

Master's thesis

Business Administration, Leadership and Service Design

2018

Abdirashid A. Maow

# CO-DESIGNING EMPLOYMENT SERVICES WITH IMMIGRANTS

– CASE: ESPOO COMPETENCE CENTER FOR  
IMMIGRANTS

MASTER'S THESIS | ABSTRACT

TURKU UNIVERSITY OF APPLIED SCIENCES

Business Administration, Leadership and Service Design

2018 | 64 pages, 6 appendices

Abdirashid A. Maow

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## - CASE: ESPOO COMPETENCE CENTER FOR IMMIGRANTS

This study was carried out to investigate the conditions of the unemployed immigrants in Espoo, and the factors behind their unemployment. The study's research questions were (1) What employment services do immigrants of Espoo City need? (2) How can the city of Espoo co-design the needed employment services with immigrants? The main objective of the thesis was co-designing models of employment services with Espoo immigrants in order to tackle the immigrants' unemployment issue. The study was commissioned by Espoo City. The objective of the thesis was derived from the actual needs of the commissioner, and it promoted the formation of Espoo Competence Center.

Using qualitative research methods of co-creative workshops and interviews, the study collected information from the service professionals and the target group. Benchmarking was used for gathering insights about existing similar services. Ten unemployed customers were interviewed. The results of the interviews suggested that Espoo immigrants are unemployed for reasons of low of Finnish language skills, lack of vocational skills, lack of self-activation skills, lack of exploring skills and lack of work experience in Finland.

Based on the collected data from the interviewees, the researcher and the stakeholders developed services in order to find customer-oriented solutions for the problems. In order to increase the school and work opportunities for the target group, the study suggested Finnish language classes. The study suggested also assessment programs to find out the hidden talents of the immigrants. Competence developing classes were also suggested by the study in order to help the customers in getting qualifications for applying to the vocational schools.

### KEYWORDS:

Immigrants, labour market, employment opportunities, service design, user-orientation, co-designing, competences, skills, schools

# CONTENTS

<b>1 INTRODUCTION</b>	<b>6</b>
1.1 Research Problem	7
1.2 Frame of Reference	8
1.3 Objectives, Research Questions and Significances of the Study	9
1.4 Study Plan and Process Chart	10
<b>2 LITERATURE REVIEW</b>	<b>11</b>
2.1 Migration	11
2.2 Immigrants in Finland	12
2.3 Researcher's Own Experience from the Field	16
2.4 Design Thinking	18
<b>3 METHODOLOGY</b>	<b>21</b>
3.1 Co-creative Workshops	21
3.2 Benchmarking	22
3.3 Interviews	23
3.4 Service Design Methods	24
3.5 Data Analysis	25
3.6 Research Ethics	25
<b>4 RESEARCH</b>	<b>27</b>
4.1 Co-creative Workshops	27
4.2 Major Results of the Workshops	33
4.3 Benchmarking	37
<b>5 CUSTOMER INTERVIEWS</b>	<b>39</b>
5.1 Reasons of Unemployment	39
5.2 Impacts of Unemployment on Immigrants	43
5.3 Received Support	44
<b>6 SERVICE IDEATION</b>	<b>46</b>
6.1 Customer Segmentations	46
6.2 Service Models	50
6.3 Assessment Service for the Customers	51
6.4 Services for School-oriented Customers	53

6.5 Services for Work-oriented Customers	54
<b>7 PILOTING THE SERVICE</b>	<b>58</b>
<b>8 CONCLUSION AND DISCUSSION</b>	<b>59</b>
<b>REFERENCES</b>	<b>61</b>
<b>APPENDICES</b>	<b>1</b>
Appendix 1. Työrasti Espoo	1
Appendix 2. Ohjaamo Talo	2
Appendix 3. Business Coordinators of Espoo	3
Appendix 4. Inquiry Letter	4
Appendix 5. Espoo City Administration's Decision about the Competence Center	5
Appendix 6. Research Award	9

## FIGURES

Figure 1. Growth of Immigrants in Espoo (Helsingin seudun vieraskielisen väestön ennuste 2016.).....	7
Figure 2. Frame of Reference.....	8
Figure 3. Process Chart.....	10
Figure 4. Iterative Process (Stickdorn et al 2011, 115.).....	19
Figure 5. Customer Needs in the Rehabilitation and Coaching Services.....	28
Figure 6. Mapping Program from Service Provider's Point of View.....	29
Figure 7. Competence Developing Services.....	30
Figure 8. Successful career coaching program from the job seeking customer's point of view.....	32
Figure 9. Successful career coaching program from the employer customer's point of view.....	32
Figure 10. Stakeholders' Map.....	35
Figure 11. Business Model Canvas.....	36
Figure 12. Service Chart, HCC.....	38
Figure 13. Reasons of unemployment from the customers' point of view.....	39
Figure 14. Immigrants' unemployment reasons.....	42
Figure 15. Persona (a) of a customer who can be available in the job market with little help.....	47
Figure 16. Persona (b) of a customer who can be available in the job market with little help.....	47
Figure 17. Persona (a) of a customer who needs competence developing.....	48
Figure 18. Persona (b) of a customer who needs competence developing.....	49
Figure 19. Preservice model one.....	50
Figure 20. Preservice model two.....	51
Figure 21. Service Chart for the Center's competences developing service sketch.....	54
Figure 22. Coaching service in the Competence Center.....	55
Figure 23 School-oriented customer's service blueprint.....	56
Figure 24. Work-oriented customer's service blueprint.....	57

## TABLES

Table 1. Push-pull model, based on Levin Institute 2017 formulation.....	11
Table 2. Population by Language 31.12.2017 (Statistics Finland.).....	13
Table 3. Mapping program, part one.....	52
Table 4. Mapping program for school-oriented customers.....	52
Table 5. Mapping program for work-oriented customers.....	53

## List of Abbreviations

ECC*	Espoo Competence Center
HCC*	Helsinki Competence Center
OPH	Opetushallitus (Finnish National Agency for Education)
TEM	Työ- ja elinkeinoministeriö (Ministry of Economic Affairs and Employment, Finland)
OKM	Opetus- ja kulttuuriministeriö (Ministry of Education and Culture)

\*Indicates term specific to this thesis

# 1 INTRODUCTION

This thesis investigates the employment conditions of the immigrants who live in the city of Espoo, and the factors behind their unemployment. The study uncovers the views of the immigrants about the current services, as it examines the appropriate services for them in order to reduce their unemployment. Espoo City is the commissioner of this thesis. The city is the second largest city in Finland with the population of 27,9044 (Kuntaliitto 2017).

Espoo is planning to open a Competence Center for the immigrants who live in the city in order to help them in their efforts of integration and employment. The Competence Center is expected to be opened in January 2019. According to Espoo City's homepage (2018), the city administration believes that its residents, communities and companies are the best resources. Therefore, the city's services are resident and customer-oriented services where residents can have the influence in the services to ensure that they are desirable from residents' point of view and effective from the city's point of view.

The services of the Competence Center are co-provided alongside the city with two main service co-providers: the TE-Services and Omnia. The TE-Services is a Governmental Institution under the Ministry of Economic Affairs and Employment. For the unemployed citizens and residents, TE-Services organizes training places, offers job placements, and gives unemployment statements according to the customers' eligibility for benefits. On the other hand, the TE-Services receives the vacancies from the employers and publishes them in agreed channels. The TE-Services gives advice on issues related to the fulfillment of the job, looks for suitable candidates and introduces them to the employers. The TE-Services trains employees directly for the employers' needs as it organizes recruitment events at its offices. (TE-Services 2013.)

The third service co-provider is Omnia. According to the school's homepage (2018), Omnia offers innovative learning environments and beneficial partnerships both in national and international education development projects.

The study will follow service design methods and processes to ensure the different service stakeholders' participation in the process.

## 1.1 Research Problem

In Espoo, there are about 44,000 residents who speak a foreign language as a mother tongue. This number is expected to double in 2030 (Helsingin seudun vieraskielisen väestön ennuste, 2016). (Figure 1.)

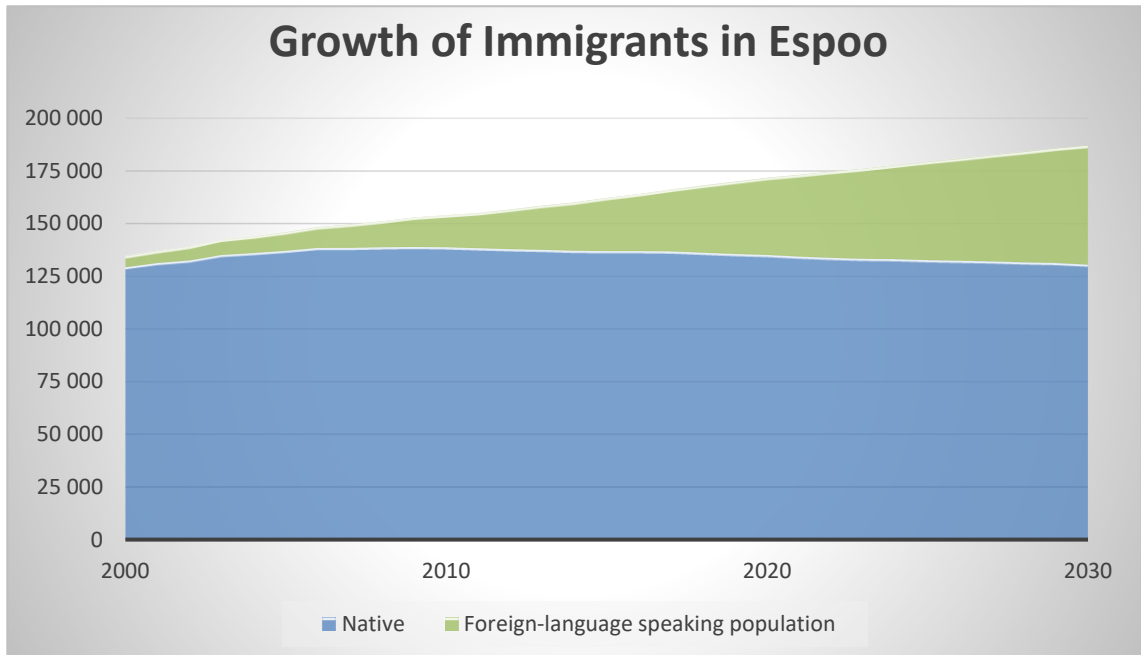


Figure 1. Growth of Immigrants in Espoo (Helsingin seudun vieraskielisen väestön ennuste 2016.)

The unemployment rate of this segment of the population in Espoo is 17,2% (TE-Services 2018). Despite the well-organized system of public employment services in the country and the relatively easy access these formal channels offer to job seekers, a significant number of immigrants have difficulties in getting employed (Ahmed 2005, 4). Schneider et al (2018,3) argue that disinterested staff, misinformed employees, and clunky systems can all make the customer less satisfied to receive or interact with the service.

In Espoo, economic environment, sustainable development, digitalization, urbanization, aging, replacement of new jobs in the technology industry with new immigrants and integration of immigrants are major challenges (Espoo City). This emphasizes the importance of co-designing employment services with unemployed immigrants in order to make the services as efficient and effective as possible from the provider's point of view and as usable and desirable as possible from the user's point of view.

## 1.2 Frame of Reference

This research study can be approached and connected to the field of design thinking and service design from several aspects. First, the study's main idea is service ideation in the public sector. Following service design methods, the researcher explores the problem from the unemployed immigrants' point of view, defines it and suggests solutions. Second, the theory part of the study's information is gained from service design books, articles and class works, while the practical information of the research is gained from co-creative workshops, target group interviews and the researcher's previous knowledge. Third, the study's outcome is co-created customer-oriented solutions that will be implemented in the Espoo Competence Center for immigrants. Besides that, and in order to find a base for the study, the researcher reviewed migration theories and theories related to the immigrants and their employment opportunities in Finland. (Figure 2.)

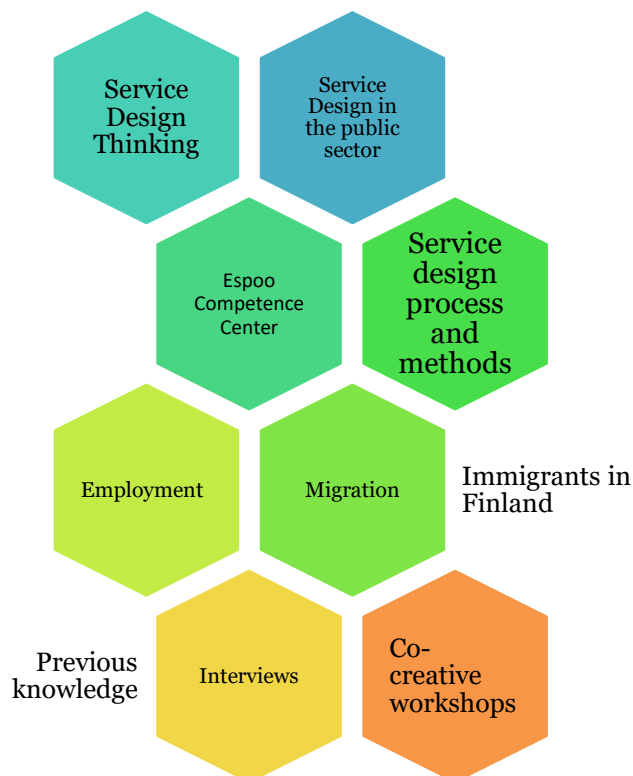


Figure 2. Frame of Reference.

### 1.3 Objectives, Research Questions and Significances of the Study

Employing immigrants is an important goal in Espoo for both economic and social reasons. The rise of numbers of immigrants in Espoo and their high rate of unemployment requires collective and co-designed solutions. Through this research, the researcher wants to understand sources of this problem and how it can be addressed.

The study's main objectives are exploring the views, experiences, beliefs, and motivations of immigrants in Espoo in order to co-design employment services with them. The co-codesigned services are expected to raise the level of education for the target group, facilitate integration, and create employment opportunities.

#### Research Questions

1. What employment services do immigrants of Espoo City need?
2. How can the city of Espoo co-design the needed employment services with immigrants?

This research is significant in three aspects. First, it will provide insights into how immigrants from Espoo experience the challenges of unemployment. The research will also highlight how the target group understands the solutions to the problems. In other words, the research will explore the unemployment problem from the immigrants' point of view in order to propose customer-oriented solutions.

Secondly, the unemployment problem of the city requires multiple stakeholders to come together and actively create services in order to improve the employment opportunities and enhance the city's economic levels. Therefore, engaging immigrants in co-designing solutions for their problems enhances the city's user-oriented services. Third aspect is that the findings of this study will be useful for other cities in and outside of Finland when developing customer-oriented employment services.

## 1.4 Study Plan and Process Chart

This study contains six chapters. In the First Chapter, the researcher introduces the study by outlining the background of the problem. The researcher states the goal that the research is set to achieve and explains the research problem and research questions. In the last part of the first chapter, the researcher outlines the plan of the study.

In the Chapter Two, the researcher reviews relevant literature for the research which includes: the concept of migration, immigrants in Finland, the education and employment situations of the immigrants, and service design thinking theories. In the Chapter Three, the researcher outlines the research methodology. In the Chapter Four, the researcher explores and examines the research problem from the service providers' point of view and from the potential customers' point of view. In the Chapter Five, the researcher puts together the information gathered and starts analyzing the core problem that has been identified up to that point.

In the Chapter Six, the researcher and the service stakeholders start to generate ideas and identify solutions and service models for the problem. In the Chapter Seven, the researcher and the service stakeholders start piloting the service. In the Chapter Eight, the researcher concludes, discusses and finalizes the research.



Figure 3. Process Chart.

## 2 LITERATURE REVIEW

In this chapter, the researcher reviewed relevant literature for the study focusing on the concept of migration, immigrants in Finland, the education and employment situations of the immigrants, and service design thinking theories.

### 2.1 Migration

The migration phenomena is formulated by the "push-pull" model (Levin institute 2017). (Table 1). This model characterizes the push factors that make people leave their homelands and the pull factors that attract them to a new home. Push factors occur with in sending countries and they include lack of jobs, civil war, and environmental problems. Pull factors occur within receiving states, for example, higher standards of living, labor demand, and political and religious freedom and better environmental conditions. (Levin Institute 2017.)

Table 1. Push-pull model, based on Levin Institute 2017 formulation.

Push Factors	Pull Factors
Lack of jobs	Labor demand and higher standards of living
Civil war	Political and religious freedom
Environmental problems	Better environmental conditions

Due to the conflict, poverty, inequality and a lack of sustainable livelihoods, people are migrating from their homelands to get better life conditions for themselves in the destination countries. An estimated number of 258 million people are living in a country other than their country of birth. (United Nations 2017, 4.)

After leaving their countries, migrants end up in the developed nations' labour markets. The increased availability of skills helps the destination countries to boost gross domestic product (GDP). The presence of immigrants helps to keep the economic sectors viable and competitive and to lower prices for agricultural produce, construction, and other services. (Inter-Parliamentary Union 2015, 22.)

The European Union Member States have been a destination for a significant number of migrants. During 2016, a total of 4.3 million people immigrated to the European Union-States. Among these 4.3 million immigrants, there were an estimated of 2.0 million citizens of non-EU countries. Germany received the largest number of immigrants, followed by United Kingdom, Spain, and France. (Eurostat 2018.)

Compared to its counterparts in Europe, Finland received fewer immigrants, but much more than the country received in the previous years. According to the Statistics Finland (2017), in 2016, Finland's migration gains consisted of immigrants from outside the European Union. Migrating from countries outside of the European Union increased considerably from the previous year. The net migration from non-EU countries was 15,716 a larger number than the previous year's 10,247.

## 2.2 Immigrants in Finland

The people of Finland used to travel to other Western Countries to seek better job opportunities (Heikkilä & Peltonen 2002). Finland was a labour-sending country until the 1980s when economic development altered the situation. For most of its history, Finland has been a country of migration, and it only became one of the immigration countries for three decades ago. (Forsander 2003.) The Finnish migration flow to Sweden reached its peak in the 1970s. However, from the beginning of the 1980s, Finland has received more immigrants than migrants have left the country. Since then, the immigration began to increase. (Heikkilä & Peltonen 2002.) Finland became a destination for immigrants in the late 1980s after when the Soviet Union collapsed (Saukkonen 2016). The rise in the number of immigrants after the 1990s has been an issue in the Finnish public discussion. There have been negative tones against the immigrants. However, the need for immigrant labor has been a topic in the public discussion because of the rapid aging of the Finnish society. (Heikkilä, et al 2011,12.) According to statistics Finland (2017), 353,993 people who spoke a foreign language as a mother tongue lived in Finland at the

end of 2017, which make the share of foreign citizens in the Finnish population about 4.4%. (Table 2.)

Table 2. Population by Language 31.12.2017 (Statistics Finland.)

Mother tongue	2014	2015	2016	2017
Finnish	4 868 751	4 865 628	4 857 795	4 848 761
Swedish	290 747	290 161	289 540	289 052
Sami	1 949	1 957	1 969	1 992
Other languages:				
Russian	69 614	72 436	75 444	77 177
Estonian	46 195	48 087	49 241	49 590
Arabic	14 825	16 713	21 783	26 467
Somali	16 721	17 871	19 059	20 007
English	16 732	17 784	18 758	19 626
Kurdish	10 731	11 271	12 226	13 327
Persian	8 103	8 745	10 882	12 090
Chinese	10 110	10 722	11 334	11 825
Albanian	8 754	9 233	9 791	10 391
Vietnamese	7 532	8 273	9 248	9 872
Thai	8 038	8 582	9 047	9 403
Espanish	6 583	7 025	7 449	7 770
Turkish	6 766	7 082	7 403	7 739
German	6 059	6 168	6 256	6 183
Polish	4 459	4 794	5 081	5 274
Others	69 084	74 776	80 991	86 584
Total	5 471 753	5 487 308	5 503 297	5 513 130

The immigrants consist of different segments: educated immigrants (with foreign qualifications and/or educated in English Institutions in Finland), and illiterate ones. Therefore, the services the immigrants need are varied. Managing immigrants effectively and offering better integration opportunities should be a priority in Finland in the view of the prospects of the aging population and increased labor shortages. (Heikkilä, et al, 2011, 12.)

## Immigrants' Education in Finland

The Finnish National Agency for Education states that immigrants in Finland can participate “in basic education, post-basic education, preparatory training, general upper secondary education, vocational education, and training in higher education” (OPHa). Education is one of the pillars of the Finnish welfare society. Finland offers equal educational opportunities for the citizens and residents. Education from pre-primary to higher school is free of charge in Finland (OKM). The goals of the Finnish Education System include ensuring that the immigrants receive the education needed for working life and that they maintain their existing vocational skills (OPHb).

However, the immigrants' journeys to education and working life contain idling, overlapping and sometimes inappropriate studies. The immigrants, particularly those in the capital area, wait several months to enter suitable integration training. Additionally, some immigrants are guided into integration training, based on what training is available, not based on what the person's actual educational needs are and what the appropriate training would be, considering their competence and educational background. (OKM 2016.)

The entry of educated immigrants to the Finnish job market is significantly slowed down by the inefficiency to identify and recognize existing competencies and previously acquired foreign qualification. In the worst case, highly-educated immigrants are sometimes required to complete a lower Finnish degree. There is a need of developing cooperation between the TE-Services, municipalities and education sectors in order to create opportunities for this segment. (OKM 2016.)

## Immigrants' Employment

In the employment market, immigrants could be divided into two groups. First, labour-force immigrants, who immigrate because they or a family member have a job in Finland. Second, non-labour force immigrants, who immigrate to Finland for reasons other than work, such as refugees, asylum seekers and immigrants who move to Finland because of marriage or other family reasons. Immigrants who arrive in Finland for reasons other than work, make up a significantly larger group than immigrants coming for employment. (Forsander 2003.) The economic effects of immigration for receiving countries depend on who is moving, specifically with respect to migrant workers' skill levels. (Levin Institute

2017). However, four of every five immigrants are in the legal working age (TEM 2014, 16).

Finnish language skills are required by the employers, not only for doing the designated tasks, but also for getting integrated into the work and creating social relationships with colleagues. Good language skills are important preconditions for employment in Finland. (Karinen 2011, 27.) However, Helsinki University's researcher (Ahmed 2005,13) urges that immigrants who had rated their skills in the Finnish language as non-existent had been successful in the job market.

The Finnish employers value the qualifications received in Finnish educational institutions and the work experience gained in Finland more than those acquired abroad (Karinen, 2011, 22). Assimilating qualifications obtained outside of Finland with Finnish qualifications can be problematic, and the degree may be ambiguous to the employer. A similar problem also applies to work experience acquired outside of Finland. (TEM 2016, 16.) Qualifications that are obtained outside of Finland are subjectable to the Finnish employers' own evaluations. More important than the foreign qualification is the employer's value of one's qualification. (Forssander 2013.) It is pointed out that the notion of the lack of trust is the reason of the immigrants' unemployment. Trust and experience cannot be generated without giving employment opportunities to immigrants. Asking for trust and experience before offering a job is like putting the cart in front of the horse. (Ahmed 2005, 36.)

### 2.3 Researcher's Own Experience from the Field

Besides being an immigrant himself, the researcher has been working in the employment services sector in Finland at different levels for the last five years. The researcher has worked at the Employment and Economic Development Office (known as the TE-Services), in the private sector as a coordinator of a career mapping program, and also, he has worked with Espoo City's employment services for the last three years. During this time, the researcher learned that immigrants in Finland, upon their arrival, have the will and dream to work, create a business and integrate into the Finnish society. However, these dreams and plans are not often fulfilled. Immigrants usually end up being unemployed.

During the last three years, the researcher has been working with Espoo City's Työrasti project. Työrasti Espoo (appendix 1) is an employment project owned by the city of Espoo in order to improve the unemployed customers' competences and working life skills. The target group of the project was 30-54 years old customers who have received passive labour market support for 300 days or have been continuously unemployed for more than 12 months. The target group of the project included both Finnish and foreign language speaking unemployed jobseekers in Espoo.

As a worker in the project, the researcher's tasks included meeting regularly with customers, listening to their stories and the reasons for their unemployment, and finding out solutions together with them. As a career coach, during his work with Työrasti, the researcher has been tracking customer interviews, customer training programs, career mapping programs, and language classes, and overall the project's customer process while the customer attends the different services of the project.

From the tracking, the researcher learned that a significant number of unemployed customers participate in the employment projects only to tell the TE-Services that they have accepted their proposal. This means that customers apply for some employment projects with the aim of not progressing or achieving outcomes from them. A significant number of customers believe that the TE-Services' proposals are not beneficial for them but compulsory.

According to customers, TE-Services, the city's employment services and the social services are just one organization that exchange customer information regardless of whether the customer approves that or not. In other words, some unemployed

customers, particularly the less educated ones believe that information related to them can be found by officers without the will of the customers. It happened that customers asked project workers about TE-Services' statements during project's initial interviews. "Everything is in the computer" was the word that was often used by the unemployed immigrants.

This kind of relationship with people whom organizations should serve for, will not help. Rebuilding the trust among customers and public services might help in improving the employment services and achieving remarkable outcomes from them. People with immigration background, particularly those who are less educated do not express their actual problems and employment barriers while meeting employment services. Therefore, authorities might deliver the wrong services to the customers. The Helsinki Competence Center's decision of employing people with immigration background, so that they can address customers' problems with them in their native languages could be a step taken toward offering solutions to this segment of customers.

## 2.4 Design Thinking

Design thinking is the mindset of a group of people or even an entire organization who talk about users first. “As a mindset, service design is pragmatic, co-creative, and hands-on; it looks for a balance between technological opportunity, human need, and business relevance.” (Schneider et al 2018, 20.) Design thinking does not avoid mistakes, but rather it explores as many as possible. The objective is to identify the problems as early as possible in the process and learn about them as much as possible before the implementation stage or before adopting new concepts. (Stickdorn et al 2011, 122.)

Design thinking is different from the other disciplines by its principles. According to Stickdorn et al (2011, 26) there are five principles of design thinking:

- (1) User centered. The inherent intention of a service should meet the customer’s needs by understanding the experiences, habits, culture, social contexts and motivation. Service design’s first principle is user-orientation so that the services fulfill customers’ needs.
- (2) Co-creative. Services involve a number of actors and interfaces. Therefore, while designing services, exploring and defining service propositions, designers need to involve customers and other stakeholders in their service design process.
- (3) Sequencing: Service moments should be well organized interrelated actions through a dynamic process in order to hold customer’s interest through all touch points.
- (4) Evidencing: Service design makes the intangible things that are not clearly visible or attracting, tangible and visible.
- (5) Holistic: Service design is a holistic design which sees the service as an interconnected whole by creating the big picture.

Service design is an iterative process. This means that the service design goes through iterated and connected process of exploration, creation, reflection, and implementation. “Although design processes are nonlinear, it is possible to articulate an outline structure. It is important to understand that this structure is iterative in its approach.” (Figure 4.)

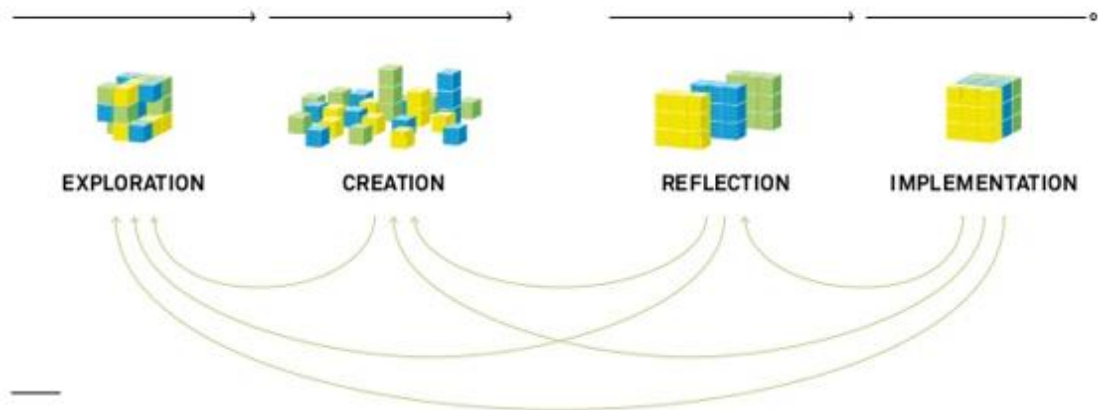


Figure 4. Iterative Process (Stickdorn et al 2011, 115.)

### Service Design

Economies in developed countries have shifted from industrial manufacture to services. Around 75% of the developed countries' economy comes from the service sector. (Polaine, Løvlie & Reason 2013, 39.) Living in this information society where the services are dominant on the products, a dramatic new mindset is required for service-dominant logic to be effective (Lusch & Vargo 2008). Service design makes it possible to connect the desires of the customer with the desires of the service provider. It works as a mediator that builds a bridge between the two within the overall context. (Moritz 2005, 40.) Starting with exploring the needs of the user and customer, service design is focused on solving the problem by framing the problem or opportunity in the right way. It aims to understand the needs instead of jumping straight to a solution and that makes true innovation possible. (Schneider et al 2018, 13.)

Service design is an important knowledge because: (1) It delivers real value. (2) It simplifies complex services and makes them more powerful for the customer. (3) Through service design, services will adapt better to change and perform longer for the user. (4) It makes human experience fulfilling and satisfying. (5) Service design results in more effective employment of resources—human, capital, and natural. (6) It makes easier to study how people experience a service, determine which parts of the delivery are not joined up, and make them all perform well together. (Løvlie, Polaine, & Reason 2013, 31.)

Service design understands the customer, the organization and the market in order to develop ideas, translate them into feasible solutions and to help to implement them (Moritz 2005, 38). In order to deliver a real value, service design creates new services or improves existing ones to make them more useful, usable and desirable from the customer's point of view, and effective and efficient from the service provider's point of view (Moritz, 2005, 40). Service design is not only useful for creating value for the end user. It addresses the entire value ecosystem and works for public services, business to customer, business to business and internal services (Schneider 2018, 14).

### Service Design in Public Sector

The use of the service design is not just limited to the commercial companies. Service design can also be used by public service providers. According to Whicher, Swiatek and Cawood (2013, 5), service design is a way for private companies to compete on the market and for public organizations to develop services that better correspond to customers' needs. The expectations of citizens and residents for public services are rapidly changing. Therefore, the challenges in the public sector are huge and need to cope with the changing and growing demands of customers. In order to do that, there is a need to get deep insights into the system from different perspectives to define the problems of customers and ideate solutions with relevant stakeholders. (SDN 2016.)

In Finland, a National Design Program was announced in 2013. The objectives of this design program include an understanding of design competence through the primary means of education. This means, promoting design education in basic and upper secondary education and improving the design competence of public sector organizations by establishing a special educational programme with the aim of promoting the methods of design in the user-driven renewal of public services. (Design Finland Programme 2013, 25-31.) According to TEM (2017), the use of design methods has increased in the public sector in Finland.

Service designers in the public-sector help people think differently about the challenges they face. They support them to understand the issue that needs a solution. (SDN, 2016.) Design thinking in the Finnish public services can improve the service experience of users and reduce the cost of the service. With the National Design Program, Finland aims to improve the competitiveness of Finland through design competence and its effective utilization. (Design Finland Programme 2013, 11.)

### 3 METHODOLOGY

The researcher is interested in understanding how immigrants interpret their unemployment experiences and how they plan for their future. Therefore, in order to answer the research questions, the researcher employed qualitative research methods. Qualitative data consists of direct quotations from people about their experiences, opinions, feelings, and knowledge (Merriam & Tisdell 2015, 105). Qualitative research uses text as empirical material. It starts with the notion of the social construction of realities under study. The qualitative research is interested in the perspectives of participants, in order to understand, describe and explain the social phenomena from the inside. (Flick 2007, 2.) This kind of data can be obtained through interviews, observations, and documents (Merriam & Tisdell 2015, 105).

#### 3.1 Co-creative Workshops

In the beginning, according to the service design process, the researcher needs to understand the culture and the goals of the organization providing the service, and whether the organization is prepared for such a process. The service design process starts by identifying the problem that the researcher should work on. This problem is usually viewed from the organizational perspective as it is important to understand the organization's point of view on the problem and agree on the extent to which the service designer has sovereignty within the creative process. (Stickdorn et al 2011, 120.)

Workshops are used for bringing people to work together on a task. Workshops can be divided into four types of understanding, imagining, designing, and creating workshops. (Reason et al 2016, 177-178.) In this project, the four types of workshops are used. For instance, in order to view the problem from the organizational perspective and understand the interactions that potential customers, employees, and distribution channel partners have, the Employment and Economic Development Office of Espoo organized workshops of understanding and imagining in May 2018. Later, in August 2018, after collecting customer information, workshops of designing and creating were organized in order to develop service models for the target group. The workshops were joined by experts, managers and service professionals. A facilitation agenda of the workshops was written down, and facilitation guidelines were established. In each

workshop, attendees were split into smaller groups, and the workshop's agenda and aim were described.

The expected outcomes of the workshops included getting an overview of the current services and knowing the potential customers' needs from the organization's perspective, before interviewing the potential customers of the Competence Centre. The results of co-creative workshops were supposed to be an assumption-based persona, journey maps and system map. The workshops can be valuable for the researcher as a common starting point to design the research process or to evaluate and enhance the collected data (Schneider et al 2018, 39).

### 3.2 Benchmarking

Benchmarking is usually used in order to learn from other organizations and improve own services. The privilege of benchmarking is that the good practices of others can be utilized, and their mistakes can be avoided. It is also possible to change the game rules after getting the industry logic. (Tuulaniemi 2016,138-139.)

The benchmarking identifies the standards of excellence for products, services or processes and makes the improvements necessary. Benchmarking is a tool for improvement, achieved through comparison with other organizations and firms recognized as the best within the area. It is a method to move away from tradition. (Bhutta & Huq 1999, 254, 255).

The main objective of benchmarking in the public sector is to solve a specific problem. Benchmarkers will look for others carrying out similar services to see what types of equipment they use and what problems they encountered. (Stapenhurst 2009, 13.)

Therefore, the researcher of this study contacted a number of organizations in order to benchmark their services with the Espoo Competence Center's services. The researcher contacted a Competence Center for immigrants in Oslo, Norway, but have not received an answer from them. The researcher also contacted Tampere's Silta-Valmennusyhdistys ry, in Tampere Finland, but could not find service similarities with the Espoo Competence Center. However, the services of Espoo Competence Center are benchmarked with the services of the Helsinki Competence Center.

### 3.3 Interviews

After identifying the problem from the organization's point of view, and benchmarking the existing service in Helsinki, the researcher started articulating the problem from the customers' point of view. Service design uses a vast collection of methods and tools from various disciplines to explore and understand the behaviour and mindset of all people involved in the service design process (Stickdorn et al 2011, 121).

According to Merriam & Tisdell (2015, 107), in applied fields, interviewing is a common form of data collection in qualitative studies. The interview can take the form of the person-to-person encounter, in which one person elicits information from another. Group interviews can also be used to obtain data. Moreover, Schneider et al (2018, 24), argue that researchers might conduct interviews with relevant stakeholders such as backstage employees, customers, and suppliers to understand different perspectives on a specific subject matter in order to learn more about expectations, experiences, services, processes, and concerns.

Contextual Interviews are interviews conducted with relevant service users and stakeholders in a situational context relevant to the research question; also known as a contextual inquiry. They can be conducted openly, following one leading research question, or in a semi-structured way, following interview and observation guidelines. (Stickdorn, et al 2011, 20.)

With respect to data collection techniques, the researcher used interviews. The interviews that are used in the thesis were conducted for both the thesis and user-orientation course's task which was submitted on the 10th of September 2018. The researcher interviewed ten individuals from the target group. The potential customers of Espoo Competence Center were contextually interviewed to determine how they have personally experienced the unemployment problem. The interviewees were approached through different channels. Three were former customers of Espoo Employment Services, three were customers of Ohjaamo Talo Espoo (appendix 2) and the other four were contacted personally.

The interviewees came from different backgrounds and different customer segments. Their nationalities were Chinese, Indian, Somali, Iraq, and Mexican. Interviews have been conducted in English, Finnish Arabic, and Somali, and they were voice recorded. The interviewees included six females and four males. The age of the interviewees

varied between 24 to 40 and the unemployment period varied between less than a year to over five years. The objective of the interviews was to make sure the target group's participation in the Competence Center's service design process. The interviews were semi-structured ones. The researcher gave enough time to the interviewees to pursue their ideas and explain them. The main four interview questions (appendix 4) that were discussed with the interviewees represented the study's research questions of what employment services do the immigrants need, and how those services can be co-created with the immigrants.

### 3.4 Service Design Methods

By focusing on the customer's needs, service design employs various methods to learn about the needs, steps, and milestones of the customer's process (Mootee 2013, 66). In this research, methods of Business Model Canvas, Personas, and Service Blueprint are used.

Business Model Canvas is a way to the rationale of how an organization creates, delivers, and captures value. The model which consists of nine building blocks is an innovative tool that helps organizations to understand, design and implement new business models or enhance old business models. (Osterwalder and Pigneur 2010, 14-17.) The researcher created a Business Model Canvas after collecting information about the culture and goals of the organization providing the service.

Personas represent a group of people who shares interests and similarities. In order to create personas, the researcher needs to define certain criteria that differentiate the segments defined. (Schneider et al 2018, 51-52.) Based on the customer segments of this study, the researcher created four personas. Each persona represented a segment.

Personas can be used as a starting point to create journey maps or build service blueprints. Service blueprint is an extension of journey maps. It is set up to connect customer experiences with both front stage and back stage employee processes as well as support processes. "Service blueprint illustrates physical evidences that show up in specific steps, such as tickets or receipts." (Schneider et al 2018, 53-54.) The service blueprints is used in this study in order to visualize the customers' experiences and overall the service's process. The use of service design tools helps the researcher to

better understand the target group's behaviors, expectations, values, motivations, and the needs that drive them and will improve their lives (Mootee 2013, 69).

### 3.5 Data Analysis

The collection of qualitative data through qualitative methods is something researchers can do. Analyzing these data is a much more daunting task. (Merriam & Tisdell 2015, 201.) The goal of the data analysis should always be finding answers to the research questions (Merriam & Tisdell 2015, 203). "Data analysis is the process of making sense out of the data. And making sense out of data involves consolidating, reducing, and interpreting what people have said and what the researcher has seen and read—it is the process of making meaning." (Merriam & Tisdell 2015, 202.)

The researcher analysed the data as the study progressed, continually refining and reorganizing. The data was analysed by theme. When the data is analysed by theme, it is called thematic analysis. The thematic analysis is highly inductive because themes emerge from the data and are not imposed upon it by the researcher. (Dowson, 2002, 110 & 116.)

### 3.6 Research Ethics

The most raised questions in the research ethical guidelines formulated by the professional associations deal with: a) codes and consent b) confidentiality c) trust. Codes and consent refer into that research subjects have the right to know that they are being researched, the right to be informed about the nature of the research and the right to withdraw at any time. Confidentiality refers to protecting each participant's identity, places and the location of the research. (Silverman, 2016, 42-43.) The third concern, trust and reliability of a study depends upon the ethics of the researcher. It is the experience, and "intellectual rigor" of the researcher, that determines the credibility of a qualitative research study. (Merriam & Tisdell 2015, 260.)

Applying the above-mentioned research ethical guidelines, the researcher sent an inquiry letter to the interviewees. They were informed about the study's objectives, research questions, methods, and process. (Appendix 4.) The interviewees knew that they were being researched. They were also promised anonymity and they all gave the

permission to tape record the interview. Interviews took place in the Espoo Employment Service's building, Sello Library and Coffee Shops where some interviewees felt more comfortable.

## 4 RESEARCH

### 4.1 Co-creative Workshops

Four co-creating workshops were held in May 2018. Participants who had solid knowledge about the experience in the field were invited. The attendees discussed four different themes in the workshops. In the first workshop, the attendees discussed the existing coaching and rehabilitation services, and the customers who use those services. In the second workshop, the theme was mapping the competences of customers. In the third workshop the issue was developing the competences of customers. In the last workshop in May, the attendees discussed career coaching and business coordinating.

#### Rehabilitation and Coaching Services Workshop

In the first service workshop, joined 16 attendees who were experts from rehabilitation centers, social services, and employment services. The attendants included service professionals and managerial level members. The meeting was chaired by the manager of Adult Social Services in the city.

The objective and the expected output of the first workshop was identifying existing 'Rehabilitation and Coaching Services' and customers benefit from those services, in order to sum up the potential customers of the competence center. The purpose of the workshop included also mind mapping personas of potential customers of the center. Attendants were divided into groups. Each group consisted of four members. Tasks were given to the groups in order to discuss in groups and then share the outcome of the discussions with the rest of the attendees.

First, the attendants discussed customer needs during the rehabilitation services. The outcome of the discussion was four necessary customer needs that were (a) the basic needs such as, home, health services and also rehabilitating requisites and life management (b) family and peer support (c) the feeling of being useful and effective in order to be enthusiastic for work. The customer needs to be copartner and a person who is seen and listened to (d) the customer needs to develop his or her competences and learning Finnish language skills. The customer needs the ability to identify his or her strengths, and to learn about the Finnish work culture. (Figure 5.)

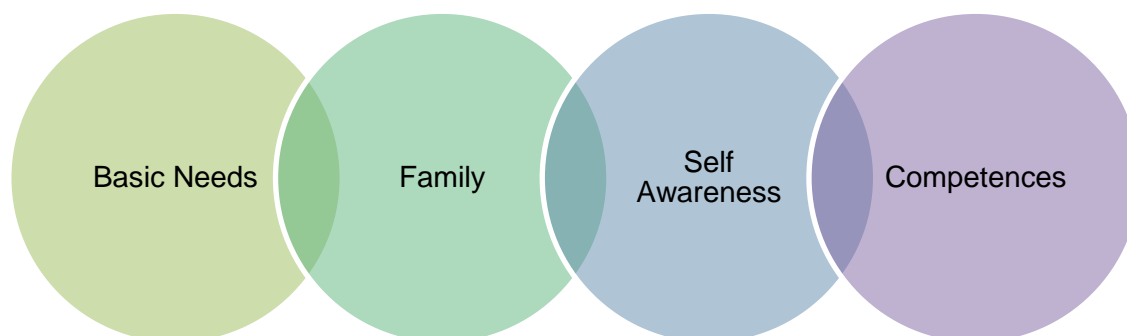


Figure 5. Customer Needs in the Rehabilitation and Coaching Services.

After discussing the customer needs, the attendees discussed the existing current services to engage those needs. The services provided by 'Rehabilitation and Coaching Services' include a personally responsible worker for the customer, peer groups (in Finnish or in a representative language group), group activities, clear objectives, and the opportunity of getting acquainted with native Finns.

Rehabilitating and Coaching Services contain also services such as individual social coach meetings, observing the family, visiting homes, networking, healthcare, rehabilitation and medical care, rehabilitative work, volunteering, access to use the Finnish language, moving around the city and knowing different places.

#### Competences Mapping Workshop

After the first workshop in which the attendees discussed the customer needs and the available services for them, another workshop was organized in order to discuss and analyse the suitable competence assessing services for the potential customers. The number of attendees was at this time bigger than in the first workshop. Twenty-three attendees joined the second workshop which was held in the center of Espoo. Like the previous workshop, the attendees were service professionals, frontline employees, and managerial level members. This time, the meeting was chaired by the head of the immigrants' affairs at the TE-Services in Uusimaa.

The attendees were divided into groups. Each group contained four members. The attendees discussed different options of mapping the potential customers' competences and skills in order to find out the customers' wishes, capabilities, and needs.

First, the attendees suggested that the mapping team should be a multi-professional team which has the ability to share the necessary information with customers in an understandable and easy way. A team which can define a smooth customer path and develops working life skills and studying skills. A team which can make the customers aware of own skills and competencies.

The attendees also discussed what the competence mapping service should include. Raised ideas were customer's education, work history, motivation, networks, capabilities resilience, language, vocational, communication, and digital skills as well as economic situations, services received from other employment services, health and/or learning difficulties, entrepreneurial spirit and other competences comprehensively. (Figure 6.)

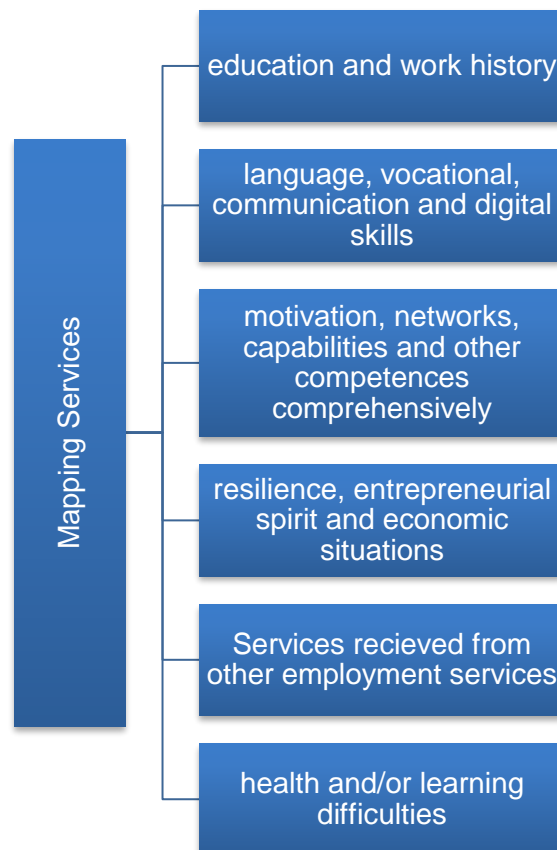


Figure 6. Mapping Program from Service Provider's Point of View.

## Developing Competences Workshop

In the third workshop, the attendees discussed the questions: (1) how would developing the competences of customers look like in an overview? (2) what are the basic things that are needed while developing customer competences?

The workshop took place in Espoo City Council building. Like the previous workshops, the workshop was attended by experts in the field. The number of the attendees in this workshop was 17. Attendees primarily discussed about utilizing new technology for the competence development and the fact that the customers have different levels of digital literacy. The attendees suggested providing user-oriented services with customers. The attendees suggested also that the competence developing service should ensure the basic skills of using job tools such as getting job safety cards and hygiene cards.

The answers of the attendees also compiled that developing competences should include basic skills such as reading, writing, math, et cetera. The suggestions were to develop the customers' life management skills, self-knowledge skills, coaching services, career planning and goal setting, digital skills and the use of electronic services, community orientation, equality issues, information, and support for the people who are interested in entrepreneurship and Finnish language classes. (Figure 7.)

Competence Developing Programme	Life management skills
	Self-knowledge skills
	Coaching services
	Career planning and goal sitting
	Digital skills and the use of electronic services
	Community orientation, equality issues
	information and support for people who are interested in entrepreneurship
	Language classes

Figure 7. Competence Developing Services.

## Career Coaching and Business Coordination Workshop

Workshop number four was held in the City of Espoo under the title of “Career coaching and business coordinating.” Experts of business, employment and training services were invited to this workshop as well. Colleagues from the Helsinki Competence Center also joined the workshop to discuss issues related to how the Competence Center can manage career coaching for the potential customers and co-operate with private and public sectors’ business companies in order to find suitable employment opportunities for the customers. Eighteen attendees joined the workshop, and it was chaired by the head of business coordinators of the city (appendix 3). The attendees were divided into groups. Each group contained four members.

First, the attendees discussed what could be a successful career coaching service from the job seeking customer’s point of view before heading to the job market. The collected ideas of the experts were from the customer’s point of view: (1) improving language skills will take a long time from the customer’s point of view. Therefore, the customer wishes to get work experience with already the incomplete language skills he or she has. (2) The customer wishes also that he or she and the career coach have the same intent, common language, and understanding which is supporting the customer’s own plans. (3) The customer wishes that the service attracts his or her motivation. (4) The customer needs also among other things a knowledgeable staff, who can understand the customer’s background and journey experience, a person who has a common language, a holistic encounter, and cultural awareness.

For the job seeking customer, a successful career coaching program is giving real information about the Finnish working life, card training opportunities, work-based learning program, Finnish language classes at the workplace, and employers who are trained for improving the workers’ language skills. The customer expects that the career coach contacts the workplace and gets to know the job beforehand. The career coach should also visit the workplace or call the work instructor if need be, as he or she should be involved in the customer’s employment process until six months from the contract day. (Figure 8.)

A real information from the Finnish working life, card training, work-based learning program, exporting Finnish language classes to workplaces

Employers who can improve the worker's language skills by training the employers in understanding people who speak little Finnish, and in multiculturalism

The customer expects that the career coach contacts the workplace and gets to know the job beforehand, also visits the workplace, and calls the workplace instructor as he or she is involved in the process until six months from the contract day.

Figure 8. Successful career coaching program from the job seeking customer's point of view.

The workshop attendees discussed also how a successful career coaching program would look like from the employer customer's point of view. The attendees suggested that employers expect from the program that the right customers are guided to the right services.

This can be achieved by providing the customers with the necessary training, such as card training services. The employers expect that their needs are fulfilled, and they are listened to. The employers also wait for proactive business coordinating, selling the service to the employers and making employment process easy for them. A contact person that has knowledge of the various types of contracts and employment-related issues is also seen as a part of successful career coaching program from the employers' point of view. (Figure 9.)

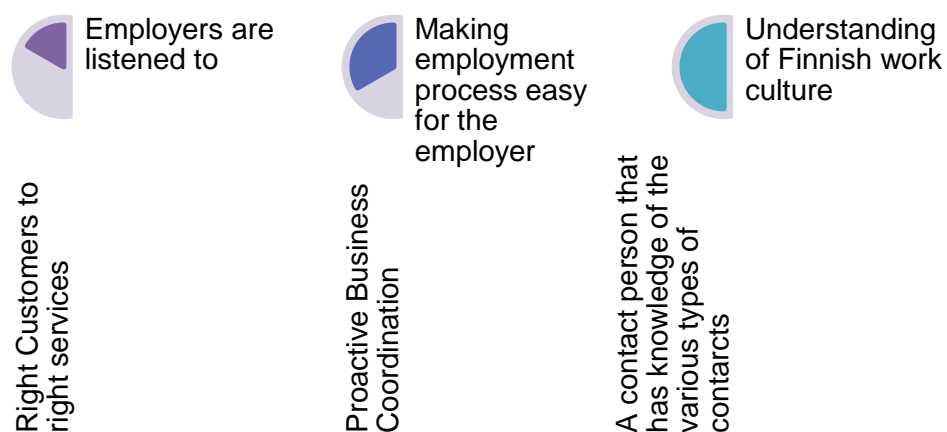


Figure 9. Successful career coaching program from the employer customer's point of view.

## 4.2 Major Results of the Workshops

The major outcome of the workshops was defining the service, the target group of the service, the resources of the service, the goals of the service, the channels and the stakeholders of the service.

### The Service

The Espoo Competence Center for Immigrants focuses on developing and improving the customers' competences and skills. The services of the center are designed according to the customers' individuality and personality (customer-oriented services). Customer's presence in the service planning and his or her responsibility for his or her own future is a milestone for the center. A responsible employee is appointed for each customer during the service process.

The attendees of the workshops discussed also the values of the Competence Centre. The collected ideas included that the center should develop the customer's self-knowledge talents, life management skills, career planning, and goal setting competences. The center should provide customers with information about different occupations and job opportunities. The center innovates and improves courses in order to develop customer's digital literacy and the use of electronic services. The center provides customers with information about equality issues in Finland as it supports the people who are interested in entrepreneurship and business.

While discussing how these values can be achieved through interactions and activities, the attendees suggested that the center should organize basic language classes such as reading, writing and math. The Center should also export Finnish language teachers to workplaces. (This can be achieved through technology by developing an application online and giving the customers usernames to follow Finnish language classes at home, or by planning with employers the possibilities of giving an hour to employees or customers of ECC to study Finnish language in the work place.) Through the centre, it should also be possible for the customer to get card trainings when needed.

The center should offer to the customers coaching services about working life as it should give clear instructions to employees on how to handle the unemployment situation. In Espoo Competence Center, there should be a strong presence of vocational education and business coordinating with public and private sectors in the capital region.

To know the available job opportunities beforehand, the business coordinators of the center should contact, call and visit the workplaces. The center should also manage the customer relationship system and provide customers with mental coaching services.

#### Target Group of the Service

The attendees of the workshops defined the service target group as 17 years old and older, unemployed immigrants who live in Espoo permanently with valid Finnish residence permit.

#### Resources of the Service

Major results from the workshops that were organized by the Economics and Development Department of the city during the spring contained that the resources of Espoo Competence Centre are professional multicultural employees who understand the customers' senses, needs and wants. The stakeholders and the customer data which comes from the TE-services are part of the Competence Center's resources. The center uses tools machines classes and other necessary school and office equipment as well.

#### Goals

The short-term goals of the center include discovering the target group and their needs. However, the long-term goal of the center is helping the rapidly growing immigrants of the city to get employed.

#### Channels

For now, service providers and stakeholders find the TE-Services as the one and only customer channel to the services.

#### Stakeholders

Attendees of the workshops suggested also the potential stakeholders for the Competence Center. Different organizations, companies, personals, and institutions were listed. The listed stakeholders included internal ones such as curators, Finnish language trainers, career coaches, school coaches, business coordinators, service

planners and a service manager. The connected stakeholders were TE-Services, vocational colleges, social and health care sectors, psychology and mental health services, Kela, Employment Services of the City. The external stakeholders for the Competence Center from the attendees' point of view included the private recruitment companies, Helsinki region chamber of commerce, entrepreneur associations, International House Helsinki, and the 3rd sector as an employer. (Figure 10.)

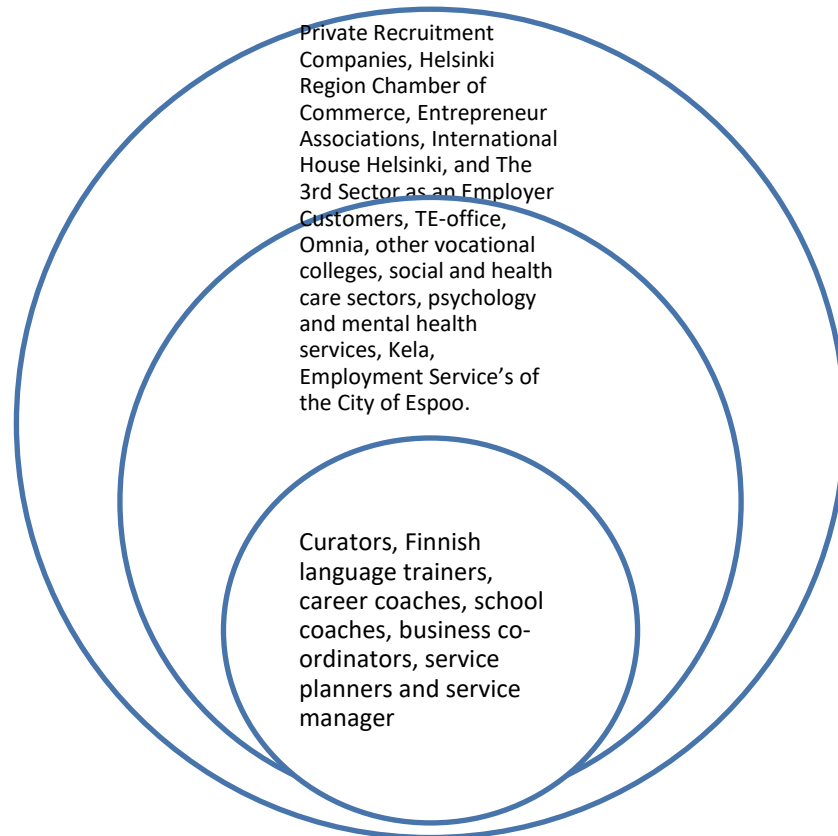


Figure 10. Stakeholders' Map.

## Business Model Canvas

Based on the aforementioned results of the workshops, the researcher created the following Business Model Canvas. (Figure 12.)

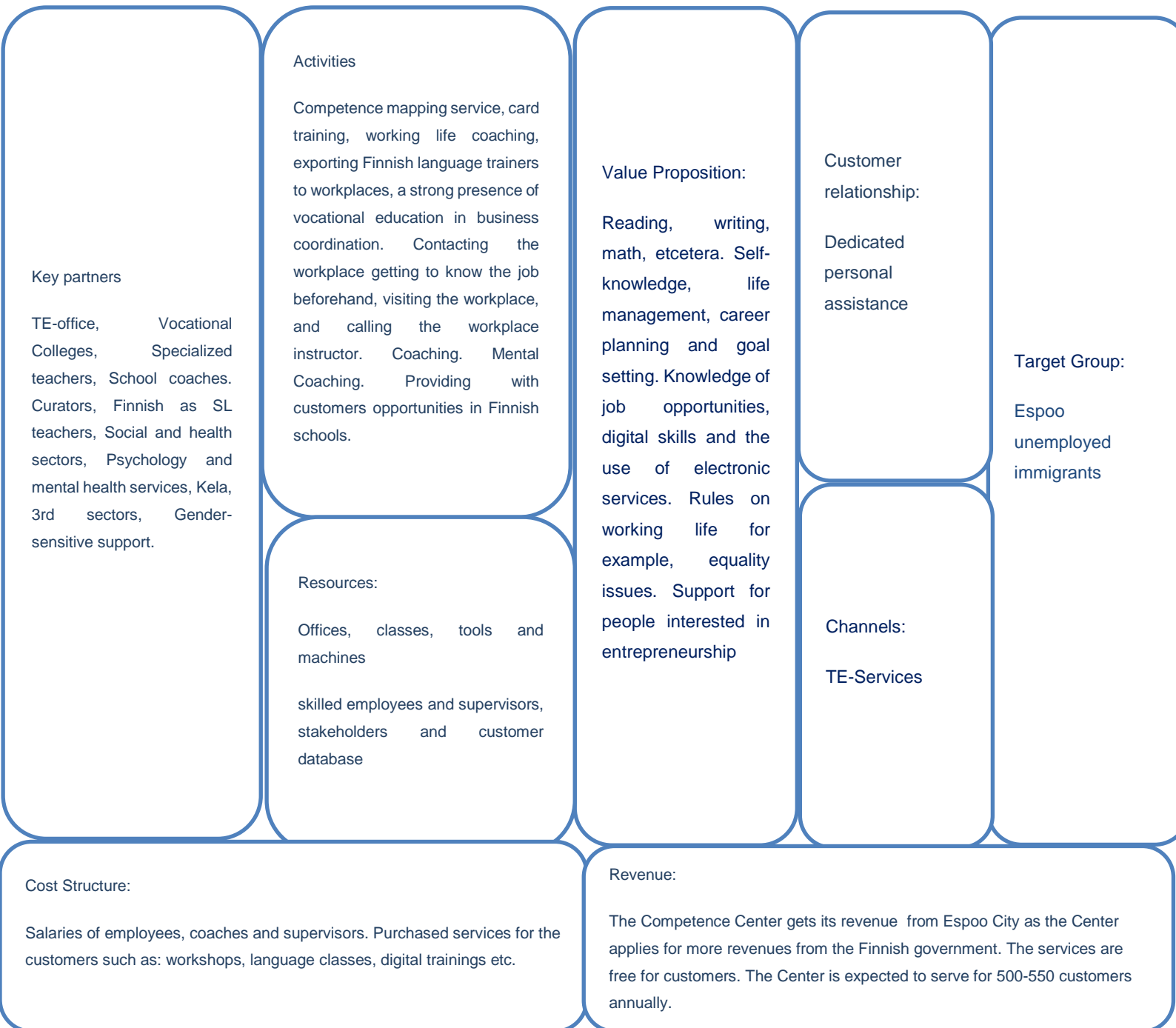


Figure 11. Business Model Canvas.

### 4.3 Benchmarking

The researcher visited Helsinki Competence Center on 14th of August 2018 in order to benchmark its services. The Helsinki Competence Center was opened in June 2016, and it combines rehabilitation, education and employment services for adult immigrants in Helsinki. The center's target group is over 17 years old immigrants who live in Helsinki and have a residence permit. (HCC 2018.)

The Center has structural, large volume solution for mapping and supplementing immigrants' skills. It combines knowledge mapping with employment management, language training, vocational skills development and some aspects of social work. The center also supports cooperation with the TE-services, (for example, integration plans) within the Competence Center (HCC 2018.)

The Center organizes vocational training as a tailor-made service. The Center invests in coaches who can speak with customers in their native languages. The goal of the Center is to smooth the integration for the immigrants and to find suitable work or training places for the customers. (HCC 2018.)

Helsinki Competence Center gets its customers from the TE-services and from the Social Services. The Center maps the competences of the customers, identifies the vocational competences of customers, and combines the available service to the needs of the customers. The Center organizes education and working life pathways as well. (HCC 2018.)

Alongside the mapping services and education pathways; digital training services, Finnish language classes, working life coaching, business coordinating, Finnish as a second language classes, support in the vocational collages and at the work places services are organized by the Center. (Figure 12.)

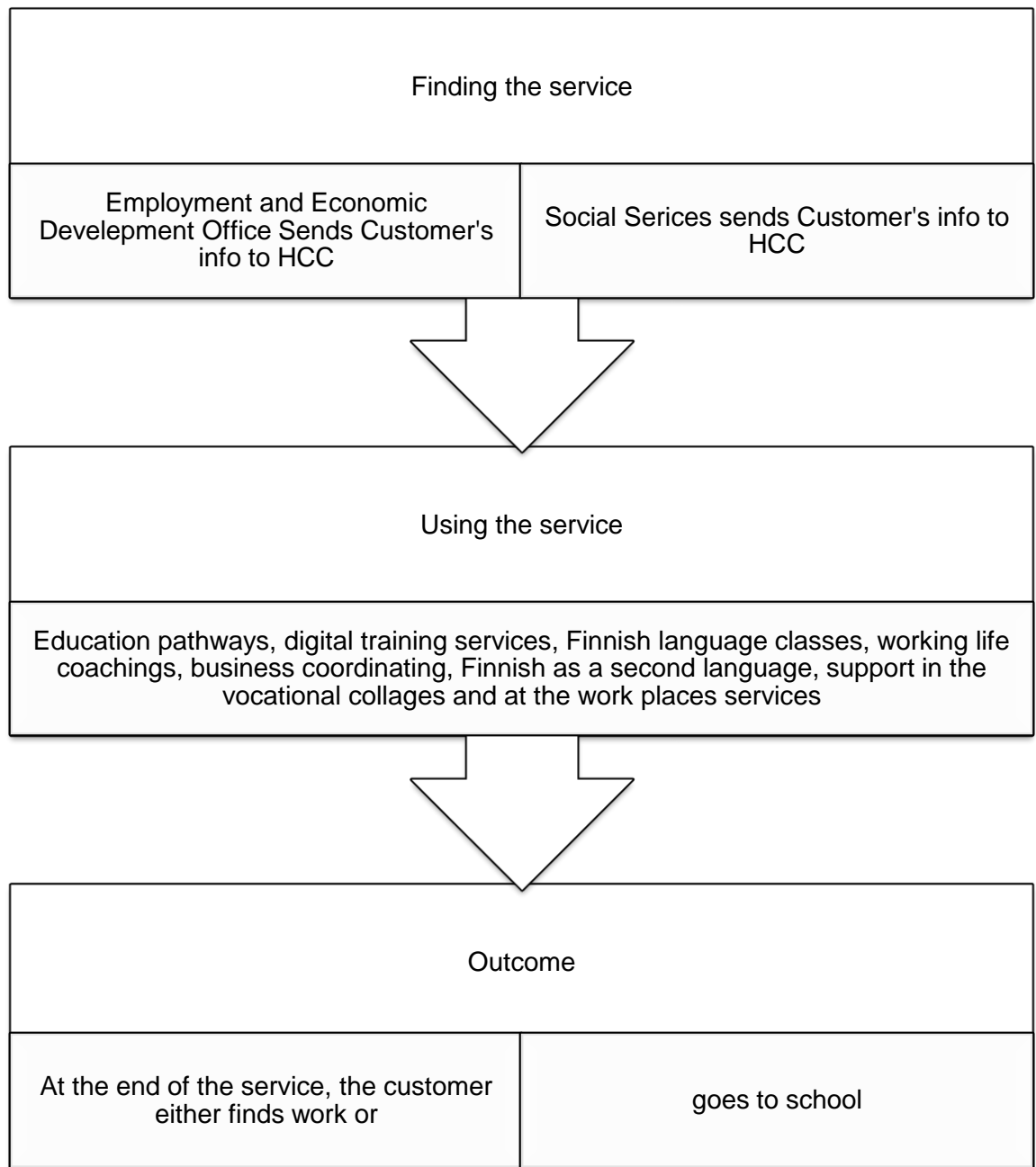


Figure 12. Service Chart, HCC.

Helsinki Competence Center served for 1237 customers only last year (2017). More than half of those customers, about 67% came from the TE office. 61% of HCC's customers were men and 39% were women. The middle age of the customers was 35 years old. The most common customers of the Center came from Iraq, Somalia, and other Asian countries, Africa, Russia, Europe, Afghanistan, and Syria. (HCC 2018.)

## 5 CUSTOMER INTERVIEWS

Based on the interview questions, (appendix 4) the researcher has focused on following main themes:

- Reasons of unemployment
- Impacts of unemployment
- Received support

### 5.1 Reasons of Unemployment

The interviewees identified lack of language skills, lack of vocational skills and lack of work experience as the reasons for their unemployment. However, some interviewees could not identify the reasons of their unemployment. (Figure 13.)

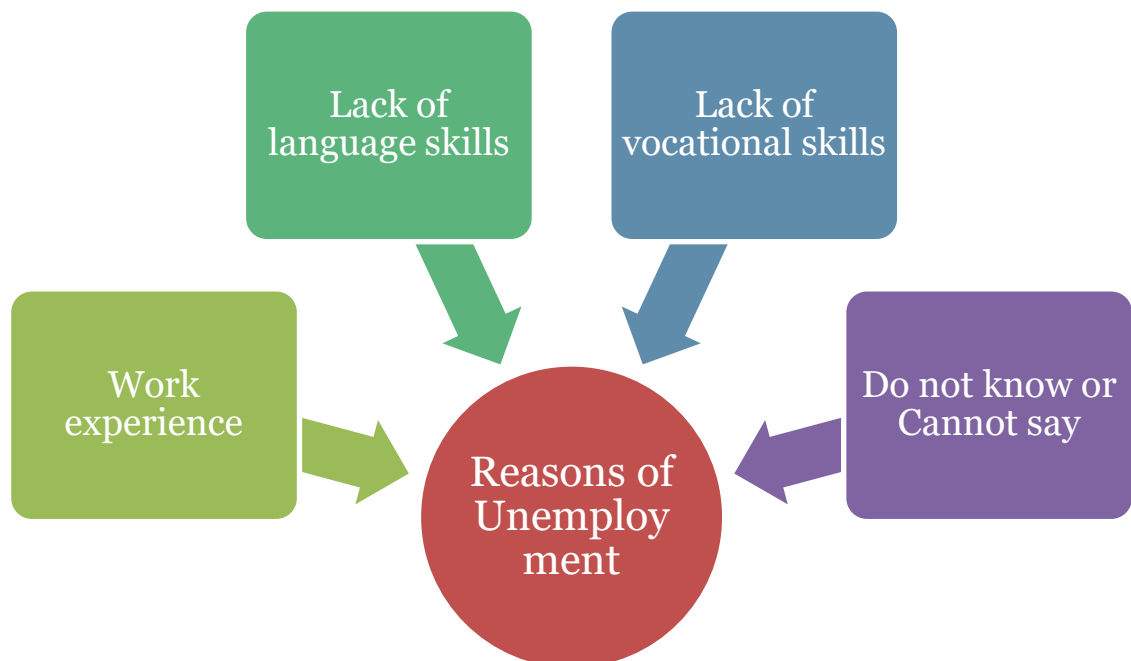


Figure 13. Reasons of unemployment from the customers' point of view.

In their answers to the question of challenges they faced in searching and securing employment in the Finnish job market, the immigrants identified lack of Finnish language skills, lack of vocational skills and lack of work experience as reasons of their

unemployment. However, some interviewees could not identify the reasons for their unemployment.

#### Lack of Finnish Language Skills

The interviewed potential customers of Espoo Competence Center, talked about the impact of lack of Finnish language skills on their unemployment.

One female interviewee believed that she is unemployed because she lacks basic skills in writing and reading. "I did not write or read when I came to Finland. I used all my integration period in writing and reading classes and most of the time, I was at home waiting for a suitable class. Now I can't even write well, and I have been living in Finland for 8 years." (Interview with a female participant; 25.6.2018, Espoo.)

Another female immigrant complained about not getting "enough language classes" since she arrived. "I did not get enough language classes upon my arrival to Finland. I have been on maternity leave for most of my integration period. When I came back to TE-Service, I was told that I do not have integration opportunities anymore because I lived in the country for more than three years. Now I cannot get Finnish classes, and without that, I cannot go to work or to vocational school." (Interview with female participant 28.6.2018, Espoo.)

When asked the same question a male immigrant in the city he referred his unemployment to his poor language skills too. "I cannot speak enough Finnish to go to school or to work" (Interview with male participant 02.7.2018, Espoo.)

Customers getting employed upon their arrival for job tasks that do not demand language skills complain also poor language skills to return to the job market. "When I came to Finland I got work and did not go to TE-Service's language classes. After three years, I got unemployed, I went to TE-services, but I was told that I do not have integration right anymore. I want to do better jobs than the one I have been doing, but that is not possible without vocational skills, and I cannot go to vocational school without Finnish language skills." (Interview with male participant 03.7.2018, Espoo.)

Another interviewee got the opportunity of attending Finnish language classes through the TE-Services. But she believes that was not enough to get her dream job. "When I arrived, I went to integration training of Finnish language class through the TE-Services. I got the level of A.2.2 (basic level). After that, I did not get any other school opportunities.

A2.2 does not employ me or take me into the vocational school that I am interested in (Practical Nurse-Lähihoitaja). I need at least B1 (independent user), to go to Practical Nurse school.” (Interview with female participant 27.6.2018, Espoo.)

The need for the language skills is obvious in the answers of the interviewees. The interviewees' responses indicate that the target group needs language skills improvement in order to be capable for the job or the education they aim to. Drawing from the researcher's own experiences while working for Työrasti Espoo (appendix 1), the low language skills have always been the customers' main problem. Espoo Immigrants came from different backgrounds with different levels of skills and competences. During the integration time through the employment office, the immigrants get integration training for one year. A significant number of immigrants complain about the limited Finnish language classes through the employment office. Getting Finnish language opportunities can make easier for the immigrants to integrate into the society and get employed.

#### Lack of Vocational skills

In Finland, vocational skills play a key role in promoting economic competitiveness and prosperity (OPHc). The Finnish labour market requires different kinds of vocational skills and competence (OKMb). Skills related to the construction sector, health and social sector, and in the industrial fields such as electrical, mechanical engineers, and automation engineers are the most employable skills in Finland currently (Talouselämä, 2018).

The interviewees attributed their unemployment to the lack of vocational skills as well. The data shows that immigrants are unemployed because of a lack of vocational skills. “Because I don't have vocational skills. I speak Finnish, but when I apply for work, all jobs require vocational skills, 'even cleaning' requires vocational certificate nowadays” (Interview with female participant 29.06.2018, Espoo.)

The lack of vocational skills can be interrelated with the motivation, self-activation and exploring skills of the customer. According to the data, immigrants who spoke Finnish were complaining about not getting in schools. When discussed with them the reasons, it was obvious that they had exploring skills difficulties.

## Lack of Work Experience

The results of the study showed also that a significant number of immigrants complained about work experience requirements in job application processes. The interviewees connected the work experience requirement for discrimination since the employers require work experience from Finnish firms. “Whenever I apply for a job I am asked if I have work experience from Finland. I am also told that my Finnish language skills are not enough.” (Interview with male participant 02.7.2018, Espoo.)

Customers are demanded to have experiences from Finnish firms because of the lack of trust from employers’ side with their foreign qualifications. Work experience cannot be gained without getting employment opportunities to from Finland. Asking for experience before offering a job is like putting the cart before the horse. (Ahmed, 2005, 36.)

## Do not know or Cannot say

According to the data, a significant number of immigrants are not able to tell what their need is. Therefore, could not recognize the reasons for their unemployment. “I have always been home with children since I arrived. I did not get information about how the working life of Finland is, I don’t know anything about it and I can’t say why I am unemployed.” (Interview with female participant 06.7.2018, Espoo.)

This problem can be referred to the customer’s level of education, work history, -both in Finland and homeland-, and integration opportunities. It could also be referred to their exploring, social and self-activation skills. The barriers shown in Figure 14 below illustrate the unemployment reasons for the Espoo City's immigrants.

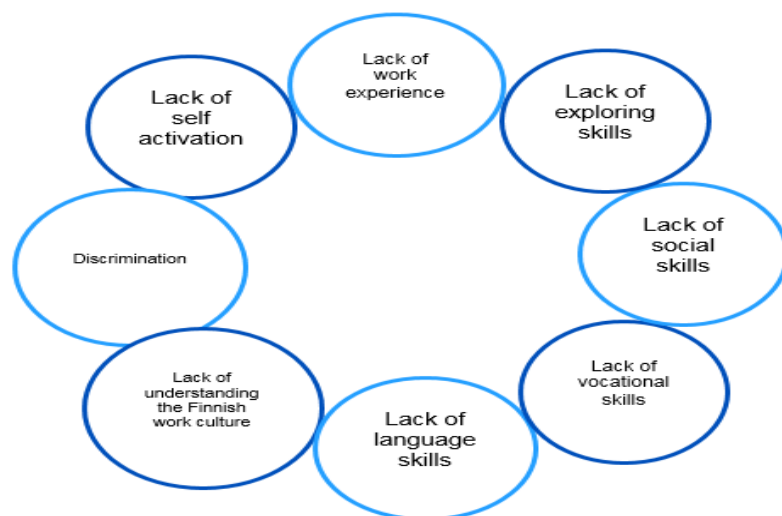


Figure 14. Immigrants' unemployment reasons.

## 5.2 Impacts of Unemployment on Immigrants

Interviewees have raised the following impacts of unemployment on their lives:

- Financial Impacts
- Psychological Impacts
- Social Impacts

According to the data, immigrants are not happy with being unemployed. The interviewed segment of immigrants complained about financial, social and psychological impacts of unemployment on their lives. These problems can help the authorities' efforts of reducing unemployment among immigrants. Being not happy with the situation and seeking help can increase customers' motivation toward work and school. "My husband works, and he pays all the necessary things we need. I want to help my husband and go to work. Our income is not enough" (Interview with female participant 28.6.2018, Espoo.)

Another interviewee's answer was "My husband works, and we get help from the KELA. Our income is not an ideal one, but we do survive with the little we have. In my culture, it is shame to complain about income if you have something to eat, but I really need to go to work." (Interview with female participant 27.6.2018, Espoo.)

An interviewed male immigrant in Espoo also complained about financial problems of that he cannot help his family back in the homeland and he can't bring them to Finland either because of his little income. "I am unemployed, and I can't support my family back homeland and can't bring them here either because the Migri asks me to get a job before applying for family reunification. I really need a job." (Interview with male participant 05.7.2018, Espoo.)

Interviewees raised also the psychological problem of unemployment in their lives. "Staying at home, doing nothing is frustrating. I can't be at home every day doing nothing" (Interview with male participant 02.7.2018, Espoo.)

The social impacts of unemployment were also raised by interviewees. Interviewees talked about the negative social impacts that unemployment makes on their lives. "My children cannot be proud of me when I am unemployed. I am a mother of four. I would like to be a role model for my children. Telling them to study hard will not help. But doing and acting will make them proud and hard workers." (Interview with female participant 27.6.2018, Espoo.)

However, an interviewee who used to work and got unemployed answered that unemployment has no impacts on his life. The customer complained about not getting financial help while working. "I have been working for quite some time. I have been unemployed for less than a year. My life did not change that much. Because when I was working I did not get any support from the government. I had to pay for everything by myself. I could not save anything even though I used to work for long hours. I think the government needs to support those who are working so that they get the motivation to do the work." (Interview with male participant 05.7.2018, Espoo.)

### 5.3 Received Support

Interviewees have listed the following support that they have already received from the authorities while seeking for jobs:

- Employment and Integration Services
- Financial Support
- Social Support

When asked about the supports that they have received from authorities in their efforts of seeking a job, immigrants talked about employment services, integration services, financial support, and social support. "I came to Finland as a non-accompanied minor. I started studying Finnish before I got the residence permit. After receiving the residence permit, I went to TE-Services to register as a job seeker. I was 18 at that time. The officer helped me a lot. During the integration period, I attended adult primary school and I am now going to vocational college. I did not have any challenges in getting attached to the system because I had the plan myself and the officer helped me" (Interview with female participant 13.7.2018, Espoo.) Customers mentioned also the work try out opportunities and career coaching services they received throughout the TE-office. "I have been on work try out for two times. I got a place where I could gain new experiences, then I went to the TE-Services, and the responsible person of my case accepted the suggestion." (Interview with female participant 27.6.2018, Espoo.)

However, the process was not easy for everyone. "The TE-Services make plans by themselves without asking me whether I am interested in or not. I feel forced, but I have to accept their plans, if I don't, they will cut off my money." (Interview with male participant 28.6.2018, Espoo.) Another female immigrant argues that she had to do everything by

herself. “Whenever I need a course or service I had to find out for myself. The TE-Services did not suggest anything. But when I got a course, I always went to them (TE-Services) and they approved and sent a statement to KELA to get benefits.” (Interview with female participant 27.6.2018, Espoo.)

About the social service the target group received, an interviewed female immigrant remembers how the social services helped her in studying Finnish language classes. “I got advice and counseling from the social services regarding the available Finnish social services for family and children.” (Interview with female participant 27.6.2018, Espoo.)

## 6 SERVICE IDEATION

After collecting potential customers' problems from the target group, the researcher started ideating suitable services to customers' problems with the stakeholders. Ideation workshops were organized in August 2018, and service co-providers, such as the City's Employment Services, TE-Services, Social Services, and Omnia were invited. The researcher presented the outcome of customers' data to the stakeholders. After that, the researcher and the stakeholders started discussing the solutions to the problems and the expected customer journey map for the preservice, service and post service periods.

### 6.1 Customer Segmentations

The first service ideation workshop of August 2018 took place in the Espoo City Council. Eighteen attendees joined the workshop. The attendees discussed customers segmentations with regard to the insights of the customer data and the experiences of the workshop attendees. Based on the customer data and the attendees' experiences in the field, the researcher identified two types of customer segments that are suitable for Competence Center services:

1. Customers who can be available in the job market with little help.

This segment consists of (a) customers who despite their poor Finnish language skills, difficulties in the job searching process, and in understanding own rights and obligations are motivated toward work because of their good work experiences from the homeland. Persona (a) is created based on the information of this segment. The unreal name of this persona, and the names of following other personas are created by the free online tool, (behindthename.com.) (Figure 15.)

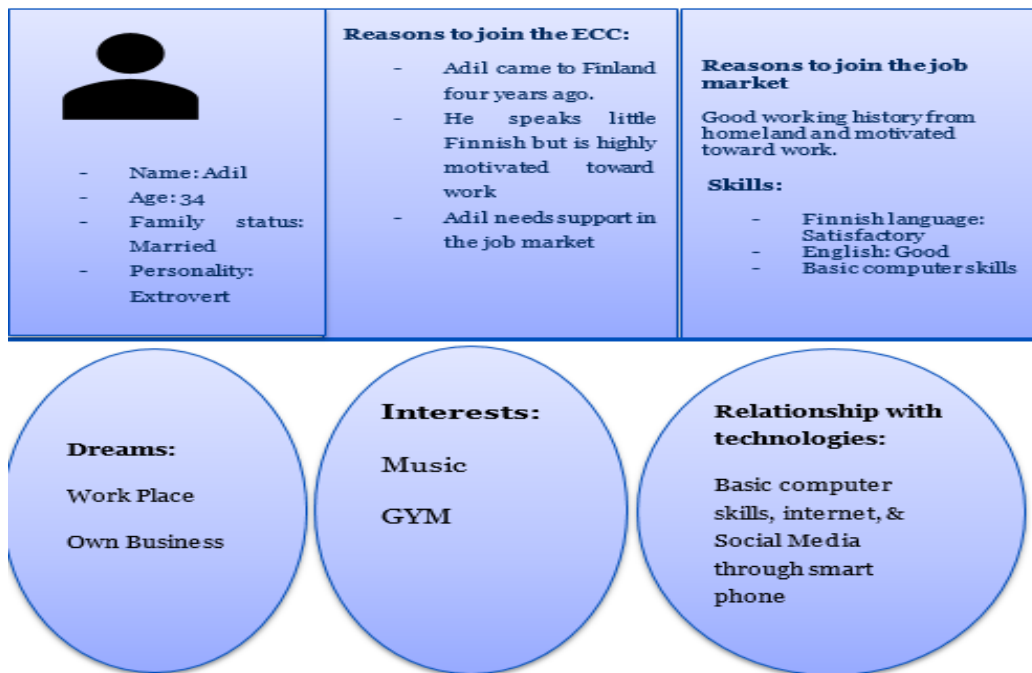


Figure 15. Persona (a) of a customer who can be available in the job market with little help.

(b) customers who have Foreign or Finnish University Degree, with weak or good Finnish language skills. This type of customer needs intensive support for employment so that the collapsed self-esteem and the sense of externality caused by longtime unemployment can be corrected. (Figure 16.)



Figure 16. Persona (b) of a customer who can be available in the job market with little help.

## 2. Customers who need Competence Developments

The second segment consists of (a) customers who are motivated, positive and hopeful toward improving their competences. The goals of this segment are school place first, workplace after school, and own business in the future. The language skills of this type of customers vary between (A2.1-B1.2) which means basic skills and independent user. (Figure 17.)



Figure 17. Persona (a) of a customer who needs competence developing.

(b) customers who have been on parental leave for a long time with poor Finnish language skills but are motivated toward learning the Finnish language and vocational studies. (Figure 18.)

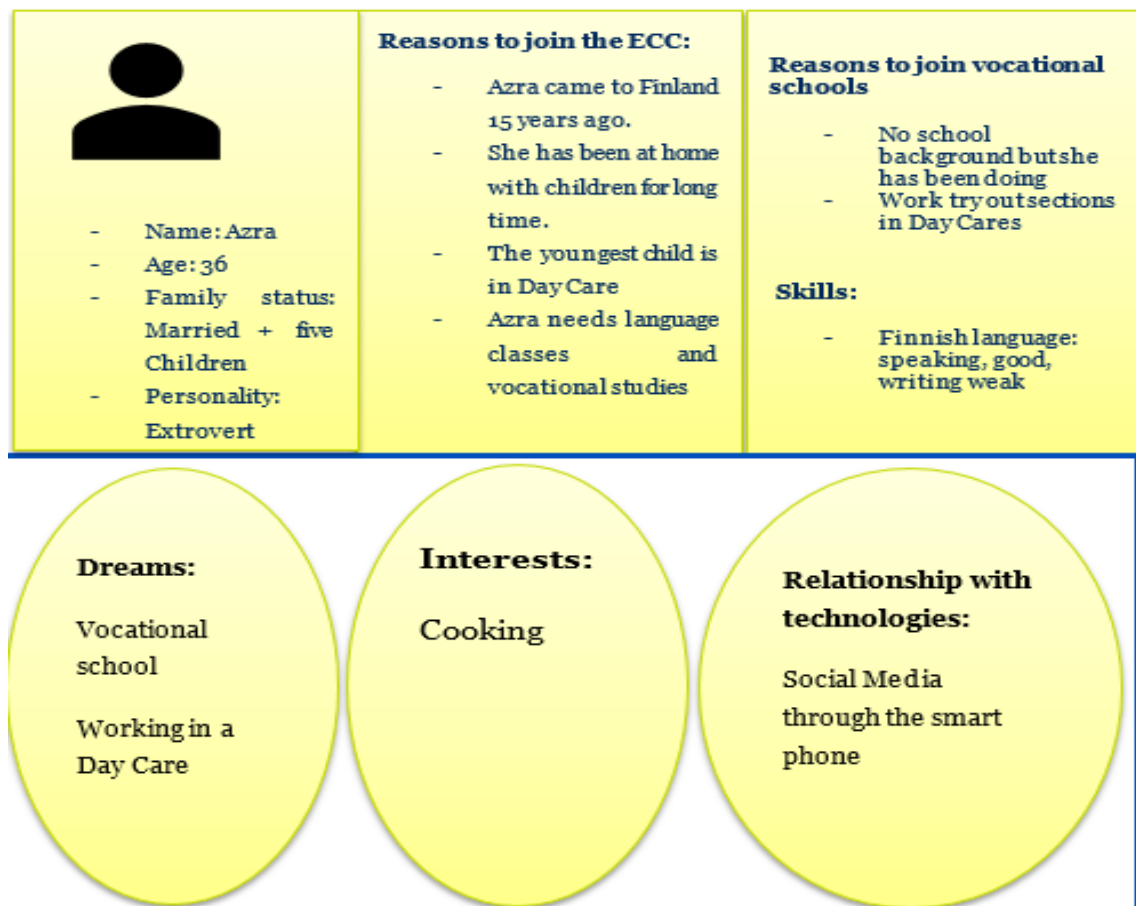


Figure 18. Persona (b) of a customer who needs competence developing.

Both the aforementioned two main segments of customers might include customers who are eligible for integration support, such as those customers who are in their first three years after arrival in Finland, or customers who are not eligible for integration support such as those customers who have lived in Finland longer time and are not eligible for integration support anymore.

## 6.2 Service Models

The attendees of the ideation workshops focused also on the service models that would be suitable to the aforementioned different segments. Attendees of the first ideation workshop discussed the preservice models, and how the customer finds the service. Attendees suggested that customers find the services through the TE-Services in order to verify customers' eligibility to benefits.

The attendees discussed two models of preservice. In the first model, the TE-office identifies and directs customers who are eligible to the service without initial information gathering. The customer will be registered electronically. Customer registration's notification will be received by service interviewers. Service interviewers contact the customer and arrange an initial interview appointment. In the interview, the customer signs down the consent of data exchange. (Figure 19.)

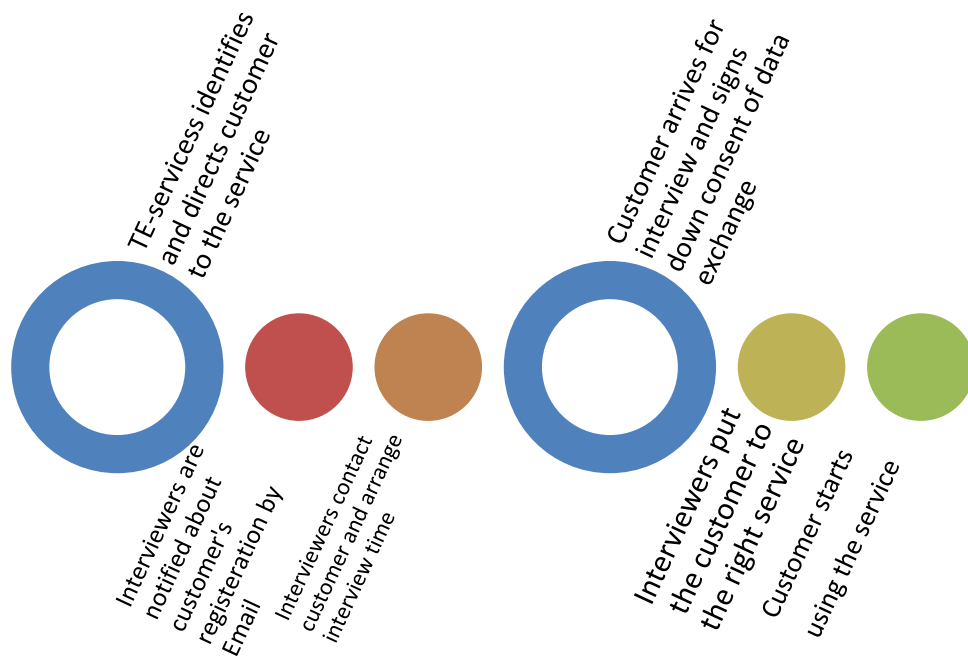


Figure 19. Preservice model one.

In the second model, TE-Services identifies and directs customers who are eligible to the service. The Competence Center workers get a notification about customer registration. The Competence Center invites customers to an initial information gathering. Consent of information exchange agreement is signed down in the information

gathering. With interpreters being present, initial interview date and place are agreed upon if needed. (Figure 20.)

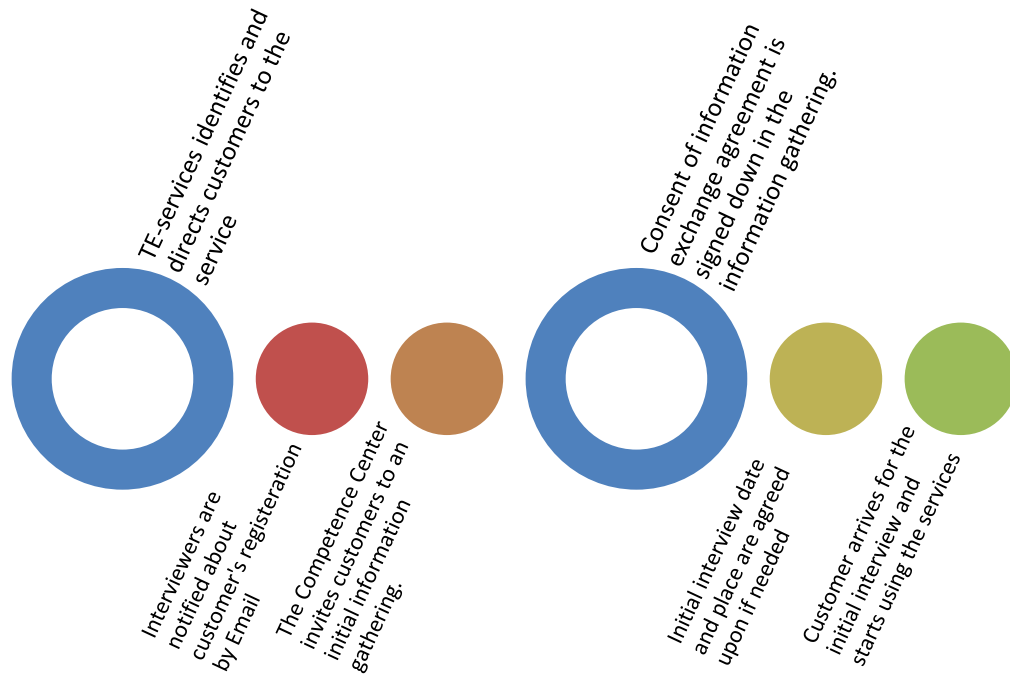


Figure 20. Preservice model two.

The attendees suggested to try both models during the piloting stage and choose the more useful model for the implementation.

### 6.3 Assessment Service for the Customers

The first touchpoint of the customer after the pre-service is the initial interview. Therefore, interviewers need to be professional, multicultural employees who understand the customers' senses, needs and wants. The interviewers should have the ability to sell the service to the customer. For the importance of this touchpoint, the interviewers need to focus on the customer's own story, own needs and own solutions. They have to create an overall picture of the customer's situation and should not just focus on his or her training background. The interviewers have to give time to the customer for discussions and questions.

After the interview, the interviewers evaluate the customer's needs for the next services. When the customer needs training courses and language classes, or the needs of the customer are not clear enough, the interviewers put the customer's information forward to the competence assessing services. The assessment program consists of three parts. Each part of the assessment program takes a week time. The first part of the assessment program which is dedicated to both work-oriented and school-oriented customers consists of an introduction, developing self-awareness, assessing customer's reading-writing skills, identifying customer's own skills, empowerment training, self-esteem reinforcement, and assessing and collecting customer goals. The assessment team should also organize motivational speech presented by a successful immigrant who works or runs a business in Finland. (Table 3.)

Table 3. Mapping program, part one.

Introduction	Developing self-awareness	Assessing customer's reading-writing skills	Identifying customer's own skills
Re-enforcing customer's self-esteem	Assessing customer goals	Collecting customer goals	Motivational speech

The second part of the assessment program which is dedicated to school-oriented customers consists of assessing customer's interaction skills, knowing about schools, mathematical skills, learning skills, study goals, language test, and follow-up plan. (Table 4.)

Table 4. Mapping program for school-oriented customers.

Interaction skills	Knowing about schools	Mathematical skills	Learning skills
Study goals	Collecting assessment outcome	Language test	Follow-up plan

The third part of the assessment program is dedicated to work-oriented customers. The Competence Center assesses customers' competences and job seeking skills. The Center trains customers in job searching through the social media, interaction skills, curriculum vitae, job interviews, working life in Finland, self-marketing, job applications, and necessary skills Finland such as basic computer skills and defining public transportation routes. (Table 5.)

Table 5. Mapping program for work-oriented customers.

Social media in job searching	Interaction skills	Curriculum Vitae	Job interviews
Working life in Finland	Self-marketing	Job applications	Necessary skills in Finland

#### 6.4 Services for School-oriented Customers

In the second ideation workshop that was organized 28.08. 2018, the researcher and the stakeholders discussed more the Competence Center's Services. Like the first workshop, the attendees of the second workshop were experts and professionals from the Employment Services of the City, the TE-Services, Social Services, and Omnia. This time, thirteen attendees continued their discussions about the services that would be suitable for the previously collected and presented customer problems.

According to the collected customers' data, a significant number of customers referred their unemployment problems for their poor language skills and lack of vocational skills. Therefore, and in order to meet customers' needs, the Competence Center organizes language-oriented vocational study paths for those customers who need language improvements and vocational studies. The language-oriented vocational study paths can be six months maximum. During that time, the customer learns the terms and the language skills that are needed in his or her specific profession. The study path includes lessons of Finnish Language as a second language, card training, such as hygiene card

and job safety card in easy Finnish language, and basic vocational skills that will include, teachings of communication, interactivity, Finnish as a second language, basics of mathematics and working life skills.

After the language-oriented vocational classes, the customer is expected to be available in the job market or to be attending a professional school where he or she can study a profession that meets his or her needs and language skills. (Figure 21.)

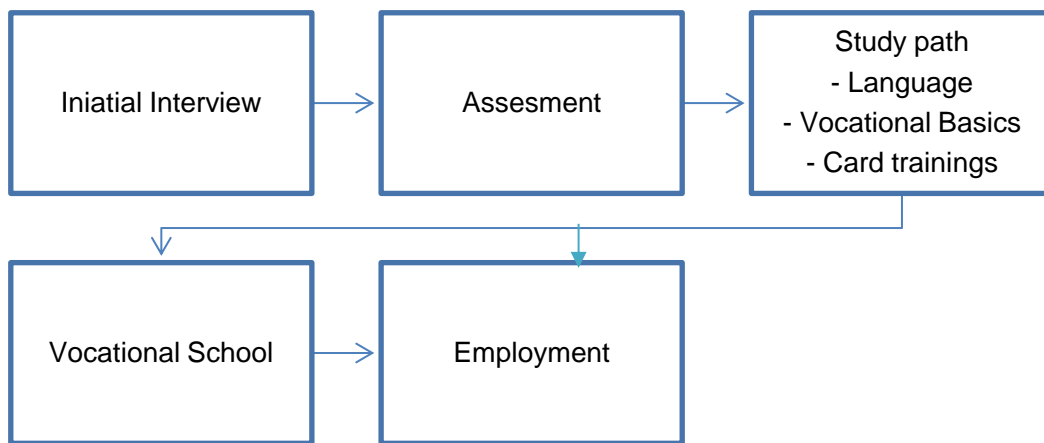


Figure 21. Service Chart for the Center's competences developing service sketch.

### 6.5 Services for Work-oriented Customers

According to the collected data from the potential customers, numbers of them referred to their unemployment problems for difficulties in job application processes, discrimination and lack of work experiences in Finland. To tackle those issues, during the third workshop of service ideation for the Immigrants' Competence Center which was organized in August in the City Council, the City's Business Coordinators presented the service that is suitable to the Center's work-oriented customers.

The Business Coordinators assess first the customers' potentials by interviewing them. They also assess the employers and figure out where and what kind of employees are needed. They match the two and follow up how the unemployed customer of the Competence Center prospers in the job market.

After the initial interview, the interviewers put customer's information forward to the next services. When the customer's goals and profession are clear to the interviewers, they

put him or her directly to the Business Coordinators. However, when the customer's goals are not clear enough, the interviewers will put the customer's information forward to the assessment and after that to the business coordinators forward the customer either to work try out program to get experience or to the job market directly. (Figure 22.)

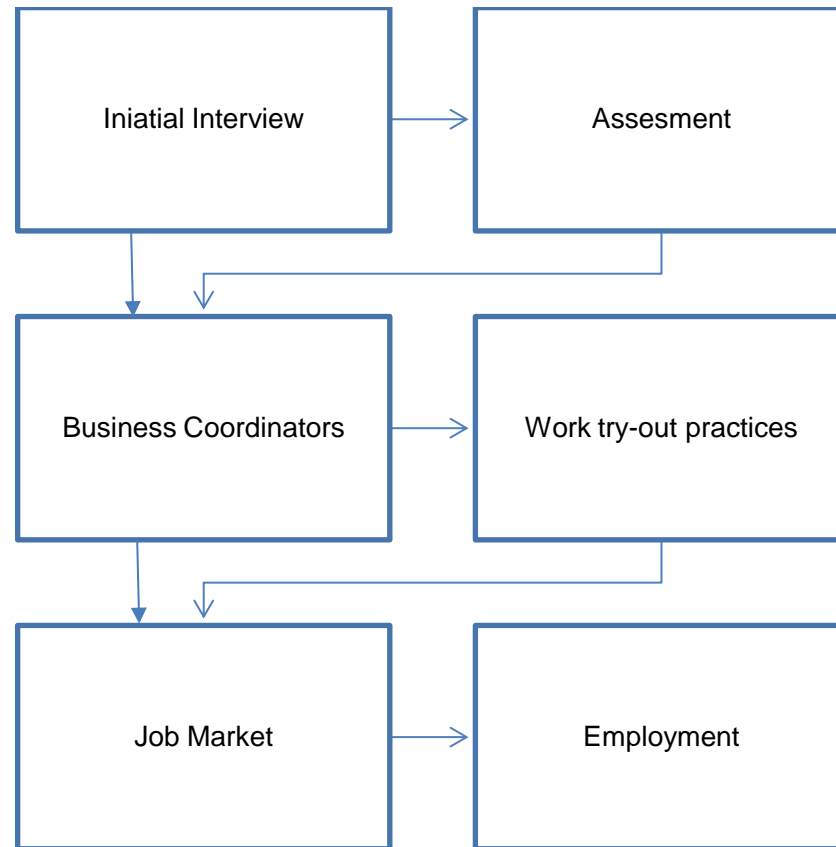


Figure 22. Coaching service in the Competence Center.

In order to highlight the different stages of the customer's experiences while he or she is using the above-mentioned services, the researcher has made two service blueprints. Both service blueprints include, customer actions, line of interaction, frontstage actions, line of visibility, and backstage actions. The first service blueprint, visualizes the actions of the school oriented customers, the front stage actions, the backstage actions, and the support process. (Figure 23.) While the second service blueprint visualizes the experience of the work-oriented customers the front stage actions, the backstage actions, and the support process. (Figure 24.)

	PRE-SERVICE PERIOD										SERVICE PERIOD							POSTSERVICE PERIOD						
Physical Evidences		e-mail, phone, word of mouth	post, e-mail	Phone, post	text message	parking, bus stop, quidance.	coffee, tea, water, napkins, plates	power point, projector, screens, papers	word of mouth	service materials: printouts	service material: printouts.	email, text message	interview room	email, text message, wilma	email, text	ECC building	email, text message	email, text, phone	Internet	email	school	e-mail	school, email	Internet
Customer Actions		Receiving information about the ECC		gets a call from the ECC for interview/invitation for info event	gets time confirmation	arriving at the info event/interview place	gets coffee serving.	listening to service presentation	presents her/himself asks to join the services	signs down consent letter, gets service materials	goes back home after getting materials	receives email/text message reminding the mapping class	arrives at mapping services	receives email/text message about the study path	arrives for study path classes	improves language & vocational skills	receives an appointment for school applications	applies for school with the help of the ECC employee	get's pre-test invitation	arrives for pre-test	gets admission contacts the ECC and tells about the school	starts school	fills feedback form and sends to ECC	
Staff Actions on Stage / Online Actions						greeting welcome.	serving coffee and snacks.	presenting the service of the Espoo Competence Center	listens, takes notes and explains the service	asks the customer to sign the consent, gives service materials	good byes the customer	receives customer and maps his/her background and competences			gives study path classes	helps the customer in improving his/her skills		helps the customer in applications						
Staff Actions Back Stage	Planning services		gets customer's contacts from the TE-Services	calls customers/ sends info event invitations	arranges interview rooms, sends time confirmation				prepares consent letter	sends customer's info to TE-Services and Mapping Service	sends email/text message reminding the mapping class			sends mapping services' outcome to the study path and updates the TE-services	sends email/text to the customer about the study path	sends study path outcome to responsible employee	makes an appointment for school applications				congratulates customer, advices about financial issues	sends feedback form to customer and updates TE-service	receives Feedback form, closes customer's file in ECC	
Support Actions		TE-Services informs customer about the service	TE-Services sends customer's contacts to ECC							TE-Services sends necessary statements to KELA				TE-Services sends necessary statements to KELA					school sends pretest invitation to customer	school receives and test the customer	school sends admmission	TE-Services sends necessary statements to KELA		

Figure 23. School-oriented customer's service blueprint.

PRE-SERVICE PERIOD										SERVICE PERIOD								POSTSERVICE PERIOD						
Physical Evidences		e-mail, phone, word of mouth	post, e-mail	Phone, post	text message	parking, bus stop, guidance.	coffee, tea, water, napkins, plates	power point, projector, screens, papers	word of mouth	service materials: printouts	service material: printouts.	email, text message	ECC interview room	email, text message, wilma	email, text	ECC building	email, text message	email, text, phone	employer	email, phone	phone	employer	email	Internet
Customer Actions		Receiving information about the ECC	gets a call from the ECC for interview/invitation for info event	gets time confirmation	arriving at the info event/interview place	gets coffee serving.	listening to service presentation	presents her/himself asks to join the services	signs down consent letter, gets service materials	goes back home after getting materials	receives email/text message reminding the mapping class	arrives at mapping services		receives email/text message from business coordinators	arrives for business coordinators' meeting, learns about available options	gets job interview from an employer, contacts ECC and informs	receives interview practices and gets ready for the interview	arrives for job interview, greets employer	get's a job offer	calls ECC and informs about the job offer	signs work contract	receives feedback email from the ECC	fills feedback form and sends to ECC	
Line of interaction																								
Staff Actions on Stage / Online Actions						greeting welcome.	serving coffee and snacks.	presenting the service of the Espoo Competence Center	listens, takes notes and explains the service	asks the customer to sign the consent, gives service materials	good byes the customer	receives customer and maps his/her background and competences			tells the customer about the available options according to the assessment report									
Line of visibility																								
Staff Actions Back Stage	Planning services		gets customer's contacts from the TE-Services	calls customers/sends info event invitations	arranges interview rooms, sends time confirmation			prepares consent letter		sends customer's info to TE-Services and Mapping Service	sends email/text message reminding the mapping class		sends mapping services' outcome to business coordinators and updates the TE-services	sends email/text to the customer and makes an appointment	contacts employers to find suitable job for the customer	answers to customer and sends him/her job interview practices	updates the TE-Services					congratulates the customer and updates TE-services	sends feedback form to customer and updates TE-service	receives Feedback form, closes customer's file in ECC
Support Actions		TE-Services informs customer about the service	TE-Services sends customer's contacts to ECC							TE-Services sends necessary statements to KELA			TE-Services sends necessary statements to KELA		employer sends job interview invitation to customer	TE-Services sends necessary statements to KELA	employer welcome customer and interviews	employer calls/sends email and offers job place	TE-Services sends necessary statements to KELA	employer signs job contract with customer	TE-Services sends necessary statements to KELA			

Figure 24. Work-oriented customer's service blueprint.

## 7 PILOTING THE SERVICE

After developing the service models, the study was submitted to the next stage of piloting. Piloting stage was implemented right after developing the services in the Autumn 2018. The piloting stage was jointly organized by the service co-providers; TE-Services, Omnia and Espoo City. During the piloting stage, the developed preservice and service models were piloted.

The researcher of the study was a member of the piloting group and worked as an interviewer. The piloting stage proved that customers who were called and invited directly to the interviews during the preservice stage were more motivated toward the service than the ones who came through the information gathering events.

For example, out of the thirteen customers that were invited to the first information gathering in October 2018, only seven arrived, one did not come but contacted the organizers, while the other five did not react. For the second information gathering in November, 21 customers were invited, 14 arrived, one customer came after the event, while six others did not react. For the information gathering events, customers were sent an invitation by post. On the other hand, 33 out of the 55 customers that were interviewed during the piloting stage were invited directly to the initial interviews on phone.

During the service piloting stage, a significant number of customers found the assessment programs useful for them. Forty two customers out of fifty five were navigated to the assessment programs. Only four of the customers were directly guided to the business coordinators, while the remaining nine customers were customers who needed basic Finnish language classes and customers to whom the service was not useful, such as highly educated customers who spoke good Finnish.

The outcome of the piloting stage showed that the developed models are working. Some customers completed the assessment program and started joining the study path training, while some other customers attended the assessment programs and after that were guided toward the business coordinators to find job opportunities for them.

## 8 CONCLUSION AND DISCUSSION

The information collected during the study revealed that the immigrants are unemployed for several reasons. Low Finnish language skills is the main reason for Espoo immigrants' unemployment problem. Regardless of the type of work they are going to do, when applying for jobs, the immigrants are required to have "good Finnish skills". The interviewed immigrants argue, that employers' demand for language skills is not sometimes for work task purposes, instead, they believe, that they are required Finnish language skills as precondition because "the employers do not want to employ" them. Contrary to that, the employers argue that Finnish language skills are important not only for work tasks, but also for communicating with other colleagues at work.

Requiring work experiences from Finnish firms was another major reason for the immigrants' unemployment. Finnish employers prefer work experiences from other Finnish companies. This might be a more difficult obstacle for the immigrants than the previous one. Requiring experiences from Finnish firms can make the employment process for the immigrants more difficult. In order to get Finnish work experiences, immigrants need to be hired by Finnish employers at first.

Lack of vocational school was also referred as a reason for unemployment by the interviewees. Immigrants need vocational studies in order to be available in the job market. Despite that the immigrants are not satisfied with being unemployed, a significant number of immigrants do not have enough social, self-activation and exploring skills to ask and find out the information they need.

The study revealed that the immigrants and authorities have the same goal of solving the unemployment problem of the immigrants. However, the immigrants do not get the real chance of co-designing the services they need, while some experts assume that they know what is better for the immigrants. The data reveals that the problem of immigrants' unemployment cannot be solved by services that are not co-designed with them. Bringing the customer's perspective to the table when designing employment services, makes the customer feel that the services belong to him or to her, and makes it easier for the customer to cooperate with service stakeholders as it increases the chances of the success.

As Finland steps toward design thinking approach services, employment services aimed for people with immigration background in Finland should also be based on design thinking paradigm. In today's service-oriented world, there cannot be an expert who can draw services for others. People are their own experts, and immigrants can define the reasons for their unemployment as they can suggest the solutions.

In order to find solutions for the aforementioned problems, the study suggests that immigrants should get help in the job seeking processes. The idea of getting employees who are in between the immigrants and the employers is supposed to minimize the gap between the two sides. Customers should also get help in finding the basic information about the existing services, and how to utilize them.

To create services for the customers who do not have enough exploring and self-activation skills, the study suggests assessment programs through which the Competence Center can find out the hidden competences of the immigrants and improve them. The Competence Center should also develop the skills needed by the customers in order to help them in getting in the vocational schools they need.

According to the results of the piloting stage, some customers who were invited to the Espoo Competence Center's services could not benefit from the assessment programs, competence developing classes and career coaching programs. They required basic Finnish language skills. Therefore, Espoo Competence Center for Immigrants should establish basic Finnish language courses for those customers with poor Finnish language skills.

Finally

Espoo City Board approved the establishment of Espoo Competence Center on the 3rd of December 2018. The City's statement reads that the proposal of the City's head for immigration affairs was adopted unanimously. (Appendix 5.)

The researcher of this study was also awarded by the City for strengthening the perspective of service design methods in the new service.(Appendix 6.)

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## APPENDICES

### Appendix 1. Työrasti Espoo

Definition:

Työrasti Espoo is a project for customers' competence building. It has received an employment policy grant from 2016 to 2018.

Target group:

The target group for the project is Espoo residents who are 30-54 years old, and received labor market support for at least 300 days or have been unemployed for more than 12 months.

Appendix 2. Ohjaamo Talo

Definition:	Ohjaamo Talo is a service place for people under 30 years old in Espoo. In Ohjaamo Talo, customers get information and help about study opportunities, working life, job seeking, housing, life management, well-being and leisure opportunities
Target group:	People under 30, residents of Espoo

## Appendix 3. Business Coordinators of Espoo

Definition	The business coordinators of Espoo started working in October 2017. The service facilitates and speeds up recruitment for Espoo jobseekers to find a job that is relevant to their skills and goals. The service helps also the employers to Find and identify hidden skills and job seekers in Espoo.
Target group	Espoo unemployed jobseekers who are registered as jobseekers in the TE-Services.

## Appendix 4. Inquiry Letter



Dear participant,

I, Abdirashid A. Maow of the Turku University of Applied Science am writing to invite you to participate in a research study entitled "Co-designing Employment Services with Immigrants of Espoo" to which Espoo City is the commissioner. The purpose of this study is to explore the causes of immigrants' unemployment and suggest co-designed solutions to it. The outcome of the study will be used in the City's Competence Center.

The study will explore how customers, experts and city leaders perceive the challenges and responses to the immigrants' unemployment issue. The study addresses and co-designs necessary services with the immigrants who are potential customers for the city's Competence Centre in order to come out with customer-oriented services. I select you as a potential customer as I consider you as someone who is knowledgeable on this issue.

The Process:

I will arrange a meeting with you at your convenience. I will explain the process. If you agree to participate, the interview will be semi-structured interview that consists of several key questions in order to collect data from the field of unemployment. The interview will last about 45 minutes to one hour. If you agree, I will tape-record the interview and take written notes. Alongside basic information such as your age, educational background, work experience and the length of the period that you lived in Finland; the semi-structured interview questions include:

- 1) Why do you think that you are unemployed?
- 2) How does the unemployment effects your livelihood?
- 3) What are the services that you have already received from the employment services?
- What challenges do you face in searching and securing suitable employment opportunities in Finland? I am committed to the ethical guidelines of the University and the City. Therefore, the interview outcomes will be confidential and anonymous. Your name will not be used in the research and it will not appear on the transcripts. There is no risk or harm in participating in this research. Your participation is voluntary, and you can withdraw at any time you wish. Although there is no direct benefit (monetary or otherwise), your contribution to this research is beneficial in helping reduce or combat the immigrants' unemployment. Interview language (s): English is preferable but Finnish and other languages are possible if needed. Thank you for your consideration. Please feel free to contact me if you have any further questions.

Regards,

Abdirashid A. Maow

Email: [abdirashid.maow@edu.turkuamk.fi](mailto:abdirashid.maow@edu.turkuamk.fi) or [abdirashid.maow@espoo.fi](mailto:abdirashid.maow@espoo.fi)

## Appendix 5. Espoo City Administration's Decision about the Competence Center

5227/2018  
00.04.02.00

## § 392

**Espoon kaupungin ja Omnian välisen maahanmuuttajien osaamiskeskusta koskevan sopimuksen hyväksyminen**

	Valmistelijat / lisätiedot: Teemu Haapalehto, puh. 046 877 3200 <a href="mailto:etunimi.sukunimi@espoo.fi">etunimi.sukunimi@espoo.fi</a>
<b>Päätösehdotus</b>	Kaupunginjohtaja Jukka Mäkelä  Kaupunginhallitus  1 hyväksyy kaupungin ja Espoon seudun koulutuskuntayhtymä Omnian välisen sopimuksen maahanmuuttajien osaamiskeskuksesta,  2 valtuuttaa kaupunginjohtajan tekemään sopimukseen teknisuonteisia muutoksia sekä vuosittain päivittämään osaamiskeskusten tulostavoitteita ja sopimuksessa määritellyn vuotuisen kustannuskaton (750 000 euroa) rajoissa tapahtuvaa rahoituksen kohdentumista.
<b>Päätös</b>	Kaupunginhallitus: Esittelijän ehdotus hyväksyttiin yksimielisesti.
<b>Liite</b>	1 Sopimus maahanmuuttajien osaamiskeskusten järjestämisestä Espoon seudun koulutuskuntayhtymä Omniassa
<b>Selostus</b>	Valtuustossa 11.9.2017 hyväksytyssä Espoo-tarinassa todetaan, että vieraskielisten osuuden Espoon työikäisestä väestöstä ennustetaan nousevan 30 prosenttiin vuoteen 2030 mennessä ja että kaikkien työikäisten ja -kuntoisten espoolaisten mukanaolo työelämässä varmistaa edellytykset kaupunkilaisten hyvinvointiin ja kaupungin talouden tasapainoon. Espoo-tarinassa tavoitteeksi on asetettu maahanmuuttajien koulutusasteen nostaminen, kotoutumisen sujuvoittaminen ja maahanmuuttajien työllistyminen.  Työllisyystilanteen suhteen tavoitellaan Espoon työllisyysasteen nousemista 75 prosenttiin ja työttömyyden alenemista korkeintaan 5 prosenttiin. Espoo-tarinan mukaan kiinnitetään erityistä huomiota nuorten ja maahanmuuttajien työllisyyden kasvuun.  Valtuuston 26.2.2018 hyväksymässä kotouttamisohjelmassa todetaan, että työikäisinä Suomeen saapuneiden maahanmuuttajien kohdalla keskeistä koulutustason nostamisessa ja työllistymisen nopeuttamisessa on

Espoon kaupunki	Pöytäkirja	§ 392
Kaupunginhallitus	03.12.2018	Sivu 2 / 2

työvoimapolitiittisen kotoutumiskoulutuksen, ammatillisen osaamisen kehittämisen ja korkeakoulujen pätevöittävien täydennysopintojen hiominen sellaiseksi kokonaisuudeksi, että erilaiset koulutuksen rahoituskanavat palvelevat tarkoituksenmukaista koulutusta. Maahanmuuttajien osaamiskeskuksessa on kyse juuri tällaisesta erilaisten kotoutumista tukevien palveluiden sekä niiden rahoituskanavien yhteensovittamisesta.

Viime valtuustokauden alussa Uudenmaan Elinkeino-, liikenne- ja ympäristökeskuksen ulkomaalaisten työttömyys oli Espoossa 2,5-kertaa yleistä työttömyysastetta korkeammalla tasolla. Valtuustokauden lopussa vuonna 2017 vastaava kerroin oli 2,25. TE-hallinto tilastoi maahanmuuttajien työttömyyttä tyypillisesti kansalaisuuden mukaan.

Tuorein saatavilla oleva tieto ulkomaalaisten työttömyysasteesta Espoossa on lokakuulta 2018, jolloin ulkomaalaisten työttömien työnhakijoiden osuus ulkomaalaisesta työvoimasta oli 16,6 prosenttia. Vuotta aiemmin lokakuussa 2017 osuus oli 20 prosenttia, eli osuus on laskenut viimeksi kuluneen vuoden aikana 3,4 prosenttiyksikköä. Ulkomaalaisten työttömien työnhakijoiden osuutta ulkomaalaisesta työvoimasta (%) kaikille aluetasolle laskettaessa työvoimana käytetään Tilastokeskuksen työssäkäyntitilaston uusinta kyseisenä ajankohtana ja työvoiman määrää kuvaava luku on tyypillisesti noin kahden vuoden takaa.

Espoo-tarinan kunnianhimoisten työttömyys- ja työllisyystavoitteiden toteuttamisen kannalta on välttämätöntä kohentaa maahanmuuttajien työllisyystilannetta. Asian painoarvoa kasvattaa työikäisen väestön rakenteen kehitys: kuten Espoo-tarinassa todetaan, on vieraskielisten osuuden Espoon työikäisestä väestöstä ennustettu kasvavan 30 prosenttiin vuoteen 2030 mennessä. Tämän vuonna 2016 julkaistun Helsingin seudun vieraskielisen väestön ennusteen tilalle saataneen tuore seudullinen ennuste kesään 2019 mennessä.

Tarkoituksenmukaisten ja vaikuttavien, kotoutumista tukevien palveluiden tuottamisessa haasteeksi muodostuu usein rahoituskanavien moninaisuus ja sirpaleisuus. Keskeisimpiä rahoituksen lähteitä ovat opetus- ja kulttuuriministeriön hallinnonalan valtionosuusrahoitus, jota käytetään mm. ammatillisen osaamisen kehittämiseen sekä työ- ja elinkeinohallinnon rahoitus, jota käytetään mm. työvoimapolitiittisen kotoutumiskoulutuksen hankintaan. Edellinen perustuu järjestämislupiin ja jälkimmäinen julkisiin hankintoihin. Tästä syystä henkilö, joka kaipaa sekä ammatillisen osaamisen täydentämistä, että suomen tai ruotsin kielen taitojen kehittämistä, voi päästä tarkoituksenmukaisten palveluiden piiriin peräkkäin, ei rinnakkain. Palveluiden järjestämistä ja tuottamista ohjaa ajoittain asiakastarpeita enemmän palveluiden rahoituskanavien luonne ja niiden yhteensovittamiseen liittyvät haasteet.

Hallituksen esityksessä uudeksi laiksi maahanmuuttajien kotoutumisen edistämiseksi (HE 96/2018) peräänkuulutetaan aiempaa vahvempaa ammatillisen osaamisen kehittämisen kytkemistä osaksi kotoutumisen tukemista, mutta markkinaneutraaliteetin takia ELY-keskukset eivät voi kotoutumiskoulutusten kilpailutuksissa asettaa tarjoajille esimerkiksi ehtoja

Espoon kaupunki	Pöytäkirja	§ 392
Kaupunginhallitus	03.12.2018	Sivu 3 / 3

ammattillisen koulutuksen järjestämisalupiin liittyen. Hallituksen esityksen mukaan ”etenkin kotoutumisaikana maahanmuuttajat osallistuvat ammatilliseen työvoimakoulutukseen harvoin; seuranta tutkimukseen mukaan ammatillisesti suuntautuneeseen työvoimakoulutukseen osallistuu alle kymmenen prosenttia kotoutujista. Ammatillisesti suuntautunut työvoimakoulutus on tutkimuksissa kuitenkin todettu työllistymisen kannalta vaikuttavaksi työvoimapolitiittiseksi toimenpiteeksi.”

Osaamiskeskuksessa asiakkaiden osaamisen kehittämisen ja työllisyyden edistämisen lähtökohtina ovat asiakkaan aiemman osaamisen kartoittaminen sekä kartoitukseen perustuva ammatillisen osaamisen ja erityisesti ammatillisen kielitaidon kehittäminen rinnakkain.

Omnialla on monipuolinen ja laaja ammatillisen koulutuksen ja yleissivistävän koulutuksen tarjonta sekä uraohjauksen ja osaamisen tunnistamisen osaaminen. Omnian järjestämä opetus toteutetaan Omnian saamalla valtionosuuksilla. Omnia koordinoi ja toteuttaa osaamiskeskuksen ohjaus- ja koulutuspalveluja. Osaamiskeskuksessa asiakkaan prosessi nopeutuu, koska eri hallintokuntien työntekijät tekevät työtä samoissa tiloissa ja tieto välittyy ilman viiveitä.

Espoon osaamiskeskusta valmisteltaessa on tutustuttu huolellisesti Helsingissä Stadin ammattiopiston yhteydessä noin kaksi vuotta käynnissä olleeseen osaamiskeskustoimintaan. Helsingin osaamiskeskuksessa oli vuonna 2017 hiukan yli 1 200 uutta asiakasta. Päättyneistä asiakkuuksista noin 60 % on johtanut osatutkinnon tai ammatillisen tutkinnon suorittamiseen tähtääviin opintoihin. Asiakkuutensa päättäneistä asiakkaista noin viidesosa on työllistynyt. Helsingin toteutuneiden asiakasvolyymien sekä Helsingin ja Espoon ulkomaalaisten työttömien työnhakijoiden määrien vertailun perusteella on arvioitu, että Espoon osaamiskeskuksessa uusien asiakkaiden määrä voisi vuosittain olla 500 - 550 henkilöä.

Sekä työ- ja elinkeinoministeriö että opetus- ja kulttuuriministeriö ovat avanneet budjettiriihen 2018 kirjausten mukaisesti valtion lisätalousarviolla rahoitettavan erityisavustuksen haun kunnille, jotka ovat käynnistämässä osaamiskeskustoimintaa tai kehittämässä sitä. Yhteensä kahdesta ministeriöstä on haettavissa 5 miljoonaa euroa. Hakuun voivat osallistua kunnat, joissa asuu vähintään 15 000 vieraskielistä asukasta ja se päättyy 3.12. Espoon vieraskielisten asukkaiden osuus ko. kaupunkien vieraskielisistä asukkaista on noin 20 prosenttia. Espoon kaupunki osallistuu rahoitushakuun.

Kaupunki pyrkii kehittämään osaamiskeskuksen palveluiden vaikuttavuuden arvioimiseen uudenlaisia, data-analytiikkaan perustuvia välineitä yhteistyössä esimerkiksi korkeakoulujen ja tutkimuslaitosten kanssa. Toistaiseksi maahanmuuttajien kotoutumisen edistämisen vaikuttavuudesta on ollut valitettavan heikosti tietoa saatavilla. Kaupungin kotouttamisohjelmassa tavoitteeksi on asetettu analysoidun tiedon hyödyntäminen kotoutumisen tukemisessa ja hyvinvointierojen kaventamisessa.

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<b>Espoon kaupunki</b>	<b>Pöytäkirja</b>	<b>§ 392</b>
<b>Kaupunginhallitus</b>	<b>03.12.2018</b>	<b>Sivu 4 / 4</b>

Espoon kaupungin osuus osaamiskeskuksen rahoituksesta on korkeintaan 750 000 euroa ja määräytyy kulloinkin voimassa olevan kaupungin talousarvion mukaisesti ja maksetaan kustannuspaikalta 10421.

**Tiedoksi**

## Appendix 6. Research Award

<b>Kertapalkitseminen</b>	
Nimi	Maow, Abdirashid Allim
Nimike	PROJEKTITYÖNTEK
Tomintayksikkö	
Työpaite	
Palkkio €	
Esityspäivä	12.11.2018
Hyväksymispäivä	12.11.2018
Palkitsemisperuste	Toiminnan kehittäminen ja uudistaminen
Henkilökohtainen perustelu	Maahanmuuttajille suunnatun osaamiskeskuksen asiakaslähtöisen toiminnan suunnittelu, asiakasprosessin ja kokemuksen tuominen valmisteluun ja toimintaan. Palvelumuotoilun näkökulman vahvistaminen uudessa toiminnassa.
Esimehen nimi	Paloahde, Sanna-Maria
Tila	Hyväksytyt
Käsittelykierto	12.11.2018   Hyväksyn   Paloahde, Sanna-Maria