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Appendix 25
Implementation of the City of Helsinki strategy 2013–2016 with regard to immigrants and diversity

The City Board suggested on 20 May 2013 that the Personnel Centre create an action plan by 31 March 2014 which would specify and schedule the measures mentioned in the section “International Helsinki – immigrants as active city residents” of the strategy in such a way that the measures would increase the participation and employment of immigrants as well as reduce the unemployment of immigrants and the social exclusion of young people with immigrant backgrounds.

This action plan addresses Helsinki’s starting points and principles with regard to the immigrant, diversity and integration policy. In addition to this, it itemises the goals accordant with the policies of the 2013–2016 strategy programme by breaking each strategic goal down into measures with responsible bodies and indicators. The justifications for strategic goals and measures are derived from changes in the operating environment and demographic facts, which are described in the appendix section based on statistical information. The action plan encompasses 10 sets of measures and a total of 33 measures.

Calculated on the basis of registered native language, 13% of the residents of Helsinki are immigrants. All branches of administration produce a wide variety of services that are also directed at residents with an immigrant background. The city also produces services that are specifically aimed at immigrant integration. The goal of the action plan is to address these services only insofar as it is justified as regards the strategic development of the city and the ability to respond to the change in the operating environment.

A statistics section is appended to this document, which provides justifications and background for the strategic choices and measures.

The Act on the Promotion of Immigrant Integration (30 December 2010/1386) stipulates that a municipality must have an effective immigrant integration programme. The immigration programme of the City of Helsinki is formed by the strategic programme approved by the City Council and the economic and operational follow-up reports.

Objectives

The objectives of the City of Helsinki immigrant and diversity policy are as follows:

- All Helsinki residents, irrespective of their native language, nationality and country of birth, can feel themselves to be residents of Helsinki
- All immigrants are active participants in society

Essential factors in active participation are work, a meaningful career path and positive future prospects.
The most important goals for the immigrant policy are as follows:

a. Fast employment in fields that correspond with each person’s skills and competencies
b. Meaningful career paths
c. Education paths for children and young people that support the above goals

- The other measures support the above-mentioned goals directly or indirectly
- The chief principle is that immigrants participate in decision-making that concerns them and in the development and production of services through organisational activities, for example.

**Figure 1** compiles the policies based on the strategic programme approved by the City Council as well as the related implementation methods, responsible bodies and indicators. These will be detailed in the following pages.

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**Figure 1. Goals based on the City Council strategy**

- Supporting the education paths of foreign language speaking children and young people, incl. support for language skills and parenthood
- Employment is accelerated by developing the recognition, validation and supplementation of competence, incl. HERIEC
- Special service needs of refugees
- Information and settlement services
- Services for elderly immigrants
- Increased use of sports and cultural services
- Helsinki–Tallinna cooperation
- The city is equal and fair
- The share of personnel equals the share of the population
- Foreign language speakers in expert and supervisory positions
- Immigrant organisations are strengthened and engaged in the development and production of services
- Participation is strengthened through organisational work
- Integration in Swedish is also enabled

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**Service development**

- Measures for Helsinki as an employer
- Service development
- Integration in Swedish is also enabled
The recognition, validation and completion of the know-how and skills that the immigrants have acquired abroad and the immigrants’ transition onto the employment market are made more effective, in cooperation with the employment authorities. (p.10)

The faster an immigrant can work in tasks corresponding to his/her education, the more added value the city and society at large will gain. At present, the recognition, validation and supplementation of competence acquired abroad, followed by finding actual employment, are slow processes that may take years. According to studies, immigrants find employment over time but slowly, and often end up in positions that do not match their expertise or education. Helsinki is home to thousands of competent and highly-skilled immigrants who are either unemployed or work in fields that do not match their competence or motivation. For these reasons, it is justified to expedite the processes of recognising, validating and supplementing competence and finding employment. These efforts will also improve the availability and accessibility of integration training for immigrants as well as Finnish and Swedish language education.

**Measure 1.1**

In accordance with the letter of intent on metropolitan policies, recent arrivals and recently unemployed immigrants will be steered to a process in which their competence, i.e. degree and professional skills, is recognised and validated either through competence-based examinations or degree recognition processes of various authorities. The process may be consolidated to a single location.

The possibilities of Testipiste expanding to assessing professional competence together with the Helsinki Vocational Adult Institute and other city bodies should be explored. The Helsinki Vocational Adult Institute participates in the development of tools for the recognition and validation of the professional knowledge and skills of immigrants, and the implementation of these tools.

Cooperation will be arranged with the labour administration and educational administration to develop integration training that, in addition to supporting language learning, supports the supplementation of competence from the perspective of the labour market.

**Responsibility**

Economic Development Division of the City Executive Office and the Education Department

**Indicators**

The tools for recognition and validation are in use. Integration training has been developed in such a way that it supports language learning and local labour markets.
Strategy programme reference: In cooperation with the universities, universities of applied sciences and the business world, the settlement of international higher education students and other skilled immigrants in Helsinki is encouraged. Also, their possibilities to find employment, especially in companies, are forwarded (p. 18).

Studies have shown that it is difficult for highly educated immigrants in Helsinki, who have been educated in Finland or have moved to Finland to find jobs that correspond to their education. In order to more efficiently integrate skilled international workers into the labour market, it is feasible to initiate operations that bring together businesses and educated immigrants living in the Helsinki region.

### Measure 1.2
Implement the *Helsinki Region Immigrant Employment Council* (HERIEC) service platform that focuses on the utilisation of international competence, in cooperation with businesses, institutions of higher education and the labour administration. The methods will include talent match, mentoring, career service cooperation and affecting the content of degrees.

**Responsibility** Economic Development Division of the City Executive Office

**Indicator** Initiation of the service, contacts to employers and job applicants, number of employed people

### Measure 1.3
Develop Virka-Info and Infopankki services in cooperation with other bodies that provide information services. The purpose is to create a multi-channelled collection of services that supports the settlement process of various user groups in a comprehensive manner between various authorities.

### Measure 1.4
Build a more tightly-knit, user-oriented and partnership-based communication process regarding settlement.

### Measure 1.5
Develop the concept behind the Helsinki Region Welcome Weeks event series.

### Measure 1.6
Take information services to companies and institutions of higher education

**Responsibility** City Executive Office’s Information Technology and Communications Division in cooperation with the Economic Development Division

**Indicators** Annual development of user numbers, fluency of the settlement process in various groups

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Strategy programme reference: Settlement services aimed at foreign workers and their families are developed with a customer-oriented point of view (p. 18)

Immigrants from more and more countries are moving to Helsinki for various reasons and for varying periods of time. Although the economic downturn has weakened employment prospects, thousands of immigrants, alone or with their families, move to Helsinki for work from within and outside the EU. Student immigration is also increasing.

Since the reasons for immigration, countries of origin and the lengths of stay vary among those moving to Helsinki, there is also variation in legal status and the need for information and settlement services. Advice and settlement services should be developed towards a more multi-channelled and user-oriented direction.
Although the employment of immigrants is improved the longer they stay in the country and the gaps between various groups are narrowing, the development is slow. It also seems that those who have immigrated as children or young people do not reach a position in the labour market equal to that of the “native population”. However, the situation can be improved through education and other measures that promote employment.

Strategy programme reference: The possibilities of the Helsinki residents with an immigration background to find employment are improved by, for example, improving career guidance and directing apprenticeship training and supported employment in which training for work is combined with the studying of the language. The number of competence-based qualifications is increased. (p.9)
**Measure 1.7**  Further develop apprenticeship training to correspond with immigrant needs in ways including the following:
- Holding targeted apprenticeship information sessions and communicating through a variety of communication channels
- Involving immigrant organisations in communications and the planning and implementation of services
- Implementing preliminary and preparatory training periods for apprenticeship training
- Developing services that analyse language skills for apprenticeship trainees, along with developing the support process for language learning throughout the apprenticeship in cooperation with the Open Vocational College.

**Responsibility**  Education Department

**Indicators**  The implemented provision of information sessions and communications, preliminary periods and advance training for apprenticeship. Cooperation between municipalities and immigrant organisations has been developed. An implementation model has been developed for the analysis of language proficiency/implementation of support for language learning.

**Measure 1.8**  Immigrants receive Finnish-language education for the duration of a work try-out and subsidised employment. A model that combines Finnish language with work try-outs is further developed.

**Responsibility**  Economic Development Division of the City Executive Office

**Indicators**  The effectiveness of the model is evaluated on an annual basis as part of the effectiveness measurement concerning employment management.

**Measure 1.9**  Immigrants are guided towards completing competence-based qualifications

**Responsibility**  Helsinki Vocational Adult Institute in cooperation with the Education Department

**Indicators**  The number of people with immigrant backgrounds who complete a competence-based qualification increases each year.
Young people with immigrant backgrounds form a heterogeneous group. Young people move to Finland at varying ages with different backgrounds and capabilities. The needs for education and guidance among young people vary correspondingly. Services must be developed particularly for those groups of young people who have the most difficulty accessing education. These groups include illiterate young people and those who have entered the country near the end of the compulsory education age or thereafter.

Due to the heterogeneous nature of the young immigrant population, it is clear that a single educational path is not suitable for everyone. Some young people do not require more than education in the Finnish language or a supplement to their degree or a part of it. Some, on the other hand, require customised and functional language training. There are also those who need extensive psychosocial support and attachment to a community.

In the current system, the upper secondary education options are primarily based on the assumption that the student has completed basic education, or has otherwise corresponding knowledge. For this reason, it is challenging for young people who immigrate near the end of the compulsory education age without a certificate from basic education, or corresponding knowledge, to access upper secondary studies. Young people who immigrate after the compulsory education age (i.e. over 17 years of age), find it nearly impossible to find suitable education.

The following measures describe the suggestions for measures as listed in the final report of the ‘Educational paths for young people with immigrant backgrounds in Helsinki’ working group (13 March 2013–28 February 2014). The suggestions concern illiterate young people who have immigrated near the end of the compulsory education age or thereafter.

**Strategy programme reference:** The completion of basic education is secured for children and young people who are immigrants or have an immigrant background. In addition, their access to and completion of upper secondary education is secured. (p.10)

**Working group suggestions as customised education services**

There are certain selection criteria for current training, such as language-related requirements, which mean that all of those who need training cannot access it.

At present, current education services do not systematically offer education specifically aimed at young people that combines vocational and language education, and enables the completion of a vocational qualification or parts of one. In the current system, young people must first obtain the requisite language proficiency in order to enter education aiming towards a qualification. This tiered arrangement results in a long educational path and tends to weaken the motivation of young people.
Open training for young immigrants has been implemented at the Helsinki Vocational College with funding from the Participative Integration in Finland (“Osallisena Suomessa”) project between 2011–2013. During the school year 2013–2014, the operations will continue on city funding with fixed-term funding from the open college. The young people who have received the education have improved their Finnish-language proficiency and familiarised themselves with various professional fields and workshop activities. The focus of the education is on strengthening social identity and finding transition skills. The teaching methods involved include activity-based and work-oriented learning, drama and various visits.

**Measure 2.1**  
**Education that combines vocational education and Finnish language studies for young people is established.**

The aim is vocational education that provides young people with the opportunity to complete an entire vocational qualification or parts of one and, at the same time, gain the sufficient language proficiency to support work in the field in question, along with other skills required. The education is aimed at illiterate young people who have immigrated near the end of the compulsory education age or thereafter (17–29 years of age).

**Responsibility**  
Open College of the Helsinki Vocational College

**Indicators**  
The pilot group for the education has begun the education in 2016.

**Measure 2.2**  
**Open education for young immigrants is established.**

The education is aimed at immigrants who have moved to the country at the end of the compulsory education age or thereafter who do not have a basic education certificate from Finland or their home country. Content, good practices and integrations towards vocational education are still developed. The goal is for young people to gain the sufficient capabilities and access degree-oriented upper secondary education.

**Responsibility**  
Helsinki Vocational College

**Indicator**  
The continuation and financing of open education for young immigrants has been ensured by the end of 2015.
It would serve the purpose at hand to introduce Finnish language education to places where young people spend time. Low-threshold language education would not require a separate referral. Instead, young people could participate at will. The language education would, in part, boost the participation of young people. This low-threshold operating model would meet the needs of especially those young people who are waiting to gain access to education or other services.

**Measure 2.3** The possibility of establishing a low-threshold service that combines Finnish language and leisure activities is examined

The service would be directed particularly at young people between 13 and 30 years of age, and it could be organised regionally at youth centres, resident activity centres and schools. Organisations could be involved as partial producers and providers of premises, for example. The service would be brought as close to the young people as possible, taking regional differences and needs into account. Young people could freely seek out the service.

**Responsibility** The Education Department in cooperation with the Economic Development Division of the City Executive Office, Youth Department and Finnish Adult Education Centre

**Indicator** A more detailed proposal on the content, implementation and financing of the service has been issued by the end of 2015.

**Working group proposals on intensifying guidance towards services**

Develop the process of guiding young people who immigrate near the end of the compulsory education age from basic education to further education or other measures. The guidance to education is based on cooperation and information exchange between various bodies. These bodies include the Department of Social and Health care, the Employment and Economic Development Office and various educational institutions.

**Measure 2.4** Describe the education services for young people who immigrate near the end of the compulsory education age. The description must be prepared to serve the guidance of young people to a suitable educational path.

Create a concise description of the educational paths that indicates who has access to the paths, what the paths entail and how they can be accessed. The description is implemented in cooperation with the Centre for Economic Development, Transport and the Environment for Uusimaa, and it is intended to be used by bodies that guide young people to education.

**Responsibility** The Education Department in cooperation with the Economic Development Division of the City Executive Office.

**Indicator** The description has been completed by the end of 2016.
Livelihood during studies is dependent on whether or not the young person is unemployed before the beginning of the studies. If the young person in question is unemployed, the primary form of support is labour market subsidy. If, on the other hand, the integration period has not ended, the subsidy is paid as integration assistance. Young people who are not customers of the Employment and Economic Development Office may apply for Kela financial aid for students for full-time studies. For young people who fail to enter education or employment, the last resort for livelihood is income support.

Working group proposals for securing the livelihood of young people under and over 25 years of age during studies

Those who are below 25 years of age, who have only completed basic education or upper secondary school, are obliged to apply for education that leads to a qualification or provides professional capabilities. Those who have turned 17 may receive labour market subsidy for the period during which they take part in services that promote employment, such as training on job seeking and career planning or a study or work try-out. However, the subsidy cannot be granted for periods of unemployment. At 18 years of age, labour market subsidy can also be received for periods of unemployment.

Provisions regarding livelihood during studies are complicated. Young people may not understand the obligation to seek education or know how to seek the right kind of education.
Measure 2.7  
Proposal for ensuring the livelihood of those over 25 years of age: 
Enable the completion of basic education for adults and upper secondary 
school for adults on labour market subsidy

Self-motivated study is possible for those at least 25 years of age who study full 
time, i.e. are completing a qualification or degree at a university, university of applied 
sciences, upper secondary school for young people or vocational institution.

Support for basic education with unemployment benefit is possible, but the person 
must have turned 25 before the commencement of the studies. This does not help 
those under 25 years of age whose integration period has ended and who are guided 
forward from basic education.

The criteria for self-motivated studies on labour market subsidy should be changed so 
that young people can also use the subsidy for completing basic education for adults. 
If the matter comes down to interpretation of the law, the interpretations should be 
loosened to correspond to the support needs of young people who have passed the 
compulsory education age without a basic education certificate. Furthermore, the 
degree-oriented upper secondary studies for adults should entitle to financial aid for 
students.

In a situation where a young person is completing basic education for adults and is not 
eligible for student social or unemployment benefits, he/she should be able to receive 
income support. The consolidation of systems must not lead to young people being 
forced to end studies in order to receive income support.

Responsibility  
Economic Development Division of the City Executive Office in cooperation with 
the Education Department

Indicator  
Legislation and guidelines have been affected by 2016.

Measure 2.8  
A permanent integration and service network is established for young people 
with immigrant backgrounds residing in Helsinki.

Determine whether or not it is possible to establish an integration and service network 
for young people with an immigrant background, as a group operating under the 
Counselling and Service Network for Young People (NOP) with the following tasks:
- Implementing working group proposals, coordinating implementation and related 
monitoring
- Developing education services for immigrant young people in cooperation with the 
central partners of Helsinki
- Taking the service needs of young people with an immigrant background into account, 
and considering special target groups as part of the social guarantee for young 
people
- Statistical monitoring of the education paths of immigrant youths on an annual basis

Responsibility  
The Education Department in cooperation with the Economic Development Division 
of the City Executive Office

Indicator  
The network has been appointed and has commenced its operations since the 
beginning of 2015.
Strategy programme reference: Preparatory training for immigrant youths before the general upper secondary education and vocational education and training is regularised (p. 18).

<table>
<thead>
<tr>
<th>Measure 2.9</th>
<th>The measures related to preparatory training for upper secondary school were established in 2014. National preparatory education for vocational basic education, which would be shared by everyone, is being prepared.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Education Department</td>
</tr>
<tr>
<td>Indicators</td>
<td>The measures related to preparatory education for upper secondary school were established in 2014. The preparation progress of the preparatory education for vocational education is being monitored.</td>
</tr>
</tbody>
</table>
The full benefit of services aimed at families with children will be achieved when the parents of children are aware of the content of the services, and they have the opportunity to have discussions related to the growth, education and well-being of their children with the producers of the services. The process of guiding immigrants towards strong parenthood and social engagement requires service producers to devise new kinds of information and operating models that reach all municipal residents, and to work in close cooperation with immigrant communities.

Supporting the formation of coherent multicultural and multilingual identities among children is a socially important process that obliges municipal actors, communities and parents.

The possibility for branches of administration to fill any information gaps that immigrant families may have through multiple actors is the most efficient way of building a holistic picture in the minds of immigrant families of the requirements and possibilities of the educational path, which begins with early education. The service providers support the integrity and well-being of families by providing parents with information in a form in which they are able to receive it, despite their native language or educational background. Information received early on in the integration process also furthers the parents’ own social positioning and motivates them to learn the language and find their own career paths.

Measures that promote a foundation of social knowledge and language proficiency should be targeted at those with a particular risk of being left without the proper knowledge and language skills, such as parents who care for their children at home and cannot speak the language. Language proficiency enables people to handle their own affairs, and those of their children, and bridges the way to later study and work activities. Immigrant families are a heterogeneous group, which is why regional and resident-oriented operating methods to support parenting should be developed alongside the multi-actor model.

Strategy programme reference: The parenthood of immigrant families is supported through different methods in maternity clinics, day-care centres, playgrounds and family services and at the comprehensive school. (p. 10)
**Strategy programme reference:** The language development of children with an immigrant background is supported by measures carried out in day care centres, child health clinics and basic education (p. 10).

The multilingual background of children from immigrant families is a significant asset in future working life. Day care, child health clinics and basic education must support multilingual development. Parents must be provided with information and tools to promote the development of the languages spoken at home. Opportunities are created for children to weave their own languages naturally into their operating environments.

<table>
<thead>
<tr>
<th>Measure 3.1</th>
<th>Further develop operations that support the integration of parents and children through cooperation with playgrounds, organisations and the Education Department. Determine the possibility of establishing a cooperation group with the goal of supporting parenthood.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Education Department, Department of Early Education and Care, library, Youth Department, Department of Social Services and Health Care and Finnish Adult Education Centre</td>
</tr>
<tr>
<td>Indicators</td>
<td>A multi-actor and regional model has been created to support parenthood. Participant numbers and satisfaction among participants are monitored on an annual basis between 2015 and 2017.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Measure 3.2</th>
<th>Further develop S2-level education in day care and basic education, native language education in basic education, intensified four-year examinations at child health clinics, and intensified information exchange between day care, basic education and the child health clinic.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Department of Early Education, Department of Social Services and Health Care, Education Department</td>
</tr>
<tr>
<td>Indicators</td>
<td>User and service provider assessments have been conducted. Experimental operations have been conducted within basic services. Children’s assessments are utilised in terms of effectiveness.</td>
</tr>
</tbody>
</table>
Strategy programme reference: Elderly immigrants are taken into consideration in the development of the services for the elderly (p.9).

Although the immigrant population is, on average, younger than the native population, the number of elderly immigrants is increasing. Even for the elderly, learning Finnish on a functional level has merit in terms of improving their quality of life. The elderly services of the city, as regards service centres and day activities, require more tools, models and cooperation networks in order to reach and serve the non-Finnish or Swedish speaking segment of senior citizens.

<table>
<thead>
<tr>
<th>Measure 4.1</th>
<th>The Adult Education Centre markets its Finnish language courses and other study subjects to seniors with an immigrant background and incorporates courses into service centres.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Finnish Adult Education Centre and the services for the elderly of the Department of Social Services and Health Care</td>
</tr>
<tr>
<td>Indicators</td>
<td>Amount of education, number of people covered by the education, feedback on education</td>
</tr>
</tbody>
</table>
A mong the essential duties of art and cultural institutions is to promote interaction between Helsinki residents with difference backgrounds, and present a multidisciplinary spectrum of the forms of artistic and cultural expression. With the diversification of the population, and due to other changes in the operating environment, art and cultural institutions are re-evaluating their operations in relation to the changing demographic structure of Helsinki.

Throughout its history, the International Cultural Centre Caisa has been a meeting place for immigrants and internationally-oriented Helsinki residents, as well as a platform for presenting various forms of world culture. With the transformation of Helsinki and its residential areas, the relationship of Caisa to regional activity centres and the relationship of these centres to the diversifying demographic structure are being reassessed. This is to create an overall view of the direction of the culturally diverse services provided by the city. The services should meet the needs that a diversifying population creates in relation to the users of cultural services and content producers.

Strategy programme reference: The immigrants’ role as consumers and producers of art and culture is reinforced (p. 17).

| Measure 5.1 | Reassess the operations of art and cultural services, such as those of the International Cultural Centre Caisa, in the diversified operating environment. |
| Responsibility | The cultural Centre Office and other art and cultural institutions |
| Indicator | Uudenlainen Caisa- konsepti on valmis. |

| Measure 5.2 | Initiate a project to open regional activity centres for analysing their opportunities for serving residents in their areas in a more extensive way. |
| Responsibility | Cultural Office |
| Indicator | The project has been initiated and is under way. |

| Measure 5.3 | Form a regional work model for Helsinki and integrate it into the cultural support criteria. Diversity is one of the essential elements of the model. The model utilises the regional worker model of the Youth Centre and the experiences of the Department of Social Services and Health Care with regard to community work. |
| Responsibility | Cultural Office |
| Indicator | The model is ready and the pilots have been implemented. |

5 Recreational services
Strategy programme reference:
Integration in Swedish is also enabled (p. 10)

People proficient in Swedish, or in some other way connected to the language, are moving to Helsinki from other municipalities, Sweden or other countries. By offering immigrants advanced Swedish language education, as well as paths that support settlement, integration and employment, we can help them integrate into the Swedish-speaking community and alleviate the demand for labour in the Swedish-speaking labour market.

Measure 6.1
- Develop Swedish language integration paths for immigrants who speak Swedish or have other connection points to the language.
- Develop communications regarding Swedish language services to immigrants and employees.
- Develop service paths that lead to education and employment.
- Develop cooperation with employers.
- Build a cooperation network involving immigrant organisations, Swedish language organisations and other parties to support the settlement and integration of immigrants in Swedish and into Swedish-speaking institutions.

Responsibility
Arbis, partners: Luckan and other Swedish language organisations

Indicator
The number of Swedish language students as well as educational and career paths, results of language proficiency tests, results of service ability surveys
7 Action plans

**Strategy programme reference:** The development of the Helsinki–Tallinn twin city is monitored as one entity (p.13).

It is estimated that thousands of Estonians work in the Helsinki region in various fields and for periods of varying lengths. The number of Estonians who live permanently in Helsinki has increased rapidly in recent years, which indicates that previous commuters have settled in Helsinki along with their families. Therefore, as is the case in other cities, commuting leads to permanent relocation to the area, at least partially. However, no basic information on which to build recommended measures is available on the numbers, fields, employment terms or living conditions of Estonians living in Helsinki, other than those who are permanent residents of the city.

**Measure 7.1** Produce research and statistical monitoring, including recommended measures, with regard to commuting between the Helsinki and Tallinn regions.

**Responsibility** Urban Facts Department, Economic Development Division of the City Executive Office in cooperation with Statistics Finland and the Ministry of Employment and the Economy

**Indicator** Research and measure recommendations are complete.

**Strategy programme reference:** The weaker groups are also taken into consideration in the development of services (p.21).

Refugees and those comparable to refugees form about 10% of all immigrants in Helsinki and the entire country. However, the refugees mostly come from areas of crisis and war, which are also often developing countries. The trip from the country of origin to Finland may take years, which interrupts education and work careers. These backgrounds and traumatic experiences cause special service needs, with regard to which no clear picture has been formed in terms of their nature and quantity in relation to demand.

**Measure 7.2** Estimate the special service needs of refugees: assemble a working group with the aim of describing the proportion of refugees in various services, defining the service needs and issuing measure recommendations for arranging the services.

**Responsibility** Department of Social Services and Health Care

**Indicator** The working group report is complete and the responsibilities for the measure recommendations have been distributed.
In addition to the population of Helsinki, work communities are also becoming more diverse. What this means is that the variation in lifestyles and values is increasing at workplaces and among employees and residents. Age management, which considers the challenges of managing the various age groups of employees, has been utilised to successfully respond to the diversification. With the increasing variation in languages and ethnic backgrounds among city residents, an intelligent city organisation must take this development into account in terms of needs regarding staff competence. Expertise on various languages, cultures and immigration issues is required in more and more city positions. Diverse HR policy and management ensures that service production takes into account the needs and starting points of various resident groups.

**Strategy programme reference:** Management of diversity is improved in all departments and municipal enterprises. (p.28) In the departments, the abilities to meet and treat immigrants are strengthened (p. 10).

<table>
<thead>
<tr>
<th>Measure 8.1</th>
<th>Improve the capabilities of supervisors and the competence of staff by assessing supervisory training from the perspective of management and improving the HR support of supervisors, with regard to speakers of foreign languages, as part of the diversity issues.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Human Resources Division of the City Executive Office in cooperation with Oiva and the Economic Development Division of the City Executive Office as well as departments and municipal enterprises.</td>
</tr>
<tr>
<td>Indicators</td>
<td>Assessment complete, HR support has improved in issues related to diversity.</td>
</tr>
</tbody>
</table>
Strategy programme reference: The number of immigrants in the personnel of the city is close to their share of the population. (p.28)

<table>
<thead>
<tr>
<th>Measure 8.2</th>
<th>Monitor the share of foreign language speakers in the various organisations, and organisational levels, of the city. Initiate the specification of the criteria for expert and supervisory tasks as part of the HR information system project.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Human Resources Division of the City Executive Office in cooperation with departments and municipal enterprises.</td>
</tr>
<tr>
<td>Indicators</td>
<td>Amount of foreign language speaking personnel (permanent/fixed-term); indicator for the share of foreign language speakers in expert and supervisory positions has been created.</td>
</tr>
</tbody>
</table>

Strategy programme reference: The appointment of foreign language speakers in expert and supervisory tasks in supported.

<table>
<thead>
<tr>
<th>Measure 8.3</th>
<th>Support the appointment of foreign language speakers to expert and supervisory tasks by developing the specifications of the recruitment processes and competence requirements.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Human Resources Division of the City Executive Office in cooperation with departments and municipal enterprises</td>
</tr>
<tr>
<td>Indicator</td>
<td>Recruitment processes and competence requirements that support the appointment of foreign language speakers in expert and supervisory tasks have been specified.</td>
</tr>
</tbody>
</table>
Typically, the first immigrant generation does not have time to further their own interests in service production as they are concentrated on employment and learning the structures of society. The political activity of this group is also lower than that of the native population. However, from the perspective of the city, information regarding the needs of the communities that have settled in the city is extremely important in terms of the accessibility and customisation of services. In this situation, the realisation of resident democracy cannot be left to the party political system alone. Instead, special tools must be developed to bring out the voices of the “silent groups”, such as immigrants.

Finland has a strong tradition of corporatism, in which the interests of various groups are advocated by organisations represented in city and state working groups and advisory bodies. Since immigrants are the newest group in society, their organisations are naturally fragile. If, in the name of equality, we wish to extend the tradition of corporatism to include immigrant issues, it must be ensured that the bodies that represent immigrants gain equal standing with regard to the organisations representing the interests of the other groups. The city promotes the involvement of immigrant residents by marketing channels of residential involvement to them, strengthening its organisations and offering opportunities for interest supervision through organisational forums (järjestöfoorumit).

Strategy programme reference: Systematic voluntary work is organised to supplement the actions of authorities (p. 10).

<table>
<thead>
<tr>
<th>Measure 9.1</th>
<th>Immigrant organisations are strengthened through education, informational services and grant funding.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Economic Development Division of the City Executive Office, departments that award grant funding, Information Technology and Communications Division: Participation and Citizen Information Unit</td>
</tr>
<tr>
<td>Indicators</td>
<td>Information on the shares of foreign language organisations and numbers of grant recipients; annual number of recipients of grants awarded for structural strengthening; estimates of the development of the organisations receiving the above benefits during the years of support</td>
</tr>
</tbody>
</table>
Strategy programme reference: Representative democracy is strengthened, the possibilities of the residents to participate and influence are increased and the methods related to the actions are improved. (p.32)

<table>
<thead>
<tr>
<th>Measure 9.2</th>
<th>Market participation channels intended for Helsinki residents to immigrant organisations and residents with an immigrant background in a focused manner.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Economic Development Division of the City Executive Office, and Information Technology and Communications Division: Participation and Citizen Information Unit</td>
</tr>
<tr>
<td>Indicator</td>
<td>Quantity of the customised materials/events of the participation channels</td>
</tr>
</tbody>
</table>

Strategy programme reference: A user-oriented service design is utilised, and the know-how in service design is improved. The weaker groups are also taken into consideration in the development of services. (p. 21)

<table>
<thead>
<tr>
<th>Measure 9.3</th>
<th>Integrate organisational cooperation to the development and production process of all the services aimed at immigrants. Continue arranging organisational forums as part of the service development operations.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsibility</td>
<td>Monitoring by the Economic Development Division of the City Executive Office</td>
</tr>
<tr>
<td>Indicators</td>
<td>Share of the forms of operation in which the organisational actors have a clear role in terms of task distribution; number of organisational forums; participant feedback on the organisational forums</td>
</tr>
</tbody>
</table>
Appendix

Immigrants are a heterogeneous and mainly European group

- The immigrant population of Helsinki is characterised by its heterogeneous nature, as is the case with other large global cities. Immigrants differ from each other in terms of the reasons for immigration, language, country of origin, nationality, age, education and duration of their stay.
- In the statistics compiled based on native language and nationality, the group “others” is prominent and growing. This indicates the internal diversification of the immigrant population. In Helsinki, the only thing immigrants have in common is that they live in the same city.
- Among Helsinki residents (incl. domestic languages), there are at least 135 registered languages and 174 nationalities. Over 13% of Helsinki residents spoke a language other than the domestic languages as their native language in 2014.
- It is characteristic of the immigrant population in Helsinki that a large portion of immigrants source from neighbouring countries and other European countries. Speakers of Russian and Estonian form a third of the foreign language speaking population.
- The number of immigrants from neighbouring and other European countries has increased significantly in recent years with the increase in the numbers and share of students and those who move for family-related reasons.

Figure 1: Foreign language speaking population of Helsinki according to native language 2014, N=78,800

- Russian 20
- Somali 10
- English 6
- Chinese 4
- Kurdish 3
- Arabic 5
- Persian, Farsi 2
- Vietnamese 2
- French 2
- German 2
- Spanish 3
- Estonian 20
- Others 25
- Turkish

Source: City of Helsinki Urban Facts

Figure 2: Largest nationality groups in Helsinki 2013 and 2014

The category “other nationalities” included 20,100 people in 2013 and 21,300 people in 2014.

Source: City of Helsinki Urban Facts.
Appendix

Families, work and studies bring people to Finland

- The public discussion may give the impression that becoming a refugee and seeking international protection are the prevalent grounds for moving to Finland.
- However, these grounds only cover 13% of all immigration from outside the European Union.
- For decades, family reasons – typically marriage with a Finn or a foreigner permanently residing in Finland – have constituted the most prominent grounds for immigration.

Family reasons cover over one-third of immigration from outside the EU, while degree-oriented studies and working in Finland constitute nearly one-third and one-fourth, respectively.

Since over one-fourth of immigrants live in Helsinki, the corresponding shares can also be applied here.

Figure 3: First residence permits granted by the Finnish Immigration Service according to grounds 2013 (N= 20,076*), entire country

* Only citizens of third countries are included. EU citizens can register their residence permits with the police without the need for grounds.
** The Others category includes residence permit grounds: other grounds, adoption, au pair residence permit for victims of human trafficking

Source: Finnish Immigration Service
The immigrant population of Helsinki has grown – although late and slowly

- The number of immigrants and their share of the population have increased in the two decades following Finland and Helsinki becoming part of the global economy. However, compared to other European cities, Helsinki has very few immigrants due to the fact that the development began late, and the second generation of immigrants is only now reaching adulthood.

- The growth of the immigrant population in Finland and Helsinki seems rapid since the initial level was exceptionally low at the turn of the 1980s and 1990s.

- Some 70% of those moving in from abroad are foreign citizens, and the rest are returning Finnish citizens. Slightly less than 30% of those moving abroad are foreign citizens. Follow-up studies indicate that a third of immigrants move away from Finland during the first decade.

**Figure 4: Immigration to Helsinki and emigration from Helsinki 2001–2013**

![Graph showing immigration to Helsinki and emigration from Helsinki 2001–2013.](image)

Source: City of Helsinki Urban Facts

**Figure 5: Domestic and foreign net migration in Helsinki according to native language in 1999–2012**

![Bar chart showing domestic and foreign net migration in Helsinki according to native language in 1999–2012.](image)

Source: City of Helsinki Urban Facts
Appendix

The largest urban areas are the most appealing

- In Finland, immigrants have concentrated in Helsinki and the Metropolitan Area, as is the case with the reference regions in other countries. Over one-fourth of the Finnish immigrant population lives in Helsinki (people born abroad, foreign citizens and foreign language speakers); half of them live in the Metropolitan Area and 80% south of the Turku–Tampere line.

- Wherever they may be, immigrants seek places with work and opportunities for entrepreneurship – an innovation-oriented service economy favours dense population and immigrant concentrations.

- Studies show the logic of the choice: immigrants gain employment faster in Helsinki and the Metropolitan Area, and the income level is higher than elsewhere in Finland. The same reasons apply to the majority population gravitating to growth centres.

Figure 6: Excess of births and net migration in Finnish municipalities 2013

![Graph showing excess of births and net migration in Finnish municipalities 2013](source)

Source: City of Helsinki Urban Facts, Statistics 2014:2

Figure 7: Refugees who moved to Helsinki as the first municipality and gained a residence permit to Finland in 2000–2013

![Graph showing refugees who moved to Helsinki](source)

Source: Centre for Economic Development, Transport and the Environment for Uusimaa 2014
Refugees and other immigrants are free to select their municipality of residence

- Like other people living in Finland, immigrants can choose their municipality of residence independently. However, a municipal placement policy is observed with regard to refugees and other recipients of international protection – i.e. the state negotiates with municipalities on the receipt of refugees. “Quota refugees” arriving from refugee camps have a municipal placement ready in Finland before their arrival in the country.
- As regards asylum seekers with a residence permit who have arrived in Finland independently, the state negotiates on placements with municipalities, but there is a shortage of available placements. Many of those who have received a residence permit move from the reception centres operating under the Finnish Immigration Service to municipalities independently.
- Large cities, particularly Helsinki, are appealing due to study and work opportunities and the relatively large number of other immigrants.
- The number of asylum seekers, refugees with a residence permit and those who receive international protection varies greatly each year. This is affected by the situation in the crisis countries and the formation of the migration routes, for example.

The Helsinki of the future is more multilingual and the families are more diverse

- A factor more essential to shaping Helsinki than immigration itself is the significant increase in children and young people growing up in multilingual families.
- At least 30% of the families residing in Helsinki already include at least one foreign-born parent, and over one-fifth of new marriages in Helsinki involve a foreign citizen.
- The studies and work of a foreign person in Helsinki often lead to a relationship with a Finn or another immigrant. The family ties of more and more Helsinki residents extend to multiple countries and continents.
- The increase in the number of children from multilingual families strongly affects the operating environment of early education and educational institutions. In a city of two small languages, increasing multilingualism should be seen as an attribute of the community that can be an asset in the world of global interconnections.

Figure 8: Helsinki residents born in 2012 with at least one foreign-born parent, and residents with Finnish-born parents

<table>
<thead>
<tr>
<th>Helsinki residents born in 2012</th>
<th>Number</th>
<th>Share %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Both parents born in Finland</td>
<td>4,638</td>
<td>70</td>
</tr>
<tr>
<td>At least one parent born abroad</td>
<td>1,987</td>
<td>30</td>
</tr>
<tr>
<td>Total</td>
<td>6,625</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: City of Helsinki Urban Facts
Appendix

Immigrants are at the optimal age to have children

The immigrant population grows with migration into the country and birth rate. The number of children varies greatly between women from different language groups. As a rule of thumb, the number of children in a family adheres to the trend in the mother’s country of origin. For women with a refugee background, the birth rate is higher than that of the majority population, while women from Russian- and Estonian-speaking areas have lower birth rates.

The immigrants in Helsinki are at the optimal age for procreation, which is reflected by a larger share of children and young people among foreign language speakers. The total fertility rate of immigrants tends to increase or decrease to the level of the majority population in a few generations, at the latest.

The trend is already evident among younger women with an immigrant background.

Figure 9: The total fertility rate of women in the Metropolitan Area according to native language group, 2000–2010

Figure 10: Age structure of the entire population and foreign language speakers in Helsinki on 1 January 2013

The employment of immigrants will improve with time – but too slowly

- If unemployment among immigrants is examined through cross-sectional statistics that describe a particular year, the unemployment is usually 2.5 times higher than that of the entire workforce.
- However, the employment of immigrants clearly improves after years of living in the country.
- It takes time to obtain the requisite language proficiency, update professional expertise to meet the local labour market and build a network of relationships. Employment among immigrants should always be estimated in relation to the time spent living in Finland.
- At the moment, the time it takes for immigrants to gain a stable career is unreasonably long, which means that the measures that improve language skills and supplement competence should be expedited.

The differences between immigrant groups decrease over the years

- According to studies, the position of various immigrant groups on the labour market develops in various ways.
- Women and refugees start out from a poor situation, but the differences related to gender and grounds for immigration grow smaller with more time spent living in the country.

Figure 11: Share of employed persons in Uusimaa according to time in the country and gender, ages 18–64

Source: Factors affecting the employment of immigrants, PTT & Ramboll Management 2014
Immigrants establish one-third of all new companies

- Immigrants are more active entrepreneurs than the rest of the population. In Helsinki, every third new company is established by an immigrant.
- The share of highly educated entrepreneurs has increased, and the variety in fields is wide. The cityscape-based stereotype of immigrants as primarily pizza and kebab entrepreneurs is false.
- In addition to a relatively high risk of unemployment, another reason that has been offered to explain the entrepreneurial activeness of immigrants has been the willingness to take risks: immigration itself is a risk, which means that the threshold for becoming an entrepreneur may be lower for immigrants than the rest of the population.

Source: City of Helsinki Urban Facts 2014.
Refugees face many health risks.

- Studies conducted by the National Institute for Welfare and Health (THL) have indicated that, as with the entire population, the employed are more healthy than the unemployed in the studied immigrant groups (speakers of Somali, Kurdish and Russian).
- However, the studies would seem to show that even the employed immigrants – particularly those with a refugee background (speakers of Somali and Kurdish) – suffer from poorer health than the general population, on the basis of both objective and researched indicators based on own assessments.
- Furthermore, the studies indicate that refugees, regardless of whether or not they are employed, unemployed or outside the workforce, suffer from alarming risk factors in terms of welfare and health. These are the result of nutrition, exercise habits, living conditions, poverty and mental health.

Figure 14: Health among unemployed and employed speakers of Kurdish, Somali and Russian compared to all residents of Helsinki, Espoo and Vantaa in 2012

Appendix

Young people who speak a foreign language are less likely to access further studies after basic education

- In 2011, a total of 5,365 young Helsinki residents completed 9th grade, and of them, 4,988 continued directly to further education.  
- The share of foreign language speakers was 11%.  
- 88% of foreign language speakers went directly into further education in the year they finished basic education.  
- Of them, 45% were admitted to upper secondary school, 25% to vocational education and 14% to other education.  
- 94% of Finnish- and Swedish-speaking young people went directly into further education in the year they finished basic education.  
- Of them, 64% were admitted to upper secondary school, 23% to vocational education and 7% to other education.

Figure 15: Study placement of pupils who finished 9th grade in 2010 and 2011 in the autumn of the same year – shares and numbers of pupils who finished 9th grade

Source: Statistics Finland/City of Helsinki Urban Facts 2013
Foreign language speakers at various levels of education in Helsinki

- Speakers of Russian form the largest group at all levels of education. However, the number of Russian speakers in upper secondary education has decreased in recent years.
- The number of Somali speakers has increased rapidly in upper secondary education, and they are the second largest group of foreign language speakers in upper secondary schools in 2014.
- In vocational education, the numbers of foreign language speaking students are increasing rapidly.

Figure 16: Students other than Finnish and Swedish speakers in upper secondary schools in Helsinki. Development of the most common language groups 1999–2011

Figure 17: Students other than Finnish and Swedish speakers in upper secondary schools in Helsinki. Development of student numbers in the most common language groups 1999–2011

Source: City of Helsinki Urban Facts and Statistics Finland 2013
Appendix

Main occupation of young people with a foreign background and the largest nationality groups 2010

- 43% (3,846) of 15–24-year-old persons with a foreign background were part of the workforce.
- 37% (3,287) of the entire age group were employed and 6% (559) were unemployed.
- One-third (2,976) of the young people were full-time students.
- 22% (1,988) belonged to the category “Others”, which meant that they were outside the workforce and not engaged in full-time studies.
- Engagement in work or studies varies significantly depending on the country of origin of the young people and/or parents. Alongside the unemployed, an interesting category is formed by “other young people outside the workforce”. Some of them are at risk of being left outside the functions of society and becoming excluded.

The “Others” group includes those in military or civil service, caring for children or family members at home, studying outside the official study system, residing abroad, and at possible risk of social exclusion.

This group also includes persons who cannot be reached through other official registers, i.e. some of them may have left the country but the information has not yet been saved in the population information systems.

Figure 18: 15–24-year-old young people with a foreign background* according to their main occupation in Helsinki at the end of 2010

* The definition of population of immigrant background includes all persons whose parents both, or whose only known parent, have been born abroad. A person born abroad neither of whose parents have their data stored in the Finnish population data system is also considered to be of immigrant background.

** The Others group includes those in military or civil service, caring for children or family members at home, studying outside the official study system, residing abroad, and at possible risk of social exclusion. This group also includes persons who cannot be reached through other official registers, i.e. some of them may have left the country but the information has not yet been saved in the population information systems.

Source: City of Helsinki Urban Facts and Statistics Finland 2013
The number of foreign degree students in institutions of higher education has increased rapidly

- During the last decade, institutions of higher education have sought to become more international by recruiting foreign degree students to degree programmes held mainly in English.
- The trend of internationalisation among institutes of higher education is welcome, but in the development of degree programmes in English, the types of labour markets the foreign students, in particular, are aiming for should be carefully considered.
- Is the goal to enter the global labour market, where mobility is global and the prominent language is English? Many university programmes on technology and economy are oriented towards the global level.
- Or are the students aiming for local labour markets, where locally standardised competences, such as proficiency in the Finnish language, cultural skills, and social networks, are key?

Figure 19: Foreign and foreign language speaking degree students at institutions of higher education and universities in Helsinki in 2005–2012

Source: Statistics Finland 2014
Appendix

The diversification of the city organisation is a key factor in terms of developing management

- The city monitors the share of foreign language speakers in departments and various professional groups, and aims to increase their share of the personnel to reflect their share of the entire population.
- Increasing the numerical share is not an end in itself. Instead, the process should be seen as a tool with which to monitor and assess diversification.
- Increasing the personnel share is not about establishing quotas – it is about providing departments with management and recruitment tools that correspond to the service needs of the diversifying population.
- The longer immigration history of other EU cities has taught us that, in the city organisation, the share of foreign language speaking employees will, in time, increase beyond their share of the population. A future challenge of these cities and Helsinki is that immigrants are focused on lower (performance) level tasks.
- In expert and management tasks, competence is built and distributed through social networks, and these networks favour uniformity and consistently recurring career paths. Expert organisations can benefit from varying and diverse areas of expertise, views and problem solving methods.

Figure 20: Number of various language groups and their share from all people in employment relationships with the City of Helsinki 2008–2013

Source: City of Helsinki HR management information system 2013.