

City of Turku

# **Integration Programme for Immigrants in the City of Turku**

**2022–2025**



## 1. The Integration Programme's background

With the Integration Programme 2022–2025, Turku steers integration work and the success of integration. The Programme is based on multilateral cooperation, which promotes integration in the Turku region. During the preparation of the Programme, this cooperation has involved working groups with a comprehensive number of officials from the City of Turku and the state engaged in immigration work, as well as representatives of educational institutions and associations. The management teams of the City of Turku, the management and steering groups of the International House Turku, and the service personnel working with immigrants have played an important role.

The legislative basis for drawing up the Integration Programme is the Act on the Promotion of Immigrant Integration (1386/2010). Under the Act, Turku must draw up an integration programme, which will be approved by the City Council once during the Council term. Together with other legislation governing municipal services, the Act on the Promotion of Immigrant Integration defines the services to be provided to the person being integrated. Under the Act, a valid integration programme is also a prerequisite for Turku to be entitled to state compensation for organising integration services.

The strategic framework for the Integration Programme is provided by Turku's urban strategy Turku in the 2030s, one of the themes of which is international Turku. Dynamic growth requires happy and integrated immigrants, and the urban strategy recognises International House Turku's role as a provider of smooth integration and relocation services. The City of Turku's spearhead projects, such as the Spearhead project on communality, wellbeing, and balanced development of residential areas, strategically support the Integration Programme. The Integration Programme also serves the objective of the Competence spearhead project to strengthen the retention of researchers, teaching staff, and exchange students coming to higher education institutions from outside Turku. The strategic objectives of Turku include not only attracting, but also retaining and integrating the international talents who come here.

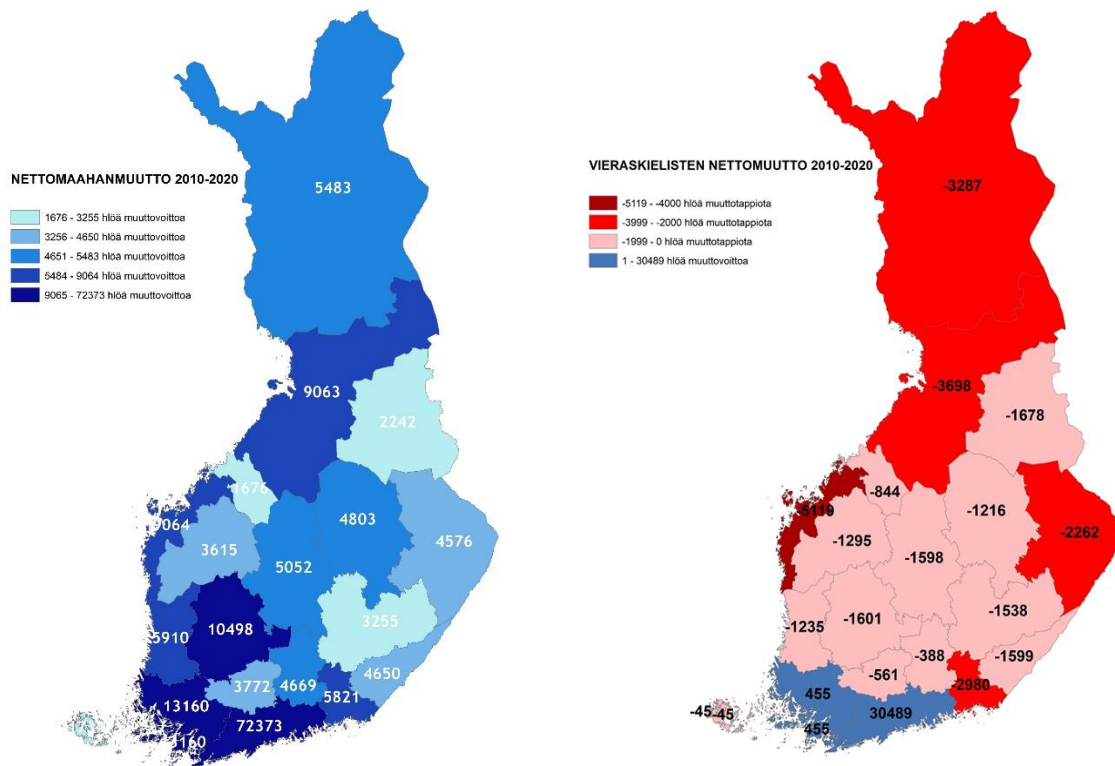
The political backbone of the Programme is the Turku of Mayors programme's commitment against racism, according to which the delegation groups work together to improve the status of the foreign population and commit to promoting the equality and equal status and treatment of all people. The Mayor's Programme also actively contributes to promoting skilled labour and education-based immigration to ensure that companies in the region meet their competence needs. In addition, the Mayor's Programme ensures that the programmes to promote integration and prevent exclusion have the right indicators for the successful implementation of the programmes. The development of education and teaching, leisure services, and the urban environment requires cross-party cooperation, taking into account the needs of the immigrants and foreign-language speakers in accordance with this Programme.

In this Integration Programme, the aim was to give a voice to foreign-language speakers in Turku through surveys, implementing people-centred management. The key objective has been to make the Programme as people-oriented and evidence-based as possible, focussing on the needs of the person being integrated rather than on the current service offering of the City of Turku. This has required direct, up-to-date data collection from immigrants in 2022. The needs of the immigrant have been mapped by means of a wellbeing study, the target group of which was foreign-language-speaking immigrants living permanently in Turku. Another source of information that influenced the Integration Programme's policies is the study on relocation services, which was targeted at both companies and their international employees. Expertise in strengthening people-orientation has

been provided by the international service design students of Turku University of Applied Sciences and Yrkeshögskola Novia, who have utilised the national artificial intelligence programme and a comprehensive network of experts in their work.

## 2. The foreign-language-speaking population of Turku

### Population statistics



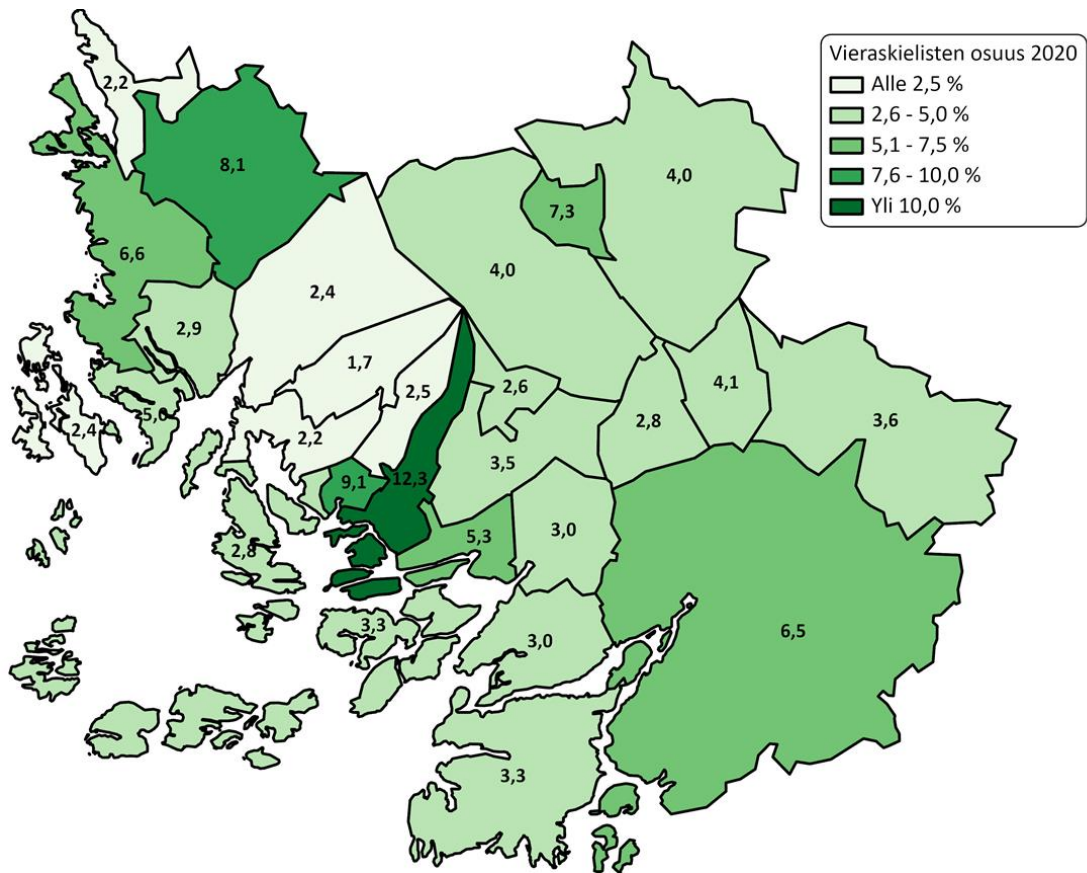
In the maps above, Timo Aro has examined net immigration and “further migration” of immigrants based on population statistics by Statistics Finland.

The first map shows net immigration by region in 2010–2020. The net migration was positive in all the regions during the period. Southwest Finland gained a total of 13 160 people, which was the second largest migration gain of all regions after Uusimaa.

The second map shows the further migration of foreign-language-speaking immigrants in Finland. Only Uusimaa and Southwest Finland gained in migration. Southwest Finland's net migration was 455 people between 2010 and 2020.

In terms of numbers, Southwest Finland had the most net migration from Estonia (1954), Iraq (1143), Ukraine (955), Russia (914), Iran (608), Romania (602), Poland (538), Latvia (435), China (430), and Thailand (425) between 2010 and 2020.

The City of Turku accounted for 73.6 per cent of net immigration in the entire region in 2016–2020. Salo, Raisio, Laitila, and Uusikaupunki also received significant quantitative net migration. Below is the share of foreign-language speakers in the municipalities of Southwest Finland on 31 December 2020.



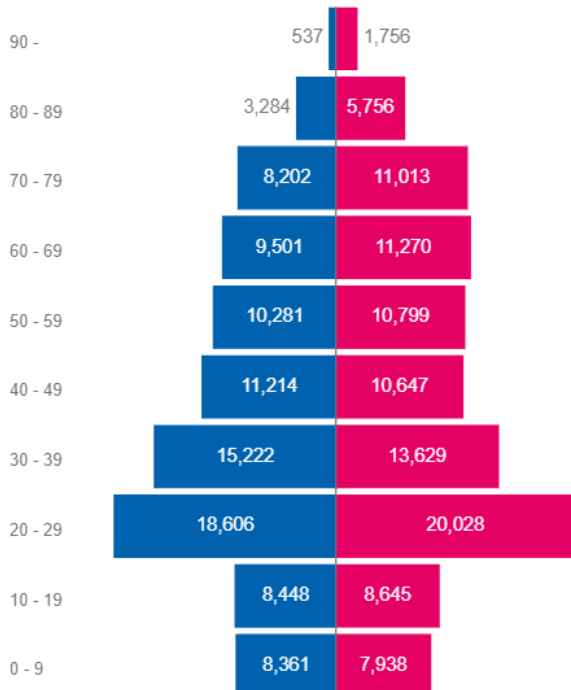
## Turun väestö 31.12.2021

Lähde: Tilastokeskus / Väestötilastopalvelu

### Ikäpyramidi

Total

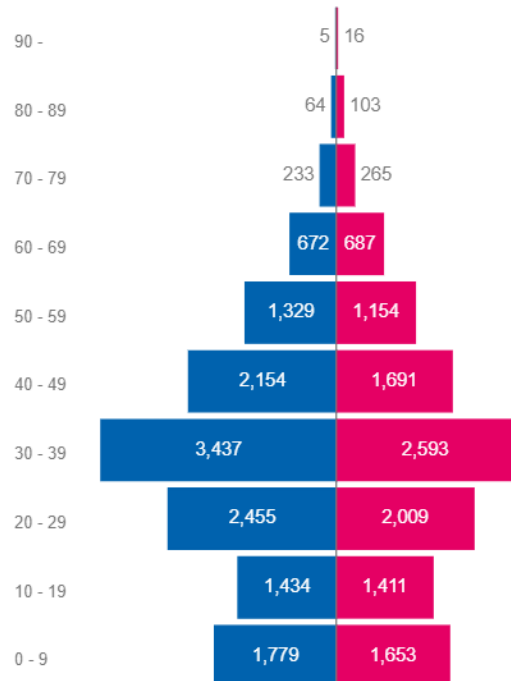
● Miehet ● Naiset



### Ikäpyramidi

Foreign-language-

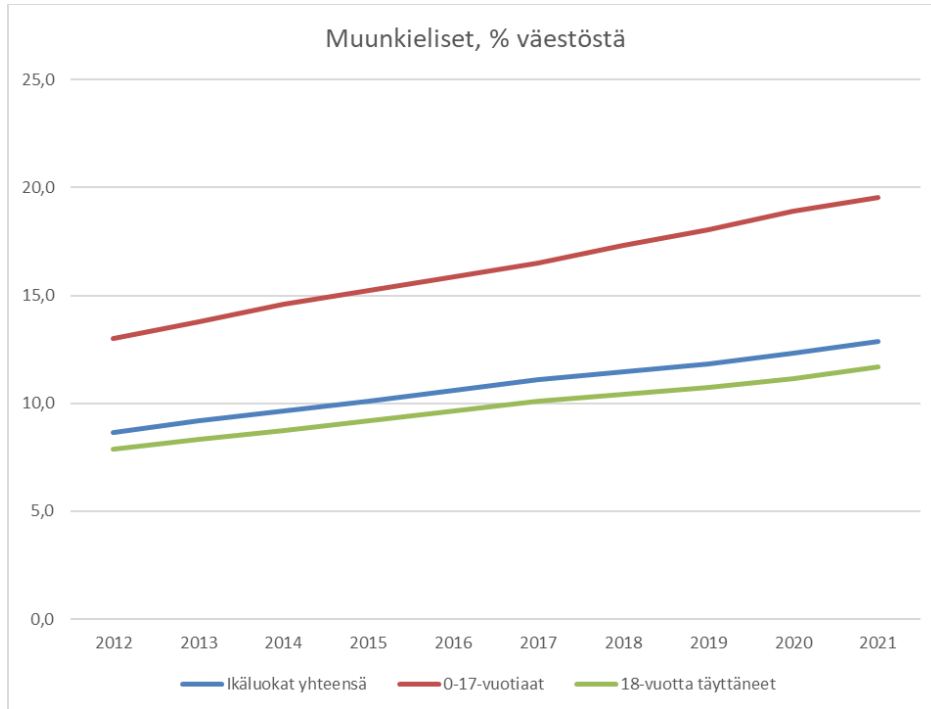
● Miehet ● Naiset



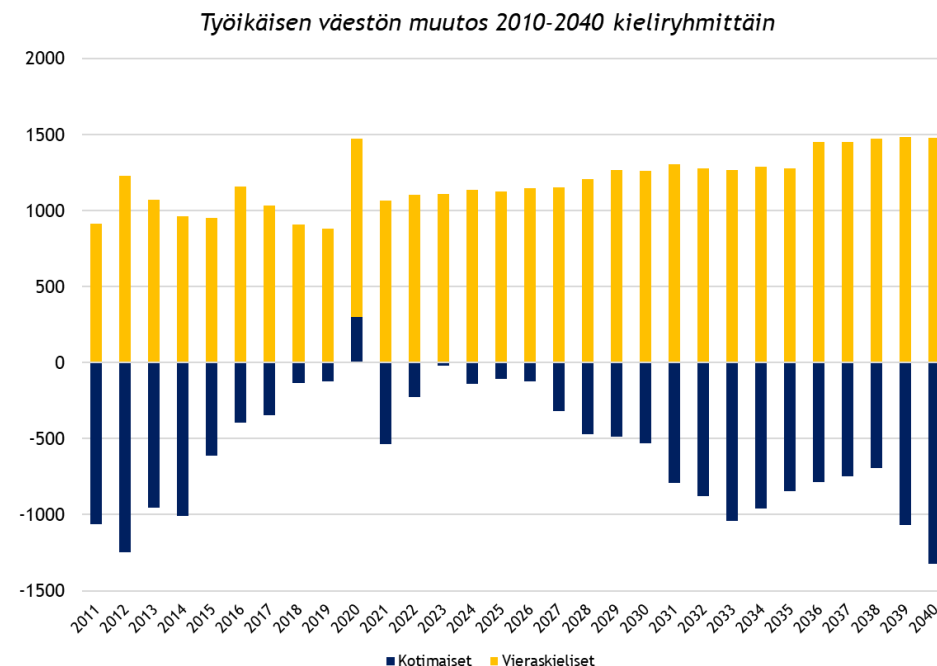
The age structure of the foreign-language-speaking population is younger than the average of the ageing population in Turku. On 31 December 2021, the total population of Turku was 195 137, with a median age of 38. The foreign-language-speaking population of Turku was 25 144, with a median

age of 32.

The population growth in Turku is based on the non-Finnish-speaking population.



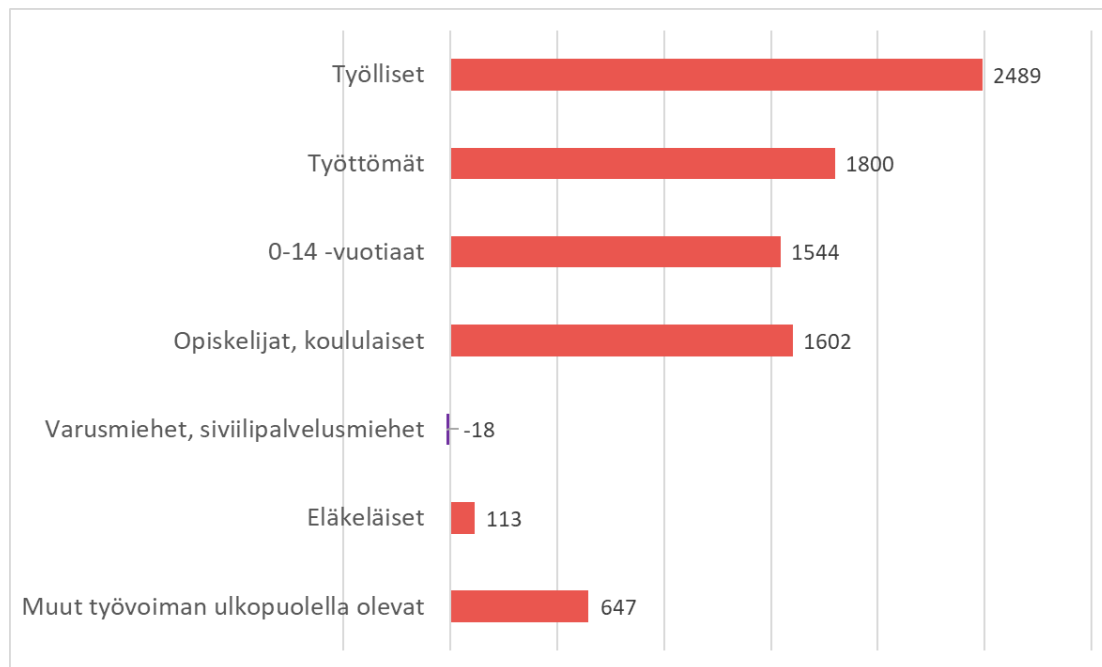
Based on the statistics, Timo Aro has prepared a projection of the working-age population, with the net change in the number of domestic-language speakers in blue and foreign-language speakers in yellow.



The graph describes the annual change of the working-age population (aged 15–64) in the Turku region as a realised development in 2011–2020 and as a projected development in 2020–2040. In 2011–2020, the population of domestic-language groups aged 15–64 decreased by 5 600 people in the Turku region. Over the projection period, the population of domestic-language groups aged 15–64 would decrease by 12 100 people. The working-age population in foreign-language groups grew

by 10 200 people in the Turku region between 2010 and 2020 and, according to the projection, would increase by 25 300 people by 2040. In the 2010s, the foreign-language population maintained the growth of the working-age population in the Turku region. This will continue during the 2020s and 2030s.

Based on the main activities, the Turku sub-region received the highest net migration from employed immigrants, i.e. about 2 500 people in 2010–2019. In addition, the Turku region gained significant net migration from students and children under the age of 15, as well as from unemployed jobseekers and other people outside the labour force in the 2010s. From the point of view of the Turku region, it is significant that the region experienced significant net migration from groups with future capital, i.e. the employed, students, and children.



## Personalities

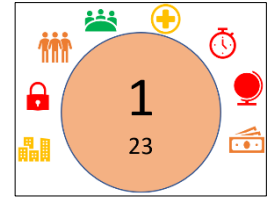
Based on the foreign-language speakers' wellbeing study conducted for this Integration Programme, Gofore Oy created a cluster analysis in which the target group was divided into ten different groups according to their wellbeing dimension. The smaller the number of the group, the longer they have been in Finland. The numbers are in the circles below. Underneath these numbers there is also another number indicating how many survey respondents were clustered into the group in question. The circle also has the symbols of the eight wellbeing dimensions. The more red the symbol is, the more challenges there are, the greener the better.

## "Hyvin pitkään Suomessa asuneet haasteiden kohtajat"

**Perhe:** Perheellisiä  
**Tulleet Suomeen:** Kauan sitten  
**Puhutut kielet:** Kurdi-sorani  
**Maahantulon syy:** Korostetusti pakolaistaustaa

*"[...] turvattomuuden tunnetta, yksinäisyyttä, mutta yhteiskunnallisesti vaikuttavia [...]"]*

<b>Koulutus ja työnteko:</b> <ul style="list-style-type: none"> <li>Matalaa koulutusta</li> <li>Työelämässä eri työn muotoja.</li> </ul>	<b>Sosiaaliset suhteet</b> <ul style="list-style-type: none"> <li>Vapaa-ajan kautta ei saatu kantasuomalaisia ystäviä</li> </ul>	<b>Syrjintä ja yksinäisyys</b> <ul style="list-style-type: none"> <li>Turvattomuuden tunnetta</li> <li>Yksinäisyyttä</li> </ul>
<b>Palveluiden käyttö ja vaikuttaminen</b> <ul style="list-style-type: none"> <li>Ei käytetä vapaa-ajan palveluita</li> <li>Aktiivista median käyttöä ja vaaliaktiivisuutta</li> </ul>	<b>Suomen kielen taidot</b> <b>Talous</b> <b>Terveys</b>	

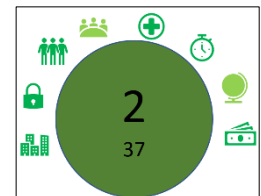


## "Pitkään Suomessa asuneet aktiiviset ja hyvinvoivat turkulaistuneet"

**Perhe:** Perheellisiä  
**Tulleet Suomeen:** Kauan sitten  
**Puhutut kielet:** Korostetusti kurdi-sorani  
**Maahantulon syy:** Korostuneesti Suomessa syntyneitä

*"[...] ] kokevat itsensä turkulaiseksi, äänestävät, kierrättävät, käyttävät neuvolaa [...]"]*

<b>Koulutus ja työnteko:</b> <ul style="list-style-type: none"> <li>Keskittason koulutusta</li> <li>Pääsääntöisesti työelämässä</li> </ul>	<b>Sosiaaliset suhteet</b> <ul style="list-style-type: none"> <li>Kantasuomalaisia ystäviä työn kautta</li> </ul>	<b>Syrjintä ja yksinäisyys</b> <ul style="list-style-type: none"> <li>Eivät koe syrjintää tai yksinäisyyttä</li> </ul>
<b>Palveluiden käyttö ja vaikuttaminen</b> <ul style="list-style-type: none"> <li>Aktiivista vapaa-ajan palveluiden käyttöä</li> <li>Aktiivisia äänestäjiä</li> </ul>	<b>Suomen kielen taidot</b> <b>Talous</b> <b>Terveys</b>	

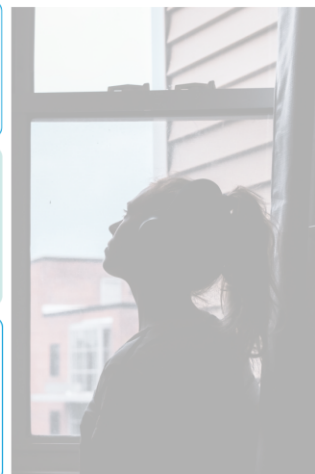


## "Kouluttautuneet ulkopuolisuuden kokijat"

**Perhe:** Korostuneesti avioliitossa  
**Eri tyyppisiä ihmisiä erilaisista taustoista, osa varakkaista.**

*"Korkeasti koulutettuja, jotka kokevat ulkopuolisuutta ja syrjintää"*

<b>Koulutus ja työnteko:</b> <ul style="list-style-type: none"> <li>Korkeasti koulutettuja</li> <li>Työnhaussa ongelmia</li> <li>Korostuneesti täyspäiväistä työntekoa</li> </ul>	<b>Sosiaaliset suhteet</b> <ul style="list-style-type: none"> <li>Negatiivisia näkemyksiä omasta sosiaalisesta tilanteesta</li> </ul>	<b>Syrjintä ja yksinäisyys</b> <ul style="list-style-type: none"> <li>Koetaan paljon syrjintää ja ulkopuolisuutta</li> <li>Koetaan hieman yksinäisyyttä</li> </ul>
<b>Palveluiden käyttö ja vaikuttaminen</b> <ul style="list-style-type: none"> <li>Yhteiskunnallisesti aktiivisia</li> </ul>	<b>Suomen kielen taidot</b> <b>Talous</b> <b>Terveys</b>	



## Kotoutumisen tiellä olevat perheelliset tulevaisuususkoiset"

**Perhe:** korostuneesti perheellisiä  
**Tulleet Suomeen:** asuneet Suomessa pidempään  
**Puhutut kielet:** arabia  
**Maahantulon syy:** pakolaistaustaa

"Kotoutuminen pitkittynyt, kieltä jonkin verran opittu [...]"



### Koulutus ja työnteko:

- Koulutus keskitasoa
- Koto-koulutukset edelleen monilla menossa

### Sosiaaliset suhteet

- Ei hirveästi kantasuomalaisia ystäviä

### Syrjintä ja yksinäisyys

- Koetaan paljon syrjintää
- Jonkin verran turvattomuutta

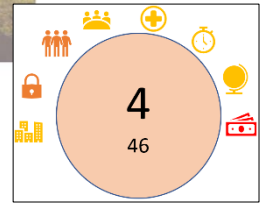
### Palveluiden käyttö ja vaikuttaminen

- Palveluiden käyttö keskitasoa

### Suomen kielen taidot

### Talous

### Terveys



## "Suuria ja syviä ongelmia kokevat"

**Perhe:** Vaihtelevaa siviilisäätä  
**Puhutut kielet:** Arabia, kurdi-sorani  
**Maahantulon syy:** Perhesyyt

"[...] Ongelmat eivät ole pelkästään laaja-alaisia kaikille osa-alueille ulottuvia, vaan ne ovat syvemmällä yksilön ja ehkä hänen piiriensäkin toiminnassa [...]"

### Koulutus ja työnteko:

- Matalaa koulutustasoa
- Osa opiskelee

### Sosiaaliset suhteet

- Sosiaalisissa suhteissa haasteita

### Syrjintä ja yksinäisyys

- Suurta turvattomuuden tunnetta
- Jonkin verran syrjintää

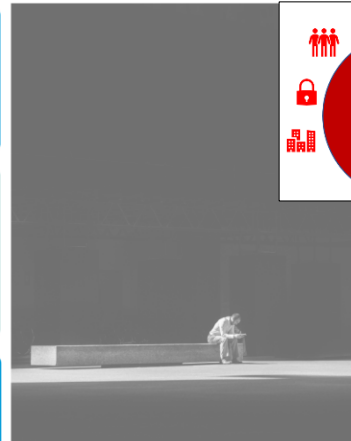
### Palveluiden käyttö ja vaikuttaminen

- Ei aktiivista palveluiden käyttöä

### Suomen kielen taidot

### Talous

### Terveys



## "Perheettömät arjen kamppailijat"

**Perhe:** Vaihtelee, korostuneesti perheettömiä  
**Puhutut kielet:** Kiina, venäjä ja useita  
**Maahantulon syy:** Opiskelu, työ

"Ollaan melko tyyväisiä ja koetaan ympäristö turvalliseksi [...] korostuneesti asutaan ylioppilaskylässä"

### Koulutus ja työnteko:

- Kouluttaudutaan eteenpäin jos epäonnistutaan työhäussa

### Sosiaaliset suhteet

- Sosiaaliset suhteissa ei suuria ongelmia, mutta voisivat olla paremmalla mallilla

### Syrjintä ja yksinäisyys

- Ei koeta syrjintää
- Koetaan ympäristö turvalliseksi

### Palveluiden käyttö ja vaikuttaminen

- Palveluiden käyttö keskitasoa
- Ei vaikuteta aktiivisesti yhteiskuntaan

### Suomen kielen taidot

### Talous

### Terveys



## "Sosiaaliset ja aktiiviset tyytyväiset perheelliset"

Perhe: Korostetusti perheellisiä  
Puhutut kielet: Arabia  
Maahantulon syy: Perhesyyt

"Erittäin tyytyväisiä elämäänsä ja kaupunkiinsa, vaikka koulutus ja kielitaito ei vielä ainakaan kovin korkealla"



### Koulutus ja työnteke:

- Koulutus keskitasoa
- Korostuneesti opiskellaan

### Sosiaaliset suhteet

- Sosiaalisia
- Kantasuomalaisia ystäviä

### Syrjintä ja yksinäisyys

- Ei koeta syrjintää tai yksinäisyyttä

### Palveluiden käyttö ja vaikuttaminen

- Jonkin verran palveluiden käyttöä

### Suomenkielen taidot

- Talous
- Terveys



## "Osin paikkansa löytäneet opiskelevat yksineläjät"

Perhe: Naimattomia  
Tulleet Suomeen: Vastikään  
Puhutut kielet: Useita  
Maahantulon syy: Työ

"Yksinasuvia melko tuoreeltaan maahan tulleita korkeasti koulutettuja, asuvat erityisesti ylioppilaskylässä"



### Koulutus ja työnteke:

- Korkea koulutustaso
- Pääosin opiskelevat ja ovat töissä

### Sosiaaliset suhteet

- Jonkin verran kantasuomalaisia ystäviä
- Ei paljon läheisiä

### Syrjintä ja yksinäisyys

- Koetaan ympäristö turvalliseksi
- Jonkin verran syrjintää
- Ei koeta Turkua kodiksi

### Palveluiden käyttö ja vaikuttaminen

- Aktiivisia
- Median seuraaminen lähtömaapainotteisesti

### Suomenkielen taidot

- Talous
- Terveys



## "Hiljattain Suomeen muuttaneet kouluttautuneet paikkaansa etsivät"

Perhe: Vaihtelevaa siviilisäätystä  
Tulleet Suomeen: Vastikään  
Puhutut kielet: Tunteeton  
Maahantulon syy: Työ ja opiskelu

"Vähän aikaa sitten Suomeen tulleita [...] haluttaisiin tehdä lisää työtunteja"



### Koulutus ja työnteke:

- Osa-aika töitä opiskelun ohella
- Ongelmia päästä kokaikatoihin, halutaan lisää työtunteja

### Sosiaaliset suhteet

- Sosiaalisissa suhteissa jonkin verran haasteita

### Syrjintä ja yksinäisyys

- Koetaan paljon syrjintää ja turvattomuutta

### Palveluiden käyttö ja vaikuttaminen

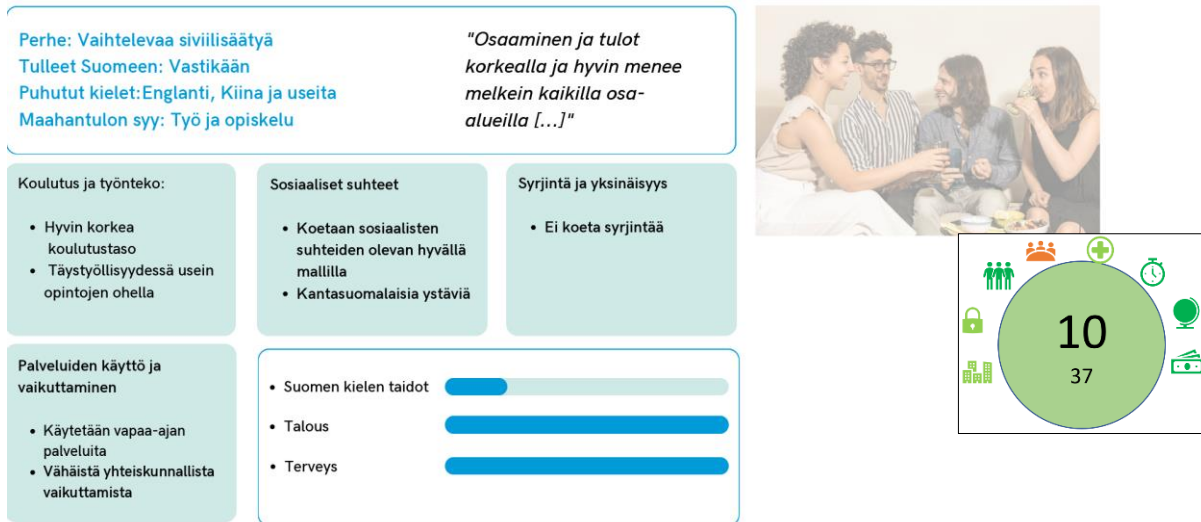
- Ei aktiivista palveluiden käyttöä (paitsi terveyspalveluita)
- Seurataan mediaa harvakseltaan

### Suomen kielen taidot

- Talous
- Terveys

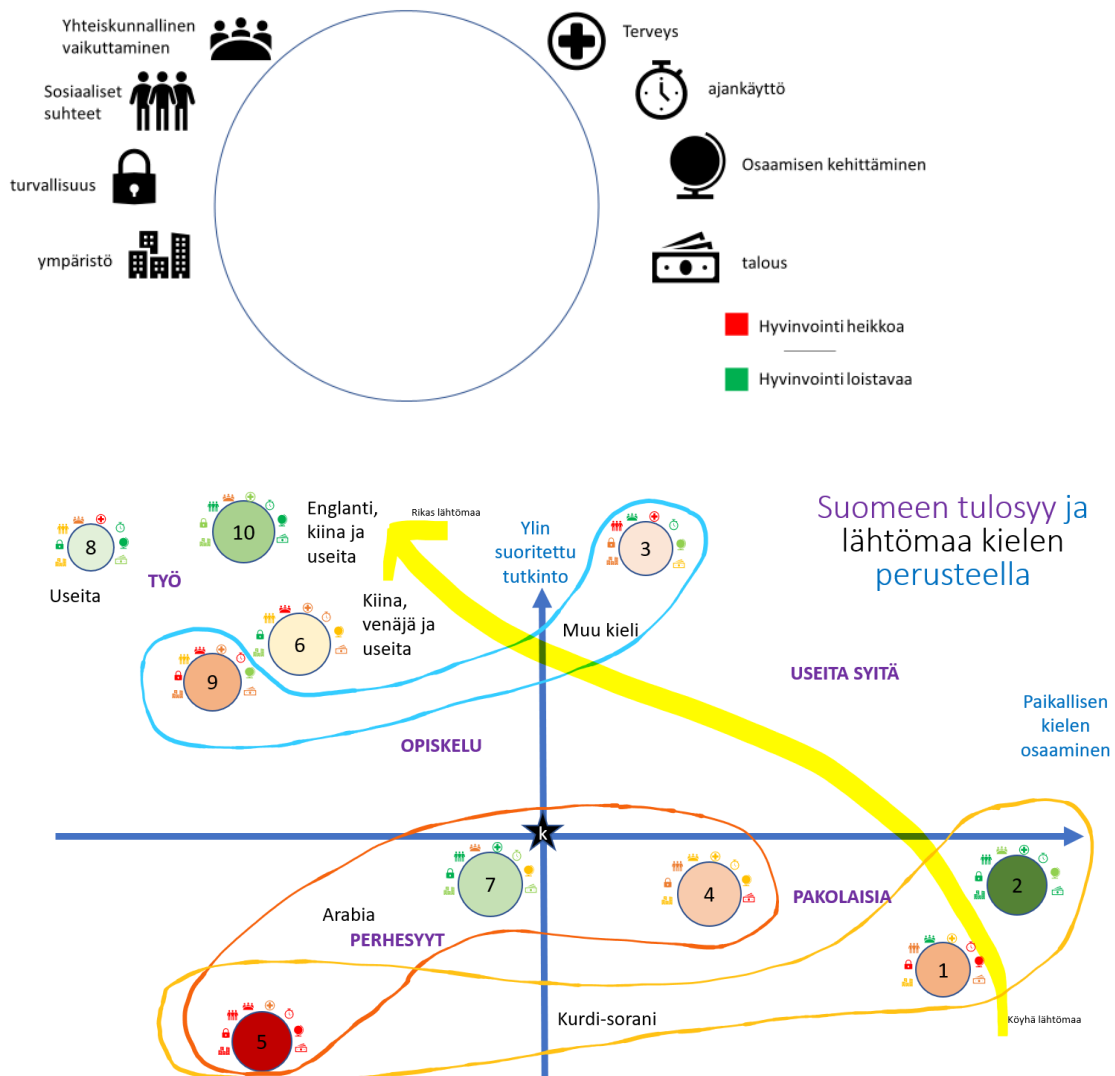


## "Juuri Suomeen muuttaneet korkeakoulutetut osaajat"

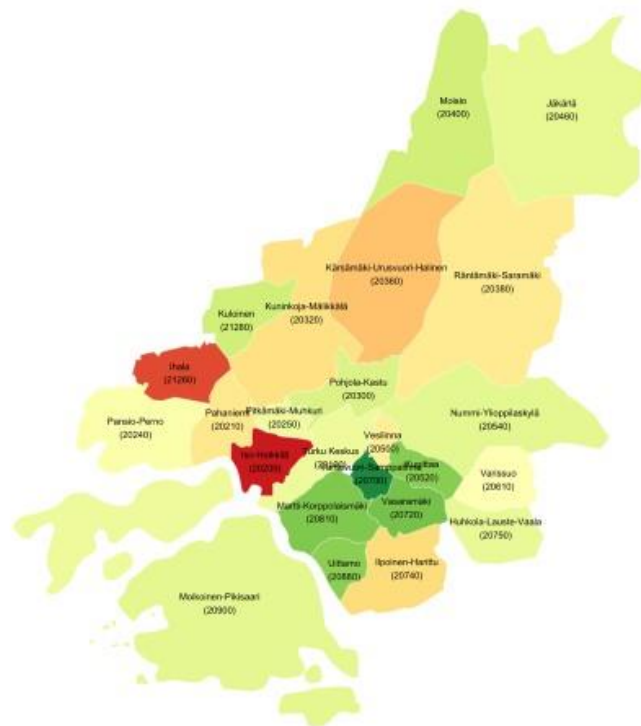


Below are the groups marked on the basis of education and Finnish/Swedish skills. The greener the circle, the better they fared. The figure also shows wellbeing in the different dimensions of Stiglitz. The smaller the number, the longer the members of the cluster have been in Finland.

## Käytetyt merkinnät: hyvinvoinnin varannot



Viereisessä kuvassa on havainnointuTurun muunkielisten hyvinvointitutkuksenvastausten perusteellayleistä hyvinvointia eri postinumeroalueilla. Vihreä tarkoittaa korkeaa hyvinvointia ja punainen matalaa.



### 3. Turku services for immigrants and foreign-language speakers

#### 3.1. The Central Administration's Immigration services

In 2021, Turku compiled its Immigration services into a single entity organised by the Central Administration. The entity combined the following services:

1. The strategic management of immigration services, previously under the Central Administration's City Development Group and after that, Management support.
2. The Talent project supporting the settlement of work-related immigrants and international students that used to be under the same management as the aforementioned service.
3. The Osaamiskeskus (competence centre) project supporting the employment of immigrants and starting education that used to be managed by the Employment services.
4. Previously under the Central Administration's customer service, the Infotori service that offered immigrant guidance and counselling services and its support project Immigrant guidance and counselling services in Southwest Finland.
5. Previously under the Employment services, the local government pilot's integration services where integration plans are drawn up and implemented for the people who are still on their integration period.

Guidance and counselling services aimed at the customers of immigration services were brought together under one roof in Monitori at the Market Square under the brand International House Turku. Guidance and counselling services are also offered in Monitori Market Square and Skanssi as hourly counselling provided by Monikulttuurinen varhaiskasvatus, koulu ja koti ry (Mvkk). Its counselling also complements the services of International House Turku, which is located in the Monitori at the Market Square. International House Turku offers a multichannel service via telephone, Teams, or email, as well as through their website at [www.ihiturku.fi](http://www.ihiturku.fi). The website will continue to develop to be increasingly interactive to support settlement and integration to Turku and provide information to immigrants and foreign-language speakers.

The customer service of Immigration services is supplemented by the facilities of the Osaamiskeskus (competence centre) project. The facilities offer competence surveys to support employment or starting studies and strengthening competence, for example, a service that supports learning Finnish. The operation began in 2021 in premises leased from Forum-kortteli, but in autumn 2022 was moved to Linnankatu 31, where the City of Turku's Kotoutumisen osaamiskeskus (competence centre for integration) is being built. In addition, as of 1 November 2022, the activities of the Ukrainian Centre will be launched in the Osaamiskeskus, and, from the beginning of 2023, the integration services for stay-at-home mothers will be transferred to the same address.

During the compilation of services in 2021, the latter remained under the Wellbeing services' Immigrant Office, which offers social and health services as well as integration services to international refugees and asylum seekers. In connection with the wellbeing services county reform, these services will primarily remain the responsibility of the City of Turku, even though the Immigrant Office will move to Wellbeing services county of Southwest Finland.

In addition to the Central Administration, the immigration services continue to be implemented in all the service areas of the city. The city supports the integration of immigrants and even second-

generation immigrants born here in many ways and through many services. Important issues in terms of integration include knowledge of issues related to living in Finland (guidance and counselling services), learning Finnish and general knowledge (education and early childhood education and care services), preparing for an occupation (teaching services), finding a job (employment services), finding housing (housing services), wellbeing (wellbeing services), becoming accepted (anti-racism activities), and finding friends as well as meaningful activities and experiences through leisure, sport, and culture activities and from the library (leisure services, services for the elderly).

### **3.2. Multicultural early childhood education and care**

In Turku, multicultural early childhood education and care is provided in the child's neighbouring day-care centre, integrated with other activities. All units implement language awareness in early childhood education and care for children of all ages. In addition, there is enhanced language teaching for 4-year-olds, the so-called Paula club, which is organised by the groups' early childhood education teachers on a weekly basis. Additional resources include 16 kieku (language and culture awareness) teachers of early childhood education around the city and 6 resource teachers of preparatory education. Kieku teachers support the education and teaching of 1–5-year-olds and provide instruction in Finnish as a Second Language in their own centres. Preparatory education teachers move from one place to another to provide additional resources for the students in preparatory pre-primary education. They also act as consultants for the staff in these groups. In total, approximately 24% of the children in early childhood education and care and pre-primary education in Turku are foreign-language speakers.

### **3.3. Multicultural basic education**

In primary schools in Turku, immigrants are offered special services in the form of instruction in Finnish as a Second Language (S2), preparatory education, native language education, and as support measures, education given in a student's native language and supported teaching. Special needs assistant's support in a student's native language is also available.

In the autumn of 2022, there are about 270 students from 34 different countries (about 150 students are Ukrainian) in preparatory education in Turku. There are 24 teaching groups, which is an unprecedented number and poses a space challenge. If a student's native language is not Finnish or Swedish, a syllabus of either Finnish as a Second Language and Literature or Swedish as a Second Language and Literature will be chosen for the student. Turku's primary schools provide education for nearly 2 000 students.

In the academic year 2022–2023 (2 weekly lessons per year) in Turku's primary schools, native language education is provided in 29 languages, with more than a 1 000 students participating in the education. Education given in a student's native language supports learning in 16 different languages, and there are also nine special needs assistants in a student's native language. In addition, supported teaching in Finnish is mainly provided to secondary education students in small groups. All schools have access to a consultative special needs teacher. Three secondary schools are trying out the regional SILTA support model. A new ALUSTA project (2022–2024) is about to launch with the aim of supporting the basic skills of multilingual students and streamlining their school paths.

Foreign employees and international students with families in Turku are served by the international school where the language of instruction is English.



### 3.4. Foreign-language speakers in upper secondary schools in Turku

Turku's Finnish-language general upper secondary education has very few foreign-language students. The official percentage is about 7%, but the figure includes foreign-language students of the Turun normaalikoulu (managed by the university). In the upper secondary schools organised by the city, the percentage is even lower. Admission to upper secondary schools in Turku requires a high average grade, and a good knowledge of Finnish is also required so that a young person is able to successfully complete the Finnish-language general upper secondary education. Due to the high average grade required by Turku's upper secondary schools, some Turku residents apply to upper secondary schools in neighbouring municipalities. In this group, the percentage of foreign-language speakers is higher than among those attending an upper secondary school in Turku.

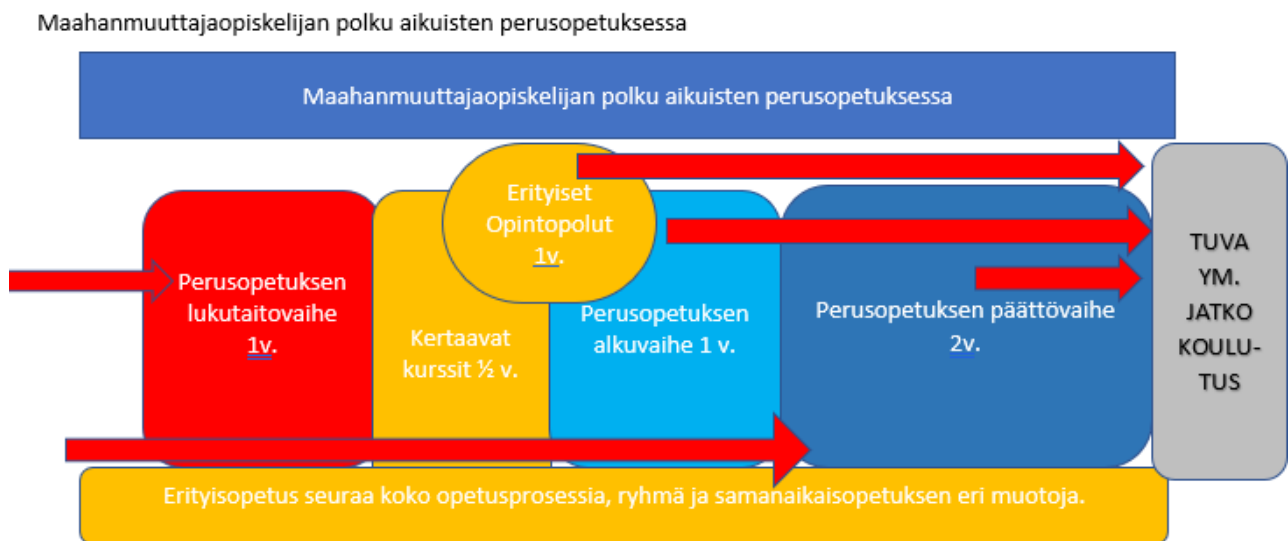
The evening high school of Turku offers its students a possibility to complete the entire upper secondary school, study a single subject, or attend to preparatory education for programmes leading to an upper secondary qualification (Tuva). There are now (21 November 2022) 289 foreign-language students studying in the upper secondary school education in the evening high school of Turku. 110 of these students aim to complete the matriculation examination. There are eight foreign-language students in the Tuva education.

Those foreign-language speakers with a residence permit have the opportunity to study Finnish in the evening high school of Turku's Finnish for Foreigners courses, which comprise a total of ten courses. These studies are subject to a fee. At the time of writing, the number of students in the Finnish for Foreigners courses is 42.

### 3.5. Immigrants at Turku Vocational Institute

There is a considerably higher number of foreign-language students in vocational education than in general upper secondary schools. Alone the Turku Vocational Institute has ca. 2 600 foreign-language students, or about a quarter of the students.

Turku Vocational Institute organises adult basic education (Aipe), which is intended for immigrants of 17 years and above who have received only poor general education. The students have mainly been guided to Aipe by the TE Services, the local government trial on employment, basic education, preparatory education in basic education, and other educational institutions providing language or general education. Total number of students is about 140/year. The education may begin with literacy instruction or start directly with the introductory phase education, from which people under the age of 30 can continue to the final phase. The usual path from Aipe leads to preparatory education for upper secondary qualification, but those with work experience can find employment straight after Aipe. Individual support is provided for learning difficulties. In addition, a Navi group operating model has been tested during the academic year 2022–23. The purpose of the activities has been to find the best way for everyone to progress in their studies and to prevent dropouts. Support in a student's native language has been available in Arabic and Russian. The teachers have been supported by five instructors, who have played an important role in the teaching and guidance of both Aipe and Tuva teaching groups.



The preparatory education for upper secondary qualification (Tuva) at the Vocational Institute is intended for persons who need more Finnish language and other skills needed in vocational education and working life. The students get to know about different occupations and educations as well as the rules of Finnish working life. The Tuva education lasts a maximum of one year and can only be completed once. The total number of students is about 150–160. Young foreign-language speakers (approx. 30–35 students) are most likely to be directed to Tuva after basic education or adult basic education if they have not received a place in upper secondary education or have interrupted their studies due to an incorrect choice of education or lack of language skills. In Tuva, it is possible to increase the basic education grades and complete general upper secondary school courses and vocational units. In the academic year 2022–23, there are two groups of young people, one of which mainly consists of Ukrainian refugees of compulsory school age. The older foreign-language speakers (approx. 120 students/year) are directed to Tuva through rolling application

procedure, usually after integration training or the early stages of basic education for adults. Many will transfer to vocational upper secondary education as soon as their language skills have grown sufficiently and as a suitable education begins. In addition, Turku has also been granted a licence to organise two initial vocational qualifications in English. Through language skills and new contacts with working life, the path from Tuva can also lead directly to a job.

More than four out of five (83%) foreign-language students who graduated from vocational institutions in Southwest Finland in 2013–2020 were located in Southwest Finland three years after graduation, one in ten (10.1%) had moved to Uusimaa and 3% abroad. The percentages for other regions were marginal.

### **3.6. Immigrants at Adult Education Centre Turku (Turun AKK)**

At the Adult Education Centre Turku, immigrant students account for 19% of all students at the educational institution (October 2022). This means a total of 325 students. An immigrant can complete an initial vocational qualification, a further vocational qualification, or a specialist vocational qualification at the Adult Education Centre Turku. The Centre has several initial vocational qualification groups that are intended for immigrants. Some immigrants study in the same groups as Finnish-speaking students. There are 218 immigrant students in degree programmes. Most of them are studying for an initial vocational qualification. Many immigrant students study in such fields as construction, technical building services, vehicle technology, social and health care, tourism, cleaning and property services, cleaning, trade, and machine and production technology.

Prior to vocational education, immigrant students can participate in TUVA education. TUVA studies include, for example, study skills that prepare immigrant students for vocational or general upper secondary education. Adult Education Centre Turku has three Tuva groups with a total of 80 students. The Centre also organises training for Finnish language in construction and module 4 training in integration training. 107 immigrants study in non-degree programmes.

Each immigrant student receives adequate personal guidance and support at all stages of their studies. The students receive professional instruction in Finnish alongside vocational instruction. Vocational counsellors in the fields of study and three instructors in students' native languages support and counsel students, for example, in practical supervising. A special needs teacher and vocational special needs teachers guide students who have difficulties in learning. Digi teachers familiarise immigrant students with the use of online learning platforms. Immigrants are also actively directed to the educational institution's workshops, where they receive personal help, for example, for studies in subjects of common unit (YTO) and job seeking. The number of Ukrainians has increased rapidly in the educational institution. There are a total of 63 Ukrainian students at the Adult Education Centre Turku.

The Centre also engages in active project cooperation with companies and public organisations in the region. The educational institution participates in the City of Turku's OSKE project, which supports the training and employment of immigrants in the region.

### **3.7. Immigrants at Turku University of Applied Sciences**

Every year, around 700 to 800 international students study at Turku University of Applied Sciences. About one half of them are foreign degree students and about one fourth are exchange students. In

addition, more students with an immigrant background are also studying in degree programmes taught in Finnish, and preparatory training for higher education studies is also organised for immigrants.

Turku University of Applied Sciences provides immigrants with preparatory training for higher education studies both in social services and health care and in engineering and business. The preparatory programme is aimed at immigrants, whose goal is to study in a Finnish-language programme in a higher education institute. The education emphasises sector-specific Finnish language proficiency and general higher education skills (e.g. digital skills, mathematics, and English). The selection criteria are higher education qualifications and proficiency in Finnish at least at skill level B1. Each year, approximately 40 students study in a preparatory programme. After the preparatory programme, many students apply to study for a higher education degree.

In recent years, higher education diploma and specialist trainings have also been organised for immigrants in the form of Open UAS studies. These scope of these trainings range from 35 to 60 ECTS and the duration is one academic year. The trainings have been built on some common studies and degree programme courses in accordance with the student's personal study plan. The aim of these studies, which are shorter than degree programmes, is to enable immigrants who have completed higher education studies abroad to flexibly supplement their competence in Finland and thus improve their employment opportunities in their own field.

Immigrants applying for or already conducting their Bachelor's studies are offered guidance on studying and planning their studies in the MOI service of Turku University of Applied Sciences. You can ask for advice from the MOI service or book an appointment for a guidance meeting.

MOI guidance and counselling services	
Support for those interested in studying	Support for students
<ul style="list-style-type: none"> <li>- Study options, career planning, and trial training programmes</li> <li>- Recognition and accreditation of prior learning</li> <li>- Applying for studies and selection processes</li> <li>- Study-related fees and financial aid for studies</li> <li>- Language requirements and Finnish language studies</li> <li>- Study skills in higher education studies</li> </ul>	<ul style="list-style-type: none"> <li>- Learning assignments, thesis, preparation for an exam, etc.</li> <li>- Finnish language studies</li> <li>- Practical matters related to studies (e.g. course enrolments, information search, use of information systems)</li> <li>- Scholarship programme for degree students from outside the EU/EEA</li> </ul>

### **3.8. Teaching for foreign-language speakers at Turku adult education centres (työväenopistot)**

You can also study Finnish independently in liberal adult education institutions (folk high schools, adult education centres, and summer university). All Finnish language learning opportunities can be found on the Finnish Courses website <https://finnishcourses.fi/>.

The teaching organised at the Finnish Turku Adult Education Centre for foreign-language speakers is compiled in Luuppi, which was established in 2010. Most of the teaching is general and leisure-oriented, i.e. normal adult education centre teaching. Integration training and activities are also available. More than 70 courses in Finnish language learning are available per year. Courses are organised in the evening and during the day at language skill levels A-C.

In addition, the Finnish Turku Adult Education Centre organises integration training for stay-at-home mothers. Finnish language training is organised in three groups, one for illiterate refugee mothers, one for other refugee mothers, and one for all other mothers.

In addition, the Finnish Turku Adult Education Centre offers immigrants youth guarantee training aimed at young people without basic education. In 2023, the training will continue as a separate activity, and at the same time the target group will be expanded from 18–29-year-olds to 18–35-year-olds. The training is suitable for immigrants who need Finnish language studies in order to achieve such a level of proficiency in Finnish that enables them to advance to upper secondary education or preparatory education for it, or directly to work. In addition to Finnish language studies, the students learn study skills, working life and social knowledge, and electronic communication. They also familiarise themselves with the upper secondary education system and how to apply for a study place. The training focusses on strengthening young people's social capacity, preventing exclusion, and cultural integration.

The Swedish Adult Education Centre (Åbo svenska arbetarinstitut, Arbis) offers Swedish-speaking immigrants different-level Swedish language courses taught mainly in the evenings.

### **3.9. Wellbeing services' Immigrant Office integrates refugees**

Turku's Wellbeing services have an Immigrant Office, which serves Turku residents who have applied for international protection and have been in Finland for less than three years by providing social and health care services and integration activities. The Immigrant Office looks after, among other things, the reception of refugees by the municipality as well as guidance, counselling and other social services during their reception phase. The initial mapping and integration plan for those with a refugee background who are not jobseekers (parents looking after children at home or senior citizens) are prepared by the Immigrant Office. In addition, the Office's KOTO operations arrange group activities that promote Finnish language skills and knowledge of the community as well as social integration for stay-at-home mothers and seniors. Those with refugee backgrounds also receive public health care services from the Immigrant Office, including entry checks, health counselling, medical reception, and psychological services.

Other immigrants and foreign-language speakers receive social and health care services from the services of the City of Turku, just like other residents. In social welfare and health care services, interpretation services can be reserved for clients who do not know the language.

### **3.10. Foreign-language speakers in Turku's Employment services and in the local government pilot on employment.**

A local government pilot on employment is under way in Turku's Employment services. All foreign-language-speaking residents of Turku are part of the local government pilot, which means the local government pilot organises their employment services. The customers who are still on their integration period, will have their services provided as part of the International House Turku's service menu, while those, who have exceeded the integration period, will have their services provided in Työpiste premises on Käsityöläiskatu. The International House Turku's multilingual advisers are also on call there. As a rule, Ukrainian refugees who have applied for temporary protection do not have the right of residence, and their employment services in 2022 will still be provided by the TE Office despite the local government pilot on employment.

### **3.11. Turku's Leisure services as a support to integration**

Leisure services provide services aimed at immigrants and foreign-language speakers to support integration. The Turku Museum Centre offers a variety of content in Easy Finnish, such as guided tours and workshops, where the participants learn about Finnish history, art, cultural heritage, and the cultural environment. At the same time, intercultural understanding and learning together will be increased. The new home city will become familiar on the cultural exercise routes with different themes located around the Aura river. There are also routes in Easy Finnish.

Through sports services, immigrants are encouraged to engage in physical activity, preferably together with Finns. Different cultural practices are taken into account with the help of culturally sensitive service offerings, familiarising immigrants with different sports and sports locations in Turku. In culture-sensitive group activities, for example swimming groups are organised for women and men so that swimming supervisors are also of the same gender as the target group of the swimming shift. There are also gym instructions in Easy Finnish. In addition to these services, multiculturalism is supported through cooperation with various multicultural clubs, associations, and organisations.

The City of Turku libraries organise activities that support language learning in the form of various language cafés and reading clubs. There are also library tours in Easy Finnish for multicultural groups of all ages. Libraries also offer a wide range of Finnish language learning materials and dictionaries for independent language learning, and a multilingual collection of literature in nearly 100 different languages. In addition to these services, libraries, in cooperation with the third sector, organise various multicultural events, workshops, discussion events, and lectures that support integration and increase cultural understanding.

Like Museum, Sports and Library services, the Turku Philharmonic Orchestra offers low-threshold activities that support integration. The Orchestra organises two immigrant events each year, when in February they are invited to follow a final rehearsal of the orchestra in the Turku Cathedral and in December they can attend a final rehearsal of the Independence Day gala concert in the Turku Concert Hall. In addition, the orchestra offers occasional events to smaller groups, such as tours to the Turku Concert Hall and invitations to other open final rehearsals.

In Youth services, the activities are aimed at all children and young people regardless of their

background, taking into account the special needs of children and young people coming from multicultural families. The principles of safe space are observed in all Youth services' activities, as they are based on a sense of community and inclusion. Youth work takes advantage of methods that can be used to promote equality, inclusion, integration, interaction between cultures, understanding differences, and respect for diversity.

### **3.12. The role of Urban environment services in integration**

The Urban environment services enable housing and other land use services. The Environmental services play an important role in reducing segregation of residential areas and guiding land use planning.

The party responsible for the City's rental apartments, TVT Asunnot Oy, organises housing advice for immigrants.

### **3.13. Non-City Group services**

The City's own special services for immigrants or foreign-language speakers are described above. In reality, integration is not only realised through the services of the City of Turku.

Services are provided by companies that play a key role in employment. Larger companies or staffing agencies may have special support for immigrants to help them cope with work, such as information or working groups in their own language. In addition, companies play a role in the recruitment of international employees and in matters concerning work permits and other matters related to recruited employees. In order to promote the employment of immigrants and to support companies, a business division led by a business coordinator has been established in connection with the International House Turku's steering group. A special role is played by the regional business company Turku Science Park, which is involved in the Talent project together with Turku. Its role is to attract international experts and support companies in recruitment.

Also other educational institutions than those of the City of Turku play a key role in integration. They organise Finnish language training, all of which have been compiled on the Finnish Courses website. They also have other training that supports integration. They also provide support resources for international students. For this purpose, the universities have their own units. The SIMHE activities of higher education institutions are a key partner of the city. They support the start of higher education studies and help customers to identify and recognise higher education degrees. The SIMHE service is part of the International House Turku's service menu. For the purpose of educational cooperation, an education division has been established in connection with the International House Turku's steering group. It includes all the educational institutions providing instruction in Finnish in Turku, from integration training to higher education and liberal adult education institutions.

In addition to the City of Turku, integration work is carried out by different government units. The ELY Centre for Southwest Finland coordinates immigration work in the region. It agrees with the municipalities on the reception of quota refugees, informs both municipalities and other actors in connection with integration and inter-ethnic understanding, and invites tenders for both integration training and other labour market training. ELY Centres also enable integration activities through project funding. Despite the local government pilot, the Southwest Finland TE Office is still responsible for business services in Turku and for promoting the employment of those receiving

temporary protection without a municipality of residence. The Social Insurance Institution of Finland (Kela) also plays a role in ensuring income and rehabilitation for immigrants. It operates in the same facilities as International House Turku. Migri decides on residence permits. The Digital and Population Data Services Agency plays an important role in registering immigrants. All these authorities are involved in the International House Turku's steering group.

The third sector plays a particularly important role in integration, providing services to immigrants at the grassroots level. These can be divided into three categories: general associations, ethnic associations, and religious associations. General interest associations provide specific services related to their field of expertise, for example for immigrant women or young people. These associations include, for example, MVKK, NMKY, DaisyLadies, Yhdessä-yhdistys (Together association), and Sateenkaarikoto. Ethnic associations are associations for people from the same country or speaking the same language who support the integration of their own. These include, for example, Ukrainians of Finland, the Somali Association of Western Finland, and Bosniakit Suomessa ry. There are also religious associations that primarily enable people to practise their religion. However, they also play a role in integration and in increasing interfaith understanding.

Turku needs to intensify its cooperation with the third sector and use them to build integration ecosystems. A register of third sector actors promoting integration is needed so that cooperation is not based on random e-mail lists.

Third sector refers to associations and foundations. In addition to these, there are unregistered informal partnerships where people seek integration support from each other. These informal support networks are called the fourth sector. These can operate through informal meetings or social media. Relatives, people who speak the same language, and other friends play an important role here. Their role as part of the integration ecosystem must also be recognised, and ways must be found to support them, for example, in finding the right information.

## **4. Major changes in immigration matters**

### **4.1. Immigration and the wellbeing services county reform**

The wellbeing services counties will begin at the beginning of 2023. The reform is one of the largest in municipal history, as the responsibility for organising public healthcare, social welfare, and rescue services is transferred from municipalities to wellbeing services counties. This reform will also have significant implications for the services for immigrants. All social welfare and health care services will be transferred to the wellbeing services county, but in Turku, as in many other municipalities, integration services for those, who are not part of the labour force, have been organised in connection with social welfare and health care services. These services are mainly the responsibility of the municipality. Provisions on the division of labour between municipalities and wellbeing services counties are laid down in a Government proposal (Government proposal to Parliament on amending Act on multisectoral joint services promoting employment, the Act on the Promotion of Immigrant Integration and the Act on municipal pilots for the promotion of employment (HE 84/2022)). The proposal would allow wellbeing services counties to apply for compensation for the costs incurred in organising social welfare and health care services and would pay part of the imputed compensation paid to municipalities for persons entitled to international protection to the wellbeing services counties. It would also allow the wellbeing services counties to participate in the preparation of initial assessments and integration plans where the immigrant's service needs require coordination of the

services provided by different authorities.

## Division of responsibilities from 1 January 2023

The wellbeing services county of Southwest Finland	The City of Turku
<p>All social welfare and health care services (including the separate services for refugees provided by the Immigrant Office)</p> <p>Service needs assessment in accordance with the Social and Health Care Act</p> <p>Support and housing services for unaccompanied minors</p>	<p>In addition to education, leisure, and employment services, also integration services and guidance and counselling services for immigrants</p> <p>Integration plans (both for those in the labour force as part of the local government pilot and for those outside the labour force, inactive people)</p> <p>Reception of quota refugees, organising their housing and other services</p> <p>Good ethnic relations and reducing racism</p>

As integration creates a new interface between municipalities and the wellbeing services county, a new interface working group has been set up. In addition to municipal and wellbeing services counties representatives, the group also includes representation from the ELY Centre, the TE Office, and the Finnish Red Cross. The working group has identified challenges and sought solutions to them. These include the coordination of the integration plan and service needs under the Social Welfare Act and the exchange of information in the absence of a common electronic system. Another challenge is how to distinguish the information needed for the tasks of the municipality from sensitive social welfare and health care information.

Customers who need social welfare services are assessed by a social welfare professional (Social Welfare Act, 36§). If a person has a need for both the preparation of an integration plan for which the city is responsible and a service needs assessment in accordance with the Social Welfare Act, a multidisciplinary integration plan can be drawn up in cooperation, in which case representatives of both the municipality responsible for the process and the wellbeing services county take part in the process. One challenge is the flow of information, as the wellbeing services county and the municipality do not have a common information system in which the plans can be stored. The division of responsibilities for the implementation of the plans need to be further clarified, for example with regard to the provision of care. As regards refugees, clarification is also needed on the role of reception centres in the process.

The integration plans for inactive persons used to be the responsibility of the Turku's Immigrant Office, and now they will be implemented by the City of Turku's Immigration services. Due to the local government pilot on employment, integration plans for also active people are the responsibility of the city and made in Immigration services as part of the International House Turku's service menu. A synergy advantage will be made possible in drawing up these plans. In stay-at-home mothers' plans, the path towards the labour market will also be made more central as children grow up to be day-care and school-aged.

A plan alone will not integrate anyone, which is why the Immigrant Office has built up a network of cooperation to promote the integration of stay-at-home mothers and older people. For stay-at-home mothers, the activities have included leisure services and language training at the Turku Adult Education Centre. To enable the mothers' participation, Turku's early childhood education and care has provided childcare services for the children accompanying their mothers. Three multilingual counsellors have taken care of the integration activities of both stay-at-home mothers and older people, but as they are about to transfer to the wellbeing services county, the connection to previous

services will be interrupted. In the future, the integration activities of stay-at-home mothers will be also physically organised in a new location, i.e. in the premises of the Kotoutumisen osaamiskeskus (competence centre for integration) of the City of Turku, which was established on Linnankatu in 2022. In this context, it is no longer appropriate to provide services only for refugee mothers, but for all inactive mothers (and, if necessary, also for fathers).

For the City of Turku, a particular challenge is the organisation of housing, which is handled through its own rental housing company, TVT. However, it does not have a free housing reserve. In Turku, integration plans for inactive population are recorded in the Effica social welfare information system. Once the wellbeing services county reform has been implemented, the city will not have access to this system, as the people working in social welfare transfer to the wellbeing services counties. The state will introduce a registration system to municipalities, which will only be available after the entry into force of the new Integration Act at the beginning of 2025. A 'plaster solution' will be needed for the transitional period in between. This has been investigated as part of the ForeAmmatti programme produced by ForeData and used by the City of Turku.

## **4.2. People who fled the war in Ukraine**

Russia's war of aggression in Ukraine has created a humanitarian crisis, causing millions of people to flee the war. For the first time in Finland, they have had the opportunity to apply for a temporary protection permit, which is granted for one year at a time. Some 30 000 people have been granted temporary protection in Finland. Temporary protection differs from other asylum decisions not only in its short time limit but also in the fact that it does not entail a right of residence. The permit holders will be registered in reception centres. The municipality must provide access to pre-primary, primary, and secondary education for beneficiaries of temporary protection. The municipality must provide early childhood education and care for a child who lives in the municipality because of their parents' work, studies, illness, or similar reasons, even if the child has no place of residence. In urgent cases or where circumstances otherwise so require, the municipality must also provide early childhood education and care for a child who is not a resident of the municipality. The municipality does not receive any compensation for asylum seekers who do not have the right of domicile. If a municipality carries out an initial assessment for a person granted temporary protection who, for reasons of age or for other reasons, is not applying to the TE Office as a jobseeker, the municipality may be reimbursed the costs of the initial assessment in accordance with the Act on the Promotion of Immigrant Integration.

The necessary subsistence for persons granted temporary protection is covered by a reception allowance and spending money in accordance with the reception legislation. As a rule, they are not entitled to social assistance or residence-based benefits or labour market subsidy. Without labour market subsidy, they can participate in labour market measures, such as labour market training, if they register as jobseekers with the TE Office. Unlike other refugees, they have an immediate right to work. Other refugees have a three-month and, without a biometric passport, up to a six-month waiting period before they can take up employment.

Temporary protection beneficiaries are also registered with the TE Office in Turku and other pilot municipalities. According to the draft law under preparation, responsibility for them will be transferred to local government trials on 1 March 2023.

Temporary protection beneficiaries will also not be subject to compulsory education in Finland. They have a right to work, but their employment services are the responsibility of the TE Office in Turku,

despite the local government trial and in contrast to the other foreign-language speakers. A possible change to this is being prepared. Temporary protection beneficiaries may qualify for a right of domicile in the spring or summer of 2023, once the validity of their temporary residence permits has been extended and they have lived in Finland continuously for at least one year. In order to be granted a municipality of residence, the person must also have the intention to remain permanently in Finland, taking into account the circumstances. The application for a municipality of residence is submitted to the Digital and Population Data Services Agency. The Government proposal HE 135/2022 aims to enable the payment of compensation to municipalities for applicants of temporary protection on the same basis as for beneficiaries of international protection.

Refugees who have fled Ukraine constitute a clear majority of the refugees in the reception system. They accounted for more than 90% of those in the Pansio reception centre in October 2022. This number is generally expected to increase even further during the winter of 2022–2023. The number of asylum seekers at the Pansio Reception Centre 10 October 2022:

	<b>Total</b>	<b>Ukrainians</b>
Pansio reception centre	402	275
Municipal model	534	534
Private accommodation	3 735	3 485
Total	4 671	4 294

If a large number of Ukrainians apply for a right of domicile, Turku can have as many as 1 000 new inhabitants, i.e. the same amount as the foreign-language-speaking population of Turku normally increases every year. On the other hand, the figures also indicate that the number of non-Ukrainian refugees in our reception system has started to decline. Events in Russia could lead to an increasing number of Russian asylum seekers arriving in Turku in the future, or to a significant number of third-country asylum seekers arriving from Russia as in 2015 as part of hybrid warfare.

The ELY Centre estimates that in 2023, around 3 000 refugees will be transferred to the municipalities in Southwest Finland, which is ten times more than in 2022. The situation is not as dramatic as the figures suggest, as Ukrainians have already settled in different parts of Southwest Finland. However, responsibility for basic services is transferred to municipalities, the wellbeing services county and, for example, Kela. It is important to be prepared for this change. In Turku, children under temporary protection are already included in early childhood education and care, primary and other education services according to their needs. The compulsory education that comes with the municipality of residence has been prepared for. With the right of domicile, they are offered similar services as other refugees.

The key question is to find out where and how housing will be provided for Ukrainian and other asylum seekers and quota refugees who remain in Turku, and which party will be responsible for housing and other initial services. Some Ukrainians have experienced and continue to experience traumatic situations and constant psychological pressure from their own relatives and those close to them who have remained in their country of origin, which increases the need for various social and health care services. The working group will

investigate how to prepare for the change and for the move of Ukrainians to Turku and what are the concrete measures and responsibilities between the municipality and the wellbeing services county. The working group consists of the health care and social welfare personnel of the municipality and the wellbeing services county, and the working group will be supplemented if necessary.

### **4.3. Comprehensive reform of the Act on the Promotion of Integration of Immigrants**

The Parliament is considering a proposal for drafting a new Integration Act (HE 208/2022). The objective of the Act is to make the integration of immigrants more efficient and faster. The purpose of the Act is to give the overall responsibility for integration to the municipalities. The goal for the reform is to enter into force at the same time as the Employment Act reform, in which the responsibility for employment is transferred to municipalities. In this context, all the tasks of the TE Office in terms of both integration and employment as well as business services will be transferred to the municipalities. Municipalities will also be responsible for the procurement or organisation of the services. In this context, the City of Turku must decide whether it will organise integration training as an in-house activity in the city's educational institutions or whether it will invite tenders for the organisation of the training, and also whether the tender competition will be organised regionally or possibly even provincially.

Other objectives of the overall reform of the Integration Act include promoting the employment of immigrant women, improving the quality of language courses and increasing the number of language tests for those who have completed integration training, taking into account the needs of businesses, and increasing the role of the third sector and liberal adult education.

In order to implement the integration of immigrants, a municipality must draw up an integration programme consisting of the following elements:

- An introductory period, including the identification of competences and
- assessment of service needs
- the development of an integration plan and a multilingual social orientation
- Integration training, literacy training, adult basic education,
- training with childcare support
- Final assessment of language proficiency
- Other employment, education, and health and social services based on needs
- Guidance and counselling throughout the programme and, at the end, follow-up guidance to employment, training, or other services.

The introductory period, which replaces the current initial assessment, can be organised wholly or partly by the city, or put out to tender wholly or only for the initial linguistic assessment. The International House Turku's multilingual counsellors and the temporary advisers who complement the language selection available are able to provide a multilingual social orientation in several languages. This must be taken into account when Turku will invite tenders for the temporary advisory services for 2025.

Integration plans in Turku will already be developed during the local government pilot under the umbrella of International House Turku for both those in the labour force (from autumn 2021) and

those that are inactive (from the beginning of 2023). International House Turku has drawn up settlement plans for work-related immigrants and international student on the basis of need. These are more flexible than integration plans. Turku has strong expertise in organising integration training, both at the Turku Vocational Institute and at the Adult Education Centre Turku (Turun AKK), which is part of the Group.

Training with childcare support for stay-at-home mothers is a model developed in Turku. The education in the model is provided by the Finnish Turku Adult Education Centre and the childcare by the early childhood education and care services of Turku.

As part of the Turku's osaamiskeskus (competence centre) projects, good experience has been gained in testing language skills in connection with competence assessments, which makes it possible to make final assessments in cooperation between Turku Immigration services and Turku Vocational Institute. The osaamiskeskus projects have also been able to develop other services to promote integration and employment of immigrants, which can be used. International House Turku already offers comprehensive guidance and counselling services, which will become mandatory under the new Integration Act.

As this is a new task for municipalities, the state will finance these services through central government transfers in addition to the compensation paid for refugees. In other words, the foreign-language coefficient of central government transfers to local government will be increased to cover these. In this context, the funding of the osaamiskeskus projects (for MEAE funding) and the guidance and counselling service project, which were hitherto applied for as separate central government transfer projects, will be combined with these central government transfers.

Turku would be well placed to provide these services to the other municipalities both in the local area and the region. Turku is responsible for the coordination of the project "Immigrant guidance and counselling services in Southwest Finland", which also involves the other central municipalities in Southwest Finland, with the exception of Parainen. Both Uusikaupunki and Laitila from Vakka-Suomi and Raisio from the Turku region are involved in the project.

## 5. Measures of the Integration Programme 2022–2025

The starting point for the Integration Programme is a human-centred approach. Two surveys were conducted for the Integration Programme in spring-summer 2022. Also other studies aimed at foreign-language speakers were utilised. The aim was to find out how the growing foreign-language-speaking population of Turku is faring. The wellbeing survey for foreign-language-speaking adults was conducted by the City. 354 people responded to the survey. Petri Rekonen, Doctor of Social Sciences, was hired to analyse the responses, and Gofore Oy conducted a cluster analysis based on the survey data. In assessing the wellbeing of the population, the Stiglitz Commission's concept of wellbeing divided into eight dimensions was utilised. Both work-related immigrants and the companies employing them were interviewed in the study concerning work-related immigration. This study was conducted by Innolink Oy, who interviewed 96 work-related immigrants and representatives from 100 different companies.

The creation of the committee named after the Nobel laureate in economics, Joseph Stiglitz, was linked to the sudden economic crisis of 2008, which the wellbeing indicators of that time were unable to predict. Thus the committee's claim was to develop such wellbeing indicators that could better measure wellbeing and anticipate the future. The idea behind the Stiglitz model is to produce better information for political decision-making so that future threats would also be taken into account.

Quality of life depends on a person's objective capabilities or resources, i.e. on all the things that enable a person to fully function. Quality of life encompasses the whole spectrum of human and social capital: health, education, the right to decent work, political participation, the social and natural environment, personal and economic security. The most important of these capabilities or resources is health, in the absence of which other components of capabilities have no value.

The novelty of the Stiglitz model is its emphasis on sustainable development. Sustainable development aims to measure the ecological, economic and social sustainability of systems. The Stiglitz model distinguishes between current wellbeing and sustainability. This means that perceived wellbeing does not necessarily reflect the stability of the foundation on which that wellbeing is built. For example, socially sustainable development may be threatened by segregation of neighbourhoods. In the long term, this can contribute to alienation, narrowing social capital, and hence social exclusion. This development can be seen as a problem of integration, which requires different forms of social services provision.

The Stiglitz model can use both objective and subjective wellbeing indicators, which provide essential information on the quality of people's lives. In addition to objective, quantitative measures (such as income, education, and certain health indicators), the model emphasises the use of experiential, subjective indicators. The use of these indicators can be justified by the fact that certain aspects strongly related to social and economic development and health are completely excluded from the objective indicators. Such an area is, for example, security, particularly the experience of racism and exclusion.

The students of the joint international service design degree programme of Turku University of Applied Sciences and Yrkeshögskolan Novia facilitated the implementation of the Integration Programme. They organised workshops and conducted expert interviews. Their grouping followed

Stiglitz's different dimensions of wellbeing, with the following emphases.

### **1. Health**

- Health promotion, which includes physical activity, culture, and other activities that improve mental physical wellbeing.
- State of health -related matters with responsibilities falling under the wellbeing services county reform.

### **2. Material wellbeing**

- Objective material wellbeing, for example income level.
- Experienced material standard of living.

### **3. Competences**

- Finnish or Swedish language skills as well as integration and Finnish language training to strengthen these skills.
- International students.
- Learning life cycles from day care to higher education, from babies to senior citizens.
- Educational segregation (underrepresentation of foreign-language speakers in some forms of education).

### **4. Work and working life**

- Facilitating work-related immigration.
- Promoting foreign-language speakers' employment.
- Facilitating access to labour for companies through these groups.

### **5. Living environment**

- Housing and access to housing.
- Segregation of residential areas as foreign-language speakers concentrate on some residential areas.

### **6. Social wellbeing and social relationships**

- Leisure time spent together.
- Finnish-speaking friends vs. "hanging around in your own group".
- Loneliness.

### **7. Safety**

- General safety.
- Preventing marginalisation.
- Potential safety challenges of residential segregation.
- Racism.

### **8. Voice in society and the environment**

- Civic engagement.
- Political influence.



## 5.1. Health

Perceived health is based on a subjective assessment of one's own health, influenced by personal expectations, experiences, and cultural values. This assessment reflects not only physical health but also social and psychological wellbeing. It provides a good overview of the respondent's health status, which, at least in Western culture, has been found to be quite consistent with the general assessment made by a doctor. In general, cultural differences in perceived health are large, as are differences between men and women, with men generally perceiving their health as better than women. In both our wellbeing survey and the FinMonik survey (2020), two out of three foreign-language speakers perceived their health as good.

The wellbeing study also investigated the use of different health services. Respondents were most likely to have used the services of a health centre (56% of respondents), a doctor (38%), and a hospital (23%). The use of other services was much lower. The results were similar to those of the FinMonik survey. According to the city's own experts, some groups of foreign-language speakers in particular face greater challenges than the rest of the population in accessing health services.

### 5.1.1. Girls on the move

Only 11% of respondents in the Turku immigrant wellbeing survey did not exercise at all, compared to 25% in the FinMonik survey. By contrast, in a school health survey carried out among all ninth-graders in Turku, the physical activity of girls with an immigrant background had decreased significantly, and they did not feel that there were interesting leisure activities organised for them in their areas. They clearly differed from both boys with a Finnish background and boys with an immigrant background. Immigrant background here refers to children whose both parents or single parent have moved to Finland from abroad, whether or not the children were born in Finland.

Engages in physical activity in leisure time	Girls with foreign background	Girls with Finnish background	Boys with foreign background	Boys with Finnish background
guided 2019	45.6%	56.9%	57.1%	57.5%
2021	33.1%	49.7%	53.0%	51.9%
self-guided 2019	66.2%	70.1%	71.3%	71.0%
2021	55.6%	75.0%	75.0%	77.2%
Interesting leisure activities for young people are organised in the area 2019	37.1%	28.3%	44.7 %	31.1%
2021	20.2%	24.7%	39.5%	29.7%

**Working with girls from immigrant backgrounds and possibly with their families to find ways to encourage them to exercise and to support culturally sensitive and inspiring sports services for them, also through the third sector. The planned children's physical activity voucher will be used to fund these.**

The responsible party is the Sports services in cooperation with other Leisure services as well as Education and teaching services.

The indicator used will be the school health survey (2023 and 2025).

### **5.1.2. Information campaign on leisure services for foreign-language speakers**

In the wellbeing survey for foreign-language speakers in Turku, three out of four felt that there was room for improvement in their lifestyle. The challenge is that there is not enough knowledge of health-promoting services.

**An information campaign will be implemented to motivate foreign-language speakers to use leisure services through varied, clear, and concise communication. The campaign will use a variety of channels, including schools and language courses, Wilma system, and noticeboards in local shops. Guidance and advice on leisure services will be provided in the services of the International House Turku and in integration training. Ensuring that preventive health services of interest to the target group are also available and designed in consultation with them. The aim is to increase the number of foreign-language speakers in health-promoting wellbeing services.**

The responsible party is the Leisure services in cooperation with Communications, Promotion of wellbeing and health, as well as the Immigrant services.

The indicators are the implementation of the campaign and the evaluation of its effectiveness, as well as a survey for the city's own and third sector providers of health-promoting leisure services to see whether the campaign increased the number of foreign-language participants.

### **5.1.3. Communication plan on health services for foreign-language speakers**

Clear service descriptions are needed to identify who is responsible for which health service. It should be ensured that communication also reaches newcomers who do not yet speak Finnish or Swedish and takes cultural differences into account (for example, in Turku, a doctor does not come to the patient but the patient has to go to the doctor, or that in some cultures, there is a strong stigma attached to psychiatric services).

**A health services communication plan for foreign-language speakers will be drawn up in cooperation with other foreign-language speakers and the wellbeing services county. Clear service descriptions are needed to identify who is responsible for which service. The aim is to improve access to health services for foreign-language speakers and to raise awareness of available services.**

The responsible party is the Promotion of wellbeing and health in cooperation with the wellbeing services county and Communications.

The indicator is drafting the plan in a way that enables foreign-language speakers' participation and implementing it.

## 5.2. Material wellbeing

Income is considered to be one of the key factors linked to a person's living conditions, as it has a significant impact on health and perceived wellbeing. It can be measured by objective and subjective indicators. The advantage of objective measurement is its accuracy. Subjective or perceived income, on the other hand, measures the adequacy of income to meet personal needs. For example, an objectively low income may be compensated by low housing costs, resulting in a good perceived income. In other words, objective and perceived incomes do not necessarily correspond. A significant finding from the Turku survey of foreign-language speakers' wellbeing survey was that during the last 12 months, 32% of respondents had feared running out of food before they had money to buy more.

According to the wellbeing survey, more than one out of three respondents in Turku wanted to work more hours.

The city can support material wellbeing by helping people to find work, motivating them to develop their careers, improving their work life skills through training, and providing information on income-related issues.

### 5.2.1. Strengthening personal employability

Income traps may prevent starting studying or working in low-income occupations. Immigrants are often offered low-income jobs and part-time work, which may well be suitable for mothers with young children, but the benefits are better or only so little lower that it is not worth working. Moreover, immigrants do not always have the financial means to participate in a training that promotes employment. In the worst cases, immigrants who are not familiar with the working conditions and the minimum wage are exploited. Other obstacles to employment may include lack of a permanent residence or a bank account, the need for children's day care, and indebtedness.

**A model campaign will be launched to inspire immigrants/foreign-language speakers to dream of more, for example, of their own apartment. The aim is to raise awareness of how strengthening one's competence improves employment opportunities and wages in the long term. The campaign will also increase knowledge about working life. The third sector and the business life will be involved in the design and implementation of the campaign. Motivation in guidance services will be increased.**

The responsible party is the Immigrant services in cooperation with the Employment services.

The indicators are the implementation of the campaign and the improvement in employment of foreign-language speakers.

### 5.2.2. Language learning at work

Combining language training and work would guarantee a better income in the long term, but no effective approach has been found. If a foreign-language speaker studies Finnish during working hours, their productivity is lower than that of others and, on the other hand, studying after a working day is difficult, especially for someone with a family.

**Models will be built to combine language learning and working life in a way that income is secured: for example, part-time work and part-time study. Work can be started already at a basic language level and language skills can be improved while working. The model can be implemented as a pilot in partnership with a temporary employment agency that facilitates finding the first job.**

The responsible party is the Immigrant services in cooperation with the Employment services.

The indicator is the number of people employed through the pilot.

### 5.3. Competences

Learning the language spoken in the new country of residence, how the society works, and professional competence are an important part of integration. Integration measures must ensure the integration of all groups and individuals regardless of age, gender, or reason for arrival.

In terms of competences, development should follow the objectives set out in the urban strategy, the Mayor's Programme, and the spearhead projects for integration and, for example, the attraction and retention of foreign labour. For the competences dimension, it is also important to anticipate the changes in the operating environment described earlier, especially the overall reform of the Integration Act from 1 January 2025.

Learning the local language is one of the basic pillars of integration. The Finnish language skills of foreign-language speakers will be strengthened throughout their educational path.

In the Survey on work and well-being among people of foreign origin (UTH, 2015), 69% of the respondents had participated in language courses during their stay in Finland. Almost all refugees had attended language courses, but only half of the work-related immigrants had done so. Immigrants who do not register as unemployed jobseekers are excluded from state-provided integration training. Responsibility for providing this training will be transferred to municipalities under the reform of the Integration Act.

Based on the wellbeing survey for foreign-language speakers in Turku, 70.9% believed that they would achieve their professional goals through education. In other words, in addition to language training, vocational training is often needed.

### Competence-related measures

### **5.3.1. Strengthening multiculturalism education**

Two-way integration is a model in which foreign-language speakers learn from Finnish speakers and Finnish speakers learn from foreign-language speakers in order to increase intercultural understanding.

**Understanding between different language groups will be improved by adding intercultural learning content at different levels of education.**

The responsible party is the Education and teaching services.

The indicator is the phenomenon-based intercultural learning content in the curricula of different levels of education in the city.

### **5.3.2. More foreign-language speakers to general upper secondary schools and higher education institutions**

Educational segregation means that foreign-language speakers are under-represented in general upper secondary schools and higher education institutions. The high average grade requirement of upper secondary schools in Turku is a challenge, as it is more challenging to achieve good grades when the language of study is not the student's native language. In addition, people are not very familiar with higher education paths and their parents often do not know how to help them with their educational choices. When peers in your language group also have no experience of upper secondary or higher education, it can be more difficult to apply for these educations.

**The roadmap model being built for basic education in the project Reducing school segregation in Turku will be used to find solutions to increase the number of foreign-language-speaking students in upper secondary and higher education. The aim is to bring the proportion of foreign-language speakers in upper secondary and higher education closer to their share of the age group.**

The responsible party is the Competence spearhead project together with the Education and teaching services.

The indicator is the increase in the proportion of foreign-language speakers in upper secondary schools and higher education.

### **5.3.3. Identifying learning difficulties already in the initial assessment**

Immigrants are referred to initial linguistic assessments before the start of their integration training to identify their language learning ability. The challenge is that these assessments generally fail to identify the potential learning difficulties, as, for example, reading tests are only suitable for those who have Finnish skills. This can hamper Finnish language and other learning, as teaching cannot be supported in this respect.

**The initial assessments will be combined with simple tests to identify possible learning difficulties (reading aloud, matching numbers and pictures or similar) at the latest when they**

**become the responsibility of the city on 1 January 2025. The necessary support for learning will be ensured.**

The responsible party is the Immigrant services or some other party responsible for organising or ordering the initial assessments.

The indicators are the introduction of tests and the number of learning difficulties identified, as well as support measures in integration training.

#### 5.3.4. A policy for integration training

The integration training courses put out to tender by the ELY Centre do not lead to employment for all but a few, or the employment pathways are long for many cases. Responsibility for integration training will fall to the municipalities on 1 January 2025 and the municipalities will have to decide on how to organise it. The legislation also aims to speed up integration. In Turku, it will then be possible to organise integration training as the city's own activity (TAI and Turku AKK) or by putting it out to tender, as the ELY Centre currently does. At the same time, it is possible to develop the model for integration training. By organising integration training as the city's own activity, it is possible to ensure continuity and develop it in the long term, so that the quality of the training can be continuously improved, sufficient support resources can be secured, and integration pathways leading to employment can be planned. Competitive tendering, on the other hand, allows costs to be kept under control and, in some cases, enables result orientation.

**A functional integration training model will be identified in cooperation with the municipalities in the region. In a functional model, integration training can be divided into initial language training and subsequent employment training. The preparation will be coordinated with the employment service reform.**

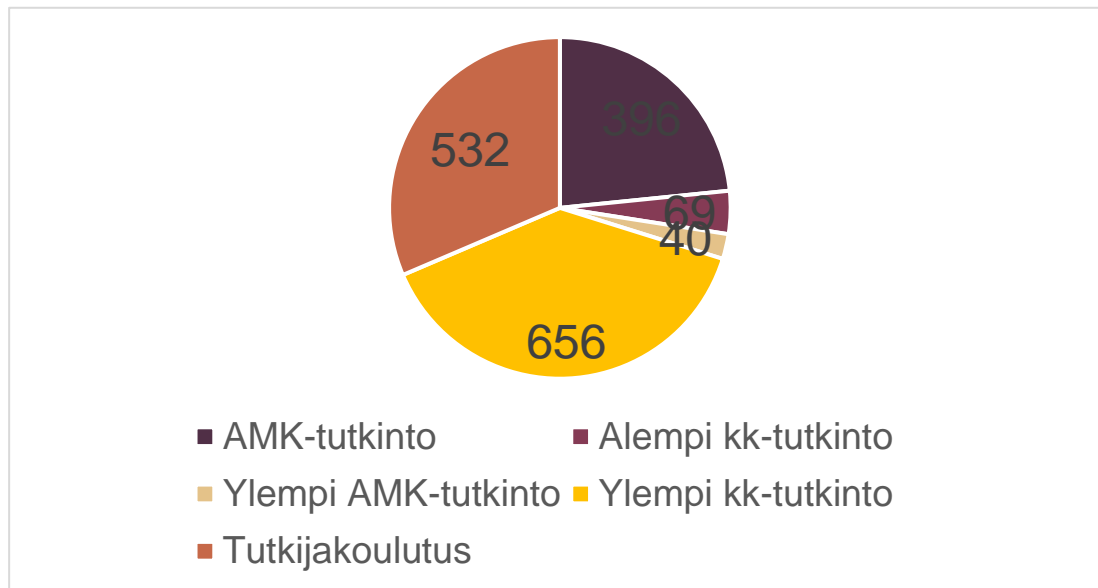
Responsible parties are the Preparation of the employment service reform, the Immigrant services, and regional cooperation.

The indicator is the city's policy on a functional model for integration training.

#### 5.3.5. Language studies also for work-related immigrants and international students

The average number of foreign degree students at higher education institutions in Southwest Finland was 1 693 in 2018–2020. Southwest Finland's higher education institutions accounted for 8.3% of all foreign higher education degree students in the country in 2018–2020. The highest numbers of foreign degree students in the region were studying for a Master's degree and participating in doctoral studies.

The share of doctoral researchers was very high in relation to the distribution of the number of students in higher education institutions completing a higher education degree.



43.2% of new foreign higher education students were from Africa, 40.2% from Europe, 9.3% from Asia, 6.7% from North and South America, and 0.6% from Oceania.

The share of European higher education students was highest among those studying for a degree in a university of applied sciences. The share of Africans was highest among those studying for a Master's degree. The numbers of Asians and Americans were fairly evenly spread across the different levels of higher education.

In the settlement survey, 61% of respondents said they had studied Finnish or Swedish and 33% said they wanted to study these languages. 38% of the students and 39% of the employed wanted to study Finnish. Only 5% reported that they do not even want to study Finnish or Swedish. 39% of respondents said that they did not speak Finnish or Swedish at all and as many as 34% said that they were on a beginner level. 17% spoke Finnish or Swedish excellently and 10% moderately well.

Those respondents who had studied Finnish or Swedish had, on average, rated their settlement in the Turku region better than other respondents. As many as 73% rated the importance of local language skills for their settlement in the Turku region as very or fairly high. Only 4% felt that their knowledge of Finnish or Swedish was not at all important for their settlement. Women considered language to be more important than men.

Just over half (56.5%) of foreign-language graduates from universities of applied sciences in Southwest Finland were settled in Southwest Finland, one in four (26.3%) in Uusimaa, one in ten (11.0%) outside Finland, and the rest were settled in other regions.

Among foreign-language graduates from universities in Southwest Finland, 39.4% were located in Southwest Finland three years after graduation, one in three (34.0%) were abroad, one in five (19.5%) in Uusimaa, and the rest were settled in other regions.

Southwest Finland has a good retention rate for foreign-language speakers who graduated from upper secondary vocational education and a moderate retention rate for graduates from higher education. Uusimaa is also an attractive destination for graduates from Southwest Finland.

International students and work-related immigrants are excluded from integration training and do not

learn Finnish, and thus their stay in Turku/Finland remains short. Those studying in higher education may live in an "English bubble" and not learn Finnish, leaving them without a job.

In order to ensure that international students remain in the region after graduation, models marketing supplementary Finnish or Swedish language studies to students must be arranged with the education institutes. Language learning should start immediately at the beginning of the studies and continue throughout the studies. At the same time, it is also necessary to motivate students to learn Finnish or Swedish and to offer supplementary language learning opportunities.

New methods and models must be found for work-related immigrants' Finnish or Swedish studies, which would enable them to learn the language in their free time. The aim is also to increase the integration, inclusion, and retention of this target group in Turku.

**The best ways of learning Finnish or Swedish will be identified together with the representatives of the target group. These could include flexible learning methods using mobile applications and other technological solutions, self-study, language cafés, and other innovative methods. Information about these learning methods will be spread to the target group in the connection with different services.**

The responsible parties are the Competence spearhead project, the Immigrant services, the Communications, and the parties responsible for the city's higher education cooperation.

The indicators are the success of the marketing campaign, i.e. the number of new students from this target group and the settlement plans made.

#### **5.3.6. Stay-at-home mothers to learn Finnish and move towards working life**

The employment rate of foreign-language stay-at-home mothers is significantly lower (31%) than that of Finnish speakers (69%). The employment rate for immigrant mothers in Finland is much lower than in the other Nordic countries. In Turku, their integration training has been arranged in the Immigrant Office with childcare support. As the operations of the Immigrant Office are transferred to the wellbeing services county, stay-at-home mothers' integration training will remain the responsibility of Turku. The Immigrant Office focussed on integration training for refugee mothers, but statistics show that most mothers have entered the country as spouses. For this reason, support for their integration must also be addressed.

**Together with the third sector and the city's integration activities for stay-at-home mothers, an ecosystem for the employment of stay-at-home mothers will be built. The aim of this will be promoting the employment of mothers with an immigrant background. The ecosystem will start by reaching out to stay-at-home mothers. The service will not be limited to refugee mothers.**

The aim is to increase the employment rate of stay-at-home mothers by improving and motivating the integration path. As the integration activities of stay-at-home mothers remains the responsibility of the city, services will be extended also to non-refugee stay-at-home mothers. The measures will be built in cooperation between the city's integration activities for stay-at-home mothers and the third sector. In addition to reaching out to stay-at-home mothers, the ecosystem will include social orientation, motivating people to study or find employment, activities that develop language and other skills, and guidance for work or studies. The need and opportunities for organising services for stay-

at-home fathers will also be explored.

The responsible party is the Immigrant services.

The indicators are the number of stay-at-home mothers participating in the activities in relation to the number of people receiving home care allowance, and the number of people employed through the ecosystem model.

### **5.3.7. Integration in Swedish**

As a bilingual city, Turku must also enable integration in Swedish. On the other hand, in order to improve employment opportunities, those who were once exempted from Swedish language teaching in connection with integration must be given the opportunity to learn Swedish.

**The demand for and, where necessary, the strengthening of the Swedish as a second (and foreign) language teaching at the Swedish Adult Education Centre (Arbis) will be identified. An experiment will be conducted with a model in which the online national Swedish-language integration training tendered by the ELY Centre is supported by tutor groups with the help of volunteer tutors. Realistic information on employment opportunities in Swedish will be provided for those planning integration.**

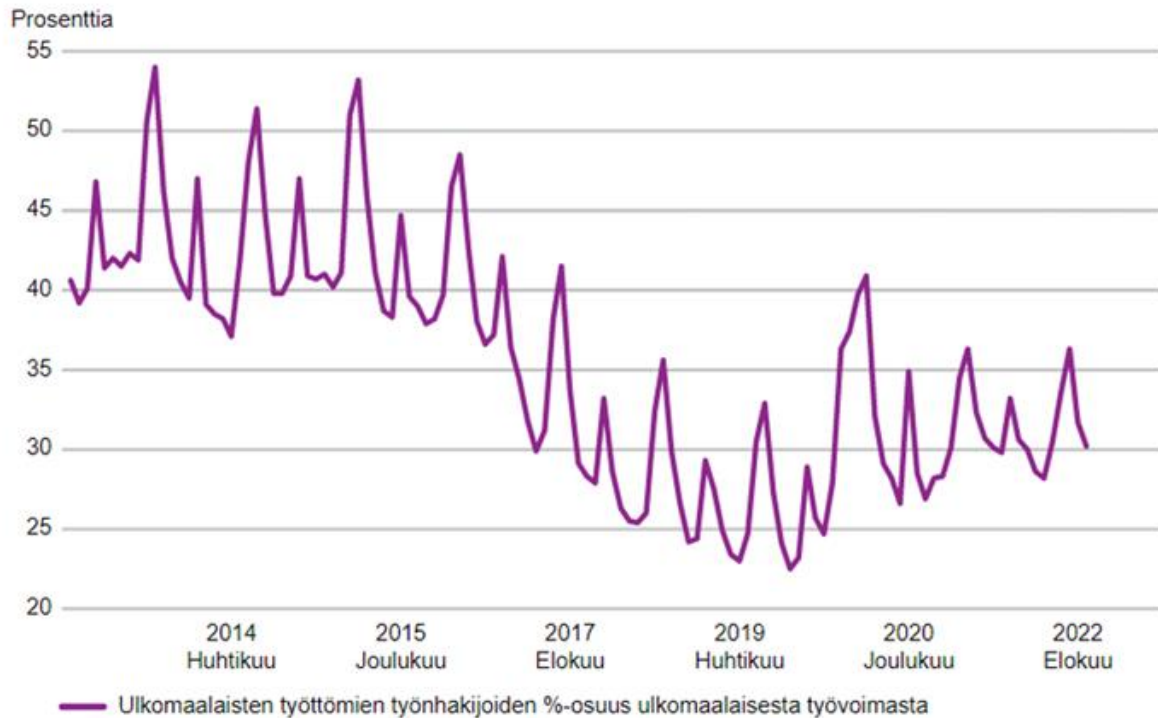
Responsible parties are the Education and teaching services and the Immigrant services.

The indicators are the availability of integration pathways in Swedish and the number of foreign-language students participating in Arbis' Swedish language courses.

## **5.4. Work and working life**

The employment rate of foreign-language speakers, especially those with a foreign passport, is lower than that of Finnish- or Swedish-speakers. It is also more susceptible to economic fluctuations than that of the native population. A larger share of the foreign labour force in Southwest Finland is using employment services at the end of September 2022 than was the case a year earlier. In particular, the number of foreigners employed in both the municipal and private sectors has risen. In terms of training, participation in voluntary training has decreased and participation in labour market training has increased. The challenge, particularly for those with a foreign passport, is that they do not progress from employment services to more permanent employment at any stage of their unemployment (this is examined in more detail in the appendix).

**1261. Ulkomaalaisten työttömien työnhakijoiden osuus ulkomaalaisesta työvoimasta**  
**Kunta = 853 TURKU**



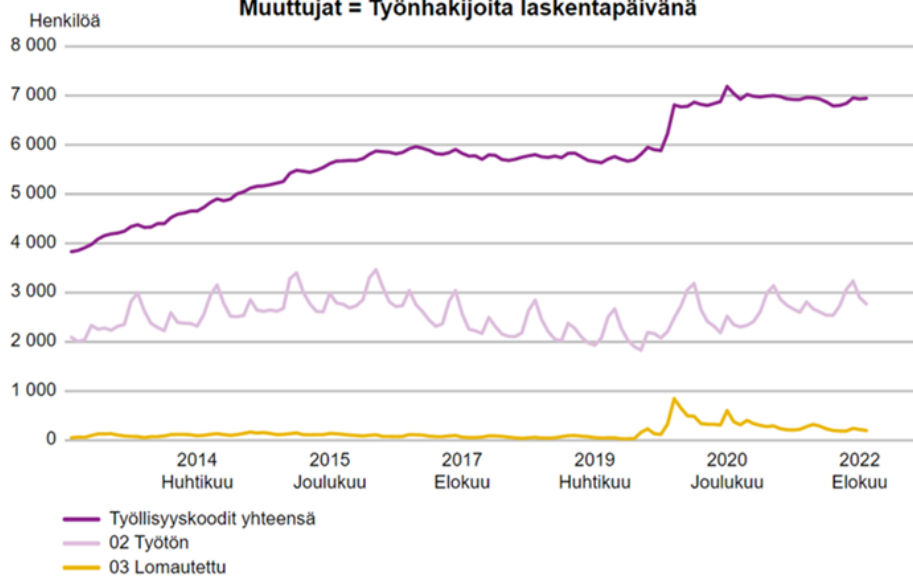
TEM Työnvälitystilasto / Työ- ja elinkeinoministeriö, työnvälitystilasto

**1207. Työnhakijat ammatin, koulutuksen, diagnoosin, kielen ja kansalaisuuden m**

**Kunta = 853 TURKU**

**Kielet = Muut kielinimet**

**Muuttajat = Työnhakijoita laskentapäivänä**



TEM Työnvälitystilasto / Työ- ja elinkeinoministeriö, työnvälitystilasto

The adjacent table shows foreign-language jobseekers (all TE Office clients including those who are employed but still jobseekers) and separately unemployed jobseekers and those who are laid off.

In the wellbeing survey for foreign-language speakers, the emphasis was on their own activity and social networks as the main factors in getting a job. 32% of respondents had found a job through a

job advertisement. Almost as many (30%) had contacted the employer directly. A fifth of respondents had also made successful job searches through friends and acquaintances. A work placement also had some importance, having helped 12% of respondents to find a job. 4% had found a job via a temporary employment agency. By contrast, only 2% had found employment through the TE Office. Similarly, in the FinMonik survey, the most common way of finding a job was by asking the employer directly, while in the UTH survey, acquaintances played the largest role in finding a job. According to both previous studies, the role of the TE Office as a help to employment was likewise minor.

The TE Office was the most popular (46%) source of help in finding a job, followed by friends (20%), and organisations and networks (20%). Fewer people turned to temporary employment agencies (8%) or International House Turku (6%).

Language skills are an advantage when looking for a job, but a lack of knowledge of the official languages is also reflected in job search. In fact, 2/3 of respondents consider that the main obstacle to finding a job is a lack of language skills. A lack of relations with native Finns (29%), discriminatory attitudes of employers (25%), and a lack of work experience (24%) were also seen as barriers to employment. Inadequate education (13%) or not having a degree recognised in Finland (14%) together are seen as constituting an important barrier to employment. Only a few respondents cited insufficient pay (9%) or family members having a negative attitude towards job search (0.3%) as a reason. Among psychological factors, personal insecurities and fears related to working life were cited as moderately significant (12.6%). The most significant concrete barrier to employment was the lack of a driving licence, hygiene passport, or safety passport (10%).

According to a settlement services survey, companies employing international staff have most often found international staff through a general job advertisement (46%) or through a staffing agency (21%). Employees were also often found through 'the grapevine', i.e. foreign employees already working in the company, and through direct contacts by jobseekers. Only 9% of respondents had used higher education institutions to find international staff. Only 6% of companies reported having used relocation services. The vast majority (84%) of enterprises do not need additional support to find international staff. In other words, the international recruitment of respondent companies had mainly been successful with the methods they had used so far.

With the reform of the employment services, the role of municipalities in promoting labour immigration will increase further. International recruitment and employment services will become part of the employment service tasks organised by the municipalities. The majority of the TE administration's international recruitment experts will be transferred to the municipalities.

#### **5.4.1. Developing targeted solutions to promote foreign-language speakers' employment**

The unemployment of both immigrants and foreign-language speakers is higher than average in many immigrant groups. Some employers are still reluctant to hire foreign-language speakers. In a tutor model, a foreign-language worker in a workplace supports the employment of other foreign-language speakers in the company.

**We will provide active one-stop-shop services that are clearly communicated to both employers and employees. The effectiveness of services will be evaluated and those that do not contribute to employment discontinued. The tutor model will be used to help employers gain good experiences and correct information on foreign-language workers, for example in**

**cooperation with staffing agencies. We will network with companies to give customers a realistic picture of the Finnish labour market. The aim is to increase the employment of immigrants/foreign-language speakers.**

The responsible parties are the Employment services and the Immigrant services.

The indicator is the improvement in employment of foreign-language speakers (can be cyclically adjusted by comparing with the overall employment trend).

#### **5.4.2. Employment of foreign-language speakers in jobs corresponding to their skills**

Immigrants/foreign-language speakers are employed in jobs below their level of skills or education, or their skills potential remains untapped. It is important that foreign-language speakers do not feel overqualified for their jobs. Young people need good examples to follow, and those who are employed in jobs they like can act as a pull factor for the city.

**A model will be built to further develop best practices in osaamiskeskus (competence centre) projects, both in Turku and in other municipalities. The clients are encouraged to map, identify, and recognise their competences. Foreign-language speakers are referred to suitable work and training. Talents already living in Turku are identified and aided in formulating and articulating their skills for companies.**

The responsible parties are the Employment services, the Immigrant services, and educational institutions.

The indicator is an increase in the proportion of people who feel that they are doing work that corresponds to their education in, for example, a new survey on the wellbeing of foreign-language speakers.

#### **5.4.3. Developing language and job skills through employment in the city**

Lack of language skills is one of the main barriers to employment for foreign-language speakers.

**A model, in which those with poorer language skills are employed by the city by means of an employment subsidy for tasks that also use Finnish will be tested. In addition, Finnish language learning is enabled and part of the working time will be used for this purpose. The job period will also include competence mapping and further pathways to the open labour market or to studies leading to it.**

The responsible parties are the Employment services and for language training, the Education and teaching services.

The indicator is the implementation of the experiment.

#### **5.4.4. The city recruits foreign-language speakers**

The city's strategy is to promote the employment of immigrants, but the public sector still employs significantly fewer people with an immigrant background than the private sector. The relative share of foreign-language workers in the Turku does not match their share of the entire population. The recruitment of immigrants can also meet the service needs of multicultural clients. This also provides important cultural interpreters and pillars of support (e.g. the Finnish Institute for Health and Welfare).

**The city sets an example by hiring foreign-language speakers for each of its departments in the context of new recruitments.**

The responsible party is the Recruitment services together with the different functions of the city.

The indicator is the increase in the relative share of foreign-language staff.

#### **5.4.5. Incentives for employers**

Employers are less willing to employ people with an immigrant background than those with a Finnish background.

**We will explore the possibility of launching a pilot with sufficient incentives to employ an immigrant, whose situation is more challenging.**

The responsible party is the Employment services.

The indicator is the implementation of the experiment, and the indicator will be updated during the validity period of the Integration Programme.

#### 5.4.6. Sharing success stories

Examples encourage people and make the city a more desirable place to work.

**Success stories in different languages will be published on the city's website. These will feature both international employees and foreign-language speakers, who have found a job.**

The responsible parties are the Communications, the Immigrant services, and the Employment services.

The indicator is at least ten success stories on the city's website.

#### 5.4.7. A labour pool for understaffed companies

Some sectors have a chronic shortage of workers, and no talents can be found as Finns become older.

**Funding is being sought to build labour pools of those wishing to move to Finland. The companies can easily recruit talent from the pools, and the city supports the talent's integration by offering settlement services through International House Turku. The model can be implemented together with the other six biggest cities.**

The responsible parties are Talent operators, i.e. the Immigrant services and Turku Science Park.

The indicator is the creation of the labour pool.

## 5.5. Living environment

In Turku, foreign-language speakers are concentrated in parts of the city where they can easily find housing at an affordable price and where they can find like-minded residents who speak their language. Segregation refers to the social and ethnic segregation of residential areas, with the result that certain groups are over-represented in some areas and under-represented in others. Segregation can have positive consequences (the social benefits of ethnic concentration), but it can also have negative aspects such as significant vulnerability, unemployment, problems in the school system, and crime.

Share of the foreign-language speakers in different areas of Turku 31 December 2021

Hirvensalo-Kakskerta	6%
City Centre	5.9%
Länsikeskus	6.5%
Maaria-Paattinen	8.7%
Nummi-Halinen (33.7% in Halinen alone)	17.6%
Pansio-Jyrkkälä	27.2%
Runosmäki-Raunistula	13.9%
Skanssi-Uittamo	8.7%
Pääskyvuori-Huhkola	12.3%
Lauste	45.4%
Vaala	29.8%
Varissuo	53.4%
Turku total	12.9%

Among the respondents to the survey, a significant proportion (77.6%) felt that Turku was their home. An even higher proportion felt comfortable in their current living environment (85.1%). The level of satisfaction with the adequacy of services in their local area was slightly lower (72.8%). GoFore's analyses also show that the longer a person had lived in Turku, the more likely they were to feel that Turku was their home town.

### 5.5.1. Enabling foreign-language speakers to live also in other parts of the city by using a forward-rental model

Bold decisions are needed to reduce linguistic segregation in residential areas without compromising empathy.

**A forward-rental model will be built together with businesses to allow those with an immigrant background to find housing also from other parts of the city. Rental housing production will be increased also in other areas. The need for larger, family-sized apartments will be addressed.**

The responsible parties are the Immigrant services as well as the Spearhead project on communality, wellbeing, and balanced development of residential areas, TVT, and the Environmental services.

Indicator: The relative proportion of foreign-language speakers is levelling out in different parts of the city.

### **5.5.2. Addressing the problem of access to housing**

One of the critical success factors identified in Turku is the asylum seekers' difficulty of accessing housing. This problem applies to all growth centres where there is a shortage of housing and therefore difficult to find housing for quota refugees or Ukrainians under temporary protection, or, in some cases, also for work-related immigrants.

**A model will be built for enable access to housing for these target groups. This could include the provision of housing search services, an forward-rental model, and identifying the existing housing stock.**

Responsible party: The Immigrant services

As an indicator, the reception of quota refugees is not delayed in the future due to obstacles to accessing housing.

### **5.5.3. Increasing the attractiveness of areas inhabited by foreign-language speakers to Finnish and Swedish speakers**

The attractiveness of immigrant-dominated residential areas is in danger of deteriorating and becoming "impoverished".

**We will experiment with bold new ideas to try and raise the profile of the residential areas, including making them more attractive to Finnish speakers by rewriting their story, highlighting the support that comes from the sense of community and other strengths of the areas, and organising events that bring all residents together.**

Responsible party: The Spearhead project on the balanced development of communality, wellbeing and residential areas

Indicator: The relative proportion of foreign-language speakers is levelling out in different parts of the city.

### **5.5.3. Choose Turku -campaign for Ukrainian beneficiaries of temporary protection**

Ukrainian beneficiaries of temporary protection will be able to apply for the right of residence after one year of temporary protection, starting from March 2023. Getting a municipality of residence enables them to access all the services and it brings growth to the city. The municipality of residence is a condition for receiving refugee compensation.

Below is a table showing when the beneficiaries of temporary protection under the responsibility of the Pansio reception centre have been under the temporary protection for the period of one year. It should be noted that many of them are living in other municipalities in Southwest Finland instead of Turku, in home accommodation, or in housing according to the municipal model.

12 months of temporary protection	2023									
	March	April	May	June	July	August	September	October	November	Total
Pansio reception centre	370	1 382	455	466	224	262	175	142	97	3 573

**Choose Turku -campaign targeted to Ukrainians will be organised. The goal is to have 1 000 new Turku residents from the Ukrainians.**

Responsible party: the Communications and the Immigrant services.

Indicator: The number of new Turku residents has increased by at least one thousand Ukrainians.

## 5.6. Social wellbeing and social relationships

Social relationships are an important part of human life. They have an impact on overall health, as well as on the way in which people are connected to the society. Social support can be understood as a resource derived from social relationships. Relationships based on trust are particularly important. Social relationships are strongly linked to the area of subjective wellbeing. Putting one's feelings into words and sharing them also creates a basis for a sense of belonging. One indicator of integration can be whether a foreign-language speaker has succeeded in making Finnish- or Swedish-speaking friends.

In the wellbeing survey for foreign-language speakers in Turku, almost half of the respondents had at least two close friends, around a third had one, and a fifth had no close friends. 92% of respondents to the FinMonik survey had at least one close friend. With 20% of respondents not having any close friends, it is worth asking whether the social resources of Turku's foreign-language speakers are in all respects at the best possible level. The survey for foreign-language speakers revealed that 58.5% had Finnish friends. Finnish friendships were created evenly through work (28.2%), studies (33.6%), and leisure activities (29.7%). However, a significant proportion of the respondents (41.5%) did not have a Finnish friend.

### 5.6.1. Leisure services as part of integration training

Participating in leisure services is a way to learn Finnish informally and make Finnish friends.

**If possible, the content of integration training should include, like with work placements, a visit to a leisure service organised by an association or other actor.**

Responsible parties are the Immigrant services, the Leisure services, and organisers of integration training.

Indicator: Proportion of integration training in which introduction of the leisure services in Turku is part of the content and increase in participation in leisure services for foreign-language speakers (assessed through surveys).

### 5.6.2. Creating opportunities for encounters between foreign-language speakers and Finnish speakers

Immigrants/foreign-language speakers as a group can be left out, when people are only in their own groups. Two-way integration is best promoted by different kinds of encounters. The city serves as a platform for encounters between immigrants and Finns by providing information on leisure activities, identifying their wishes, and actively communicating about the activities in different forums. The encounters enable informal learning of the Finnish language and working together.

**We will create more places for informal interaction between the City of Turku's partners and all city residents, for example football fields in neighbourhoods. This will allow people from different backgrounds to meet both in residential areas and in city facilities such as school buildings. We will more actively support the third and even the fourth sector in this work.**

Responsible parties are the Facility services, those managing the facilities, and the Immigrant services.

The indicator is the number of facilities open to encounters.

### **5.6.3. Designing services together with the foreign-language speaking people**

City services (Leisure services, Education services, and Employment services) do not always meet the needs of immigrants/foreign-language speakers.

**Services will be designed together with the target group. In the implementation of the services, consideration will be given to those with a family, those who work, and those with a hectic everyday life.**

The responsible parties are the Leisure services, the Education and teaching services, the Employment services, and the Immigrant services.

The indicator is the number of services designed in together with foreign-language speakers.

## **5.7. Safety**

The experience of safety in daily life is an important factor in health and wellbeing. Experiences of insecurity can, among other things, weaken the perceived health, confidence and the sense of belonging, as well as limit an individual's freedom of movement, thereby weakening their social interaction and physical activity. A sense of security can also be undermined by experiences of discrimination and everyday violence. Experiences of discrimination are individual assessments and feelings of being treated unfairly. Subjective experiences of discrimination can be very powerful and harmful to the individual, even when they do not meet the legal definition of discrimination. Discrimination on grounds of ethnic origin has been estimated as the most common ground for discrimination both in Finland and more widely in the European Union.

In the survey on the wellbeing of foreign-language speakers, 87% of respondents felt that their living environment was safe. 41% of the respondents had experienced discrimination or racism. 46% of the respondents feared discrimination or racism. More than a quarter of respondents (27.3%) were afraid of discrimination/racism and because of that, had to be careful when moving around. A fifth of respondents felt that discrimination or racism had affected their health. Only 6% had received help

for the discrimination or racism they had experienced.

### 5.7.1. Reducing racism

The City of Helsinki organised anti-racism training in the field of education and training. The trainings covered language awareness, the recognition of competences acquired abroad, and how to tackle racism. There were 15 530 training sessions. The training was provided tailored to all personnel groups at different levels of education and the participation was compulsory. The aim was to learn how to deal with racist situations, which people may not even have been aware of. The training received good feedback and the content was generally considered to be very important. The first anti-racist seminar in the city of Turku was held in the Turku City Library in autumn 2022.

**Training will be organised for city staff to reduce unconscious racism. Training for accepting diversity in day care and schools will be intensified. Turku will participate as a pilot city in a government campaign to improve ethnic relations.**

The responsible parties are the Personnel services, the Immigrant services, and all city services.

Indicator: More than 50% of the city personnel participates in the training.

### 5.7.2. Reducing security risks in residential areas

At its worst, segregation in residential areas can lead to a variety of problems.

**The municipal support networks will be strengthened in immigrant-dominated neighbourhoods through positive discrimination in schools and day care and through youth activities based on young people's needs.**

The responsible party is the Spearhead project on the balanced development of communality, wellbeing and residential areas in cooperation with the city's Security and risk management unit and the Youth services.

Indicators: The number of crimes committed in immigrant-dominated neighbourhoods has decreased.

### 5.7.3. Reducing domestic violence

Families who are less competent in local languages and who are excluded from the Finnish society live in a conflict between different cultures and do not always recognise the Finnish society's zero tolerance for domestic violence. This can manifest itself as physical or psychological subjugation of family members. Domestic violence is taboo in many cultures.

**We will provide multilingual information on equality in Finnish society, on zero tolerance for domestic violence, and on support networks for victims and potential victims of violence through foreign-language communities and religious groups, guidance and counselling services, schools and other direct communication channels, and through strengthening the**

### **support networks with the third sector.**

The responsible parties are the Spearhead project on the balanced development of communality, wellbeing and residential areas, the Education and teaching services, the Youth services, and the Immigrant services.

Indicator: Functional support networks.

## **5.8. Voice in society and the environment**

Voice is an important tool to bring about changes in our city and to involve all citizens. Listening to foreign-language speakers is a way to promote their integration.

Social activity and participation can be seen as one aspect of social capital. Social capital generally refers to social networks between people, characterised by participation, trust and reciprocity, as well as shared norms and values. Political participation is one form of civic engagement, and its most common manifestation is voting. Voter turnout for people of foreign origin is significantly lower than the official turnout for the country as a whole. According to previous studies, other factors influencing voting behaviour include gender (women are less likely to vote than men) and socio-economic status (the better-off are more likely to vote). One third of the respondents to the immigrants' wellbeing survey had voted in previous municipal elections and two out of three had not voted. 39% of respondents followed Finnish politics and current affairs through the media on a daily basis, 29% on a weekly basis, and almost a quarter did not follow current affairs at all. 50% of respondents followed their own country's affairs daily, 25% weekly, and 17% less than once a month or never.

Environmental issues were combined with the section Voice in society. The state of the environment is something that can be influenced by and influencing requires everyone to be heard.

### **5.8.1. Consultation of immigrants**

Not all immigrants are able to participate in society in the language they have learned.

**Immigrants will also be consulted in their own language about the development of their residential areas by organising related regional events together with third and fourth sector actors in the area. Student community activities will also be organised as part of integration training and ways of contributing to Finnish society are discussed. Open, multidisciplinary, and multicultural communication will be supported. Information will be provided in the immigrants' own languages and in Easy Finnish. This can be done, for example, by using shared platforms where work can also be done not simultaneously. There could also be physical spaces (rooms or noticeboards) where people can contribute ideas on different topics, for example on the development of the area.**

Responsible parties: the Spearhead projects, the Immigrant services, the Communications, the Environmental services, and educational institutions.

The indicator is the number of events organised.

### 5.8.2. Closer cooperation between organisations

Cooperation with and between migrant organisations is casual. Information on associations has not been collected in one place.

The fourth sector's informal networks are a good channel for spreading information, but at worst the information spread through these networks can be wrong or even harmful.

**An informative city-wide register of multicultural actors, immigrant associations, and voluntary organisations will be created. The register will be used for identifying networks, organising meetings and events, in cooperation and communication to promote integration, and for consultations with foreign-language speakers.**

Responsible party is the Immigrant services (coordinator of immigration work) in cooperation with the Multicultural Council.

The indicator is the creation of a comprehensive register.

### 5.8.3. Cultural library experiment

**Together with associations, an opportunity to discuss with people from different cultural backgrounds will be organised in branch libraries for the residents in the area. **Turku politicians and official will also be selected to discuss with these people.****

Responsible parties: The Library services and the Immigrant services.

Indicator: Implementation of the experiment.

### 5.8.4. Information on environmental issues in several languages

Not all immigrants and foreign-language speakers are familiar with sorting and other matters related to environmental protection, although according to the wellbeing survey for foreign-language speakers in Turku, many of them participate in waste sorting.

**A multilingual communication campaign, available also in Easy Finnish, on waste sorting and other ways to contribute to our shared environment will be carried out in cooperation with Lounais-Suomen jätehuolto and the foreign-language residents. The residents of foreign-language-dominated areas are the campaign's target audience. The communications will be combined with events and other means of activation, as well as participation through schools.**

Responsible parties are the Urban environment services in cooperation with Lounais-Suomen jätehuolto, the city's climate projects, the Education and teaching services, and the Immigrant services.

The indicator is the feedback received by the campaign and its effectiveness.

## The story of an immigrant family

### Coming to Finland

Alex moved to Finland in 2019 after finding work as a software developer. Originally he is from Russia, but Alex moved to South Korea to gain work experience in the software industry. Alex moved to Finland with his wife and two children. The decision to move was influenced by the security situation in Finland, the advanced society, and good educational opportunities for the family's children.

### Organising the children's day care

Alex's spouse, Mary, is an optical field researcher with a long work experience from an international IT company. Mary was eager to start looking for a job in Finland, but she had to stay home to look after the children, until they have a place in day care. The application process was long, as the application for day care must be submitted to the City of Turku at least four months before the family needs a place in day care for the children.

### The spouse's job search

After the children began in day care, Mary continued her job search. Her previous job description had been quite specific, and despite her special expertise and strong work experience, she could not find work in Turku for two years. The labour market situation in Finland and especially in Turku is such that there are few jobs for optical field researchers. The international companies operating in Finland usually have their optical research departments in another country.

Mary has been an active user of the TE services, improved her CV, written applications, received career guidance, and participated in recruitment events. None of these, however, have brought any results. Now she is ready to move to another field, for example IT. However, she does not have a clear vision about what steps she would need to find work, what still need to be learned and which field could offer her employment. Mary would also like to make use of her current skills, which is why she continues to look for jobs that correspond with her skills.

### Learning the language

In addition to job-seeking, Mary studies Finnish in an intensive course. She pays for the studies herself, as the publicly funded courses have been full. On the other hand, the TE Office wants her to focus entirely on job search. Mary is not satisfied with this because there are not enough suitable places in the labour market, and in any case she needs good Finnish skills. After studying Finnish for two years, she has achieved a good average skill level but feels that this level is still not enough to find a job. She cannot compete with Finns for jobs where a good level of Finnish is a mandatory requirement.

### Summary

Already for three years now, the income of this highly educated family has been dependent of Alex's salary. Mary receives labour market subsidy, but the small amount of the subsidy does not affect the family's livelihood much. However, since Alex has a good median salary, the family's standard of living is good.

Because of her unemployment, Mary feels depressed and unhappy. Self-realisation through work is important for her mental wellbeing. The current malaise also affects her husband so that the continuation of her unemployment may lead to the family leaving Finland. One solution to the unemployment of immigrant spouses in Turku could be a city's programme, which focuses on the integration and employment of spouses.

