rate, rapidly ageing population and declining working-age population pose challenges to the dependency ratio, the availability of labour and the ability to tackle the sustainability gap. The Finnish population and the number of employed people grow only through immigration. According to Statistics Finland's population forecast, Finland's population will begin to decrease in the early 2030s. Without net migration, Finland's working-age population will reduce by more than 150,000 by 2030. If the annual net migration were to increase by one third, Finland's population would not start decreasing until the 2040s. If net migration were to increase by half, the population would remain almost unchanged until 2060.¹⁵

Finland has one of the oldest populations in the world. The trend started diverging from the other Nordic countries in the 2010s. Many measures are needed to ensure sustainable population development. Growth in immigration is one factor that can promote wellbeing and balanced population development.¹⁶

In the 2000s, Finland's population growth has been 0.3 per cent a year on average. Since 2016, more people have died in Finland than were born. According to the population forecast of Statistics Finland, there would be a decrease of over 100,000 in Finland's population by 2050 if the 2019 birth rate and net migration rate were to continue unchanged.¹⁷

According to the Ministry of Finance¹⁸, a permanent increase of 25,000 in net migration would slow down the decrease and ageing of the population. Even then, the dependency ratio would eventually weaken, as immigrants also age. A permanent decreasing trend in population ageing requires the net migration rate to grow in sync with the population over a long term.

15 Anna Rotkirch (2021): Syntyvyyden toipuminen ja pitenevä elinikä. linjauksia 2020-luvun väestöpolitiikalle. <http://urn.fi/URN:ISBN:978-952-383-073-8>.

16 Rotkirch, 2021.

17 Sustainable Population Development in Finland. The 2020 Population Policy Report by Väestöliitto. Tiia Sorsa (ed.) Väestöliitto 2020.

18 Ministry of Finance (2020): Sustainability of Finland's public finances <http://urn.fi/URN:ISBN:978-952-367-287-1>.

Without immigration, Finland's economic dependency ratio will deteriorate significantly

The number of working people would have fallen in the 2000s without non-native workers. Between 2000 and 2017, the number of employed people with a Finnish background decreased by approximately 10,000, but the number of employed people with a foreign background increased by around 100,000.

According to the Ministry of Economic Affairs and Employment's estimate, immigration will improve the economic dependency ratio if the employment rate of immigrants is about 60% or more. According to the employment statistics, the employment rate of foreign nationals was 59.7% in 2019 and the employment rate of those with a foreign background was 64.2%. However, the employment rate is higher among those who have relocated because of work, and work-based immigration therefore has a positive impact on public finances.¹⁹

Workforce immigration has an effect on the sustainability gap and pension funding

According to a sensitivity analysis of the sustainability gap calculations of the Ministry of Finance²⁰, a permanent increase in net migration by 7,500 people to 22,500 people per year would reduce the sustainability gap by around 0.4 percent relative to GDP, or nearly EUR 1 billion. For simplicity, the calculation assumes that the employment rate of immigrants corresponds to the average employment rate of the native population, and the use of public services and benefits also corresponds to that of native population of similar age. In reality, the employment rate of work-based immigrants at least initially exceeds the average employment rate of the native population, but on the other hand the wage level is likely to be below the average level of the native population, which means that the estimate appears to be reasonably realistic.

The Finnish Centre for Pensions has estimated²¹ the impacts of immigration on pension funding. According to the estimate, a decrease in immigration would weaken pension funding. If net migration were to fall to 5,000 people a year, the number of pensioners in relation to employed people would increase and the earnings-related pension contribution would have to be increased already in the 2030s.

19 Kaihovaara, A. & Iarja, I. (2019). Does immigration improve economic dependency ratio? Finnish Labour Review 4/2019

20 Ministry of Finance (2020): Sustainability of Finland's public finances <http://urn.fi/URN:ISBN:978-952-367-287-1>.

21 Nopola, Tuija (2019). The impact of migration on pension system sustainability: scenario calculations. Reports of the Finnish Centre for Pensions 09/2019.

Talent shortage is an obstacle to growth

According to the Ministry of Finance²², the availability of skilled labour is a significant obstacle to growth. Finland has the biggest shortage of highly qualified workers in the OECD countries. Finland needs over 100,000 new workers to reach a 75% employment rate in the labour market over the next four years. The Ministry of Economic Affairs and Employment estimated that 65,000 jobs were not created in 2019 due to a shortage of skills.²³

The talent deficit is accelerating and global. An analysis of the demand and supply of talent in key sectors in 20 countries around the world indicates that the global shortage of talent (talent deficit) will be as high as 85 million people in 2030. In sectors where the education system cannot sufficiently address the talent deficit, employers face strong competition in international recruitment. Only highly populous and growing countries such as India can rely on the numbers of home-grown talent. Especially in all western countries, the gap between the demand and supply of talent is growing continuously. Highly specialised individuals can choose where they want to settle.²⁴

According to the forecast results of the Education and Labour Demand 2035 report²⁵, around 1.15 million jobs will be created in Finland in 2017–2035 as a result of attrition and the increasing rate of employed people. The average number of job openings would be 60,600 per year. Only 80–85 per cent of the workforce needed for the openings can be covered by young people.²⁶ The remaining 15–20 per cent would have to come from other sources. By 2035, an average of 54,600 employees would leave the workforce every year. According to the report, the workforce coming from young age groups is likely to be sufficient to compensate for the loss of workforce, but it would not cover an increase in workforce demand, and growth would be hindered by talent deficit.

22 Unlocking Finland's economic growth: Outlook, priorities and solutions. Stenborg, Markku; Ahola, Ilari; Palmén, Olli; Pääkkönen, Jenni. Ministry of Finance publications 2021:6. <http://urn.fi/URN:ISBN:978-952-367-504-9>.

23 OECD 2019. Investing in Youth in Finland and TEM (2019): Outlook of the Ministry of Economic Affairs and Employment on the Finnish labour market <http://julkaisut.valtioneuvosto.fi/handle/10024/161398> and EVA Myrskylä Pekka & Pyykkönen Topias (2015): Tulevaisuuden tekijät – Suomi ei pärjää ilman maahanmuuttoa and TEM (2020): Minne uudet työpaikat syntyivät vuonna 2019? <https://www.eva.fi/wp-content/uploads/2015/01/Tulevaisuuden-tekij%C3%A4t.pdf>

24 Korn Ferry: Future of Work: The Global Talent Crunch, 2019.

25 OPH (2020): <https://www.oph.fi/fi/tilastot-ja-julkaisut/julkaisut/koulutus-ja-tyovoiman-kysynta-2035>

26 Based on Statistics Finland population forecasts, where net migration is 15,000 people.

There are sectoral differences in terms of the future trends of workforce education needs. The greatest numbers of job openings by 2035 will be in health services, education, civil engineering, real estate, social services and the manufacture of metal products, machinery and vehicles. The share of specialist and managerial roles of the workforce is expected to increase in almost all sectors. For example, education and training needs will increase by almost 40 per cent in technology and, specifically, highly qualified workers.²⁷ According to estimates, by 2035, approximately 200,000 new employees will be needed in the health and social care sector²⁸. There are regional differences in the talent deficit, but the need exists everywhere in Finland, also outside the largest urban areas.

International talent strengthens the development and internationalisation of RDI and attracts investment

International talent promotes the growth and internationalisation of businesses and innovation, and helps to reach new markets. Bringing together actors of different and international backgrounds is a building block of innovation. In its assessment of Finland's innovation activity, the OECD has emphasised the need to increase the internationality of our innovation activities, including by doing more to attract international scientists. International access to talent is also a prerequisite for a well-functioning startup ecosystem.²⁹

The RDI (research, development and innovation) roadmap³⁰ states that, in addition to promoting the levels of expertise and educational attainment nationally, Finland must become more attractive to international scientists, experts and RDI professionals. Work-based and education-based immigration and cross-sectoral mobility must be facilitated. Our expertise and RDI environment must also attract international research funding and investments from outside Finland. Those who have already moved to Finland must also be more effectively engaged in R&D and business innovation, so that their skills can be channelled to generate additional value to society³¹.

27 OPH (2020): <https://www.oph.fi/fi/tilastot-ja-julkaisut/julkaisut/koulutus-ja-tyovoiman-kysynta-2035>

28 Ministry of Finance, draft law 8 December 2020.

29 OECD: <http://www.oecd.org/migration/talent-attractiveness/> and the European Commission country report 1 March 2017 https://ec.europa.eu/info/sites/info/files/2017-european-semester-country-report-finland-fi_0.pdf

30 TKI-tiekartta: Kestävän ja kehittyvän yhteiskunnan ratkaisuja tuottava Suomi, 2020. <https://minedu.fi/tki-tiekartta>

31 Raunio, Mika (2015): Migration Policy in the Innovation Economy.

Finland must be better able to identify not only skills needs in general, but also areas of competence that are critical to economic and productivity growth. Relative competitive advantages should also be strengthened, such as Finland's pioneering role in digital preparedness (including expertise and infrastructure)³². For example, future growth in productivity is expected to result from a new task allocation between people and computers, made possible by developments in ICT, artificial intelligence and robotics³³.

In addition to technology and expertise, Finland's highly educated workforce is one of the key factors bringing foreign investment to the country. However, the OECD report "The Impact of Regulation on International Investment in Finland"³⁴ notes that the growing talent deficit does have an impact on some international investors' expansion into Finland, especially in knowledge-intensive sectors.

A diverse workplace promotes growth and internationalisation and attracts talent

Diversity benefits businesses. A business with an ethnically diverse and gender-diverse workforce is also more profitable economically.³⁵

The diversity and equality of society and the world of work play a critical role in employment outcomes for immigrants and in Finland's attractiveness to skilled workers, international students and investment. However, there is considerable discrimination in recruitment in the Finnish labour market, particularly against people whose name suggests a non-European background³⁶. In addition, employers sometimes require native-level language proficiency even if the job tasks do not require it.

32 European Commission: Digital Economy and Society Index (DESI) 2020, <https://digital-strategy.ec.europa.eu/en/policies/desi-finland>; World Economic Forum's Global Information Technology Report 2015: ICTs for Inclusive Growth

33 Technology, investments, structural change and productivity – Finland in international comparison. Publications of the Ministry of Economic Affairs and Employment 2020:5: https://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/162051/TEM_2020_05.pdf?sequence=1&isAllowed=y

34 OECD (2021), The Impact of Regulation on International Investment in Finland, OECD Publishing, Paris: https://www.oecd-ilibrary.org/finance-and-investment/the-impact-of-regulation-on-international-investment-in-finland_b1bf8bee-en;jsessionid=pZW3X79Vq3lzl0hqhtaFVORa.ip-10-240-5-115

35 Hunt & Layton & Prince 2015.

36 Ahmad, A. (2019). Kokeellinen tutkimus etniseen alkuperään perustuvasta syrjinnästä suomalaisilla työmarkkinoilla. In Kazi, V., Alitolppa-Niitamo, A. & Kaihovaara, A. (eds.) Kotoutumisen kokonaiskatsaus 2019: Tutkimusartikkeleita kotoutumisesta, TEM oppaat ja muut julkaisut 2019:10. <http://urn.fi/URN:ISBN:978-952-327-487-7>

5 Vision, service promise and strategic objectives until 2035

The Government aims to at least double the current level of work-related immigration by 2030 to achieve the total increase of at least 50,000 work-related immigrants as required by the sustainability roadmap. The post-2030 target is an increase of at least 10,000 per year. The aim is to triple the number of new foreign degree-students by 2030. Another aim is to increase the employment and retention rates of foreign students in Finland to 75 per cent.

The roadmap's vision sets out a long-term target state in 2035. The service promise and the strategic objectives define the plan for achieving the target state.

Vision

Finland is an internationally competitive and attractive place to learn, work, run a business and live.

Service promise

Finland offers skilled workers and their families a successful migration experience and a good, safe and well-functioning everyday life as equal and active members of society. For employers, Finland facilitates access to international talent. Finland utilises the expertise of international talent in building prosperity and growth.

Students and researchers

Finland offers a high-quality education and research environment, guidance, education in the national languages, and work experience and contacts to support post-study career prospects and integration in Finland.

Workers and experts

Finland offers a welcoming and non-discriminatory work environment and attractive career opportunities. Finland facilitates working in international innovation and growth ecosystems in pioneering sectors.

Entrepreneurs and growth businesses

Finland offers a stable and competitive business environment, access to innovation and growth ecosystems, and a service system that supports a skilled workforce and growth.

Families

Finland offers a good work–life balance and networks and services that facilitate high-quality education and career opportunities for spouses.

Strategic objectives

1. **Finland is globally interesting and attractive**
2. **Towards the world’s best migration experience**
3. **International talent promotes prosperity**

Strategic objective 1: Finland is globally interesting and attractive

Finland’s absolute and relative position in the global competition for talent will be strengthened. Education- and work-based immigration responds effectively to challenges relating to growth and productivity, and international talent enables Finland to connect to international growth ecosystems and value creation networks more rapidly and efficiently than before.

Indicators for the objectives

- **Finland’s ranking in the Global Talent Competitiveness Index**
- **Finland’s ranking in the Indicators of Talent Attractiveness comparison**
- **The number of work-based residence permits³⁷**
- **The number of work-based registrations of EU citizens**
- **The number of new foreign students starting in Finnish higher education institutions**

³⁷ First-time work-based residence permits granted: workers’ residence permits, specialists, Blue Card, business owners, startup, scientific research, sports and coaching, other work, internal transfers, volunteering, trainees, but not seasonal work.

- **Employment situation of foreign students who have completed a higher education degree at a Finnish higher education institution, one year after graduation.**

Packages of measures

- **Information management and forecasting practices will be reformed: the demand and supply of education and work-based immigration will be identified in the short, medium and long term by sector and region.**

- Talent attractiveness: identify focus areas, competence areas, primary target countries and groups. *(Fully implemented by 2023, Ministry of Employment and the Economy, Ministry of Education and Culture, Business Finland, National Board of Education, Ministry for Foreign Affairs)*
- Incorporate the forecasting of international recruitment needs into the forecasting of skills needs at the national level. *(Fully implemented by 2023, Ministry of Education and Culture, Ministry of Employment and the Economy, Ministry of Finance, National Board of Education)*
- Develop information management and statistics on education-based and work-based immigration at the national level. *(Partly in progress, continuing into the next government term, Ministry of Employment and the Economy, Ministry of Education and Culture, Business Finland, National Board of Education, Statistics Finland, local authorities / Association of Finnish Local and Regional Authorities / Ministry of Finance)*
- Produce a situational picture of international recruitment 1–2 times a year in cooperation with ministries, labour market organisations, businesses, Talent Hubs, education providers and the Team Finland network. *(Part of the international recruitment development project, implemented by 2022, Ministry of Employment and the Economy)*

- **Enhanced and upscaled country branding and marketing communications targeted at skilled workers.**

- Closer coordination in #FinlandWorks country branding. Draw up annual plans and impact assessments for country-branding actions targeted at international talent. *(Already launched, Ministry of Employment and the Economy, Ministry of Education and Culture, Business Finland, Ministry of Foreign Affairs, KEHA Centre, National Board of Education, SA) The #Finlandworks message will be used in regional/city-level work to attract talent. (Currently in progress, Talent Hubs)*

- Link the consular network proactively and strategically to the planning cycle of marketing communications. Organise regular dialogue with the consular network to enhance the impact of country branding. *(Ministry for Foreign Affairs, Ministry of Employment and the Economy, Business Finland, Ministry of Education and Culture, National Board of Education)*
- Develop a concept for *(current government term)* and launch *(next government term)* Friends of Finland activities to engage expats, immigrants and Finland-alumni in marketing and promoting Finland internationally. *(Responsible organisations and resources TBC.)*
- **Actively promoting EU-level initiatives on talent partnerships and pools.**
 - Launch of the first talent partnership programmes *(Next government term, Ministry of Employment and the Economy, Ministry of the Interior)*
 - Integrate the EU's talent pool into the education/work-based immigration service system. *(Next government term, Ministry of Employment and the Economy)*
- **Increasing circular and return migration.**
 - Draw up a return migration programme and launch continuous marketing communications targeted at returnees. *(Ministry of Employment and the Economy, Ministry of the Interior, Ministry of Foreign Affairs, Business Finland, National Board of Education, lead responsibility and resourcing to be agreed)*
- **Fine-tuning the entire education chain.**
 - Establish incentives and models to ensure that local authorities' education and early childhood education services respond to the needs of a diversifying society, including family services, incentives for local authorities *(local authorities, Ministry of Education and Culture, National Board of Education, Ministry of Finance)*

- Strengthen the global attractiveness of Finnish higher education institutions, education solutions that contribute to retention, and guidance activities
 - Develop and introduce service packages for the application stage, other attractiveness-promoting solutions, and measures that promote integration and employability in order to increase the numbers of international students, researchers and teaching staff (*partly under way [e.g. the internationalisation programme for higher education institutions 2021–2024], Ministry of Education and Culture, higher education institutions, National Board of Education*).
 - introduce the nationwide Finland grant. (*Preparation under way, in universities by 2022/23, further development by the Ministry of Education and Culture, other funding bodies and stakeholders*)
 - Triple the number of new foreign degree-students and the 75% Finland-based employment target: the measures will be agreed with higher education institutions in consultation with stakeholders by the end of 2021 in accordance with the government’s sustainability roadmap policies. Possible policy measures will be decided thereafter. (*Ministry of Education and Culture, higher education institutions*)
 - Dismantle legislative barriers of higher education exports (*Ministry of Education and Culture*).
 - Increase vocational education and training offerings delivered in foreign languages (*VET providers*).
- In the development of international recruitment, also take into account the international objectives of developing legal entry routes for those in need of international protection (*Ministry of the Interior, Ministry of Employment and the Economy*).

Strategic objective 2: Towards the world's best migration experience

Finland has the world's most effective education/work-based immigration service system for talent and employers. Finland is known for fluent service paths that correspond to the needs of each talent segment. Employer and business services are effective in promoting the availability of skilled workers and the international growth of businesses. The foreign affairs administration ensures Finland's international accessibility. Highly digitalised residence permit processes contribute to Finland's position in the competition for international talent. The Finnish Immigration Service of the future will be integrated into the service platform and customer-oriented digital service paths for international talent, and into other official frameworks. Labour exploitation can be identified and prevented efficiently as part of the residence permit system.

Indicators for the objectives

- **Talent segment-specific digital service paths**
- **The size of the talent pool**
- **Average processing time of work-based residence permits**
- **Average processing time of education-based residence permits**
- **Restrictive Practices Index Score / OECD**
- **Customer satisfaction in the permit process (to be developed)**

Packages of measures

- Enhance and upscale personal and employer services in international recruitment.
 - To support smooth digital service processes, produce a shared Virtual Finland service platform with the aim of building the necessary digital capabilities to combine data and public and private sector services, and to produce service channels that support Finland's competitiveness for facilitating the entry of international talent on one hand and for export and international trade on the other.

- As part of the Virtual Finland service platform, develop information-sharing and interfaces between the authorities and the private sector and system interfaces to enable international talent to find the necessary services through a single digital service portal, seamlessly deal with the official entry processes and initiate communications – including with the private sector – even before arrival in Finland. *(Preliminary study phase in progress, Ministry for Foreign Affairs, implementation phase will continue into the next government term, Ministry for Foreign Affairs, Ministry of Finance)*
- Bring together experiences of various initiatives and pilots and draw up a plan to integrate the digital services of work-based immigration into the Virtual Finland service platform in a segmented manner for individual and employer customers. *(To be launched during the current government term, Ministry of Employment and the Economy, Ministry of Education and Culture)*
- Improve measures to promote mobility within the Nordic countries and the EU/EEA and develop the registration process for Nordic and EU citizens. *(A plan will be drawn up as part of the development of the international recruitment model during the government term, Ministry of Employment and the Economy, TE Administration)*
- Active participation at the EU level in the development of the residence permit system and preparation of digital projects related to international mobility. *(TEM, SM)*
- Integrate the development of talent attractiveness and recruitment measures and personal and employer services as part of the Team Finland activities. *(Ministry of Employment and the Economy, Ministry for Foreign Affairs)*
- Implement a comprehensive reform of the residence permit system to achieve a one-month average processing time for all work- and education-based residence permits and a two-week fast track for specialists, growth-business owners and family members. *(In progress, implemented in stages by the end of the government term. Ministry of Employment and the Economy, Ministry of Education and Culture, Ministry of Foreign Affairs, Ministry of the Interior, Ministry of Finance, Immigration Service, Business Finland, ELY Centres, TE Administration)*

- Produce an analysis of the residence permit system reform and recommendations on further measures. Possible new measures and legislative amendments to follow the analysis. *(Next government term, Ministry of Employment and the Economy, Ministry of Education and Culture, Ministry of Foreign Affairs, Ministry of the Interior, Ministry of Finance, Immigration Service, Business Finland, TE Administration)*
- Explore the possibility of expanding the upcoming national D visa to also apply to incoming students and researchers. *(To be launched during this government term.) (Ministry of Employment and the Economy, Ministry of Education and Culture, Ministry of Foreign Affairs, Ministry of Finance, Immigration Service)*
- Enhance the digitalisation of the residence permit system. *(In progress, continuing in the next government term, the Ministry of Employment and the Economy, Ministry of Education and Culture, Ministry of Foreign Affairs, Ministry of Finance, Immigration Service, Business Finland, ELY Centres, TE Administration)*. Integrate the residence permit system into customer-oriented digital service paths. *(Next government term, Ministry of Employment and the Economy, Ministry of Education and Culture, Ministry of the Interior, Ministry of Foreign Affairs)*
- Develop the process and digitalisation of the identification and registration of immigrants to enable international talent and their families to access services as smoothly and quickly as possible and start the necessary processes related to their entry and settlement before arrival in Finland. *(Started, Ministry of Finance/DVV)*
- Explore the possibility of granting residence permits based on remote work and investment. *(During the current government term, Ministry of Employment and the Economy)*
- Grant residence permits to foreign students for the duration of the degree programme *(until completion)* and extend the period after graduation for job-seeking purposes to two years. *(Under way, HE in autumn 2021, implemented in 2022, Ministry of Employment and the Economy, Ministry of Education and Culture)*
- Implement legislative amendments and develop the residence permit process to help prevent the exploitation of foreign labour. *(In progress, Ministry of Economic Affairs and Employment, Ministry for Foreign Affairs, Immigration Service)*
- Streamline the labour availability assessment process. *(Preparation in progress, Ministry of Employment and the Economy)*

- Find ways to reduce the processing fees of immigration to make them competitive with comparable countries without jeopardising the speed of processing. *(During the current government term, Ministry of the Interior, Ministry of Employment and the Economy)*

Strategic objective 3: International talent promotes prosperity

International workplaces, businesses and RDI create prosperity. Both home-grown and international talent want to find employment in Finland. International students, researchers and employees find work corresponding to their competencies, connect to growth and innovation ecosystems and progress in their careers. Modern opportunities to learn Finnish or Swedish are available. Finnish employers and innovators, including in the public sector, have a broad understanding of the benefits of diversity and are able to recruit and integrate international talent into their workplace communities and Finnish society.

Indicators for the objectives

- **Employment outcomes of international students in Finland one year after graduation**
- **The number of international teaching and research staff in higher education institutions**
- **Extension permits and citizenships based on work and education**
- **The share of foreign employees in Finnish businesses**
- **The share of foreign employees in the public sector**
- **Number of international patents**
- **Developments in export trade**

Packages of measures

- **Increasing diversity in the world of work**
 - Establish diversity competencies and strengthen internationalisation capability by engaging international experts in business services, including international recruitment services. *(In progress, continuing into the next government term, Ministry of Employment and the Economy, TE Administration, ELY Centres)*

- Produce campaigns to highlight the benefits of diversity and available tools *(In progress, continuing into the next government term, Ministry of Employment and the Economy, Business Finland, TE Administration, ELY Centres, Chambers of Commerce, labour market organisations)*
- Combat recruitment discrimination and promote equality in the world of work *(In progress, continues during the next government term, Ministry of Employment and the Economy, Ministry of the Interior)*
- Incorporate diversity incentives in the criteria for business funding and public contracts. *(Next government term, Ministry of Employment and the Economy, Business Finland)*
- Develop the abilities of public sector employers and NGOs to hire people who do not speak Finnish or Swedish. *(To be launched in this government term and continue into the next government term, Ministry of Economic Affairs and Employment, Ministry of Finance, local authorities, higher education institutions)* E.g. pilots in 2021–2022 to enable the language proficiency requirements to be fulfilled during the employment relationship in line with career-path thinking *(employer support and training organised by the employer)*. *(Ministry of Finance, Ministry of Economic Affairs and Employment, Ministry of Employment and the Economy)*
- Support employers in recognising qualifications gained abroad and in recruitment competencies. *(Ministry of Education and Culture, National Board of Education, the SIMHE network, skills centres for immigrants in cities)*
- Increase opportunities for learning Finnish/Swedish in workplaces. Encourage employers to offer language training. *(Under way.) (Business Finland, TE Administration, ELY Centres)*
- **Strengthening the international growth of businesses and Finland's RDI activities**
 - Increase the engagement of international talent in the innovation and growth ecosystems of cities through trainee programmes, business and employment services, projects, mentoring and co-creation models. Strengthen links with the ecosystems and competence clusters, especially those in the target areas of Team Finland Knowledge.

(In progress, continuing into the next government term, Talent Hubs³⁸, Ministry of Employment and the Economy, Ministry of Education and Culture, the Team Finland Knowledge Network, Business Finland)

- Support the creation of internationally attractive RDI clusters based on ecosystem agreements with cities. *(In progress, Ministry of Employment and the Economy, Talent Hubs)*
- Launch a nationwide online coaching programme on exports. *(To be launched during this or the next government term, resourcing and lead responsibility to be agreed, Ministry of Employment and the Economy, Business Finland and Team Finland regional coordinators, Talent Hubs)*

- **Promoting the retention of talent in Finland**

- Establish a faster, robust and well-functioning path for qualifying into the Finnish job market for talent with qualifications acquired in another country, including both incoming and existing residents. *(To be launched during this government term and continue into the next government term, Ministry of Education and Culture, National Board of Education, higher education institutions, employers)* The path proceeds through the following stages in an efficient, predictable and seamless manner
 - customer-oriented guidance and advisory services for talent and employers (e.g. the National Board of Education and higher education institutions coordinating SIMHE (Supporting Immigrants in Higher Education in Finland))
 - services of the National Board of Education relating to degree equivalence and recognition
 - to facilitate supplemented or (in regulated professions) accredited training as required according to decisions on degree equivalency
 - in addition, career paths for international talent will be supported through accessible and high-quality continuous learning guidance and education offering.

38 Talent Hubs are regional networks for international competence and workforce, with representatives from city administration, TE Administration, ELY Centres, higher education institutions and business life. For measures that are the responsibility of a regional network of actors, the network is referred to as a Talent Hub instead of listing all the actors. The TE Administration is mentioned specifically for measures that are implemented at the national rather than regional level.

- Enhance access to the world of work for spouses through targeted employment, employer and business services. *(TE Administration, Talent Hubs)*
 - Promote meaningful internationalisation of HEIs by promoting interaction between Finnish/Swedish-speaking students and international students during their studies. *(Ongoing, requires continuous development in subsequent government terms, higher education institutions)*
 - Launch measures supporting comprehensive integration of international talent and cooperation with the world of work, from the student marketing stage through to the job-seeking stage post-graduation. *(Started, requires continuous development in subsequent government terms, Ministry of Education and Culture, National Board of Education, higher education institutions, employers, stakeholders)*
 - Recognise international talent as one target segment in services promoting entrepreneurship. In higher education and continuous learning offering, strengthen the capabilities of international talent to turn their skills and networks into business opportunities. *(In progress, continuing into the next government term, Ministry of Employment and the Economy, Ministry of Education and Culture, TE Administration, Talent Hubs)*
- **Supporting the integration of international talent through language policy**
 - Deliver public services extensively in English without jeopardising the service offering in the national languages. *(Partly in progress, requires continuous development in subsequent government terms, Ministry of Finance, Ministry of Education, various authorities, cities)*
 - In 2022–2024, report on the use of English in public settings and business and industry, and its impact on the national languages of Finland *(Ministry of Education)*
 - Develop the language offering of HEIs in the national languages and foreign-language degree programmes to enable Swedish or Finnish language skills gained during or before studies to support the transition to working life and integration into society *(In progress and to continue, HEIs, Ministry of Education and Culture, National Board of Education, employers, stakeholders)*

- Promote language awareness and multilingualism in society and organisations. *(Ministry of Finance, Ministry of Employment and the Economy, Association of Finnish Local and Regional Authorities, local authorities)*
- Develop the digital content and learning environment for Finnish and Swedish language learning to serve different target groups, and increase opportunities to study the national languages. *(Partly in progress, continuing into the next government term, Ministry of Education and Culture, Ministry of Employment and the Economy, National Board of Education)*
- Develop Finnish and Swedish language-learning into a product that communicates the country brand. *(To be launched during this government term, to be continued during the next government term. Ministry of Employment and the Economy, Ministry of Education and Culture, National Board of Education, Ministry for Foreign Affairs)*
- **Effectively combating the exploitation of foreign labour**
 - Strengthen communications, supervision and cooperation between authorities in preventing the exploitation of foreign labour. *(Under way during this government term, the need for new measures will be assessed after the reforms that are currently under way. Ministry of Employment and the Economy, Ministry of Social Affairs and Health, Ministry of the Interior, AVI, Immigration Service, TE Administration, Tax, Administration Police, NBI)*

6 Implementation of the roadmap

The implementation of the roadmap requires a legal basis, administration and a service system that support the objectives of education-based and work-based immigration. In order to achieve the objectives of the roadmap, functional structures will be created and resourced for education-based and work-based immigration. The aim is a customer-oriented, scalable and digital service system for the immigration of international talent, which enables smoother service paths for higher volumes of customers. The impact is created by strong cross-administrative cooperation that brings together different levels of government. The promotion of education and work-based immigration must be an integral part of employment and business services at the national, urban and regional level. It must also be taken into account in major structural reforms of central government and the public sector. For the entire roadmap, it is critical to use existing cooperation platforms – and if necessary, create new platforms – with the business world, labour market actors, higher education institutions and education providers, and with experts in Finland and overseas.

The scope of the roadmap requires phased, clearly defined and tasked implementation of the measures, a steering and management model for the implementation, and operational models.

Actions

- create established structures and resources for promoting education-based and work-based immigration at all levels of government.
 - In the first phase, strengthen the current activities of Business Finland and TE Administration and create a foundation for the national Work in Finland programme.
 - In the next phase, examine the final structure of the functions and ensure that the objectives of the roadmap are included in the permanent solutions of TE administration and employment, the national system for anticipating competence needs, Study in Finland activities, and the promotion of immigration in regulated professions.

- Ensure the inclusion of measures promoting education-based and work-based immigration in major structural reforms, such as:
 - transfer of TE services to local authorities,
 - the continuous learning reform,
 - the social security reform and
 - the automation of the public sector and services, digital identity and MyData management and authorisation services.
 - Establish Talent Hub services for the largest higher education institutions to support attractiveness, recruitment, settlement and meeting of businesses, RDI actors and international talent, including International House service points (*Ministry of Employment and the Economy, Ministry of Education and Culture, Talent Hubs*)
- Enable exchange of information between authorities and the compatibility of systems through legislation and technical solutions.
 - Encourage long-term development and cooperation in the service system through targeted funding. (Ministry of Employment and the Economy, Ministry of Education and Culture, Ministry of Finance)
 - Continue and strengthen the long-term Talent Boost development measures launched during Sanna Marin's Government.
 - Draw up an annually updated implementation plan and monitoring model for the roadmap. (This government term, the Talent Boost steering group)

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