

GOVERNMENT'S ANALYSIS,
ASSESSMENT AND RESEARCH ACTIVITIES

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Immigrants in the Innovation Economy – Lessons from Austria, Canada, Denmark and the Netherlands

January 2018

Publication series of
the Government's analysis,
assessment and research
activities 1/2018

DESCRIPTION

Publisher and release date	Prime Minister's Office, 15.1.2018		
Authors	Rilla Nina, Deschryvere Matthias, Oksanen Juha, Raunio Mika, van der Have Robert		
Title of publication	Immigrants in the Innovation Economy – Lessons from Austria, Canada, Denmark and the Netherlands		
Name of series and number of publication	Publications of the Government's analysis, assessment and research activities 1/2018		
Keywords	international talent, internationalisation, innovation economy, immigrants		
Other parts of publication/ other produced versions	2018; Kansainväliset osaajat innovaatiotalouden voimavarana, Policy brief		
Release date	January, 2018	Pages 53	Language English

Abstract

This report reviews good practices in linking international talent into the innovation economy and covers four benchmark countries: Austria, Canada, Denmark and the Netherlands. The identified good practices are often characterised by governance models that have been developed based on the stakeholder and market needs. Often, the good practices have originated from a bottom-up approach and are carried forward by multiple stakeholders. While piloting activities is a good approach for a quick testing, successful approaches need a long-term funding base to be able to focus on content. Based on the findings of the review, we suggest to firmly integrate international talent into the Finnish innovation economy by: 1) Ensuring an enduring shared vision on international talent attraction and long-term design of actions; 2) Creating a commonly adopted strategic intent for international talent; and 3) Designing and implementing new actions for integrating international talent systemically and with continuity. Matching these three steps with three previously identified challenges, the report presents nine recommendations for action that implement the steps and address current challenges for integration of international talent.

This publication is part of the implementation of the Government Plan for Analysis, Assessment and Research for 2017 (tietokayttoon.fi/en).

The content is the responsibility of the producers of the information and does not necessarily represent the view of the Government.

KUVAILULEHTI

Julkaisija ja julkaisu-aika	Valtioneuvoston kanslia, 15.1.2018		
Tekijät	Rilla Nina, Deschryvere Matthias, Oksanen Juha, Raunio Mika, van der Have Robert		
Julkaisun nimi	Maahanmuuttajat innovaatiotaloudessa - oppeja Itävallasta, Kanadasta, Tanskasta ja Hollannista		
Julkaisusarjann nimi ja numero	Valtioneuvoston selvitys- ja tutkimustoiminnan julkaisusarja 1/2018		
Asiasanat	kansainvälinen osaaja, kansainvälistyminen, innovaatiotalous, maahanmuuttaja		
Julkaisun osat/ muut tuotetut versiot	2018; Kansainväliset osaajat innovaatiotalouden voimavarana, Policy brief		
Julkaisu-aika	Tammikuu, 2018	Sivuja 53	Kieli Englanti

Tiivistelmä

Tämä raportti tarkastelee hyviä käytäntöjä kansainvälisten osaajien yhdistämiseksi innovaatiotalouteen neljässä vertailumaassa: Itävallassa, Kanadassa, Tanskassa ja Hollannissa. Tunnistettujen parhaiden käytäntöjen hallinnointi on usein kehitetty sidosryhmä- ja markkinalähtöisesti. Hyvät käytännöt ovat alhaalta-ylöspäin lähtöisiä ja niitä on viety eteenpäin useiden sidosryhmien yhteistyössä. Pilotointi on hyvä tapa nopeaan testaamiseen, mutta menestyvät käytännöt tarvitsevat pitkäjähtäimen rahoitusta voidakseen keskittyä sisällön kehittämiseen. Kansainvälisten osaajien integroimiseksi suomalaiseen innovaatiotalouteen ehdotamme, että valtionhallinnossa: 1) Varmistetaan kestävä jaettu visio kansainvälisten osaajien houkutteluun ja pitkäjähtäimen toimeenpanosuunnitelma; 2) Selkeytetään ja valtavirtaistetaan yhteistä strategista tahtotilaa kansainvälisille osaajille; 3) Kehitetään uusia ratkaisuja ja toimenpiteitä kansainvälisten osaajien systemiseen ja kestäväan integroimiseen. Sovittamalla nämä kolme askelta kolmeen aiemmin tunnistettuun haasteeseen, raportti tarjoaa yhdeksän toimenpidettä, joiden avulla voidaan tarttua tunnistettuihin haasteisiin kansainvälisten osaajien integroimiseksi.

Tämä julkaisu on toteutettu osana valtioneuvoston vuoden 2017 selvitys- ja tutkimussuunnitelman toimeenpanoa (www.tietokayttoon.fi).

Julkaisun sisällöstä vastaavat tiedon tuottajat, eikä tekstisisältö välttämättä edusta valtioneuvoston näkemystä.

PRESENTATIONSBLAD

Utgivare & utgivningsdatum	Statsrådets kansli, 15.1.2018		
Författare	Rilla Nina, Deschryvere Matthias, Oksanen Juha, Raunio Mika, van der Have Robert		
Publikationens namn	Invandrare i innovation ekonomi - Inlärnings av Österrike, Kanada, Danmark och Nederländerna		
Publikationsseriens namn och nummer	Publikationsserie för statsrådets utrednings- och forskningsverksamhet 1/2018		
Nyckelord	internationell talang, internationalisering, innovation ekonomi, invandrare		
Publikationens delar /andra producerade versioner	2018; Kansainvälistet osaaajat innovaatiotalouden voimavarana, Policy brief		
Utgivningsdatum	Januari, 2018	Sidantal 53	Språk Engelska

Sammandrag

I denna rapport granskas god praxis för att sammanbinda internationell talang till innovationsekonomin och omfattar fyra jämförelseländer: Österrike, Kanada, Danmark och Nederländerna. De identifierade goda praxiserna präglas ofta av styrningsmodeller som har utvecklats utifrån intressenternas och marknadens behov. De goda praxiserna har ofta sitt ursprung i en "bottom-up"-strategi och förs vidare av flera intressenter. Medan pilotaktiviteter är ett bra tillvägagångssätt för snabb testning behöver framgångsrika strategier en långsiktig finansieringsbas för att kunna fokusera på innehåll. Baserat på resultaten av genomgången föreslår vi att vi integrerar internationell talang i finländsk innovationsekonomi genom att 1) Säkerställa en varaktig gemensam vision om internationell talangattraktion och långsiktig utformning av åtgärder; 2) Skapa ett allmänt antaget strategiskt syfte för internationella talanger; och 3) Utforma och genomföra nya åtgärder för att systematiskt och kontinuerligt integrera internationella talanger. Matchande dessa tre steg med tre tidigare identifierade utmaningar, presenterar rapporten nio rekommendationer för åtgärder som implementerar stegen och tar itu med nuvarande utmaningar för integration av internationella talanger.

Den här publikation är en del i genomförandet av statsrådets utrednings- och forskningsplan för 2017 (tietokayttoon.fi/sv).

De som producerar informationen ansvarar för innehållet i publikationen. Textinnehållet återspeglar inte nödvändigtvis statsrådets ståndpunkt



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Executive summary

This study reviews good practices in linking international talent into the innovation economy and covers four benchmark countries: Austria, Canada, Denmark and the Netherlands. Findings show that Finland is well on-board with these countries in designing practices to attract and integrate international talent into business and innovation ecosystems. In many respects, in Finland the requirements of business life such as innovation ecosystems and internationalisation are well incorporated in the design of company practices compared to other reviewed countries. While some countries focus on attracting foreign start-ups, others focus on being attractive for foreign students but hardly any nation can offer attractive opportunities for all international talent groups simultaneously.

It is apparent that the most active actors are cities, and some Finnish cities and regions (e.g. Turku, Tampere and capital region) have accumulated competences in setting-up new incentives and instruments to involve international talent in regional business life. However, the review also indicates that incorporation of international talent is a complex issue to address and regions as well as nations need to make choices in this regard.

The study found the Finnish Talent Boost -action programme is an advantageous crosscutting initiative in public administration. It collects multiple ministries to reach international talents in particular in the Finnish business life and in the innovation economy in general. The programme aims to provide solutions for complex and multidimensional issues of talent attraction and integration in the business life and society. This complexity implies that there is a need for tighter cooperation between various administrative sectors for parallel initiatives succeed optimally. Due to the complexity of inclusion of international talent in the innovation economy, simultaneous systemic changes are necessary.

Based on the findings of the review, we suggest to firmly integrate international talent into the Finnish innovation economy by:

- (1) Ensuring a long-term shared vision in international talent attraction and integration;
- (2) Creating a strategic intent¹ for international talent; and
- (3) Addressing international talent as systemic change.

Towards the future Finland should be prepared to address some key global trends that have started to shape the global talent agenda. Firstly, as big cities can become the victim of their own success due to soaring house prices, smaller and less expensive agile cities will start doing better on talent attraction and retention. The role of how the housing market is set up and functions is a key pillar for talent attraction and retention policy. Secondly, as the demand for talent will keep on rising one can expect more competition between, cities, regions and countries. For smaller countries, it is therefore key to intensify cooperation, as they will not be able to solve this talent gap alone. Thirdly and most importantly, a paradigm shift from talent attraction towards 'talent streaming' is in the make driven by the digitalization of states and the digitalization of residency of people and companies. We encourage Finland to shift from

¹ By Strategic Intent, we mean the long-term directional vision, upholding a competitive motivation, that empowers the ministries and other public bodies to channel resources into and experiment for unified long-term goals and targets.

a reactive to a pro-active attitude towards international talent attraction and integration and to swiftly pilot and implement new practices of co-creation between different stakeholders and talent groups. If innovation will not happen in Finland, it will happen elsewhere.

1. INTRODUCTION

1.1 International talent in innovation economy

Who is an international talent?

International talent is a highly skilled immigrant or a Finnish returnee who has gained international experience, know-how and networks that can add value in business life. In this context the international expertise and the value added this expertise offers to companies is more relevant than reasons to arrive in a country or persons' labour market status.

Therefore, international talent can be a foreign student, a researcher, a spouse of an international expert, a work-related immigrant, a person who enters country with humanitarian reasons, or a Finnish returnee (source: TEM). In this report, we look at international talent in its entirety, and do not make a difference between the different groups of international talent. Given that our primary focus was to study practices at the company level, meaning how international talent is integrated into business life and innovation ecosystems, the international graduates or international academics are not in a direct focus of this study. We concentrated on professionals.

Immigration of international talents in Finland

Immigration in Finland has a sharply increasing trend since the early 1990s (Figure 1). The amount of foreign language speakers in 2016 reached 350 000. The share of people with foreign background in Finland's population has risen from an exceptionally tiny 0.8% in 1990 to 5.9% in 2014. In 2014 there were 241,000 people aged 15 to 64, living permanently in Finland, whose both parents were born abroad. The 2014 survey on work and well-being among persons of foreign origin (Statistics Finland, 2015) gives us some detailed data on education levels - a proxy often used for skill levels - of the migrant population. For example, according to the UTH survey², 40 per cent of the persons aged 25 to 54 with foreign background living in Finland had completed a tertiary level qualification, which is more or less the same share as in the same-age population with Finnish background (44%).

In terms of migration dynamics, the pick-up in migration flows into but also out of Finland reflects an intensified globalisation process. While available recent data series access can be improved, unique skilled migration balance figures for the period 1990 to 2010 actually show that Finland has both been losing skilled males and especially females over the entire period of observation (Pekkala-Kerr et al., 2016). As a highly skilled diverse labour force is crucial for the innovation and growth performance of an economy (Hunt & Gauthier-Loiselle, 2010), these Finnish brain drain figures point out the importance for an active talent attraction and retaining strategy.

² Survey on work and well-being among persons of foreign origin

Foreign population in Finland 1991-2016

Source: Statistics Finland/Kototietokanta

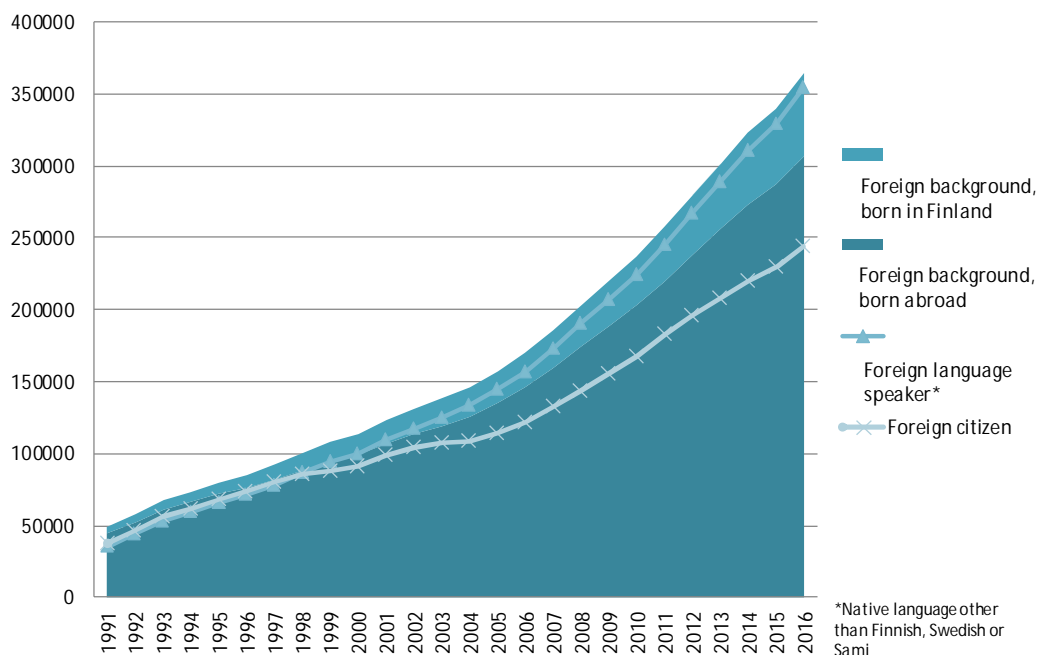


Figure 1. Foreign population in Finland 1991-2016

In terms of economic migration, roughly four phases may be recognized in recent immigration discussion in Finland. At the first phase in the early 1990s, the immigration policy discussion was strongly social policy-based and focused on refugees and asylum seekers. More economic and innovation policy oriented tones emerged in the early 2000s when mainly the internationalisation of Nokia brought up the question concerning the need to attract highly skilled professionals (e.g. Forsander et al., 2002; Raunio, 2005), but still not many government actions were taken. This may be considered the second phase. The third phase may be seen when actual Government migration policy programme (Ministry of Labour, 2006) and related Action plan on Labor migration (Ministry of the Interior, 2009) provided the official frames for the new Finnish policy approach with strong emphasis on labour migration. Numerous regionally oriented development projects (e.g. European Social Fund supported projects) were conducted to implement the policy goals and to develop related services for labour migrants and their families. The latest phase may be seen in a current policy design that started after the global economic crisis when economy started to recover and start-up oriented ecosystems emerged. During this phase, students and labour-based immigrants were the main annual immigration groups. Until 2015, these economic migration flows were accompanied by the historically high influx of refugees from crisis zones. These developments provided a new context also for the Finnish economic immigration policy (e.g. Raunio, 2015).

A Talent Boost -initiative may be seen as the most recent effort to implement economic oriented immigration policy in Finland. Current policy design has advanced significantly as the ministries from immigration and economic development fields have engaged in serious co-operation and co-design in policymaking. Importantly, also regional capabilities developed over the years to tackle with these co-design challenges – including international business environments and their communities. Regions have announced to be a part of the national

policy implementation and hopefully they acquire strong and long-term support from national level policymaking also in the future in the spirit of the Talent Boost -initiative.

1.2 Innovation economy

Finland's economy experienced a strong innovation-driven development phase in the 1990s and first years of the new millennium. In international comparisons, the country was listed among the most competitive economies, excelling especially in R&D and innovation investments, level of education and training of work force (competence development), institutional environment and infrastructure. The strengths identified in the Finnish society did not emerge overnight but developed over a longer period – education has been valued highly as a source of future welfare both at individual and societal levels. The history shows also that people in Finland are inventive; there is a deeply rooted interest in developing solutions to encountered problems. These intangible factors combined with significance of foreign trade for Finland as a small country has created preconditions for success of Finnish businesses on global market in recent decades.

However, international competition has become tougher on a global scale. Emerging and developing economies are vigorously investing in education and striving to develop their capacity to innovate by increasing and upgrading their knowledge and talent base. Simultaneously importance of the developing economies as a final market for products and services has been growing markedly. Coupled with major advances in information and communication technology are triggering in economic activity and organisation of work, the drivers of competitiveness are in move. We are witnessing a new kind of global innovation economy, which is driven by ideas and ecosystems conducive for creation of added value.

In the context of global innovation economy, it is essential to look at how information is transformed into value-creating processes. Novel ideas are seen to be most efficiently created in ecosystems of innovation that adapt and react to changes. In this context, skills, knowledge and know-how of individuals form a central engine of value creation.

Science, industry or innovation policies alone are no longer seen sufficient to facilitate conditions for innovation activity, but current policymaking seeks for inclusive approach (Raunio, 2015) that emphasises the inclusion of different kinds of groups (e.g. immigrants, students, communities, organisations etc.) to learning and innovation processes. Within this context, innovation is understood as broad concept, including social, organisational and service innovation besides to tangible technologies or products (OECD, 2005). In turn, resource deficits in innovation, whether capital or skills are a common challenge in many levels of national economies. Especially in nations like Finland in which high-technology industries are an important pillar in the economy, attracting best possible global resources is not only important task but also a necessity to address in policymaking. According to Raunio (2015), one of the under-exploited groups of innovation resource are international talent. To exploit the talent of these people to create value added in the economy and society, is one of the central issues to address but cannot be tackled with innovation policy alone but needs to be integrated for instance to immigration, entrepreneurship and education policies.

In the context of internationalisation, we often limit our perspective only to activities (like company exports) heading out of national economy and, with the exception of FDI (Foreign Direct Investments), neglect the activities to attract resources inward (like intellectual capital and skilled labour). Nevertheless, both are equally important in a developed, global innovation

economy. In fact, we should pay more attention to what internationalising means in the different levels of society and economy, and what does this mean to the (eco)system in which actors and activities are embedded. We should not only focus on companies and their needs, but pay attention to ‘soft issues’ including local and regional networks, culture and factors affecting the quality of life which are linked to the vitality of communities (and ecosystems) attracting both domestic and international talents. Ultimately, despite of impression that everything is becoming virtual, physical location/place continue to matter because people matter. Talented and creative people are attracted by environments encouraging and supporting realisation of ideas, such as ecosystems.

These changes in the competitive landscape globally have important effect on comparative advantage of Finland and companies locating in the country in future. While high level of education, knowhow and technological advances continue to be necessary elements of Finland's competitiveness, it is becoming harder to gain differentiating edge in international competition through the traditional strengths of the country only. There is required enhanced ability to interconnect globally, sensitivity to local conditions in different market environments and flexibility to combine variety of inputs in innovation. Wider global pool of knowledge and talent opens new opportunities to diversify and strengthen innovation-driven economy in Finland – provided that we manage to attract and retain increasingly mobile talents across the world (Figure 2).

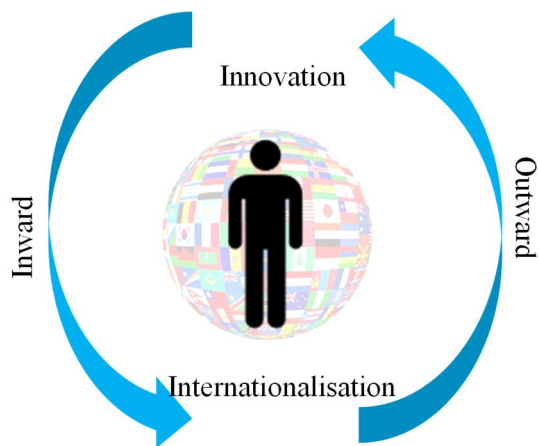


Figure 2. Framework of study

The innovation economy is a relevant term in the context of immigration as the goal is to not only attract highly skilled labour or “talent”, but also foster the development of environments and ecosystems where these global knowledge holders are able to deploy and utilise their knowledge towards actual value creation.

1.3 Implementation of the study

The study concentrated on four benchmark countries, namely Austria, Canada, Denmark and the Netherlands, and the objective was to review good practices of international talent integration in a particular part of innovation economy, namely business life, in national contexts. The selection of countries was made in cooperation with steering group members in the first project meeting to ensure the best possible coverage of benchmark countries.

The selection was based on a decision to benchmark at least one Nordic country, so Denmark was chosen due to its similarity to Finnish economy and leading Nordic innovation system. Decision to include Netherlands was based on its' long migration history and pioneering position in migrant policy experimentation. Austria in turn allowed an interesting benchmark as a non-English speaking country and provided again a good benchmark to Finland in innovation policy context. The fourth benchmark country was selected among the non-European candidates. Canada, a country that holds a long immigration history was able to offer many lessons to be learned for European newcomer counterparts. See Table 1 for comparative statistics of immigration in the four benchmark countries and Finland.

Table 1. Comparative statistics of immigration

	International Migrant Stock (% of population) in 2015	Share of work related migration in 2014	Share of self-employed in the population of employed with foreign-citizenship 2015 (M/W)	Share of Exports (% of GDP) in 2016	Share of int'l students in tertiary education in 2013	Top 3 countries of immigration 2004-2013
the Netherlands (NLD)	11,7%	9,6%	17,0%/12,7%	81%	10%	Poland, Germany, UK
Canada (CAN)	21,8%	30,1%	n/a	31%	9%	China, India, Philippines
Denmark (DNK)	10,1%	14,3%	10,1%/6,2%	53%	10%	Poland, Germany, Romania
Austria (AUT)	17,5%	6,6%	9,2%/6,5%	52%	17%	Germany, Romania, Serbia
Finland (FIN)	5,7%	5,5%	13,6%/9,2%	35%	7%	Estonia, Russia, Sweden/China
Source	<i>World Bank/United Nations Population Division</i>	<i>OECD Migration report 2016</i>	<i>OECD.stat</i>	<i>OECD International Trade Statistics</i>	<i>OECD Migration report 2016</i>	<i>OECD Migration report 2016</i>

The study consisted of three phases. Phase 1 concentrated on reviewing the good practices to integrate international talent into business life in each of the four countries, whereas in phase 2, we collected information about national and regional governance of international talent and immigration related initiatives. In addition, to see how international talent and professional immigrants are addressed in decision-making, we reviewed national and regional strategies. In the last phase, we formulated recommendation of the study.

The main focus was to address practices that are related directly or indirectly to innovation activities and internationalisation of companies; therefore we concentrated mostly on finding company level initiatives. However, attraction and integration of international talent in business life is multifaceted phenomenon, so we created a multi-level framework that integrated

national, regional and city, community, company and individual (incl. innovative entrepreneurs) levels. Given that we found several practices aimed for community building, we added communities as additional category. This framework helped us to review and categorise identified practices, and address the entirety of international talent in innovation economy.

In the second phase, we reviewed multiple national, regional or city level strategies to see how international talent and immigrants are perceived in local decision-making. Our focus was again to find how international talent, if at all, is linked to companies' innovation and internationalisation. The reviewed strategy documents were limited to the most recent years, primarily 2016 and 2017. We also studied some of the most important local initiatives' governance structures to get information how different practices are funded and managed. Last task was to reflect the findings of phases 1 and 2 on Finnish context and formulate recommendations for international talent integration in the Finnish business life.

The report is organised in the following way. The main findings of this study are presented in the form of recommendations, which are summarised in Section 2. These suggestions base on the results of international benchmarks and offer ideas how international talent integration could be addressed in the Finnish innovation economy. Section 3 introduces four country reviews, and the next, Section 4, evaluates the main findings of international benchmark analyses and reflects those on the Finnish context. Last, Section 5 contextualises the recommendations more profoundly on the recent developments in Finland.

2. RECOMMENDATIONS

The Talent Boost -programme, coordinated by the Ministry of Economic Affairs and Employment, identifies three key challenges that should be addressed in Finland: (1) The underachievement in global talent attraction to strengthen internationalisation of the Finnish innovation system; (2) The untapped potential of international talents in companies' innovation and internationalisation, and (3) The secluded working life, innovation and business ecosystems that challenge international talent to adapt to opportunities.

To tackle these challenges, this study formulated three suggestions for Finnish policy-makers:

- I. To ensure incorporation of international talent in business life requires most importantly **a shared vision** and long-term design and implementation of actions. Currently, many of the practices in Finland are short-term projects, which do not ensure continuity.
- II. A creation and mainstreaming of **a common strategic intent** with sophisticated foresight tools and analysis of immigration flows for attracting and integrating international talent in the Finnish business life, as a roadmap, is seen highly important.
- III. Adoption of a systemic approach to integrating international talent in business life and innovation activities due to complexity and systemic nature of the developments. Different kinds of solutions for immigrant talent have been in use for some time already but they have not been integrated into the existing system as functional practices; therefore implementation should be addressed in **a systemic and continuous way** in Finland. By systemic, we mean an approach which encompasses orchestrated action across the public-private division, vertical integration across administrative levels

(national, regional, local), as well as horizontal integration across administrative sectors (e.g. economy and employment, education, interior and finance).

Taking these three steps will help to link Finland and its business and innovation ecosystems more profoundly with the mobile global talent pools. These recommended steps are formulated to meet the long-term vision proposed by the study team *“Finland has attractive, inclusive and sustainable innovation ecosystems that thrive from diversity”*. The aim is that immigrant talent is fully included in national ecosystems without a need to separate international from domestic talent. Instruments to integrate international talent into the business life are hence inclusive to all.

Figure 3 summarises the identified challenges, the proposed steps and structures nine recommendations for action.

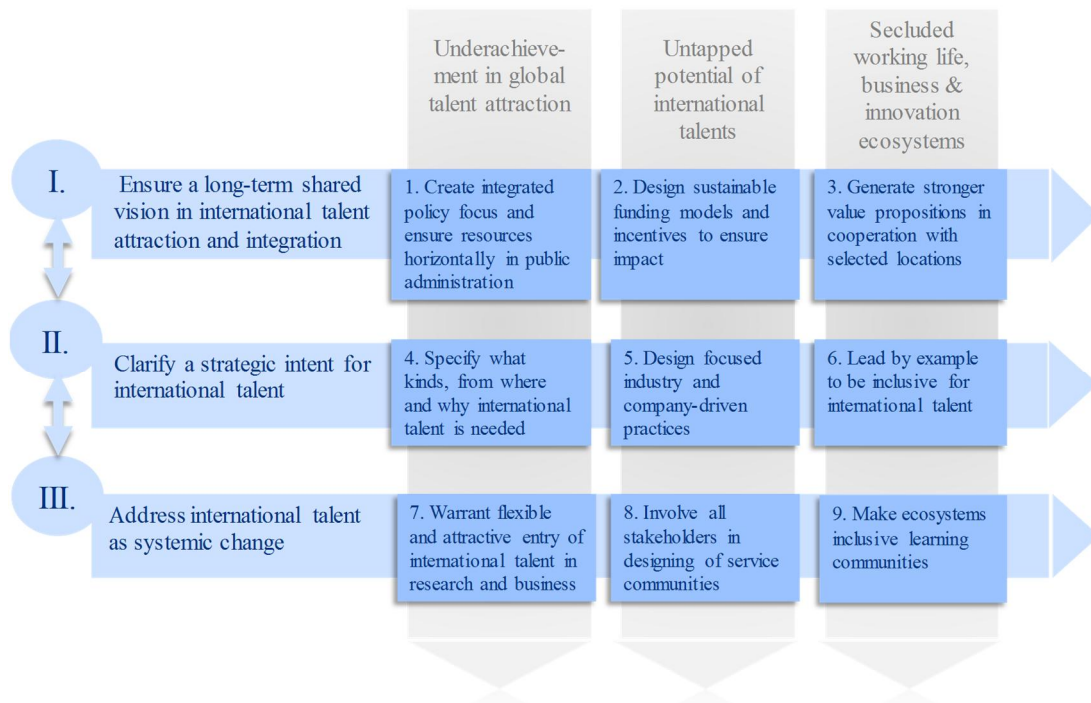


Figure 3. Recommendations for integrating international talent in Finnish business life and in innovation economy

This study of good practices from benchmark countries distilled nine recommendations for action:

1. **Create an integrated policy focus and ensure resources horizontally in public administration.**

In order to create an integrated policy focus, each relevant ministry (e.g. economy and employment, education, interior and finance) should have a designated civil servant and a defined budget for international talent issues and activities. It is important to make international talent as part of strategic and performance steering in different administrative sectors. In all

benchmark countries, coordination across administration seems to be a challenge and therefore Finland could develop this recommended action into a comparative advantage.

2. Design sustainable funding models and incentives to ensure impact.

To develop sustainable funding and business models and incentives to ensure continuation for promising projects and pilots is essential for demonstrating impact. Having all relevant public and private stakeholders on board and financially committed, assures a long-term vision and sustainable governance model. For instance, Copenhagen Capacity combines regional basic funding, competitive funding from foundations and the EU and private company funding, whereas Canada follows largely foundation-based models but has also extensive local and national grants backing many of the services. Donations from private companies are also prominent. Thus, this recommendation suggests that the government together with regional/local actors such as cities, and public as well as private funding sources explore possibilities to combine resources into sustainable programs or instruments.

3. Generate stronger value propositions in cooperation with selected locations.

To generate attractive opportunities for foreign talent and investors, Finnish ecosystems, actors and cities could engage and explore synergies in a longer-term cooperation with well-performing cities and regions (in Nordic and Baltic countries) to make innovation ecosystems more attractive for skilled individuals, companies and investors. Stronger cooperation between Finnish digital innovation hubs, competence centres and their Baltic and Nordic counterparts can make these platforms more attractive for top international talent.

4. Specify what kinds, from where and why international talent is needed.

An integrated strategic approach offering a framework for long-term skills and talent development and short-term skills and talent attraction needs will be highly beneficial. Such a framework can either be generic so that it aims to attract and develop a wide diversity of talent, or it can be more specific offering details on professions, skills, sectors and countries targeted. Having a strategic approach greatly benefits focusing of practices and actions on different administrative levels. A 'talent needs' framework addressing short-, medium-, and long-term time horizons should be jointly formulated by public (e.g. ministries of education and economy and employment) and private actors (e.g. industry/business associations). Such framework should support a strategic intent for international talent.

Currently, Finland lacks an international talent related strategic intent, which has been launched in all of the reviewed benchmark countries. Following the stricter model of a traditional immigration country like Canada, some EU-countries such as the Netherlands, Denmark (in 2008) and finally Austria (in 2011) introduced a points-system for immigrant talent intake. Finland should design its own talent needs approach, which bases on careful evaluation of different country models.

5. Design focused industry and company-driven practices.

Practices for integrating international talents should be co-created with industry and companies to better implement need-based incentives. Private actors should be actively involved by the public sector (e.g. cities and regions) to design new practices for integrating international talent.

Canadian TRIEC shows a good example of such company-driven design of integrating immigrant talent and has various practices for enhancing companies' capacity to employ international talent. In Denmark, the Confederation of Danish Industries has played an active role in advocating co-creation of practices such as mentoring and networking for a better integration of foreign talent. In the Netherlands, specific attention has been paid to the integration of graduates in company life, especially after the launch of the multi-stakeholder action plan. In Austria, the Federation of Economic Chamber is centrally involved in implementation of mentoring programme for migrants.

6. Lead by example to be inclusive for international talent.

To show example requires to disseminate the good practice of inclusiveness not only in private sector but in the public administration as well. In particular, inclusiveness can be promoted by hiring employees with international backgrounds also in public organisations, thereby incorporating international perspectives. This method empowers international talent to co-design practices aimed for them.

Canada promotes inclusiveness and diversity in public and non-profit sectors via DiverseCity onBoard initiative. Diversity management in private employers is, in turn, emphasised, for instance in Austrian DiversCity Prize initiative and in Canada within Hire Immigrants Ottawa (HIO) services.

7. Warrant flexible and attractive entry of international talent in research and business.

New innovative entry requirements are essential for international talent to be able to use attractive opportunities. To ensure internationalisation of innovation activities, in turn, requires ensuring attractive opportunities, such as attractive and inclusive career openings, for international academic top talent.

Denmark and Canada, for instance, lure for professional (managerial) talent and discusses scale-up visas, whereas Austria has, in order to promote science and research, launched a funding scheme for international post-docs to establish a research group in Vienna.

8. Involve all stakeholders in designing of service communities.

Include all services for international talent into one platform and develop it into a service community. For interacting and recognising potential of international talent, both physical and web-based service communities inclusive to employers, immigrant talent and public administration should be set up.

For instance, in Canada TRIEC provides multitude of services for different stakeholder groups on-line (such as employers' training services, networking for immigrants, public awareness raising), as does Copenhagen Capacity in Denmark. The capital of the Netherlands brings expats and companies together in initiative called IN Amsterdam.

9. Make ecosystems inclusive learning communities.

To ensure learning, ecosystems built around service communities should be orchestrated bottom-up by existing international talent and immigrants and thus allowing the development of ecosystems and communities by those benefitting the most. Special attention should be paid to the insights of Finnish returnees, whose competence is arguably not fully utilised. They

can contribute to better service models benefitting the entire innovation system via increased international experience and insights.

3. COUNTRY REVIEWS OF INTERNATIONAL TALENT INTEGRATION

3.1 Good practices in Austria

Immigration in Austria

Austria has a long experience in immigration, which shows in high share of foreign-born people of the total population. Because of its location in the heart of the Europe, Austria has historically been a bridge between the east and the west as well as between the south and the north. After the World War II and during the cold-war era, Austria was a transit country via which hundreds of thousands emigrants from Eastern European countries continued to Western Europe and particularly to overseas. The minority of them stayed in Austria. More recently, Austria was one of the most affected EU countries as migrants and refugees crossed into Europe in 2015; number of asylum seekers in proportion to its population was the third highest in Austria after Hungary and Sweden.

The modern history of (work related) immigration in Austria goes back to the 1960s. In the beginning of decade people with foreign nationality represented only around 1.4% (slightly over 100,000 inhabitants) of the population. The share of foreign citizens living in Austria increased however noticeably by the mid-1970s, not least because of bilateral agreements enabling recruitment of temporary workers from abroad. Austria was following the guest worker (*Gastarbeiter*) model adopted earlier in Germany and Switzerland. The model was not drafted to attract the well-educated immigrants but rather as a response to changes in economy and employment structure resulting in demand for the low skilled labour, especially in industry and manufacturing.

A majority of the immigrants to Austria during the first migration flow came from former Yugoslavia and Turkey. Family members started to immigrate to Austria in the beginning of 1970's as the first incomers decided to stay and there was growing demand for female migrants in service sector and in textile industry. The guest worker scheme was abolished by 1973, the share of migrants had increased to 4.1% of the population. The second wave of immigration to Austria took place in the early 1990's in aftermath of fall of communist regimes in Eastern Europe and disintegration of neighbouring Yugoslavia. During this period, the share of foreign citizens rose above 8% but also the structure of population with migrant background in Austria started to change as educational level of new immigrants was higher than before, and number of female immigrants increased. Since the turn of the century, the number of foreign nationals living in Austria has continued to grow. (Böse et al., 2015; Statistik Austria, 2016)

In 2016, on average around 22% (1.9 million people) of the Austrian population were the first or the second generation immigrants (i.e. both parents born abroad). The majority of them do not have an Austrian citizenship as in the beginning of 2017 there were 15.3% (1.3 million

people) of foreign nationals living in Austria. About half of the immigrants with foreign citizenship were citizens of the EU and EFTA countries and another half of third countries. Germans (13.5% of foreign citizens) form the largest immigrant group in Austria followed by Serbians and Turkish people. (Statistik Austria, 2017).

The EU's enlargements in 2004 and 2007 have played a significant role for easing the migration from the new member states in Central and Eastern Europe (CEE-countries). Austria, and particularly Vienna and regions around, have tightly interwoven economic and business connections with CEE-countries and there are evidence that proportion of the highly qualified migrants from neighbouring countries is above the average. (Statistik Austria, 2016; Nadvijan, 2013)

Regarding future talents, Austria has become a popular destination for international students. The share of international students enrolled in tertiary education in Austria has increased significantly in recent two decades and is nowadays the fourth highest in the OECD after Australia, New Zealand and the United Kingdom (OECD 2014). The country stands out especially in inward mobility at bachelor's and master's levels, whereas at doctoral level Austria's performance in attracting talents from abroad is closer to the OECD average - though still above it. Overwhelming majority of international students in Austria are from EU or EEA countries. About half of them are from Germany and Italy alone. Due to the immigration of students, the qualification level of the population with a migration background is in increase in Austria. (OECD, 2017)

However, the statistics reveal that retention of international students after graduation in Austria is not self-evident. German nationals studying in Austria seem to be a special case; while number of German students in Austrian educational institutions has risen sharply, they also tend to leave more often after graduation in comparison to students from other EU countries. At the master and doctorate levels, students from the non-EU countries show the highest tendency to leave Austria after completing a degree. (Ruttensteiner-Poller, 2017)

To summarise, the share of population with immigration background has increased markedly in Austria in the past 50 years and is today above OECD average. Despite of this, the idea of Austria as an immigration country has officially only recently gained ground. Simultaneously public and official discourse about migration has been changing and pointing out, more than previously, the economic benefit of diversity and skills of migrants for Austria and its economy (Nadvijan, 2013)

Good practices to integrate international talent

At national level, a major reform concerning work related talent immigration in Austria was implemented in 2011, when the Austrian federal government introduced a criteria-based immigration system in form of the **Red-White-Red Card** (RWR Card). This system was aimed for highly skilled third-country nationals arriving outside of the European Economic Area (i.e. non-EU, EFTA or Swiss nationals). The criteria-based scheme replaced a quota system applied since 1993. The goal of the introduction of RWR Card was to improve conditions for immigration and labour market integration of qualified workforce from the third countries. (Bittmann, 2013; OECD, 2014; European Migration Network, 2016)

Based on the personal and labour market criteria, the RWR Card facilitates immigration of the qualified third-country workers and their families in Austria. The RWR Card comprises a point system to determine eligibility of the applicant to receive the Card entitling residence and

working permit. The Card was originally issued for a period of twelve months and it permitted the holder for a fixed-term settlement and employment by a specified employer. In case a RWR card or a EU Blue Card holder have been employed 21 months during the preceding 24 months, there is possibility to apply for the Red-White-Red Card plus which entitles a third-country national to fixed-term settlement and unlimited labour market access. (Bittmann, 2013; Living and working in Austria at migration.gv.at)

The criteria-based system covers following sub-categories of qualified third-country nationals: very highly qualified workers (holders of degree from higher education institutions), skilled workers in shortage occupations (the list of occupations is updated annually), other key workers, graduates of Austrian universities and colleges of higher education, as well as self-employed key workers. The specified criteria and weighting between the items vary somewhat depending on the category the applicant belongs to, but include qualifications and skills (education), work experience according to qualification, language skills (German and English) and age. (ibid.)

The Austrian government has recently modified the RWR Card, and the changes came into force in the beginning of July 2017. The most significant amendments concern conditions and coverage of the card. The valid period of the Card was extended from 12 to 24 months. The third-country students' rights to work during their studies were improved, and the period of stay to search for an adequate work after graduation was extended from 6 to 12 months. In addition, a new 'Start-up Founders' category was introduced in the RWR Card. In effect, this is a start-up visa arrangement enabling entrepreneurs from the third countries to apply for the RWR Card, which initially can be awarded for two years. The applicants get bonus points from evidence of additional investment capital (€ 50,000 in minimum), admission to a business incubator or funding by start-up funding agency in Austria and age (up to 35 years).³

Mentoring for Migrant (see description in Box 1) programme presents a measure targeting those qualified immigrants who are living in Austria already. The programme implemented across the country has turned out to be a successful concept in supporting people, who have lived less than 10 years in the country, to integrate into Austrian labour market and career networks while also supporting internationalisation of Austrian companies. **GoAustria program** (see description in Box 4) is an example of national/federal level initiative designed to attract start-ups from outside of Europe to locate their activities in Austria, and thus strengthening the local business ecosystem and recognition of Austria as an attractive business location in Europe. **Vienna Start-up Package** (see description in Box 3) shows that there are similar kinds of interests in attracting foreign start-ups at city region level.

At local and regional levels, Vienna provides an example of active development of policies and measures for attracting the international talents and companies, facilitating integration of immigrants and promoting diversity as a building block of innovation and economic potential. These efforts reflect the city strategy to position Vienna as a "magnet for researchers and people with entrepreneurial drive". The City of Vienna together with the Vienna Science and Technology Fund (WWTF) initiated **Vienna Research Groups for Young Investigators** programme. The aim is to attract the promising young researchers with PhD from abroad by providing them support and financial means in building up their own research group in Vienna with a long-term perspective in a local research institution. The maximum funding sum available per a research group is currently 1.6 million euros for a period of six to eight years. The

³ The Federal Government's official information website on migration to Austria (migration.gv.at) contains a thorough introduction in German and English to the types of immigration, living and working in Austria and services available online including a points calculator helping to orientate regarding fulfilment of the requirements.

programme was launched in 2010, and up to 2016 13 young international researchers had established their research groups in Vienna. At regional level are also available services for families of the highly skilled people to ease their move to Austria. The **Dual Career Service Support** provided by WWTF in a larger Vienna area, and a network of universities, targets spouses of the incoming senior research staff (professors, postdocs and other highly qualified staff of research institutions) and provides them support in finding a suitable job in the region.

Expat Centre of Vienna Business Agency has a selection of services for international people planning to move or already living in the city. The activities include free individual consultation in multiple languages for expatriates and their families, an Expat Club with networking opportunities and a publication, the Expat Guide, providing useful information to take into account before and after arriving in Vienna. The Integration and Diversity division of the City of Vienna implements another service for the international migrants called **Start Wien**, which supports integration of new migrants by providing information, coaching, Vienna education booklet and Vienna language vouchers.

The Vienna Economic Chamber promotes and supports diversity in enterprise sector by granting a **DiversCity Prize** for the local companies, which perform outstandingly in diversity management, recognise diversity as an asset and have successfully incorporated diversity into their business model. The prize has been awarded every second year since 2010 in three categories; micro, small and medium sized as well as large companies. In addition, companies are awarded a special prize to highlight a preselected dimension of diversity management. In 2010 and 2014, the prize was awarded in the special category, called “Ethnic economies”. DiversCity Prize type of awards can be important drivers in dissemination of an open culture for diversity in the company sector (Vasilyev, 2014).

There are also instruments, such as **‘Together: Austria’** (Zusammen: Österreich) which promotes awareness raising on migration and integration more broadly in the society. The programme includes an initiative called **‘Integration Ambassadors’** in context of which well integrated, and often also publicly known, immigrants can be invited to schools to give a talk about their experiences in education and work. In addition, the programme has a learning platform to provide schools and teachers with instruction materials related to integration.

Overview of key strategies in Austria

A review of recent strategies focusing on future of business and innovation in Austria reveals that international talents’ importance is recognised particularly in relation to the following policy objectives; (1) making Austria an attractive location for R&D and innovation, (2) positioning Austria as internationally attractive location for business and start-ups, and (3) ensuring availability of qualified workforce in future.

The international talents’ perspective is embedded in strategies aiming to develop and establish Austria as an internationally attractive location for innovation and R&D. The Austrian Strategy for Science, Technology and Innovation (Bundesregierung Österreich, 2011) is explicit about global competition for the best minds and talents in which universities and non-university research institutions take part - the attractiveness of Austrian institutions determines the potential of Austria as a whole. To succeed, an interministerial working group (2013) calls, among others, for targeted expansion of human resource programmes, promotion of incoming mobility of researchers and removal of legal barriers as well as measures facilitating the integration of researchers in Austria. The question is not only about the talent attraction, though. The RTI strategy (2011) notes that existing human potential in Austria is under-utilized, and

there are identified shortcomings for example in the integration of migrants into the education and innovation system.

Another topic emerging from the strategies reviewed, concerns strengthening of conditions for business, start-up companies and investors in Austria. In this context, the attraction of foreign start-ups and investors to Austria is one of the key goals. In order to remain competitive location, Austria needs not only to create appropriate framework conditions but also a communication strategy positioning the country as an international hotspot for start-up entrepreneurs from abroad (The Land of Founders Strategy 2015⁴). AustrianStartups, which is a platform bringing together start-up entrepreneurs, published in 2017 a 'Startup Agenda'⁵ for the development of start-up ecosystem in the coming years. A main task, according to the agenda, is to position Austria as an international hub for start-ups. In order to success, one needs to develop ways to address international founders more actively than previously. As a way forward, the AustrianStartups recommends to set up a first-stop shop for location marketing. Currently, there are a number of initiatives run by public and private actors at national and regional levels but a unifying platform is missing. The City of Vienna's 'Innovative Vienna 2020' (Stadt Wien, 2015) strategy talks also about a need to raise Vienna's international profile as a start-up location and increase its attractiveness in the eyes of international entrepreneurs.

The third area in which the international talents get attention in the strategy documents, is an employment, meaning the availability of qualified workforce and needs of future labour market. The Federal Government's (Bundesregierung Österreich, 2013) programme defines the immigration of qualified and skilled workers and a culture of making migrants feel welcome, as one of the objectives related to the employment. The list of required actions is long and include a creation of an overall strategy with clear responsibility for skilled immigration, an evaluation and development of the RWR Card, a furthering of societal atmosphere in which migrants feel welcome and an integration of new immigrants into the labour market, to name a few.

In its roadmap for Austria as a business location 2015-2020, the Federal Economic Chamber WKO (2015) calls for an attractive overall strategy for skilled labour migration and integration. This effort should cover targeting of the high-calibre individuals, maintaining links with Austrians abroad, as well as actively using and simplifying the instrument of dual citizenship. The WKO report also reminds that it is important to develop a welcoming culture for immigrants in Austria and support immigrants' language learning at an early stage as a key to successful integration. Furthermore, the WKO roadmap emphasises that educational achievements abroad are recognised in an adequate manner. Overall, the importance of a welcoming culture and the support for integration of immigrants into Austrian society and labour market get attention in a number of the strategy documents reviewed.

⁴ Bundesministerium für Wissenschaft, Forschung und Wirtschaft (2015) Land der Gründer Auf dem Weg zum gründerfreundlichsten Land Europas. (The Land of Founders Strategy). Bundesministerium für Wissenschaft, Forschung und Wirtschaft, Wien.

⁵ AustrianStartups (2017) Austrian Startup Agenda. https://www.austrianstartups.com/wp-content/uploads/2017/09/Austrian_Startup_Agenda.pdf

Box 1. National level good practices, examples

Austria matches effectively migrants and mentors via Mentoring for Migrant Scheme

Mentoring for Migrant Scheme (Mentoring für MigrantInnen) is a joint initiative of the Austrian Integration Fund ÖIF, the Federal Economic Chamber (WKO), and the AMS job market service. The programme launched in 2008 matches experienced professionals from business community (mentors) and people with a migrant background (mentees). The aim is to support integration of qualified people with migration background in the Austrian labour market, to promote use of cultural diversity in companies to increase their competitive advantage and further the internationalisation of Austrian industry. The implementation takes place regionally at state (Land) level. The mentees apply for the scheme via AMS job market service, while the economic chambers at land level inform their member companies about the programme and collect applications for mentoring. Close attention is paid to the matching process in order to enable and ensure a successful mutual partnership between the mentee and the mentor. Of particular importance are professional aspects related for example to industry and training, geographical factors (e.g. companies' target markets, mentees' region of origin) and language skills.

The Mentoring for Migrant scheme has proved to be a well working concept. Since its establishment in 2008, the programme has matched more than 1,000 mentor-mentee pairs. An evaluation of the scheme (Neuwirth, 2015) showed that participating mentees were generally highly satisfied with it. According to the evaluation, there is a correlation between quality of the programme - understood as the matching of mentor and mentee, training offered for

preparation and clarity of roles in the mentoring process - and the perceived effectiveness of the programme. In separate surveys for the mentors, a clear majority have assessed participation in the mentoring process as beneficial for themselves. Many mentors have been interested in taking part in the programme in future as well. (<https://www.wko.at/site/Mentoring/MigrantInnen/en/english.html>)

Canadian 5-year pilot for attracting start-ups had a sluggish start

Canada launched a **Start-up Visa (SUV)** for entrepreneurs in 2013 as a 5-year pilot programme. Focus is on drawing international talent that is capable of launching innovative, high-value, job-generating businesses in Canada. The evaluation of applications is made by Venture Capital investors, Angel investors, and incubator or accelerator whose support is needed in the SUV application. After the support is granted, IRCC (Immigration, Refugees and Citizenship Canada) reviews the application to determine unconditional permanent residence.

The IRCC has received in 2013-2016 148 applications, and granted 79 permanent residences. Further, 13 of the applications were rejected. The entrepreneurs had launched in total 45 businesses (El-Assal, 2017a). These numbers are not what were expected for 3 years' impact; therefore the effectiveness of SUV has been heavily criticized. It has been proposed that low intake could be improved, e.g. adding more/other resources in assessing applications, improving matchmaking of investors and prospective immigrant entrepreneurs. The reality is that the angel investors receive 600+ applications per year from prospective immigrants that is unmanageable number to process. (<https://www.canada.ca/en/immigration-refugees-citizenship/services/immigrate-canada/start-visa.html>)

Fast-track scheme in Denmark

Since April 2015 foreign talents can apply for Danish residence and work permits under a new **Fast-track scheme**. Under the Fast-track scheme, Danish companies may be certified to bring foreign employees to Denmark on short notice without having to wait for their applications to be processed by the Danish authorities first. The Fast-track scheme offers employees the possibility of working alternately both in Denmark and abroad. A permit granted under the Fast-track scheme lasts for up to four years, depending on the employment contract governing the employee's stay in Denmark. (<https://en.kro-mannreumert.com/News/2015/05/Denmark-New-fast-track-scheme-for-foreign-employees>)

Make it in the Netherlands

Make it in the Netherlands was a nationwide programme (2013-2016) launched by several stakeholders (including the Ministry of Education, Culture and Science) as to be able to strengthen the ties between the Netherlands and international talent. Programme aimed to (1) make students feel welcome and start a career, (2) have as many foreign students as possible to stay in the country after they graduated, and ensure that all foreign students stay connected to the Netherlands after they graduated (SER, 2013a, 2013b).

3.2 Good practices in Canada

Immigration in Canada

In many respect Canada has been a model country in immigration which countries around the world benchmark. Canada has a long history in immigration, and was one of the first to launch a points system for immigrants in the 1960s already (El-Assal, 2017a). In the 1990s, Canada's immigration system adopted a human capital focused approach, which gradually resulted in a greater involvement of provincial governments and employers in the mid-2000s. This change in mind-set is today seen in the Canadian talent integration models, given that Canada has clearly transformed to design its practices from the companies' demand perspective, rather than merely taking care of the immigrants' needs.

In the 2010s, general Canadian policies were launched to emphasise the immigrant talent, especially to ease their entry to country. Emphasis on entrepreneurship, innovation and excellent research in Economic action plan in 2012 launched a five-year pilot **Start-Up Visa programme (SUV)** in 2013. A few years later immigrant investors' entry was improved when a Venture Capital pilot was launched. Canada's most recent national initiative to address international talent is 'Global Skills Strategy', which was launched in 2017. It concentrates on making it easier for Canadian businesses to attract the talent they need to succeed in the global marketplace. It has already resulted to several national level practices such as **The Global Talent Stream (GTS)**, which is a fast-track stream of the Temporary Foreign Worker Program (TFWP), or a **CanPrep**, which connects employers with the immigrant talent before they arrive in Canada. The impact of these initiatives is difficult to assess at this point given their recent launch, but 'Global Skills Strategy' will roll out various interesting practices in the talent attraction and integration that are worth to evaluate in the coming years.

The latest statistics from 2016 (Annual Report to Parliament on Immigration, 2017) show that a total of 867 admissions (323 principal applicants and 544 immediate family members) were processed through Federal Economic - Business Immigration programmes, which include immigrant investors, entrepreneurs, self-employed persons, and participants in the Start-up Visa Program. In this stream, females accounted for 30% of applicants while males accounted for 70%.

Canada attracts a lot of immigrant talent. For instance, the share of work related immigration in 2014 (Table 1 in Section 1.3) was some 30% compared to 5.5% in Finland. Given its long history, Canada is an informative source to study practices to attract, integrate and retain immigrant talent. In a recent report, El-Assal (2017a) points out that Canada is quite dependent on immigration. It is estimated that if Canada continues to welcome 0.82 per cent of its population in immigrants each year, its real GDP will grow by 1.8 per cent annually between 2016 and 2050. If immigration is absent, the figure will fall to 1.08 per cent. Lately, the IRCC (Immigration, Refugees and Citizenship Canada) announced that it seeks 340,000 new immigrants by 2020⁶.

⁶ Source: https://www.canada.ca/en/immigration-refugees-citizenship/news/notices/supplementary-immigration-levels-2018.html?_ga=2.152298105.116777251.1513081812-120757847.1493024950. Accessed 12.12.2017.

Good practices to integrate international talent

Due to the changes in the immigration, Canada focuses on finding effective means of matching employers and immigrant talent. They devote practices to raise awareness at the employer side to employ international talent, whereas talent attraction mechanisms are less prominent. Canada is highly advanced what comes to offering services to employers in the international talent integration. However, Canada has not yet solved the challenge of integrating international talent in companies although this challenge has been recognised and a vast amount of initiatives, such as matchmaking, mentoring and networking, are available for professional immigrants. Canadian employers may lack the tools and knowledge to create inclusive workplaces and there may be unconscious biases obstructing the immigrant employment cycle.

Given the size of Canada, the review of good practices concentrated largely on Ontario and greater Toronto area (GTA). Nearly 50 per cent of the population in GTA is foreign born. Due to the large immigrant population, the area has experience in attracting, integrating and retaining international talent, and hence offers good lessons to learn.

Canada has developed practices to integrate international talent into the business life systematically for different actor groups. In addition to many national level practices for talented immigrants, Canada has several specialised provincial/territorial business immigrant streams (Provincial Nominee Programs) depending on the emphasis (El-Assal, 2017b). For example, British Columbia has a **Strategic Projects category** that enables foreign-controlled companies to set up a branch office or other operating facility in British Columbia. The company can further propose up to five key staff members who intend to settle in the province to actively manage the operation. Nova Scotia in turn wishes to offer opportunities for students and province has established an **International Graduate Entrepreneur category**, whereas Ontario has set up **Corporate** and **Ontario Entrepreneurs** streams.

The most involved actor group in international talent integration is a city. Toronto shows an example in this respect and has many practices that are internationally benchmarked and replicated. One of the best-known examples is **Toronto Region Immigrant Employment Council (TRIEC)** launched in 2003 (see Box 3). TRIEC has offered for instance a mentoring partnership programme more than 10 years already, and develops continuously new services for skilled immigrants and companies. Other provinces in Canada have also similar actors like TRIEC in Ontario. An interesting city level initiative targeting international students, graduates and immigrants that has been replicated in Toronto by TRIEC as well, originates from Halifax. It is called **Halifax Connector programme**, which caters a connector an access to a wealth of diverse, pre-qualified talent whereas a connectee gains insight into their professional network and career opportunities. Many of the services related to international talent in Canada are demand-led which means they are designed together with employers. Immigrant focused services, like community integration, language instruction and settlement, are well established in Canada. Such services are offered in Ontario area for example by a pioneer programme **Skills for Change**, which was established in 1982.

Canada has quite many practices aimed at awareness raising of general public as well as for those working with immigration and international talent. These include an annual **Canadian Immigration Summit** and **Canadian Immigrant magazine**. In addition, many of the actors' websites promote success stories of international talent or companies employing international talent, which are great means to disseminate knowledge of immigrant talent in society.

Immigrant innovators and entrepreneurs, apart from those entering the country with start-up visa, are a special group, which deserves attention in cities and regions. GTA assists newcomers to start a business in Canada via **GTA Entrepreneurship Connections Programme**. This programme was established in 2013, and consists of four weeks of business training and four months of mentoring with an established business owner. Business Development Bank of Canada (BDC), who also supports the GTA Entrepreneurship Connections Programme, has launched a **Small business loan pilot program** for new immigrants, who often have trouble securing financing due to their lack of credit history in Canada.

Given that start-up and entrepreneurship communities are open and welcoming for the immigrant talent, often no particular practices for integration are needed. Overall, the start-up communities are keen on diminishing barriers related to access to global talent and actively work to demolish any existing barriers. In general, different types of communities play an important role in awareness raising towards the immigrants and international talent (see Box 2 for community level good practices).

Practices to improve innovation and international growth with the help of international talent

Innovation and international growth are quite absent in the Canadian practices to integrate international talent in businesses. One reason for this is that the export rate is low, only 5 per cent of Canadian companies export (Toronto Region Board of Trade, 2015). Notable is also that Canadian firms rely heavily on the U.S. market. Both of these issues have potentially influenced the lack of international mind-set of companies, especially in small and medium-sized companies (SMEs), and Canada has so far underexploited the potential of international talent in internationalisation of businesses.

Services for companies to integrate international talent concentrate more on enhancing multicultural and diverse working life than making arguments of the benefits international talent can bring companies' exporting and entering in new foreign markets.

To sum up, Canada has in general immense amount of services that address the needs of employers and immigrants. Due to its vast pool of immigrant talent, Canada is advanced in inventing and experimenting new practices that other countries should benchmark. One of the disadvantages is that the services for immigrant talent are quite separated from the employee services in general. The immigrant talent is treated as a separate group. One can see this treatment both in a negative and positive light, the former being that despite the long history of immigrant talent in Canada there are many difficulties in employing international talent, whereas the latter indicates that the special needs of immigrant talents are addressed in the society and business life. Because of the multitude of services offered for the immigrant talent by different actors, the service offering in Canada is quite complex and information is scattered.

Overview of key strategies in Canada

Due to low internationalisation of Canadian companies, the integration of international talent in business life in strategy discourse is rather absent. Linking of immigrant talent in innovation, entrepreneurship and internationalisation is present more in national level than in city and regional strategies. However, some indications to under exploitation of the international talent in internationalisation of companies is seen in Greater Toronto Area strategies, mainly in international trade related strategies. For instance, Toronto Region Board of Trade has pointed

to Toronto's failure to capitalise on newcomers' skills and talent in its Scorecard in 2013 and 2015. Toronto Region Board of Trade does not yet bring concrete ideas how the capitalisation could be enhanced, except highlighting that immigrants are central to help Ontario boost exports to fast-growing emerging markets, especially in Asia. Similarly, Chamber of Commerce in Toronto has not evidently integrated international talent, for example in the internationalisation services of SMEs. Nevertheless, both instances acknowledge the concern of underexploited potential of international talent in the region.

The international talent in Canadian strategy documents is generally treated as one coherent group of immigrants that is important for the economy, but seldom links it into specific activity in the economy. However, the national strategies had better specified who this international talent is compared to regional strategies. Only few strategies link the international talent for instance to the internationalisation needs of companies. A specific topic of international talent in the company context is a concern of shortage of experienced senior international talent for scaling-up of Canadian companies. For instance, 'Attracting the talent Canada needs through immigration' produced by the Government of Canada in 2016 highlighted that an entry for senior and specialized talent should be facilitated to provide high-growth and innovative companies the managerial capacity and skills they need to scale and be globally competitive. Also 'Unlocking innovation to drive scale and growth' by the Government of Canada (2017) note the rigid immigration system as an obstacle to get managerial talent quickly from abroad. In similar line of thinking, Ontario Chamber of Commerce suggests in the regional strategy in 2016 to create a scale-up visa that accelerates access to qualified international candidates. This would enhance the scale-up businesses match talent to growth, and facilitate the international talent recruitment process.

In addition to the scale-ups, also new venture creation has been in Canadian strategy agenda in the past few years. A few national level strategies that emphasise the integration of international talent to innovation activities and new venture creation are 'Innovation for Better Canada - Innovation and skill plan' (2017)⁷ and 'Innovation for better Canada - the Global Skills Strategy' (2016). These strategies perceive access to global talent important to address as skills shortage related to innovation activity, and also emphasise entrepreneurial and innovative skills of the global talent. The plan envisages critical mass of talent as enabler of starting-up of new companies and scaling-up of existing ones. In order to encourage Canadian companies to grow into globally competitive successes, more globally competitive employers are first needed. Attracting and offering more opportunities to the global talent is seen to lead increased job creation in Canadian companies. Interestingly, Finland is mentioned in 'Innovation and skills plan' (2017) as benchmark country in simplicity of support for innovation.

⁷ Source: <http://www.ic.gc.ca/eic/site/062.nsf/eng/home>

Box 2. Community level good practices, examples

Austrian Immipreneurs launched a cafe

Café ImmiCo project launched in 2016 in Vienna is a free of charge initiative to support business development of young (in maximum 3 years old) companies founded by migrant entrepreneurs. Café ImmiCo provides participating companies consulting, public relations and marketing exposure, interpersonal skill development workshop, industry contacts, opportunity to voice to policy-maker, as well as access to a potential business angel. The access in the project is based on approved applications. It is expected, that the participating entrepreneurs will voluntarily contribute to the society during and after the project.

The initiative is led by Immipreneurs of Austria. The company was founded by two partners who both have a first-hand experience in entrepreneurship and immigration. A wide network of organisations presenting public business support for micro companies and SMEs, policy advisory bodies, business community and private university sector have teamed up in the project. (<https://www.cafeimmico.eu/>)

Increasing awareness of the benefits of international talent in Canada

Hire Immigrants is an information portal launched in 2005 to raise awareness of immigrant talent in Canada. The portal is principally aimed at employers but due to its informative content it serves policy-makers, researchers and immigrant entrepreneurs as well. It offers for example information for companies of value of hiring talented immigrants, tools for employers to connect with talent, and tips for multicultural and diversity management. Information is in easily accessible format: wide array of success stories, webinars and videos from many different sectors. The portal contains also a policy and research sec-

tion, which disseminates the latest research and news on immigration worldwide. The objective of Hire Immigrants is to be a global source for useful practice, policies, research, and ideas on leveraging the immigrant talent for businesses and economy.

The Hire Immigrants is managed by the Global Diversity Exchange think-tank (GDx) at the Ted Rogers School of Management at Ryerson University in Toronto. Maytree Foundation was one of the founding partners among Ryerson University. (<http://www.hireimmigrants.ca/>)

Interested in a career in Southern Denmark?

Work-life-stay Southern Denmark offers a career portal that aims to create a single entry point to all there is to know about the career opportunities and the good life in Southern Denmark. The platform brings together companies from the region with foreign talent. Of interest is that the portal advertises opportunities in five focused areas of an economic activity, what they call power clusters: Denmark's cluster for Design & Innovation, Attractive career in healthcare in Southern Denmark, Denmark's Energy and Offshore Cluster, Energy Efficiency and Electronics Cluster, Denmark's Centre of Manufacturing and World-Class robot, IT and tech centre of excellence. Next to the more focused career matching approach, also the 'my life' approach is appealing, branding the area as a place where life is good. (<http://work-live-stay.dk/en/>)

Help for settling in Rotterdam

Rotterdam Expat Centre is a one-stop shop for expats and companies with the ultimate aim of attracting and retaining FDI. In principle, it is a platform serving and connecting different expat related partners. The expat services that are brought under one roof relate to formalities, hous-

ing, utilities, education and childcare, career, taxes, insurance, health, transport and settling. Company services offered cover formalities, international employees, starting a business, taxes and insurance. (<https://rotterdamexpatcentre.nl/>)

Chinese talent in Finland

Sino-Talent Finland ry founded in 2016 is a non-profit association that aims to extend employment and career opportunities for Chinese professionals and students living in Finland, to create networking opportunities for both Chinese speaking talents and Finnish businesses, as well as to facilitate matchmaking between talents and companies. Sino-Talent ry runs a LinkedIn platform that offers matchmaking for companies seeking Chinese talent for example to enter Chinese market. Association organises matchmaking events and trainings in addition to job-postings in social media platform. Although initiated by City of Espoo, which has the largest Chinese talent community in Finland, job-openings are for all Finnish companies. So far, Sino-Talent ry has successfully matched eight talents and companies. Challenge for Sino-Talent ry is to build sustainable funding model in future. Currently, funding constitutes ESF -project and City of Espoo funding as well as membership fees. (<http://www.sinotalent.fi/>)

3.3 Good practices in Denmark

Immigration in Denmark

While Denmark is very comparable in population size with Finland, the country has more experience in migration. In January 2016 not less than 540.000 migrants (9.5% of the population) resided in Denmark and during the last three years the net immigration inflow has grown with more than 25% annually. Denmark is very keen on attracting top talent from abroad and still in 2015 around 81% of the asylum applications were positive (compared to 51% in EU28). However, more recently Denmark has decided to make it more difficult for average migrants to enter and stay in the country. This dual treatment (top talent versus others) of foreigners entering Denmark is in line with the policy being developed in several other countries, such as Finland. In 2015, Denmark issued 12.000 residence permits for work purposes to non-EEA nationals.

Good practices to integrate international talent

Denmark sees talent attraction as a process that starts with raising attention about Denmark and that ends with the integration of that talent into Danish society, or into a Danish firm abroad. It is a good practice that attracting foreign talent for Danish firms in Denmark and for Danish firms abroad are integrated. To help the students that are interested in studying at Danish universities, Denmark raises awareness via the online portal **STUDY IN DENMARK** that informs students about student life and opportunities. To understand markets and raise awareness about Denmark, Danes have been actively sending out citizens to countries such as China, Korea, India and Brazil. This happens in a coordinated good practice action via the Danish embassies in the host countries.

Denmark aims to attract foreign talent to their universities and companies. It attracts Chinese talent offering them education and/or subsequent employment in Denmark, or in China via an initiative of **TOP TALENT DENMARK**. Via their website they collect a pool of Chinese people that signal their interest in Denmark. Very recently, Denmark has opened the **House of the Danish Industry Foundation in China** where new opportunities within education, research and industry in China are constantly being discussed. This shows that next to virtual campaigning also physical presence and bigger investment commitment are important. Having a permanent pavilion in certain countries signals a best practise as one minimises travel costs and maximises networking opportunities.

People from outside of the EU and the Nordic countries can under certain circumstances obtain work and residence permit in Denmark. However, relevant employment related considerations apply. Foreigners who are employed in sectors with a lack of specialised labour have an easier access to a work and residence permit via the so-called "**Job Card Scheme**". The sectors concerned can be found on a positive list⁸. Moreover, Denmark creates talent and internationalisation within the Danish vocational educations as vocational talent is recognized to play an important role in several industries, as also the German system has demonstrated.⁹

⁸ https://www.nyidanmark.dk/en-us/coming_to_dk/work/positivelist/positive_list_overview.htm

⁹ <https://skillsdenmark.dk/danish-national-championship/>.

For Danish companies to be able to hire swiftly foreigners for their domestic activities, Denmark has created a fast-track scheme intended for larger companies with a real need to recruit highly qualified foreign employees quickly. The scheme encompasses both private and public companies, including universities¹⁰.

In addition, Denmark has introduced **The Pay Limit scheme** that makes access to the Danish Labour market easier if you have been offered a highly paid job. There are no specific requirements with regards to education, profession, or the specific nature of the job. The scheme also applies to persons who have applied for an asylum in Denmark.

To facilitate integration into the Danish working life and society, Denmark has created a one-stop shop or portal for foreigners called **“New to Denmark”**¹¹. Having a portal for foreigners that is constantly updated can make the experience of moving abroad and investing into a new country much more pleasant and less stressful.

To be able to integrate the international talents, both companies and public authorities are playing a role in Denmark. From the company perspective networks for foreign employees can play a role in building relationship with Danish colleagues. Moreover, it has been advised that managers should be trained in managing cultural diversity in the work place and that integration meetings should be held to ensure challenges can be solved swiftly. From the public authorities' perspective, the integration mainly focuses on encouraging private service providers to address the needs of the foreign talents. This especially relates to a spousal integration¹² and access to affordable international schools and teaching programmes (DI, 2016a). As Denmark is a small open economy with a strong innovation performance track record, the international talents further strengthen the innovation and internationalisation activities of the Danish large companies and SME's.

Overview of key strategies in Denmark

Success in talent attraction does not come overnight and requires constant attention.

As a Nordic welfare state, the Danes have thought hard on how to sustain wealth and welfare for their population. Already a decade ago, they came to the conclusion that it would be very difficult to sustain welfare levels alone so, they intensified international networking in the EU but especially throughout Asia. As a result, Denmark is being scored the 8th best country in the world today for attracting talent (CTCI, 2017). Moreover, according to the same ranking, Copenhagen is the best city in the world to attract talent. As is often the rule with success, this did not happen overnight.

Talent policy has been part of a globalisation strategy in Denmark

As a small open economy, Denmark has put continuous attention to developing an overarching approach on how to benefit optimally from globalisation. It is important to understand that the talent attraction policies have been only one component of that holistic globalisation approach. Already back in 2010, the Danish globalisation council concluded that the Danish government should emphasize the internationalisation of the Danish Science Technology and Innovation system. Ever since, it has made the greater mobility of Danish students and the influx and retention of foreign investment and international talents a priority (OECD, 2012).

¹⁰ https://www.nyidanmark.dk/en-us/coming_to_dk/work/Fast-track-scheme/Fast-track-scheme.htm

¹¹ The official portal for foreigners: <https://www.nyidanmark.dk/en-US/>.

¹² See www.spousecare.dk

Today, the Danes talk about the 'global battle for talent' and their talent attraction actors run some surprisingly aggressive initiatives, such as actively recruiting away gaming talent from Helsinki.

The country's 'Innovation Strategy Denmark A Nation of Solutions' (2012-20) was launched in 2012 and includes 27 policy initiatives focused on research, innovation and education. In essence, the strategy represents a shift to a demand-driven innovation policy approach with an emphasis on enhanced knowledge flows and stronger innovation capabilities in education. The Innovation Strategy was complemented in 2015 by the "Growth and development in the whole of Denmark" strategy that intends to foster regional growth and development in the country through "regional smart specialisation". In this innovation strategy of Denmark, the two major focuses are (1) the improvement of overall human resources and skills and (2) the improvement of the framework conditions for innovation.

Figure 4 summarises how Denmark sees its Growth Market Strategy that was launched in 2012. The growth market process starts with an intensification of the cooperation of Danish research and education with selected growth markets. Subsequently innovation centres were established in some of these selected countries and for each of these countries a fine-tuned strategy was developed. This intensified research cooperation will enable Danes to source knowledge and to enhance innovation activities of Danish and other companies. During the networking, talent can be attracted. From the very beginning, the ultimate goal of all activities are the marketing of products and services, more exports and FDI. The additional wealth generated through this long-term process can be reinvested in the Danish innovation system and society.

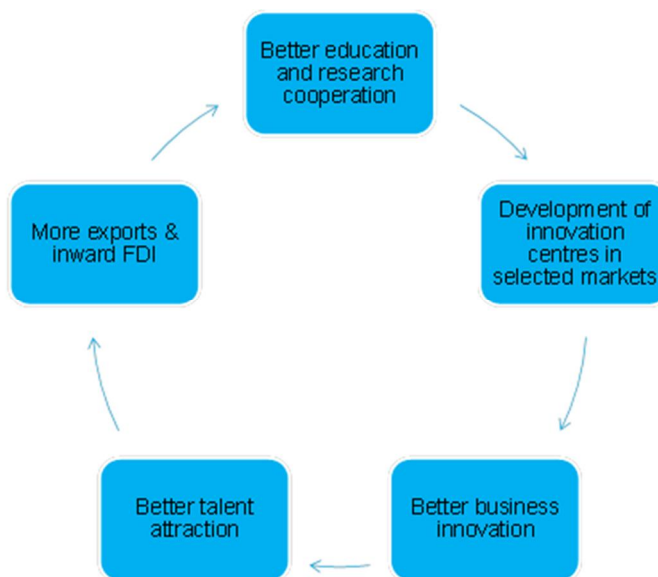


Figure 4. The innovation-internationalisation strategy process to market Danish products and services

Only if all stakeholders are activated talent policy can be successful

In Denmark, the most active player that has shaped the agenda for talent attraction and policies is the Confederation of Danish Industries (DI). To push the talent attraction agenda for-

ward the federation recommends both the public side and the private side to be deeply involved. In concrete terms, the talent attraction strategy has to be based on understanding: (1) how one can tell a successful story about Denmark as a career destination, (2) the challenges companies face and their talent strategy, and (3) what motivates the talents.

Focus on digital talent

The digital growth panel of Denmark (2017) wants Denmark to create an attractive digital growth environment. To do so they set three main targets: (1) to have leading international digital hub as well as knowledge and test environments; (2) to be an attractive country for international digital talent, (3) to create a favourable climate for digital investments and access to capital and financing. In terms of talent, they recommend to target three things: marketing campaign to attract digital talent to Denmark, easier access for SMEs to highly qualified foreign professionals, and good technology and digital business development framework for highly qualified foreign professionals. The Confederation of Danish Industries has proposed to set up a digital innovation hub in Denmark as to make the country the digital test centre of the world. The idea would be to set-up an ecosystem that is a project-based and makes knowledge flow between students, companies and other players as to fuel innovation activities. It is foreseen that by 2030 Denmark will face a shortage of 19.000 Information Technology (IT) specialists.

While Denmark has a set of coordinated strategies, they are filled in with clear focus and initiative. The talent attraction in Denmark has four focuses: (1) professions; (2) sectors; (3) skills and (4) countries.

The integration of foreigners remains as key challenge

According to the OECD (2017), a particular concern for Denmark is that during the crisis, the labour market integration of immigrants deteriorated, pointing to a need for more inclusive measures to strengthen the labour market integration of migrants. An IMF analysis of the migrant integration of Denmark concluded that education acquired by migrants prior to arrival matters, albeit to a lesser extent than domestic schooling. Domestic education of migrants coming to Denmark, which lags other countries in Europe, is a key to raising the probability of employment (IMF, 2017).

Box 3. Region or city level good practices, examples

Vienna attracts start-up entrepreneurs

Vienna Start-up Package is an initiative of Vienna Business Agency (Wirtschaftsagentur Wien) implemented since 2015. It aims to encourage start-ups from abroad to choose Vienna as location for their business. Enrolment in the Start-up Package is organised as a competition to which start-ups all over the world can apply. Based on the competition, participation is awarded twice a year for a group of promising international start-up companies.

The Start-up Package supports the participating international start-ups to develop their business idea in Vienna and explore the Austrian and European market. The month programme covers the cost of travel to Vienna (within Europe), accommodation, a place in a co-working space, 10 hours of business coaching and introduction to start-up scene in Vienna. The number of start-ups has gradually increased and 20 international companies will be selected into the programme in 2018. In previous years, there has been participants from Asia, US, Eastern Europe as well from the EU member countries. (<https://viennabusinessagency.at/start-up-city-vienna/vienna-start-up-package/>)

Why is Copenhagen so good?

Copenhagen Capacity assists businesses, people and investors to enter, live and thrive in Denmark, also while attracting foreign talent in-house or while partnering with talent in other organisations, for free. They present Copenhagen as an entry point to global expertise on life-science (Medicon valley, CHC), cleantech (CLEAN), IT (CFIR) and creative industry clusters. In doing so they take indeed some clear sectoral focus, even if the IT focus itself remains rather vague. In a tailor-made fashion, they market Copenhagen either as an entry point to the capital

of Denmark, to Denmark, to the Copenhagen area and South-Sweden area (Greater Copenhagen), to Scandinavia, to the Nordics or to the European market.

As the Copenhagen Capacity website seems to be covering almost any topic, it can be considered a one-stop shop for investment in Copenhagen. The Copenhagen Capacity's talent attraction strategy has eight service components: (1) Company Challenge, (2) Employer Branding Toolbox, (3) Talent Conferences, (4) Recruitment Campaigns, (5) Move to DK App, (6) Get an export expert, (7) Global Talent Network, and (8) Company Service Package. The Copenhagen Capacity works closely with Invest in Denmark; an organisation under the Ministry of Foreign Affairs of Denmark. Invest in Denmark provides tailor-made solutions for foreign companies who consider establishing business and research activities in Northern Europe free of charge and in full confidentiality. Next to Copenhagen Capacity and Invest in Denmark there are complementary talent attraction activities organised by the Greater Copenhagen career portal that covers both the Copenhagen area and the area around Malmö and Lund in Sweden. (www.copcap.com)

Toronto shows an example in services for immigrant talent

Toronto Region Immigrant Employment Council (TRIEC) sets an example for companies' demand-based services for immigrant talent. It was established in 2003 and its' target beneficiaries for 2017-2020 are 1) mid-sized to large employers in GTA; and (2) job-ready immigrant professionals. TRIEC has wide variety of activities of which the most successful are: *Mentoring Partnerships* which have been offered since the beginning and *Professional Immigrant Networks (PINs)* which was launched in 2009.

The mentoring is offered in collaboration with partner community organisations, and

recently TRIEC launched an additional 2-years pilot, called *Referral Partner programme*, to identify better newcomer immigrants who could benefit from mentoring. According to the annual reports (2016; 2017), satisfaction rates have been extremely high (97-98%) for TRIEC's services. The PIN has in turn greatly benefited the professional immigrants' networking through active involvement of professional associations in the greater Toronto area. For instance, in 2015-2016 some 60 associations were involved in the networking activities.

Another established service offered to employers is a *TRIEC campus*, and an on-line learning hub. In 2016-2017 4,618 e-learning resources were downloaded, and 2,451 e-learning modules completed. Other current pilot services are *TRIEC Connector Programme* for skilled international professionals (students among others), *Leading the Conversation* aimed at industry and *Skilled Newcomer Advancement Programme* targeting underemployed immigrant workforce in financial sector. (<http://triec.ca/>)

Economic development policy translates into an international brainport in Eindhoven

Brainport is a non-for profit economic development organization based in Eindhoven and has been nominated as the most intelligent community in the world. Brainport runs on a triple helix model where cooperation between education and research players, companies and public authorities is seen as a prerequisite for success. Next to setting up the *Brainport talentBOX* (www.talentbox.nl), an online career platform, Brainport can be accredited with experimenting with pilot projects before rolling out the most successful approaches on a larger scale. For the long-

term, Brainport makes sure the education system can attract and shape foreign talent while for the short-term more experienced knowledge workers are being attracted. While the activities of Brainport are all very much bottom-up, there exists a strong network and cooperation with other regions and cities in the Netherlands and throughout Europe and way beyond. (<https://www.brainport.nl/en/>)

Linking Bright Business with internationals in Tampere

TalentTampere, started in 2014, is operated by a regional economic development agency called BusinessTampere (previously Tredea). The TalentTampere serves as information and contact point for international talent and companies seeking for opportunities. *All Bright! Ambassador Network* was launched in 2015 to make Tampere city region an attractive destination for investors, talents and tourists. It gathers international and business oriented people from Tampere Region who share the main goal in promoting Tampere. In addition, TalentTampere provides, for example, mentoring and networking for international talents, whereas companies can join talent meets, which focus on specific market areas. (<https://talent tampere.fi/>)

3.4 Good practices in the Netherlands

Immigration in the Netherlands

While the Netherlands has a long track record of immigration due to its colonial past and history as a trading nation, as well as waves of 'guest workers' arriving in the 1960's and 1970's, the country only started to adopt an immigration policy in the 1980's when it was observed that guest workers did not tend to return to their home countries, as initially anticipated. The early immigration policies were predominantly concerned with the integration and economic empowerment of migrants. In the 1990's, the country adopted a more critical position towards the 'multicultural society' model that was formed in the 1980's, for example by obligatory integration courses for the immigrants. The early 2000's were marked by further restriction of entry, for example by requiring a minimal income for partners who follow earlier immigrants and mandatory integration exams in the country of origin. However, the EU membership posed a challenge to the efficacy of stricter policies for partner immigration, because partners were able to enter the EU through countries with less restrictive policies, such as Spain. Thus, the Netherlands has had mostly a strict immigration policy in line with for example that of Denmark. However, during the 2010's, modern immigration policy started to take shape. The point of departure in this is that the Netherlands is open for talent from abroad. With each application, it is considered whether the person can contribute to the Dutch economy, culture or science. The main focus here has been to simplify the procedures and process to enter the Netherlands for highly educated migrants, entrepreneurs and artists. The former, strict line based on humanitarian criteria will still be in place for those who are not fulfilling the criteria to contribute to the economy.

Good practices to integrate international talent

To facilitate the integration of foreign talent, Dutch policy uses a variety of mechanisms. On the national level, this starts with the use of temporary residence permits. This applies to highly educated non-EU/EER citizens, such as foreign students graduated from Dutch or international top universities¹³, who get a one year of residence to search for work. Another target group for permits is non-EU start-up entrepreneurs, who get a one-year residency to work out their new product or service.

A second mechanism used to integrate knowledge migrants is the use of a so-called 'referent'. The highly educated knowledge migrants require a referent inside the Netherlands. The referent is a registered private or public research institution, and can file for residence permits on behalf of the migrant. The referent has to pay an income for the knowledge migrant above a predetermined level.

As regards the attraction of foreign talent, a good practice is the offering of an **Employer Toolkit** as a quick guide to hiring international students and employees. It is offered under the broader Holland Alumni Network, which aims to set up and facilitate an international network of Holland alumni, future alumni, Holland Alumni associations, Dutch higher education institutions and relevant organisations.

¹³ Top-200 in Times ranking

A particular characteristic of the ‘Dutch approach’ is to take a broad multi-layered method that connects layers of government, corporations, innovation hubs, and strengthens connections between education and labour markets. This is seen in both company-focused practices such as **Startup Delta** (see Box 4), and in regional/local practices such as **Holland Ex-pat Center South (HECS)** – a non-profit governmental organization covering the south of the Netherlands or **Brainport** (see Box 3), which covers the Eindhoven region technology agglomeration. These practises are characterised by their broad approach, helping knowledge migrants, scientists and EU-citizens more easily flow into and integrate in the region or city, connecting institutional formalities, education, housing, social needs and local corporation and SME’s.

Overview of key strategies in the Netherlands¹⁴

Since the launch of its “top sectors” focus, the industrial and innovation policy agenda of the Netherlands has been fostering 9 technology intensive sectors, such as agriculture and food, chemicals, creative industries, energy, high-tech systems and materials, horticulture, life sciences and health, logistics and water. In 2013, the top sectors represented 40% of the exports and 75% of its R&D spending.

Maintaining and raising the capacity for innovation is one of the key challenges the Netherlands has faced; whereas also skilled individuals that can contribute to the innovation in the top sectors have been in high demand. A shortage in skilled persons became apparent by the number of open vacancies, especially in the energy sector. While the top sector approach has clear links with the development of the Dutch education system, no clear link seems to exist between the top sector approach and the labour migration policy.

The Netherlands has been a forerunner in the migration policy development and as such have gained valuable experience of relevance to many countries, including Finland. During the last years, the Netherlands has modernised its migration policy by simplifying certain schemes. These changes to the Dutch system have been carried out based on the needs of the bigger employers. A good practice in the Dutch migration policy has been the active use of experimental programmes that can become permanent schemes in case they turn out to be successful. An example of such a successful pilot is the extension of the knowledge migrant scheme to short-term visits as it can offer companies a more practical alternative to the existing scheme for intra-company transfers.

Most of the permanent migrants to the Netherlands (100.000 in 2013) concern EU citizens. Despite the introduction of programmes to attract more high-skilled labour migration from outside of the Union over a decade ago in 2013, still only 9% of the migrants came from the non-EU countries. A relatively new scheme for knowledge migrants has become the largest channel of non-EU labour migration to the Netherlands with more than 7000 permits issued in 2014. The scheme is very popular with the employers because it is based on a simple salary requirement disregarding the traditional educational requirements and labour market tests. While the salary-based system is simple, it mainly benefits the large firms and disfavours the SME’s. Moreover, as salary levels are currently not sex, sector nor region dependent, knowledge migrants are especially males that are concentrated on a few sectors and the capital area. Thanks to a recently modernised migration policy, trusted sponsors of knowledge migrants and international students (either employers or education and scholarship institutes) can enjoy swift processing of residence permit applications.

¹⁴ Based on the recent overview OECD (2016a). Recruiting Immigrant Workers: The Netherlands.

Also the tight regulation for migrant entrepreneurs has become more flexible. The Netherlands has introduced new programmes for high skilled labour migration. Next to a programme for experienced self-employed, the Netherlands has now programmes for start-ups and investors.

The Netherlands has done well on attracting EU and non-EU students to their education system. To be able to retain a maximum number of international students to the labour market it is important that students are encouraged to follow traineeships at Dutch employers during their studies (SER, 2013a, 2013b). To attract prospective students Netherlands Education Support Offices were set up in 11 target countries: Brazil, China, India, Indonesia, Mexico, Russia, South Africa, South Korea, Thailand, Turkey and Vietnam.

While in the Netherlands the foreign talent agenda is followed by several ministries, a clear and coordinated strategy and action still seems to be lacking although the recently formed government may change this situation. A lot of bottom-up good practices are available in the Netherlands and a formalised cooperation model between national, city and regional actors has started to take shape in the form of Startup Delta, which is a public-private partnership between the national government and eight innovation hubs in the Netherlands. These actions allow a more coordinated Dutch action in an increasingly competitive global landscape for foreign talent attraction and retention. The competition of global talent is tightening and for smaller cities, regions and countries collaboration will be a matter of survival. Even now small cities cannot clear the job on their own; therefore they need to be a part of bigger branding campaigns, covering countries or even multiple countries.

Box 4. Company focused good practices, examples

Austria welcomes international start-ups

GoAustria funding scheme caters for international start-ups coming to Austria and supports them in establishing network with the aim of facilitating access to the Austrian and European markets. The GoAustria has been in existence since 2015 and it is maintained by the Global Incubator Network (GIN). It offers a two weeks incubation programme organised twice a year, one group for early and another for later stage start-ups. In addition, an individual goAustria service is available at any time of the year. The scheme's focus is beyond Europe and it targets start-ups coming from Asia - including Hong Kong, Israel, Japan, Singapore and South Korea - but applications from other non-European countries are accepted as well. For each application round, there are in advance defined preferred but non-mandatory technology and application fields. The participants are selected by a jury of national and international experts. Each participating start-up gets a personal mentor for business development and the scheme covers flights and accommodation in Austria for 2 weeks, provides a co-working space and access to workshops during the stay.

The GIN, that maintains the funding scheme, is a flagship programme founded following an initiative of Austrian federal government. GIN is active in building connections between the Austrian start-up ecosystem and the selected locations in Asia. The activities of GIN are financed by the National Stiftung für Forschung, Technologie und Entwicklung and managed by Austria Wirtschaftsservice (aws) together with the Austrian Research Promotion Agency (FFG). (<http://www.gin-austria.com/goAustria.html>)

Improving Canadian employers' capacities to hire international talent

Why to hire immigrants? **Hire Immigrants Ottawa (HIO)** offers practical answers to enhance employers' ability to access the skilled immigrants in the Ottawa area. It brings together employers, immigrant agencies and stakeholders to address barriers and challenges employers face in attracting, hiring and integrating skilled immigrants into the labour force. For instance, Working Groups (like IT, health care, finance) tackle sector specific barriers and systemic challenges that the employers face in their efforts to hire and integrate the skilled immigrants into the workplace. The members of working groups participate in coaching events for immigrant talents. Several of the services target skilled immigrants in specific jobs, and these services are offered both for immigrants and employers. The HIO has offered guides, training and events since 2006, and got 600 employers engaged in activities, as well as supported 200+ employers to make systemic changes to their HR policies and practices. (<http://www.hireimmigrantsottawa.ca/>)

Industry is strongly involved in talent attraction in Denmark

DI - The Confederation of Danish Industry has taken an active role in the foreign talent attraction and retention debate and has launched a programme that focuses on global talent benefiting from an advisory board from the Danish industry. To create a stronger Denmark with highly skilled international employees, DI wants to (1) ease access for companies to skilled foreign labour with required competences and skills, (2) ensure that companies are able to retain global professionals in Denmark, and (3) strengthen Denmark's position as an attractive country to live, work and study. To do so they have set up an expat regional partner network. (<https://di.dk/English/Pages/English.aspx>)

The Netherlands' service portfolio for inward and outward internationalisation

'**Startup Delta**' aims to attract and support foreign start-ups and scale-ups starting or expanding to the Netherlands. It aims achieving this by merging the Dutch start-up ecosystem into one single connected hub. At the same time, the Startup Delta supports outward internationalisation of Dutch tech start-ups with a global ambition and helps all types of companies reach customers, investors and mentors.

Small Business Innovation Research Programme (SBIR) aims to stimulate entrepreneurs within the European Union to put forward innovative solutions for Dutch social issues by providing competitive subsidies. It is a (pre-commercial) form of public procurement of R&D services.

Starters International Business (SIB) Programme aims to incentivise outward internationalisation. The goal is to help companies compete on international markets, the Ministry of Foreign Affairs helps companies that are aiming to export and move into foreign markets. The programme provides not only information for companies, but also vouchers for developing knowledge, coaching and trade missions.

In 2016 Amsterdam has launched a new international talent strategy '**Open Amsterdam**'. The aim of the plan is to improve services as to reach the highest quality of life to make the region a home base for many more international talents. The approach has many more stakeholders on board than the common triple helix suspects, such as community players and healthcare organizations. The first pillar of the strategy pays attention to further developing top education services for families, students and researchers focusing on investments in schools and universities. The second pillar tackles the need for transpar-

ent labour markets, positive entrepreneurial climate and career progression. The third pillar focuses on the quality of life by aiming at smooth settling in, connecting people to cultural life and getting the access to the healthcare system right. The open Amsterdam strategy is complemented with **IN Amsterdam** and **I am-STERDAM** initiatives. The IN Amsterdam is basically an expat platform offering services for expats and companies while the holistic and innovative approach of I am-STERDAM connects tourism with the international talent attraction and retention agenda. (<https://www.iamsterdam.com/en>)

Improving companies' ability and readiness to recruit international talents in Helsinki region

As part of European Social Fund's and Helsinki-Uusimaa Regional Council's larger project of 'Töissä Suomessa (At work in Finland)' a **Chamber of Multicultural Enterprises - COME** was launched in 2015. COME is a Helsinki Region-based project and aims to enhance companies' ability and readiness to recruit international talents, cope with multicultural working environment and improve companies' capabilities to succeed in international business environment. It guides employers and companies to find the right authorities and related services. In addition to assistance to the employers, COME advances through *EntryPoint Mentoring Programme* international talents' transition to the labour market to positions matching their education and qualifications. In 2017, COME organised a Successful Multicultural Company campaign, which aimed to promote organizations that have embraced the diverse workforce and multicultural working life. In total 45 companies participated in the competition in 2017. (<http://come2.fi/>)

4. ASSESSMENT OF STRATEGIES AND GOVERNANCE

4.1 Evaluation of the good practices

International talent can greatly boost innovation activities and international growth of companies since it brings diversity in companies that in turn affects performance (Momani & Stirk, 2017; Hunt & Gauthier-Loiselle, 2010). For instance, innovation platforms, ecosystems, networks and professional communities in cities and regions play an important role in integrating the dormant international talent into the business life. The region and city-based actors, like regional development agencies, operate many of the incentives aimed at companies to utilise international talent. Table 2 summarises practices from selected countries that were seen important for their city regions. Table 2 offers examples of the most pronounced practices and it is not meant to be exhaustive of all available country initiatives. The same applies to all other review tables introduced in this section.

Table 2. Evaluation of different regional and city level good practices

CITY REGION PRACTICES	CAN	AUT	NLD	DNK	FIN
Practices to improve immigrants' capabilities to integrate into local business life. (Supply-type practices) Examples: expat networks, mentoring for international talents, relocation services	x	x	x	x	x
Practices to foster companies' capabilities to employ international talent. Practices are designed from industry and business life's needs. (Demand-type practices) Examples: Training for employers, mentoring partnerships, professional networks, Talent Attraction Toolbox	x			x	x
Practices to aid directly companies' internationalisation and growth via international talent. Examples: International talent as an export expert service, international business training for professional immigrants, matchmaking and talent meets		x		x	x
Practices to develop local innovation and entrepreneurial ecosystems via integrating international talent. Examples: Start-up training packages in cities, mentoring for immigrant entrepreneurs		x	x		x
Practices to raise public awareness of potential of international talent. Examples: Immigrant awards, conferences, integration ambassadors	x	x	x		
Practices to enhance international graduates and students networking with companies to find jobs. Examples: Connector programmes, Ambassador networks	x		x	x	x
Practices to integrate international research talent into academia (universities and research organisations). Examples: Funding for Young Investigators		x		x	

The list of activities show how versatile the toolbox of practices for international talent integration is needed in the cities and regions. In addition to practices to incorporate international talent into the region's business life, the attractive way of life in cities and opportunities for family and spouse play a major role in the global competition of professionals. One insight Danes have acquired is that spousal employment is an essential part of international talent retention strategies (see Table 3). In Finland, the city region of Tampere has been active in increasing its attractiveness and has introduced, for example, an Ambassador programme for international talent to pro-mote the city abroad. Similar Ambassador programmes for students are found in the city of Turku as well.

One of the areas in which Finland, among many other countries, have room for improvement is to develop incentives for academia, as Vienna has made in its 'Young Investigator' initiative. Integration of university research infrastructures into local innovation ecosystems is important but in addition attractive career opportunities are needed in academia for the top international professionals.

Table 3. Summary of good practices for innovation and entrepreneurship

GOOD PRACTICES	CAN	AUT	NLD	DNK	FIN
EMPLOYEES					
Knowledge migrant scheme*	x		x		x
EMPLOYEES' FAMILY					
Spousal support for employment		x	x	x	
START-UP ENTREPRENEURS					
Start-up visa	x	x	x	x	launched 2018
EXPERIENCED ENTREPRENEURS					
Scheme for self-employed	x		x		x
INVESTORS					
Scheme for investors	x		x		
<i>*in addition to the Blue Card scheme valid in EU-countries</i>					

All of the reviewed countries have launched a start-up visa that attracts innovative entrepreneurs into local ecosystems. The start-up visa scheme is a relatively new instrument; therefore its success and defaults have not yet been systematically reviewed. Canada has the longest history of the reviewed countries, in where start-up visa, SUV as it is called in Canada, was launched in 2013 as pilot project that will end in 2018 (see more in Box 1). All the other countries have even less experience of the scheme. The Netherlands and Denmark introduced their start-up visa schemes only in 2015, Austria reformed its Red-White-Red card system to include start-up entrepreneurs in 2017, whereas Finland will launch its start-up visa during 2018. In the Netherlands, the start-up visa is called 'Residence permit for foreign start-up entrepreneur' that follows a slightly different criteria than in other countries. It gives an

applicant one year to work out the new service or product, whereas in many other countries the start-up is required to have an innovation and business plan to show.

Currently, many of the cities have an objective to be appealing for the international start-ups. The attractiveness of Vienna, Amsterdam and Copenhagen for entrepreneurial talent does show up on the European Startup Heatmap, which collects start-up founders' perceptions (Thannhuber et al., 2016). Moreover, the Heatmap stresses the Nordics to underachieve and the Baltics to overachieve the expectations on attractiveness for foreign founders.

As the strategic focuses on international talent differ by country, the incorporation of talent in business life is not equally addressed either. Figure 5 summarises strengths, weaknesses, opportunities and threats that reviewed countries have related to practices and incentives in matching international talent with company needs.

STRENGTHS	WEAKNESSES
<p>AUT: Strong export oriented economy with successful presence in foreign markets as a pull factor for the highly skilled immigrants.</p> <p>CAN: Diversity in the pool of international talent and existing system for integrating talent into society.</p> <p>DNK: Determined approach to attract and retain the foreign talent, which is driven by Danish industry.</p> <p>NLD: A strong piloting culture for new policy practices.</p> <p>FIN: Many practices are designed and piloted to integrate international talent in companies' international activities.</p>	<p>AUT: Despite reforms, the legislation regulating immigration of skilled workforce seen causing unnecessary obstacles for hiring.</p> <p>CAN: Not yet vast practices to integrate international talent in companies' innovation and internationalisation.</p> <p>DNK: One third of the companies does not succeed in finding talent for their activities.</p> <p>NLD: Lacking cross-ministerial national strategy on talent attraction. Many practices are on the city and regional levels.</p> <p>FIN: Many current initiatives are ESR & EAKR funded that are cumbersome to manage and include businesses.</p>
OPPORTUNITIES	THREATS
<p>AUT: Retaining international students after graduation in Austrian labour market. Integration of migrants into education and innovation systems.</p> <p>CAN: Unexploited potential of immigrant talent recognised to help businesses to internationalise.</p> <p>DNK: Scope for strengthening the Baltic dimension and cooperation.</p> <p>NLD: Room for strengthening the Dutch brand for foreign talent and for stronger cooperation between different cities.</p> <p>FIN: Well-working practices to develop innovation ecosystems attractive for different kinds of immigrant talents.</p>	<p>AUT: Societal controversy around migration affects negatively to "welcoming culture" and companies willingness to hire migrants.</p> <p>CAN: Business life throws away an opportunity to take an advantage of its huge immigrant talent in internationalisation, e.g. Asian markets.</p> <p>DNK: Foregone growth as up to one third of the companies cannot find the talent they need.</p> <p>NLD: Retaining tech talent, especially students, is a real challenge and threat to economic growth.</p> <p>FIN: To maintain continuity of piloted projects (e.g. ESF funded) to progress as good practices.</p>

Figure 5. Summary of practices incorporating international talent in business life

Finland has emphasised, through the Talent Boost -initiative, the development of practices that link international talent in companies' international growth needs. In particular, the international growth requires capabilities in innovation and internationalisation. Logic of reasoning is that international talent is a valuable resource that benefits internationalisation aims of the company. International talent holds international expertise (such as foreign market or cultural knowledge) which can be incorporated into the international activities. For small economies like Finland, it is crucial to foster exports and internationalisation. For large economies, like Canada, this strategy is not as feasible since motivation and skills to internationalise are less pronounced given the lower internationalisation rate of companies.

4.2 Evaluation of the strategies and governance models

A review of the recent strategies indicates that countries have specific focuses in international talent and immigration. Austria offers strong support for start-ups and wants to attract innovative newcomers. Canada concentrates rather on an inclusion of immense immigrant talent pools into society and business by capacitating companies to employ immigrants. Denmark has focused on making country and especially its cities attractive for both international talent and companies, whereas the Netherlands has strongly integrated students in the international talent related activities. Finland chiefly addresses the internationalisation needs of business life in international talent issues. This is a rough comparison, given that the strategic focuses are often not officially stated and this multifaceted phenomenon of international talent requires parallel strategic actions, but it pictures a role of international talent in the country.

The strategy focus of international talent in nations and regions is largely a bottom-up, originally driven by large companies. More recently, start-up ecosystems have started to play a key role, which also shows a bottom-up approach. This development shows so that entrepreneurship and innovation are well represented in the strategic focuses, often in the national or federal level strategies. The governments however often lag behind in facilitating and speeding-up these activities. Austria is very active in start-ups but in other countries, these policies are not very well expressed. The linkages of international talent into SMEs' international growth are expressed in the strategic focuses of many countries, in particular in Austria and Canada. Instead of SMEs, the Danish and Dutch strategic focuses in international talent are steered into larger companies.

In addition to the strategic emphases, countries also vary considerably in how the practices or services for international talent and companies are organised and funded (Table 5). We observe variation but see also common characteristics. For example, it is apparent that the government has an important role in funding of the practices and funding consist of multiple public and private streams.

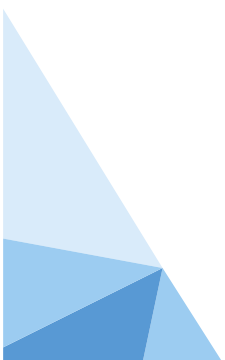


Table 5. Governance of selected good practices

	PRACTICE/ SERVICE	REALISER	FUNDING & SUPPORT
AUT	Mentoring for migrant Scheme	the Integration Fund ÖIF, the Federal Economic Chamber (WKO), and the AMS job market service	Federal Economic Chamber WKO, the internationalization offensive "go international" which is financed by the Federal Ministry of Science, Research and Economy. The Austrian Integration Fund (ÖIF) and the public employment service (AMS) contributes in personnel and material costs.
AUT	Vienna Start-up package	Vienna Business Agency	City of Vienna
AUT	goAustria programme	GIN (Global Incubator Network)	austria wirtschaftservice (aws), Austrian Research promotion Agency (FFG), Die Aussenwirtschaft Austria of WKO, Österreichische Nationalstiftung
CAN	TRIEC	CivicAction (Prev. TCSA - The Toronto City Summit Alliance, a coalition of civic leaders in the Toronto region) & Maytree Foundation	In 2016-2017: Government of Canada (49%), Government of Ontario (30%), Foundations (12%), donations and donors (9%).
CAN	Hire Immigrants Ottawa	Provincial administration	In 2012-2015: Government of Ontario, Ministry of Citizenship and Immigration and International Trade (84%); Ministry of Training Colleges and Universities (0,9%), United Way/Centraide Ottawa (8%)
CAN	Start-up Visa (SUV)	The evaluation of applications: Venture Capital investors, Angel investors, and incubator/accelerator. The decision is made by IRCC.	IRCC
CAN	Hire Immigrants	the Global Diversity Exchange (GDx) at the Ted Rogers School of Management at Ryerson University.	Maytree Foundation and RBC as sponsor
DNK	Copenhagen Capacity	Greater Copenhagen is a metropolitan region that spans Eastern Denmark and Skåne in Southern Sweden.	Activities used to be fully project-based but in 2017 the financing model is based on 4 sources: (1) 25% basic funding for three years, (2) competitive funding from foundations, (3) competitive funding from EU-sources and (4) Company funding
NLD	Eindhoven Brainport	Brainport is an economic development organisation that has triple Helix stakeholders:	The sources of funding are: Own funding, subsidies (from province and

		public actors, research and education actors and company actors.	municipalities partly through European structural funds), and company funding (3 years funding).
NLD	IN Amsterdam	A one stop-shop for companies and foreign talent. Stakeholders are 8 cities, the immigration and naturalisation service and the tax office.	Stakeholder financing
FIN	a Chamber of Multicultural Enterprises - COME	Chamber of Commerce Helsinki	Project funding from ESF and the Helsinki-Uusimaa Regional Council.
FIN	Sino-Talent Finland ry	An association	City of Espoo and ESF project funding. The membership fees for companies.

The good practices are often characterised by governance models that have been fine-tuned over time, and that are constantly being updated based on the stakeholder and market needs. Regularly, the good practices have originated from a bottom-up approach and are carried forward by multiple stakeholders (mobilising factor) as such they are small ecosystems on their own. While piloting activities is a good approach for a quick testing, successful approaches need a long-term funding base to be able to focus on content. This basic funding component can be topped-up with other financing sources from industry and possibly from competitive funding sources. Running activities on one funding source seems not to be a sustainable approach. Overall, direct national funding, for instance for practices in the cities or regions, is less apparent what seems as a suboptimal choice given the strategic value of these initiatives. The situation is however not black-and-white, as national funding is often channelled indirectly.

5. LESSONS FOR FINLAND

1. Think and finance with a long-term vision: To ensure integration of international talent into business life requires a shared vision and long-term design and implementation of actions. Currently, many of the foreign talent related practices in Finland are short-term projects, which do not ensure continuity. The situation is similar in many other countries that makes talent integration challenging to address in the national and regional decision-making. For the shared long-term vision, Finland needs to create an integrated policy focus and ensure that appropriate resources spread across the public administration. Talent attraction and integration are horizontal challenges and require collaboration and parallel actions in multiple administrative fields. Finland has taken a step into this collaborative direction by introducing a cross-cutting the Talent Boost -programme but cooperation can still be strengthened by allocating sufficient financial and human resources in the responsible ministries.

2. The sustainable multi-stakeholder funding models are key: In the domain of Finnish business support system, adopting a longer-term vision helps developing sustainable funding models and incentives to ensure continuation for projects and pilots related to the international talent integration. Short-term pilots cannot easily demonstrate impact, which is challenging in designing sustainable practices for example companies to meet with the international talent and exploit their skills and expertise fully. One way to improve the situation is to develop Finnish international talent service platforms as self-sustaining so that these platforms are designed as service communities, which integrate private and public service providers.

Developing of practices and new business models for integrating the international talent in business life demand co-creation approaches among different stakeholders. The creation of service communities is a bottom-up activity. For instance, one way to incorporate different stakeholders is to offer memberships for private companies who wish to promote international talent and diversity. Combining of different public and private funding sources improves the longer-term sustainability. Currently, many of the international talent related projects in Finland are European Regional Development Fund (ERDF) or European Social Fund (ESF) financed initiatives that are cumbersome for meeting the integration of business life and international talent. Funding base should thus be widened to ensure continuity.

3. A strategic cooperation on the level of pooled resources is needed: To make ecosystems more attractive for skilled individuals, companies and investors, Finland could engage in a longer-term cooperation with well-performing locations particularly in the Nordic- and Baltic Sea regions. By combining forces, Nordic and Baltic countries can succeed better in attracting top immigrant talent and compete with other attractive locations in Europe and outside of Europe. The top international talent is at least partly circulating and not stable. To improve the integration of international talent in innovation activities, sharing of high quality research and innovation infrastructures increase attractiveness. Cooperation between domestic and international multidisciplinary knowledge platforms offer top international opportunities that the top international talents will follow.

We already see a paradigm shift from the talent attraction towards 'talent streaming'. It is driven by the digitalization of states and the digitalization of residency of people and companies. The latter trend originated in Estonia and we expect their understanding to be of increasing importance to the foreign talent agenda. In the above context, Finland's other official language, Swedish, ought to be considered a valuable domestic asset that can both lower the

barrier for international talent to come to Finland as well as integration of international talent in business.

4. Focus on the orchestra instead of soloists: Currently, Finland lacks a shared strategic will in international talent attraction and integration. Mainstreaming of this will in public administration is highly essential. A creation of national strategic motivation would help Finland to specify what kinds of talents are required at the time and where these talents are sourced. In addition, to specify why the international talent is needed both in short and long-term, helps to develop practices for the business life that meet these objectives efficiently.

5. Co-create practices with companies: To fully exploit the potential of international talent residing in Finland already, the national strategic will helps first to co-create practices with industry and companies and, second, to better implement industry specific incentives. Capacitating of companies to employ immigrant talent is as essential as capacitating immigrants. Helsinki Chamber of Commerce has launched these kinds of employer-focused practices in the capital region. The practices designed together with industry take better into account the industry specific needs to implement for instance professional training courses for migrating professionals. Although Finnish industry and companies participate in various working-groups in public administration, a stronger and more systematic dialogue with decision-makers and companies would help to design immigrant and company inclusive practices that carve out and exploit the potential of international talent.

6. Include more foreign talent, also into the public sector: Mainstreaming of strategic will require widespread attitude to inclusion of international talent in the Finnish working life. This applies not only to the private sector but also to the public administration. The City of Espoo shows currently a good example to include immigrant talent in the city administration in their Multicultural Programme. When inclusiveness of international talent is visible in the public administration, the co-design of practices with international talent becomes common and more apparent. Empowering of international talent in Finland is seen important but it is surely essential to disseminate the good practices in the public administration as well.

7. Following other practices is not enough: Finland will, following the world-wide examples, introduce soon a start-up visa for innovative entrepreneurs, and has also a well-working specialist residence permit. None of these is enough if Finland does not ensure that it offers attractive opportunities for international talent to not only come to Finland, but further build their career and/or business here.

In order to achieve The Research and Innovation Council's vision to make Finland the most attractive and competent environment for experiment and innovation in 2030, the Finnish research infrastructure should be made the world best to attract the best international academic talent. In the research field, attractiveness relates, for instance, to opportunities in academia, such as attractive and inclusive career openings for students, post-doctoral researchers and professors. Flexible entry and retention for international innovation talent means smooth migration services, settling and start-up business services. When the research infrastructure is attractive, the greatest and most innovative private sector company talent eventually follows.

Attraction and retention are ultimately different sides of the same coin as the talent shortage is eased by creating attractive environments for the talent, in other words career and business opportunities that again, if successful, create the more need for the international talent. The entire innovative ecosystem utilising the talent should be considered (including e.g. international students, start-up communities, investors) part of the cycle.

8. Platform thinking for a better talent integration: It is important that all services for international talent in Finland are included into one platform as service community and designed in collaboration with different stakeholders. Ideally, all public and private services are integrated in one physical (and web-based) platform, which also empowers the international talent to take an initiative in offering additional services. Such services could be a restaurant, a café, or a translation service, to give some examples. We envisage the wider service communities to strengthen the recognition of potential of international talent in which employers, immigrant talent and public administration can easily interact. The most beneficial is that these service communities are replicated around Finland, the most natural locations being cities with universities. The services for and information of international talent is still too scattered in Finland and dedicated physical environment, in addition to web site and social media-based communities, would improve dissemination of information. Such community platform offers an interface to raise public awareness as well. It is also important to pay attention to the availability of information and services in English, in addition to Finnish and Swedish.

9. Inclusiveness improves the services and strategies: Immigrant communities and associations, as well as Finnish returnees should be stronger involved in designing of services for international talent moving to Finland. This works also as a means to increase the appreciation of international experience in national ecosystems and business life, and ensures that the ecosystems are built as inclusive learning communities that are orchestrated bottom-up by the communities of international talent and immigrants. As the international talent should be included in the design of services and practices aimed at them, it is beneficial the ecosystems and communities are run by those benefitting the most.

To summarise, within the multifaceted challenge of attracting and integrating international talent, one should note that Finland and many of the other countries have only recently engaged in the developing and introducing practices to incorporate the international talent in the business life. For this reason, we currently observe a very fresh phenomenon worldwide. Countries still experiment with practices and learn good practices from each other. The most viable practices will remain and we can already see that the best of the models are in use in several countries. Competition is not only about the greatest international talent but also about the most feasible practices to attract, integrate and retain the talent.

Furthermore, we see the Talent Boost -programme as a good practice from Finland. The programme runs across public administration and includes multiple stakeholders to tackle the challenges related to a complex agenda surrounding talent attraction and integration issues. Similar examples were not found in other reviewed countries. This initiative is hoped to spark Finland to excel in systematically designing important practices to address companies' innovation and internationalisation needs in future.

Given that the present study concentrated on evaluating the international talent in the business life in general, individual groups of actors like international students, international researchers, Finnish returnees or the role of large companies, were not systematically reviewed. However, due to the complexity of integrating international talent in the business life and innovation ecosystems, these different groups should be examined more thoroughly in future studies. For instance, the inclusion and potential barriers of the top international talent in academia could be further examined. In addition, we should learn how capabilities to integrate the international talent develop across innovation system, and collect information of the benefits of diversity in different levels of the system. Learning of how international talent's knowledge and capabilities are utilised in innovation processes would make the benefits of international talent visible.

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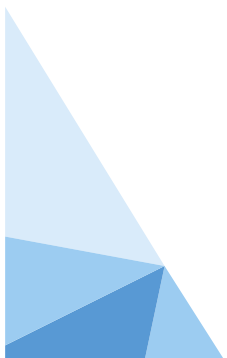
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ISSN 2342-6799 (pdf)
ISBN 978-952-287-503-7 (pdf)

