ARE WE SOLVING THE RIGHT CHALLENGES? EVALUATING THE ROLES AND RESPONSIBILITIES OF PUBLIC GOVERNANCE IN EMERGING TALENT HUB ECOSYSTEMS. CASE STUDY: CITY OF JYVÄSKYLÄ

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Abstract

The purpose of this thesis was to evaluate the roles and responsibilities of public governance in attracting and retaining international talents within a Talent Hub ecosystem. This thesis was carried out as a case study for the City of Jyväskylä in order to explore the possibilities of launching local Talent Hub activities. The purpose of this research is to respond to the need for understanding the part of public governance in local Talent Hub operations and design of a service model.

The data sets used for this research consisted of five expert interviews and various publications. The data was interpreted through a data-driven abductive analysis, the aim of which was not only theoretical understanding of the topic but also the discovery of possible solutions to local challenges.

The research results imply that due to the lack of coordination of cooperation, the field of operation in Jyväskylä is fragmented and does not currently have its own long-term strategy for attracting and retaining international expertise. However, the Talent Hub operations were identified as an important and potential area for development. High recruitment thresholds, fragmentation of services and attitudes were seen as the most challenging barriers to utilizing international expertise locally. Cooperation between the organizations was seen to be functioning, however, being mostly situated in projects and implemented on a case-by-case basis.

Based on the research results, it is proposed that public governance, within the City of Jyväskylä, plays the role of orchestrator in the Talent Hub ecosystem and takes on the responsibility of advancing the service model. This includes the activities of strategic management and increasing of interaction between networks, projects and different actors. The results of this study suggest that the public governance adopts agile and design-led methods to increase local cooperation, develop services and improve participation opportunities.

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Tiivistelmä

Tämän tutkielman tarkoituksena oli selvittää julkishallinnon rooleja ja vastuita kansainvälisten osaajien houkutteluun ja pitovoimaan keskittyvässä Talent Hub -ekosysteemissä. Tutkielma toteutettiin tapaustutkimuksena Jyväskylän kaupungille kartoittamaan mahdollisuuksia paikallisten Talent Hub -toimintojen käynnistämiseen. Tutkimuksen tarkoituksena on vastata tarpeeseen ymmärtää julkishallinnon osuutta paikallisessa Talent Hub -toiminnassa sekä palvelumallin muotoilussa.

Tutkielman kaksi aineistoa koostuivat viidestä asiantuntijahaastattelusta sekä kirjallisista lähteistöistä. Aineistoa tulkittiin aineistolähtöisen abduktiivisen päättelyn myötä, jonka tavoitteena oli teoreettisen ymmärryksen lisäksi paikallisiin haasteisiin mahdollisten ratkaisujen löytäminen.

Tutkimustulokset osoittavat, että yhteistyön koordinoinnin vähäisyyden vuoksi on Jyväskylän toimintakenttä hajanainen, eikä tällä hetkellä omaa pitkäjänteistä strategiaa kansainvälisen osaamisen houkuttelua ja pitovoimaa koskien. Talent Hub -toiminta tunnistettiin kuitenkin tärkeäksi ja potentiaaliseksi kehityskohteeksi. Paikallisesti korkea rekrytointikynnys, palveluiden hajanaisuus sekä asenteet nähtiin haastavimpina esteinä hyödyntää kansainvälistä osaamista. Organisaatioiden välinen yhteistyö nähtiin toimivaksi, mutta perustuvan pitkälti projekteihin ja toteutuvan tapauskohtaisesti.

Tutkimustulosten perusteella Jyväskylän julkishallinnon ehdotetaan ottavan roolin Talent Hub -ekosysteemin orkestroijana sekä palvelumallin kartoittajana. Tämä tarkoittaa verkostojen, projektien ja eri toimijoiden välisen vuorovaikutuksen kasvattamista ja strategista johtamista. Tutkielman tulokset ehdottavat julkishallinnon hyödyntävän ketteriä ja muotoilulähtöisiä menetelmiä paikallisen yhteistyön lisäämiseksi, palveluiden kehittämiseksi sekä osallistumismahdollisuuksien parantamiseksi.

Avainsanat Uudistuva julkishallinto, ekosysteemiorkestrointi, Talent Boost, työperäinen maahanmuutto, Jyväskylä, aluekehitys
Säilytyspaikka Jyväskylän yliopisto

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ABBREVIATIONS

ELY-Centre	Centre for Economic Development, Transport, and the Environment
EU	European Union
HEI	Higher Education Institution
HR	Human Resources
INTERMIN	Ministry of Interior
MEAE	Ministry of Economic Affairs and Employment
OECD	Organisation for Economic Co-operation and Development
TE-services	Employment Services

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1   INTRODUCTION

Talent attraction and retention have been recognized as a key to balancing the declining dependency ratio and as a way to ensure the availability of expertise in Finland. International talents are sought after for their assumed benefits in, and contributions to, innovation economy. A national programme "Talent Boost" focuses on attracting international talents to Finland whilst also tackling the retention factors involved. Locally, the activities linked with the target of Talent Boost are conducted in "Talent Hubs" which collect central services and actors together and function as an ecosystem. The increasing competition over talent requires not only employers, but also public governace, to evaluate its role within networks and regional ecosystems.

This research discusses the roles and responsibilities of public governance within an emergent Talent Hub ecosystem. It has been conducted as a case study which focuses on launching Talent Hub actions in the City of Jyväskylä. This research is topical as Talent Hubs are developed across the country, yet are still missing from Jyväskylä. Moreover, due to the rising importance of ecosystems and public governance renewal, new ways of managing ecosystem actions must be assessed. This research evaluates how public governance can influence on talent management actions regionally, what managerial implications there are to ensuring success of these attempts, and what are the necessary skills required in orchestrating ecosystems.

The origin of this research dates back to January 2020 following my internship at the Ministry of Education and Culture during autumn 2019. During the course of my internship, I became familiar with, and interested in, the Talent Boost programme. I was keen to find out how it could be implemented locally, after learning it had not yet been executed in Central Finland. Upon returning to Jyväskylä, I contacted city officials and agreed to conduct a study which would research the possibilities of launching Talent Boost actions in Central Finland.

1.1   Research topic, scope, and questions

This research aims to evaluate the roles and responsibilities of public governance in yet-emergent Talent Hub Jyväskylä ecosystem and discuss how the public governance could proceed with the planning of the Talent Hub service model. Since the scope of Talent Boost programme is broad, expanding from talent attraction to labour market integration, the research topic was narrowed down according to the Talent Management model (Future Place Leadership, 2018). This research specifically focuses on the macro level of talent management, ecosystem orchestration, and the roles and responsibilities of public governance within. As ecosystem orchestration is seen as 'the glue that keeps the regional work to attract and retain talent together' (Future Place Leadership, 2018) it was chosen as the most salient topic to cover in the thesis conserning yet-emergent ecosystem.
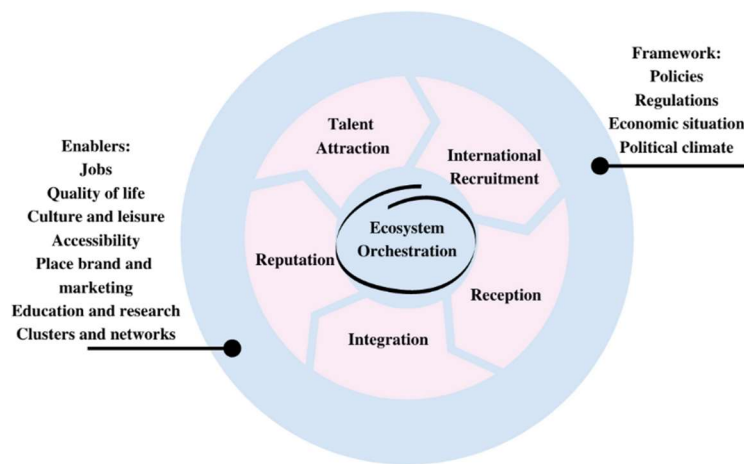
Figure 1: The Research Scope within Talent Boost Talent Attraction Model

The reason of the scope was guided by the topical need of starting with actions as well as its importance in enabling the other steps and linkages to national and international networks. Ecosystem orchestration together with the planned local

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service model offer base for Talent Hub actions. Therefore, the primary purpose of the thesis is to evaluate the roles and responsibilities of public governance within Talent Hub ecosystem and the ways how Talent Hub service model could be created. To identify the prominent ways for public governance to pursue the local Talent Hub actions, following research questions have been formulated to address the topics of the thesis:

1) What are the roles and responsibilities of public governance in Talent Hub ecosystem?
2) How could public governance proceed with planning the Talent Hub service model?

1.2 Structure of the thesis

This thesis consists of nine chapters. Chapter 1 is an introduction chapter of the study, presents the research topic and define the research questions. Chapter 2 offers the contextual background for the thesis. In this chapter, the global trends of work related migration are discussed and the attempts of Finland and Talent Boost programme presented. The chapter shall also introduce the ecosystem paradigm and its implications within public governance. Chapter 3 defines the research methods and data and introduces the data collection plan, method for analysis and limitations of the study. City of Jyväskylä as a context of the case study shall be presented as well. Chapter 4 is a literature review focused on governance of ecosystems.

Chapter 5 will present the empirical findings from the expert interviews. Chapter 6 presents the the findings of secondary data set that consists of publications done by public governance about labour migration in Finland. The discussion in chapter 7 will be based on data drawn from both data sets. In chapter 8, the findings shall be applied to the context of the City of Jyväskylä and recommendations suggested. Finally, chapter 9 consists of conclusions and defines topics for further research.

2   BACKGROUND OF THE STUDY

This chapter presents the most important themes and sets up the contextual framework for the case study. The presented themes relate to the research questions and they aim to provide the necessary background for understanding the scope and purpose of this thesis. Firstly, the topic of labour migration shall be discussed and the global drivers behind it presented. Then, the Finnish position in global talent competition, alongside the attempts of Talent Boost programme, shall be discussed. The premise of Talent Hubs, as the base for local coordination, brings in the ecosystem paradigm and changed demands of public governance as a network actor. Both themes shall be further discussed and presented in this chapter.

2.1   Talents on the Move

This subchapter shall present the topic of labour migration both globally and in Finland. Firstly, the drivers of labour migration are defined, followed by the explanation of on-going 'talent competition' between the countries. Furthermore, Finnish context is presented alongside the Talent Boost programme which focuses on talent attraction and retention.

2.1.1   Wanted and Desired: Skilled Professionals from Abroad

As Piller (2011, p. 137) notes, the search for employment and economic opportunities has always been one of the most important aspects of several reasons why humans choose to migrate. By 2017, The International Labour Office ILO (2018) estimated migrant workers to make up almost 60 percent of the whole international migrant population of the world. In the current globalized world, where skilled professionals may migrate from one country to another after employment opportunities, several

nations have prioritized their attempts to attract and retain the most skilled professionals to stay competent.

Already in 1991, Robert Reich predicted the increasing importance of interconnected global economies and movement of skilled professionals. Reich argued that while the focus of nations would shift from inward to outward, it would be targeted on their primary strength: citizens and their skills and insights. Nowadays the major changes of global labour markets may explain the increased movement of people and the attempts of countries to attract and retain skilled professionals from abroad. Janta et al. (2015) identified the changing demographics and changing nature of jobs to be the most important factors in global labour force movements. According to them, demographic changes of population growth and population aging will change dependency ratios and alter the global economic and political balance, have their consequences to the movements of people, as well as dominate labour markets and employment trends in future. Furthermore, the increased importance of foreign investments alongside internationalisation of research and development activities, as well as mobility of human resources in science and technology explain the rise of talent migration (OECD, 2008, p. 9). While some of the global drivers can be seen to have an effect behind talent migration, there are numerous factors that relate to the personal interest of moving. Economic interests, career growth opportunities, research infrastructures and personal ties are important factors to consider in talent attraction alongside the global drivers of labour migration (OECD, 2008).

To stay competent, several countries have implemented agendas and strategies to attract skilled professionals from abroad, often starting their attempts with international students. In her report (2019) Bhandari observes that several countries aim to build talent pools in order to stay competent, fill the potential skill gaps and balance their declining domestic population. As Boeri (2012) notes, countries may benefit from selective immigration as they wish to reduce their skill shortages caused by the small stocks of tertiary educated individuals. According to Bhandari (2019), the competition over skilled professionals divides the countries between losers and winners, and not all countries succeed well. Moreover, internal affairs may have a large impact on the national attempts, and, in some countries, knowledge and talent circulation may be threatened by political movements. Meanwhile in some others, international professionals can thrive (Bhandari, 2019). While it is arguable whether the countries can be divided between winners and losers, it is observable, that some countries appear to be more attractive for the skilled professionals than the others. According to Bhandari (ibid) five traditional host Anglophone countries alone host around 50% of the world's international student enrolment at the postsecondary level whereas within European Union, the number of high-skilled professionals with non-EU background of the total employed population was only 1.7 per cent in 2007 (Cerna & Chou 2014). In the context of global competition, Boeri (2012) argues that the United States of America is clearly winning the race of global talent competition.

Despite the attractiveness of the USA and other Anglophone countries, other countries have launched ambitious, national level initiatives and strategies to attract skilled professionals. Alongside the attraction factors, the focus has turned to the retention and integration themes to ensure that the attraction attempts have long-term impacts, and that the desired professionals will stay in the country. Migrant Integration Policy Index MIPEX (2015) defines that one of the biggest obstacles within European Union countries is to guarantee equal access and opportunities for education and employment for their expat citizens. Since European Union countries follow their national laws on these matters, the practices between the countries are highly diverse. (MIPEX, 2015). The challenges in labour market integration have been further discussed in the study of Janta et al. (2015) who identified the need to reflect the inequal roles in education and labour markets in the integration policies. As they argue, due to growing proportion of people migrating from one country to another in Europe, it is vital that their roles are considered carefully through the opportunities they have (or do not have) which requires politics as well as the public mindset to change. This policy reflection to facilitate labour market integration and equal educational opportunities should be an essential part of policy making (Janta et al. 2015).

The focus on the skilled, insightful, and educated professionals is undoubtedly present in the current discourse of global talent competition. This discourse tends to leave out persons who do not belong to the groups of "most-skilled" and "most-insightful". As the OECD (2019a) report reminds, population movements differ on their time length, scope, direction, legalities, and necessities and the role of migrants and their skills. The current discourse of global talent competition primarily focuses on highly skilled migrant professionals and students who move voluntarily from one country to another. This may be due to the expected benefits of the receiving countries, and positive effects in research, development activities, knowledge flows, as well as growth opportunities (OECD, 2008). Regardless of the ambiguous term 'international talents', this thesis shall follow the summary of Hanhike (2017, p. 73) and Rilla et al. (2018) and understands the term as highly skilled immigrant or Finnish returnee with international experience, expertise and networks that could bring additional value for business life. The reason of migration is not relevant in this context, but the focus is rather on the additional value which they bring to Finnish working life. Therefore, alongside students and researchers, spouses, work-related migrants, people migrating for humanitarian reasons and Finnish returnees may all be considered as international talents.

2.1.2   Finland Attracting Talent: Talent Boost Finland

Finland, among many countries, has recognized the potentials and opportunities of attracting international talents. The benefits to innovation, research and development activities, as well as internationalisation and growth of businesses are recognized as

important factors behind joint efforts to attract more talent to Finland (Rilla et al. 2018). The demand for attracting highly skilled talent has increased as they are sought for their expertise, abilities, language skills and knowhow from foreign markets (OECD, 2008). Recent examples of talent attraction are seen in campaigns such as 90 Day Finn by Helsinki Business Hub, which targets to the top talents in the West Coast of the United States (US) to spend 90 days in Finland (Helsinki Business Hub, 2020).

While the benefits of innovation and development are recognized and driving the efforts of attracting talent, Finland's attempts also relate to the pressing questions of demographics and changed nature of jobs. Based on the Confederation of Finnish Industries (Elinkeinoelämän keskusliitto, n.d.) by the year 2030, the amount of working-age (15-64 years) people decreases by 130 000 persons. Furthermore, according to Heleniak (2020) compared with other Nordic countries, Finland has the lowest birth rate and oldest population. The decrease of working-age people demands finding talent from abroad. Improving the status of labour migration and fastening the residence permits has been recognized salient. According to a recent survey by Chamber of Commerce, shortage of experts is recognized in companies even during the coronavirus pandemic (COVID-19) and further argues the need to improve experts moving to Finland (Central Chamber of Commerce, 2020). Thus, both factors of demographics and increased need for experts drives Finland towards talent competition. Moreover, the quest of Finland becoming an innovation leader country requires ambitious migration politics and focused attraction of talent (Sitra, 2017).

Already in 2004, the report of the Ministry of Social Affairs and Health identified work related migration to be one of the possible solutions to counterbalance the expected demographic changes. The report also rightly predicted that Finland would not be the only country in need of skilled professionals from abroad and strengthening innovation environments would have to be improved to attract skilled professionals from outside Finland (Parjanne, 2004). Raunio (2015) studied the concept of inclusive innovation politics as the premise for the needed change in labour markets to integrate and retain the skilled professionals from abroad by including them in the local innovation and development actions. According to Raunio (ibid), having cross-sectoral organisational structures to lobby this could enhance the successful attempts. An innovation ecosystem focused labour market integration of skilled migrants from abroad would be not only beneficial but required to facilitate and stabilize the national attempts (Raunio, 2015).

In 2017, the national programme "Talent Boost", focusing on attraction and retention of skilled professionals from abroad, was launched by the decision of the Juha Sipilä Government. The focus of the programme is to enhance the attractiveness of Finland as a place to work and stay in addition to utilizing the skills and expertise of the skilled professionals from abroad already in Finland. As of 2021, the Government of Prime Minister Sanna Marin continues with the Talent Boost programme and has expanded it to focus on work related migration as a whole.

Additionally, the programme pays more attention on the retention of international academic staff and students in Finland. (Ministry of Economic Affairs and Employment, n.d).

The goals of Talent Boost programme are to retain the skilled foreign professionals in Finland, promote Finland as a good working place, facilitate dialogue with employers and raise awareness of the benefits of internationalisation and diversity in work communities. The programme also aims to raise awareness on the demographic change and changing labour markets in Finland. The current focuses of the programme's policy measures are to speed up the work-based residence permit processes, strengthen the attraction and integration of international talents, create a model for international recruitment, support the research-development-innovation (RDI) activities in companies with highly skilled professionals from abroad and increase diversity and inclusiveness within working life in Finland. Furthermore, two working groups have been launched within the programme based on the identified bottlenecks. One group focuses on the practicalities of fastening the residence permit processes and the other focuses on the retention and attraction features of Finland. Both groups are similarly cross-sectoral, and they consist of representatives from several ministries and other key organisations (MEAE, n. d.)

According to the European Commission (2017) Finland's attractiveness for highly skilled migrants has been sparse and due to this, small number of work-related migrants have moved to Finland. This argues that further attempts of talent attraction and retention are needed in Finland and explains the purpose of the Talent Boost programme, as well as the attraction campaigns.

2.1.3 Regional Talent Hubs Ecosystems

While the national programme of Talent Boost focuses on macro level of talent management, the regions and cities have freedom to implement the programme based on their Talent Hub service models. The hopes of internationalisation within cities are linked with wishes to boost businesses' growth, internationalisation and bring the needed expertise (City of Helsinki, 2020).

According to MEAE (n.d.), the idea behind Talent Hub model is to collect together regional actors that are involved in the recruitment of international talent, to develop intersectoral services for the skilled migrant professionals and local employers. The Talent Boost Cookbook (2019) describes Talent Hubs to be geographical hubs, which are orchestrated by either cities or other central organisations. These regional talent ecosystem management models function as entry points, from where both the employers and skilled migrant professionals obtain information and counselling on services and conditions regarding the recruitment processes. The Talent Hub service model aims to improve policies regarding immigration, employment, and integration in order to enhance the employment status of skilled migrant professionals to meet the needs of local labour markets (MEAE, n.d.).

It also seeks to improve local growth through the actions of internationalization and research, development, and innovation practices, improving the employment of international citizens and by developing the recruitment practices of international recruitment. So far, Talent Hub actions have been launched alongside the metropolitan area in Tampere, Turku, Vaasa, Joensuu, and Lappeenranta (Talent Boost Cookbook, 2019).

According to the Talent Boost Cookbook (2019, p. 19) Talent Hubs can possibly also provide services directly to the needs of the local small and middle-sized companies by organising; 1) attraction campaigns, 2) mentorship programmes, 3) co-creation services, 4) matchmaking events or 5) spouse programmes. Furthermore, Talent Hub can be the contact point of services provided by cities, entrepreneurs, universities, associations, and NGOs. The Talent Hub model allows an efficient way to combine separate development projects and initiatives that relate to attracting and retaining talent. Moreover, it can help to comply a functional ecosystem locally. As there is no single approach that would fit all the cities, the models should reflect the needs and characteristics of those specific areas where they are implemented (Talent Boost Cookbook, 2019).

As Hämäläinen and Vuorinen (2019) summarize in their presentation, the local coordinator can either be a city, higher education institution or ELY-Centre, but most importantly the coordination responsibility should be agreed on regionally. The coordinators of regional Talent Hubs are responsible for further cooperation development with other Talent Hubs and Business Finland national services. As Hämäläinen and Vuorinen (2019) remind, Talent Hub cooperation ties the services for international talents as part of regional innovation and business ecosystems. Since the orchestration of local Talent Hub ecosystem is of vital interest in launching Talent Hub actions, and it guides the research scope within Talent Management cycle (see figure 1), this brings attention to the role of public governance itself as orchestrators of ecosystems.

2.2 Governing Networked Societies

The concept of ecosystem present in Talent Boost programme is central in this research, as ecosystem orchestration is the base for both national and regional attempts. This subchapter shall describe the ecosystem paradigm in current networked societies and discuss its implications within public governance.

2.2.1 Ecosystem Paradigm

As nations, regions, businesses, and organizations seek to grow in a globalized world, the premise of networking brings along the concept of ecosystems as the needed

environment for innovation. Ecosystem as a concept was brought from biology to business originally by Moore (1996) who predicted the growing importance of organisational ecosystems and the changing role of competition. Based on his observations, companies in the future would have to co-evolve with the others within the same environment and create shared visions, alliances, and deals whilst managing these complex relationships. Moore (1996) loaned the term from biology to emphasize the interdependence, developed resilience, flexibility, and resistance which are vital for the cross-industrial ecosystems to survive and benefit from one another. The role of resilience and mutual learning was similarly discussed by Berkes (2004) who argued that learning networks and close collaborations between different sectors (public, private and third) are beneficial in learning which policy options are promising and beneficial for the actors.

In a business context, the dominant focus from networks and clusters has moved towards ecosystems because they offer more dynamic understanding of mutual connections and relationships between businesses and organisations. Based on Gobble's (2014) observations, ecosystem is often confused with networks or clusters, while it has differentiating meaning and indications. Whereas networks and clusters can be defined as something constructed, an ecosystem explains ever changing, complex and emergent structures which are steadily accommodating, at times in unpredictable ways (Gobble, 2014).

While ecosystems are often used as a synonym for cluster or network, the concept of innovation ecosystem has been further conceptualized by researchers to show difference of them. Based on Aarikka-Stenroos and Ritala (2017), both innovation- and business ecosystems are used loosely by umbrella concepts covering a lot of different thematic emphases and background assumptions. Gobble (2014) describes innovation ecosystems to be:

> "Dynamic, purposive communities with complex, interlocking relationships that are built on collaboration, trust, and co-creation of value and they specialize in exploitation of a shared set of complementary technologies or competencies." Gobble, (2014, p.55)

In their recent study, Grandstrand and Holgersson (2019) newly conceptualized the term innovation ecosystem summarizing it to be the result of an operation that includes two essential features: 1) a quality of newness of a change and 2) being useful or successful in application of something new. Grandstrand and Holgersson (2019) propose the defining of an innovation ecosystem to include the entity of actors, the shared activities and artifacts, and products or services that are being created. Hautamäki and Oksanen (2012) describe the aims of innovation ecosystems to resolve problems together with its actors by collaborating and producing solutions and innovation. According to Zahra & Nambisan (2012) organizations which are an integral part of an ecosystem have several assets and advantages, such as overcoming skill and knowledge gaps, having access to critical resources, and building

relationships. Furthermore, their members have the possibility for collaboration and competition through continuous innovation, but it requires constant adaptation which may add layers of complexity, requiring conformity and compliance from the participating members. (Zahra & Nambisan, 2012).

As successful and vital ecosystems can be seen to have effects on national and regional development, well-being, economic growth, and innovation, the interest of governing and nurturing them has become of an interest of public governance as well. According to Hautamäki and Oksanen (2012) cities have a central role in regional development and the emergence of innovation ecosystems. While bigger cities produce generally better innovation actions, smaller cities have their chance with limited niches and with the help of global companies. (Hautamäki and Oksanen, 2012). Finnish government sees the orchestration of value streams as necessary for innovation actions, the ecosystems, and platforms (Ministry of Economic Affairs and Employment (n.d). Specifically, the nature of collaborative and competitive relations is of central interest in ecosystem management, strategies, and policymaking (Grandstrand and Holgersson, 2019). Ecosystem thinking encourages organisations to focus on the big picture and evolve together to get stronger and create mutual value (Moore, 1996). Nowadays when the value and potentials of ecosystems have been recognized by public governance as well, it has brought new roles and responsibilities for them not only as network actors but as facilitators and orchestrators of ecosystems.

2.2.2   Networked Governance

Due to further importance of networks and ecosystems within the organizations function, public governance must readdress its roles and responsibilities as well. As Virtanen and Stenvall (2014) observe, public sector has a central role for the functionality of society, people's participation possibilities and how people are taken care of. Therefore, an important question to reflect is: how well do public organizations succeed in their tasks in the era of networked societies?

As Keast et al. (2004, p. 363) argue, innovative methods are sought for complex social problems as the traditional and hierarchical models are not able to solve them. According to Keast et al. (ibid) network structures are fore fronting this movement, which argues the need for both practitioners and policy makers to understand what can be expected of networks to maximize their benefits. While governments are increasingly networked, it calls attention to finding innovative actions to govern them. Innovation is in self-interest of countries and cities since it is seen to improve the well-being of citizens, knowledge, and give way for new markets (Make with Espoo, 2018; Jyrämä and Mattelmäki, 2015). Moore and Hartley (2008) argue that the concept of innovation in public is specifically seen to modify extensive systems that provide public services, rather than being tied with a process or product. Innovation is sought to solve complex 'wicked problems' and is in the interest of, and one of the central challenges for, modern governments (Keast et al. 2004, p. 363). According to

Hämäläinen (2015), public governance should adopt a role of stewardship by supporting participation, collective learning, diversity and finding adequate solutions to reduce 'systemic rigidities and bottlenecks'. Much like in ecosystems, the governance networks are also interdependent on different sectors and actors of private, public, and civil society alike (Klijn, 2008). According to Smorodinskaya et al. (2017) governments are becoming more proactive as the global trends move from hierarchical systems into network-based and self-supportive ecosystems.

In the principles for public service leadership renewal drafted by OECD (2019b) the premises of needed changes were addressed followingly:

> 'A values-driven public service where commonly understood values guide a results-oriented and citizens-centred culture, leadership and policy and services design; A trusted and capable public service with the ability to identify the skills and competencies it needs, and which aligns its employment systems to bring those skills and competencies in, develop them, and motivate their use; A responsive and adaptive public service with the empowerment, resources and agility needed to effectively and efficiently address fast changing, ongoing and emerging challenges.' OECD (2019b, p.4)

The new demands of public governance as network actors and public service providers create increasing need to assess the required changes within public governance. Keast et al. (2004, p. 363) argue that the role of government themselves is in change, as the governments have become reliant on societal factors to meet their goals in a challenging world. According to Klijn (2008) as governments convert towards networked society, their governability decreases because citizens demand more and unquestioned methods to evaluate policies and practices of have ceased to exist.

As OECD report (2019a, p. 26) states that, to meet the demands of increased efficiency, quality of services and customer satisfaction, governmental actors have begun to work with non-governmental actors and private actors. These public service practices were adopted after the emergence of New Public Management, a paradigm which questioned the traditional control and command mechanisms and hierarchical structures. This change opened new forms of partnerships with non-governmental actors to ensure efficient resource allocation and user satisfaction (OECD, 2019a).

Stenvall and Virtanen (2015) observe that nowadays the public sector organisations and their operating environments are complex entities which brings attention to the need of managing them as such. Lovio and Kivisaari (2010) studied novel ways to comprehend public sector management by studying the competing paradigms in governance and public management. They identified a paradigm change, and their findings suggest that the change in paradigm from the New Public Management to Networked Governance would be necessary for innovation within public governance.

Table 1: Public Administration Paradigms

	'Traditional' public administration	'New' Public Management	Networked Governance
Context	Stable	Competitive	Continuously changing
Population	Homogenous	Atomized	Diverse
Needs/Problems	Straightforward, defined by professionals	Wants, expressed through markets	Complex, volatile, and prone to risk
Strategy	State and producer centred	Market and customer centred	Shaped by the civil society
Governance Through Actors	Hierarchies Public Servants	Markets Purchasers and Providers Clients and contractors	Networks and partnerships Civic leadership
Key Concepts	Public Goods	Public Choice	Public Value
Improvement	Large step-change improvements initially, less capability for continuous improvement	Improvements in managerial processes and systems. Customer focus produces quality improvement in some services.	Aiming for both transformational and continuous improvement in front-line services
Innovation	Some large-scale, national, and universal innovations	Innovations more organizational form than content	Innovation at both central and local levels
Role of policymakers	Commanders	Commissioners	Leaders and Interpreters
Role of public managers	'Clerks and martyrs'	Efficiency and market maximizers	'Explorers'
Role of population	Clients	Customers	Co-producers

Source: Benington and Hartley 2001; Lovio and Kivisaari 2010

Networked societies bring new managerial implications to public governance while replacing the older paradigms of hierarchy and bureaucracy. According to Doz and Kosonen (2014) old solutions, such as administration in traditional siloes is no longer relevant in the current problematic world as the organisations need to adapt new methods, think large goals over long time periods and add flexibility to policies, actions and create new modes for stakeholder cooperation. According to Hartley and Benington (2011) if public policymakers and managers wish to contribute to the process of continuous improvement and innovation in mainstream public services, they must advance more comparative approaches to address knowledge generation, application, and transfer. Currently, the knowledge sharing often reminds of a

mechanistic model of "drag and drop" copy paste between the organisations, while knowledge sharing, and inter-organisational learning rely rather on the careful building of relationships, trust, curiosity, and respect for diversity between people in different organisations (Hartley and Benington, 2011). Based on the findings of Osborne and Brown (2005) discontinuity is one of the core elements in innovation. This argues for the recognition of change in public management paradigm and seeking solutions that recognize complexity and the power of co-procurement. This requires involvement of various actors in policymaking and executing, and, in these, citizens have an important role as resources and as the source of power to intervene with policies (Osborne and Brown, 2005). As Klijn (2008) argues: collaborative actions are the key for resolving societal policy challenges. According to Rautvuori and Jyrämä (2015) a prerequisite to network management is to coordinate previous systems and find common standards, which requires governance of complexity, handling the entity and comprehending it over bureaucratic and hierarchical roles.

While the demands for public governance have changed, its new responsibilities and roles have become of interest. Special interest has been paid in the services publicly offered. As Jyrämä and Mattelmäki (2015, p. 29-31) describe, public services are in front of great challenges as better services are demanded for lesser resources. Likewise, the Ministry of Economic Affairs and Employment (n.d.) states, that there are a lot of expectations of renewing the services and actions of public sectors, as the challenges are more complex than ever. While a lot of expectations are placed within public services, they are also increasingly criticized. The role of customers in public services have changed drastically, as they demand quality service, freedom of choice and create new demands for public organizations expertise and development actions (Virtanen and Stenvall 2014; Ministry of Economic Affairs and Employment, n.d.) This underlines the need for innovation and renewed actions of public governance and increases the importance of including customers in the planning of services (Kuusisto and Kuusisto, 2015). Likewise, McNabb (2006, p. 155) observes that public sector managers must apply new methods to turn bureaucratic organizations into learning organizations. As public services demand cooperation with the customers, innovation does not only relate to what is offered but especially how and to whom they are offered (McNabb, 2006).

2.2.3 Implications of Networked Governance: Innovative Public Governance

The implications of networked governance have been recognized alike within public governments. In the strategy paper for public governance renewal, Finnish Government (2020) acknowledges the need for systemic change and describes the needed changes. Within the changes, concepts such as agility, service design and network leadership are mentioned among the other skills and traits that are seen necessary for public governance renewal. These all are new paradigms of public governance. While most of them are very carefully defined methodologies and

leadership philosophies, this thesis will take a macro level look of them and shall not describe them detailly, but rather summarize their benefits and explain their importance for public governance renewal.

According to Davis (2012) agile is synonym for "more flexible," "adjustable," "adaptable," "changeable", "quick", and "resourceful" and can be summarized to three features: 1) iterative and incremental development by a dedicated team, 2) embracing change rather than avoiding it and 3) working closely with the customer. Cross-functional and customer-oriented teams are in the core of creating customer value, as the team need to first understand what is it that the customers want and then design what they need (Reason, 2015; Nyman et al. 2019; Davis, 2012). According to Kauma (2020), agile means a set of principles and practices that may enable faster development, trials and learning within organizations. Agile approaches challenge the traditional management models that have been used widely by public governance. Some of the key differences between traditional and agile planning according to Varakantam (2018) include the independencies of teams, expectations on failure, scope and problem solving. One of the biggest differences to traditional management model is that work is sequenced to lead to prioritize usable products or services, and those pieces that are most valuable for customer or business are done first, and the prioritization is done by customers rather than the team or team manager (Davis, 2012). Agile facilitation focuses on people rather than process and sees the role of management as facilitators, not controllers. It includes customer highly and encouragers developers to collaborate and a central part in agile methods is iteration (Visual Paradigm, n.d; Kashyap, 2018).

While the concept of agile originates in information technology industry, most of the challenges it aims to improve are present in other sectors also. Agile methods aim to answer the lack of responsiveness to ongoing changes, unclearly defined preferences and objectives, inadequate communication (user requirements left to interpretation rather than real observations) and all at once delivery (discouraging changes during traditional waterfall projects, creating in siloes, delaying solutions to the end of the project) and heavy, rigid, and slow processes of the industry. (Cooke, 2012; Rubio, 2018). Agile approaches sought now in public governance have historically emerged slowly within traditional organizations as they offer fundamentally different ways of working and managing work (Cooke, 2014). Agile approaches may seem like a radical shift for some organizations, but those who have adopted the principles have also been proven to produce radically improved outcomes. As Davis (2012) argues, traditional project management assumes stability that does not exist anymore as organizations, products and services are in constant change for more effective alternatives. While traditional management models are often still utilized, they are also increasingly criticised. According to Ajam (2018), project management often depends on the common sense of the managers and the failure percent is high. He argues that these practice gaps exist because organizations

are limiting themselves with options, while having a set of agile principles and practices to follow may help in designing better services.

Organizational agility is a base for service design, which assumes that changes will occur (Reason, 2015). According to Reason (ibid) this requires organizations to construct quickly, attempt new things, learn from the failures, and conform quickly to emerging changes. Since several organizations function in rather opposing ways, some tools are needed to ensure agility in such organizations (Reason, 2015). Otala (2018, p. 254) sees managers to have a crucial role in enabling agile learning within organization, as they should concretize vision and agree on targets while following that the targets are met. Furthermore, managers should improve communication, inspire people, develop learning culture, encourage learning, provide, and expect feedback and be curious and willing to learn (Otala, 2018; Nyman et al. 2019).

Reason (2015) describes customers nowadays to be more informed, independent, individualistic and keen to switch providers or make their stance if they feel they are not served in an expected manner. While public sector may have different objectives than private companies, it is arguably even more important that they provide good, user-oriented services, as they are provided with public funding and customers may have no alternatives. Public sector services nowadays are expected to be fast and serve in the spirit of customer service, and they are mostly judged by their slow movements, political decision making over expertise and forgetting the focus on customers (Kauma, 2020).

According to Reason et al. (2015) economic, social, and technological trends undermine the importance and relevance of service design, while the focus of service economy, customer expectations and digitalization alter the reality of services. Potentials of service design have been noted in public sector as well. Lovio (2017) discussed the utilization of service design in public services. According to Lovio (ibid), public projects should always have realistic and measurable actions that can be achieved, and end-users included in the planning and all the phases. OECD (2011) argues over efficient, effective, and sustainable public services and re-thinking over traditional models and considering the practices, as public servants are required to do more with less resources in order to find solutions to the complicated societal problems. Thurston (2009, p. 151) notes that while it is hard to argue against the need of improving public sector services, the change is not happening over-night and instead demands systemic changes. According to Thurston (2009) service involvement may even result in frustrated users and providers as the level of meaningful change might be limited. However, as he points out, applying service design in practice can turn customer involvement into actual service improvements. Service design is an example of the new possibilities of public governance recognized in discourse, but still relatively under-utilized in the public sector (Reason et al. 2015) despite the good results shown by research. According to Härkönen (2016) service design could bring significant value for public governance and help in co-creating efficient services

resource-wisely and ensure fast feedback to further develop the services. Like OECD (2019, p. 16) report illustrates; as public services play critical role in developing better, fair, and inclusive societies, the importance of utilizing service design is a current and a topical theme to discuss among public governance.

Revealing customers' needs and addressing them efficiently is the core activity and goal of service design. As Brown (2011) defines, this demands designers to be able to go out and observe the real-life experiences and explore the choices people make in their everyday lives. Whilst people might not always be able to tell what they want; designers must observe what is said or being left unsaid and what is being done or left undone to understand the target group better (Brown & Katz 2019). As characterized by Interaction Design Foundation (2020), the responsibilities of service designers are to be visualizers of something others cannot see and create yet non-existent solutions while interpreting and observing the needs and transforming them into viable services. One way to ensure the correct problems are being solved is through the application of design thinking. Design thinking is a philosophy which synthesizes the human view and peoples' perspective together with what is technologically possible and economically viable (Kurokawa, 2015; Ideo, n.d.). Design thinking promotes the usage of creative tools to address challenges and relies on peoples' capabilities to perceive and observe patterns and establish working ideas, providing a third way between solving problems purely based on rational and analytical features, or based on feelings, intuition, and inspiration (Kurokawa, 2015).

The process of design thinking can be divided into five stages of: 1) empathising; 2) defining; 3) ideating; 4) prototyping; and 5) testing (Interaction Design Council, 2020). The first step of emphasise focuses on identifying the current challenges to solve. As Fakihi (2019) observes, all innovative projects and change initiatives should start with understanding the problem before finding a solution for it. According to Mightybytes (2020), to ensure the identification of correct problems to solve, service design problem framing workshops should include varied groups of people, including those who have expertise in the field where the problem lies. Making sure to have the right people, with unique perspectives and diverse viewpoints, present in the room is essential for finding out which problems to solve (Leifer and Meinel, 2019; Mightybytes, 2020) As such, the collaboration should not happen in vacuums (Leifer and Meinel, 2019). Furthermore, this might be a helpful way to avoid redefining pre-conceived problems that might endanger identifying the original, unidentified ones (Leifer and Meinel, 2019). As Brown (2011) concludes, the goal of design thinking is to transfer perceptions into understanding and furthermore to create services which can advance lives. Moreover, the parts of design are interconnected, which emphasize the nature of agility and redefining the problems as they are identified.

According to Kauma (2020) design thinking managers must understand deeply creative problem-solving processes and motivate and challenge others and rather than avoiding chaos, they should enforce it as it may serve as a base for innovation. Kauma

(2020) states that in addition to analytic and rational thinking, design thinkers decide based on experiences, feelings, and smart intuition. Moreover, a central focus is to understand customers' needs, realize ideas and solve the problem. The customer is in the centre of managers alike, as their needs and expectations should be the base of decision making (Kauma, 2020). As Reason et al. (2015, p.14) note, understanding customers' needs and expectations, and combining this knowledge to the reality of how the organizations operates, may help the managers to gain internal insights, engage staff members and increased market agility.

Design thinking can be used for social innovation as well, as argued by Brown and Wyatt (2010). If the designers fail to consider the real needs of the people, no good results will follow. As they argue, these opportunities are way too common, and initiatives fail often since they are not addressing the real needs of the users and have never been prototyped or tested for getting the feedback. It is a real challenge if designers enter the field with their presumed throughs of the needs and solutions, but this approach seems to be rather normal in both business and social sectors (Brown & Wyatt, 2010). According to Brown and Katz (2011), the design thinking principles are applicable to a wider range of organizations because it allows an interdisciplinary team of skilled design thinkers to tackle more complex problems. Fakihi (2019) describes the definition of a clear problem statement as a salient part of solving issues, and the skill of being able to address and articulate an adequate challenge as critical skill needed prior to solving them. Virtanen and Stenvall (2014, p. 50) note, that in worst case scenario people use their smart ideas and expertise in figuring out answers to the wrong problems. Leifer and Meinel (2019) describe multiple strategies to find the correct problems to solve, including phrasing effective questions, and developing comprehensive habits for design action. Solving current challenges may sound simple but is often missed as many organizations tend to jump to solutions without understanding what is it that they are trying to solve first (Tallon, 2020). Design thinking moves the relations between organization and the customers or users of the service from us-versus-them or us-on-behalf-of-them to us-*with*-them (Brown & Katz 2019).

As smart solutions are expected from public sector, could new ways of utilizing service design and cross-sectoral cooperation improve both productivity and effectivity of public governance (Virtanen and Stenvall 2014, p. 52). While design might be time consuming as it requires the organization to spend time researching its customers and their experiences (Tallon, 2020), it has several identifiable benefits for not only customers but for the organizations applying the practices as well. As Reason (2015) highlights, world's leading businesses such as Apple and Philips have increased the interest towards design in the business context by successfully implementing the practices of service design. By adopting service design methods, organization may identify the possible errors within the early stages of process and refocus quickly on the most useful and beneficial areas after early testing where the

most important assumptions are tested (Contribyte, 2018; van Oeveren, 2020). Adopting outside-in perspective may help the organization to change course before launching services that are not satisfactory or in line with customer expectations and avoid costly service failures whilst improving service experience and customer retention and build better relations through successful service innovations (Reason et al. 2015). As Otala (2018, p.187) observes, the feedback from iteration sprints is specifically important as a reflection during the process rather than afterwards, as it offers the organization an opportunity to change direction based on the feedback. Another benefit of service design is its ability to break down silos and bring interdisciplinary teams and departments together to solve challenges (Contribyte, 2018). As Tallon (2020) argues, the benefit of service design is about doing research and investing time to understand the problems before going ahead and doing the wrong thing, therefore being more fruitful for both the customers and organization itself. Service design and critical thinking can add real value in the intersection between business or organization worries and user problems (Tallon, 2020). Agile service design can bring faster delivery, increased performance, stakeholder satisfaction, quality of services and decrease the cost of development (Rubio, 2018).

While design-led and agile methods and approaches may imply more risk than traditional management models, they may also be the key to innovation which is currently sought also in the public sector and services in Finland (Ministry of Education and Culture, 2020; Finnish Government, 2020). The problems of public organizations in terms of leadership, decision making, and customer service are relatively well known (Virtanen and Stenvall, 2014 p. 16) which brings attention to evaluating how the public governance could adopt the necessary new skills.

2.2.4   Challenges of Networked Public Governance

While the need for creating more agile, design-led, and innovative public governance has been recognized a potential way to address wide societal challenges, the adoption of these new methods remains slow. According to Otala (2018, p. 247) adoption of new methods might be challenged due to rigid and hierarchic structures, since the networked organizations must constantly be shaped to changing needs, be agile and able to make quick decisions. In the public sector context, bureaucracy is seen as a barrier for more agile and innovative methods (Nyman et al. 2019). These different management methods and features demand organizational flexibility and willingness to learn, as well as decisive leadership (Otala, 2018; Nyman et al. 2019). According to Cooke (2014) lack of awareness, having a "business as usual" mentality, or considering agile to be at odds with organizational culture are the most common reasons why more organizations are not agile. As agile methods challenge the traditional models of project management, such as traditional waterfall method which focuses on one phase at a time in sequent order, may this be viewed as radical in certain organizations (Nyman et al. 2019, p. 47-48). This might be specifically the case

in public sector, which has so far relied on working with the old bureaucratic structures and processes of times, when organizations had more power, were more trusted and less questioned (Reason, 2015).

The importance of an organizational culture in which the leaders encourage learning, development and debating as a resource of innovation has been recognized as important in creating organizational innovation (Nyman et al. 2019; Virtanen and Stenvall, 2014; Otala, 2018; Kauma, 2020). In practice, this is challenging as it opposes the old, comfortable roles and ways of working which may therefore explain why it does not happen in many organisations (Virtanen and Stenvall, 2014, Kauma, 2020). Furthermore, in terms of design, the internal organization itself might create one of the biggest challenges for utilizing the approaches as organizations, including their teams and working habits, are often arranged in a way which to cultivates old habits and facilitate working in siloes (Reason et al., 2015). Mulgan and Albury (2003) define barriers for public sector innovation as including the habit of risk-aversion, administrative burdens, short-term planning and budgeting and inadequate skills for change management. According to Rautvuori and Jyrämä (2015) challenges of working within networks in city organizations may be caused due to lack of trust, overall picture, commitment, and management skills.

As Kauma (2020) argues, public administration usually struggles with information gathering when faced with short deadlines and the voice of the customer might be completely invisible, meaning that designers and developers are creating solutions for the assumed problems. This may explain why there are several on-going developments and processes and yet they are all improving slowly (Reason, 2015). Perhaps the most typical challenges that decrease the likelihood of applying agile and design-led approaches in organizations are to do with structural hierarchies and ideologies. As cited in Otala (2018), Junginger and Sangiorgi (2013) characterize the central barrier as 'fundamental assumptions.' These assumptions are collective, often unconscious assumptions and form the core of the organization around which the policies, values and norms are built. The assumptions are rarely or never questioned, while in some cases, it is necessary to recheck some beliefs and values if they form a barrier for change and growth (Otala, 2018). Likewise, Virtanen and Stenvall (2014, p.34) characterize the existence of 'half-truths' as another challenge of utilizing agile and design-led methods in the public sector. According to them, public organizations tend to focus on things which support some suggestions and, while these half-truths are problematic in themselves, they can be dangerous if future-strategies are built on top of them.

According to Nyman et al. (2019, p. 85), changes in the public sector is generally hard to implement and it could be described as 'driving with breaks on'. Furthermore, they argue that different rules and expectations apply to public governance as no one counts the cost of decisions which were not made and there is no penalty for slowness. While the need for, and potential benefits of, agile, design-led ways of public

governance have been recognized, the internal structures may be the biggest barrier for utilizing them in practice. Public governance should, however, be aware of the challenges to actively promote and include these methods in the management strategies and execute them across the organization.

While applying new management methods in public sector has been slow, it has been recognized and increasingly utilized. According to Fletcher (2018), in past two decades, public sector agencies have attempted to removed waste, bureaucracies, and culture of siloes, as public sector officials aim to find innovative and new ways of operating. Ministry of Economic Affairs and Employment (n.d.) states that, alongside the private sector innovation, the public sector needs innovation too.

2.3 Summary

The background chapter presented the contextual framework of labour migration globally and in Finland as well as describing the status of talent attraction attempts and the Talent Boost programme. Moreover, as a central feature of the Talent Hub actions locally is the orchestration of ecosystems, this chapter described the ecosystem paradigm and its implications within public governance. These two themes are of primary interest in the research questions, meanwhile the goal of this case study is to evaluate how public governance can advance the Talent Hub operations in the City of Jyväskylä. Labour migration and competition of talent brings pressures, not only for countries but also to regions, to attract and retain talent in order to stay competent and continue growing. This further increases the need to foster and facilitate ecosystems which bring attention to public governance to find methods of managing them.

3 RESEARCH AIMS, METHODS AND THE DATA

This chapter shall present the methodological background of the study. Firstly, the aims of the study will be defined. Then, the research method of the case study, critical constructivism as an ontological approach, and the context of the City of Jyväskylä will be discussed. After that, the primary and secondary data of the study is presented alongside the data collection process and defined inclusion criteria. Additionally, the analysis of the data will be discussed. Finally, this chapter will conclude with the limitations and ethical considerations of the study.

3.1 Aims of the Study

The objective of this study is to analyse the ways in which public governance could proceed with local Talent Hub actions in the City of Jyväskylä. This research focuses specifically on the roles and responsibilities of public governance and the creation of a service model. Research questions were formulated as follows: What are the roles and responsibilities of public governance in the Talent Hub ecosystem? How could public governance proceed with planning the Talent Hub service model?

Above all, this thesis aims to conclude an actionable analysis which is tailored to the current needs of the public governance in the City of Jyväskylä in order to launch the local Talent Boost actions. The goal is to offer help for the city to take informed actions when the Talent Boost actions are further planned, and its service model is designed. These solutions are interdisciplinary and are sought from the fields of management, intercultural communication and design research. This thesis aims to gain a wide understanding on the roles and responsibilities of public governance from ecosystem orchestration point of view and offering up-to-date recommendations for the local actions in Jyväskylä.

3.2 Research Method and Ontological Approach

This thesis was conducted as a case study, following a qualitative research approach. The target of this research is to obtain a deep understanding of Talent Hub ecosystem orchestration possibilities in the City of Jyväskylä. Therefore, a case study approach has been deemed as the most suitable method for this thesis, as it allowed me to focus on one specific instance of the phenomenon to study it in depth (Swanborn, 2010, p.2). Also, a personal interest and the motivation to argue that it should be of interest of others as well (Farquhar, 2012) were guiding the choice of research methodology. Moreover, the research questions starting with how, what and which makes the research a suitable fit with case study approach as it allows researching events in specific context (Farquhar, 2012) and possess important features of real-life events within their usual context and borders (Klenke et al. 2015, Swanborn, 2010). According to Simons (2008), a case study includes, and is available for, many people, while it also allows for portraying multiple interests and perspectives simultaneously. As a method, case study is flexible and may also explain social processes between persons or organisations. It allows the researcher to amend the research questions as required when new information emerges from the explored data (Swanborn, 2010). As Erikkson & Kovalainen (2008) explain, research questions are always intended to understand and solve the specific case and what can be learned by studying the case.

Furthermore, the rich data of a case study which combines observations, interview data and documentation allows the researcher to access findings which may serve others as a basis for informed actions (Simons, 2009). Additionally, case studies are a suitable method of addressing wider research questions since they can provide in-depth understanding of the process development. Whether the results can be generalised or applied to other cases remains debatable, however, case study itself is a prominent method for in-depth analysis (Swanborn, 2010). While case study cannot provide absolute answers, it aims to conclude how matters turned out in the selected case and this can propose ideas about the phenomenon in general as well as provide ideas for further research in particular (Swanborn, 2010).

This research aims to "solve the case" (Eriksson & Kovalainen, 2008) and offer recommendations on how public governance could proceed with the Talent Hub attempts in local context. The data of the study is collected by using several sources, such as combining interviews and documents, this is typical for in-depth intensive approach case studies which happen within a specific local setting (Swanborn, 2010; Farquhar, 2012). At the same time, stakeholders' perspectives are widely included and represented alongside multiple interests in order to offer base for public policy makers for informed actions (Simons, 2009). As the City of Jyväskylä will likely start with their Talent Hub actions in the near future, a case study specifically addressing this topic

can be helpful in focusing the city's attention to the most important features and prominent themes.

In this thesis, the understanding of information is understood through a critical constructivism approach and this shapes how the collected data is both comprehended and analysed. This thesis seeks to explore what constitutes reality for the participants and how the different participants construct their views on reality. Critical constructivism sees the world as socially constructed and questions it critically (SAGE research methods, 2014). The observations of this thesis are based on critical constructivism and the idea that nothing represents objective or neutral perspectives (Global Social Theory, n.d.). Accordingly, this research fosters critical thinking and grounds its ideas of a world as interpreted between people, and eventually in contextualised spaces. It emphasizes the temporal and culturally situated knowledge and sees phenomena as socially constructed in dialogues between different contexts (Global Social Theory, n. d.).

As this thesis follows the understanding of critical constructivism, all the views and interpretations are understood to be shaped by socio-historic-economic-cultural context and therefore not representing objective realities. The meanings are subjective and intersubjective, and they therefore represent several discourses and ideologies. The collected data is considered critically through the contexts they were produced in.

3.2.1 Case Jyväskylä

Since this thesis seeks to find solutions to proceed with the Talent Hub for public governance in the city of Jyväskylä, the context of the city needs to be considered. While Jyväskylä has not yet joined the national Talent Boost network through the Talent Hub actions, the Talent Boost themes have been partially addressed by local organizations themselves. There are several projects and actors working with the topics of migration, internationalization, employment, and integration of skilled migrant professionals.

The Talent Boost Cookbook (2019) describes the Talent Hub service models to be based on regional cooperation in order to enhance the recruitment of international talents and find cross-sectoral service paths directed for employers, stakeholders, and the jobseekers themselves. One of the objectives of service model is to create policies to improve local employment situation of skilled migrant professionals to meet the needs of local labour markets. For this, input and participation from several stakeholders is needed. Alongside the City itself, the central players regionally linked with employment of skilled migrant professionals are: Centre for Economic Development, Transport and the Environment of Central Finland (Keski-Suomen ELY-keskus); Employment Office of Central Finland (Keski-Suomen TE-toimisto); University of Jyväskylä; Jyväskylä University of Applied Sciences (JAMK); Central Chamber of Commerce (Keski-Suomen Kauppakamari); as well as other educational institutions, employers and businesses, third sector organizations and the skilled

migrant professionals themselves. These actors are expected to be linked with the regional concept of the Talent Hub service model in the city of Jyväskylä.

Between 2015-2020, the regional attempts to improve migrants' employment and integration status have been addressed alongside the organizations themselves by several projects specifically focusing on themes of skilled migrants' labour market integration, self-employment opportunities and developing one's professional skills. Projects such as: Etene! (2015-2016); Kotoisa (2018-2019); Maahanmuuttajasta yrittäjäksi (2018-2019); Mahdollisuudet todeksi (2017-2019); Kotopaikka (2017-2019); Mä oon pihalla (2018-2020); Kotona Suomessa (2018-2020); and Connection Solutions Online (2020) have all contributed to understand how to further improve the status of labour market integration of skilled migrants in the city of Jyväskylä (Kotona Suomessa, n.d.). Furthermore, most of Jyväskylä's key organizations have their own internationalization agendas and services through which they collaborate regionally, nationally and in global networks which can be seen to fit under the Talent Boost ideas. Additionally, the University of Jyväskylä attends SIMHE and INTEGRA projects which can both be seen to compliment and be included with Talent Boost objectives alike, as they aim to improve educational opportunities, guidance, and language learning of migrants in Finland.

Two on-going projects in the city continue to address the employment and labour market integration issues of skilled migrants. Realize (Hoksautus) is a project coordinated by JAMK University of Applied Sciences, University of Jyväskylä and the City of Jyväskylä together with Central Finland Chamber of Commerce and the Employment Office and this project will run between 1.4.2020-31.12.2022. Realize aims to reduce the skill gap in Central Finland by assisting local companies in recruiting skilled migrant professionals. Knowledge Centre Initiative (Osaamiskeskushanke) coordinated by Home in Jyväskylä, together with the city's employment services, is an initiative that aims to bring the employment support for all migrants under the same roof and is scheduled to start in early 2021. Furthermore, International Jyväskylä Info Centre is a project scheduled to start in early 2021 together with the City of Jyväskylä and Multicultural Centre Gloria. The focus of the centre is to offer general services to all migrants in Jyväskylä. However, their primary purpose is not to offer work related services or guidance.

According to the survey done by Kuntaliitto (2020) the amount of foreign language citizens in Jyväskylä is growing slower than in other bigger cities, and skill gap shall not be solved with them, however, migration should be one of the central features of population growth. There is potential due to universities and as said, lot would like to stay but many go to the capital area. Central challenge is to root students to Jyväskylä already in the beginning and companies to get used to English as work language and lower the threshold to recruit students (Kuntaliitto, 2020). This argues for prominence for Talent Hub ecosystem actions and strategic cooperation to retain talent already located in Jyväskylä.

3.3 Interviews and Documents as Research Data

As case studies allow researchers to combine multiple observation, interviews, and datasets, I chose to combine different datasets for gaining an in-depth understanding of the selected case. This was done in order to access findings which may serve public policy makers as a basis for informed actions (Simons, 2009). To answer the conducted research questions, both insights on the local features, through expert interviews and available documents, and previous studies on the topics on national level are needed. Therefore, this research works with both primary and secondary sources. In this study, primary sources are interviews which consist of original data collected specifically for the purposes of addressing the research goal, whilst secondary sources include documents that are originally conducted for different purposes (Hox and Boeije, 2005, p. 593).

The primary data of this research consists of five interviews conducted with the key actors within the City of Jyväskylä. The secondary data sources include the official Migration Policy Programme of Central Finland (ELY-centre of Central Finland, 2010) and the integration plan of Jyväskylä (City of Jyväskylä, 2016). Furthermore, selected Talent Boost document are reviewed including Talent Boost programme (MEAE, 2020a) and the Talent Boost Cookbook (MEAE, 2019a). Other documents from Ministry of Economic Affairs and Employment include: Employment of Migrants and the Role of Active Labour Market Policy Measures (2014); Migration Policy in Innovation Economy (2015); Government Integration Programme for 2016–2019 (2016); Overall Review of Integration (2019b); and Municipal Guidance and Services for Immigrants Outside the Labour Force (2020b). Lastly, a publication Work in Finland: Government Migration Policy Programme to Strengthen Labour Migration (Ministry of Interior, 2018) is included into secondary data.

As Erikkson & Kovalainen (2008, p. 125) note, interviews are often considered and utilized as primary source of empirical data, while other sources are often complementary or secondary. It is important to note that sometimes sources other than interviews offer better information in terms of evidence. This thesis considers all the data equally important but relies on the in-depth interviews to describe the context of the city itself. At the same time the explanations are seen to represent subjective realities of the interviewees described in the interview situation. Furthermore, the objective reality of the "state of being" is not sought after, but the interviews are conducted in order to highlight some of the most important features, tensions, and potentials in terms of local attempts to build Talent Hub actions. Secondary sources aim to compliment the primary data and seek to provide further evidence to assist in answering the research questions.

3.3.1 Primary Data: Collecting Interviews

According to Kvale (2007), before conducting interviews it is important to clarify the purposes of the study, collect pre-knowledge of the matters that are investigated and familiarize oneself with different interview and analysis techniques. While the research questions changed slightly during the research process as new data emerged (Swanborn, 2010, Erikkson & Kovalainen, 2008) the purpose of the study remained the same from the beginning: How could the public governance in the city of Jyväskylä proceed with Talent Hub actions.

Selection of participants was made based on the key organizations which were considered relevant to the case study. A choice of each person was made based on their role within each organization. The following representatives were chosen and interviewed from: 1) Employment Office, to understand the most common services offered for migrants and the obstacles they encounter while searching for work; 2) the City of Jyväskylä's Integration Services, to understand to which extent employment is seen to be attached to ideas of integration and how these two themes are addressed currently in the services; 3) Business Jyväskylä, to reveal the status of current cooperation and networks relating to international talents in the City of Jyväskylä; 4) University of Jyväskylä, to address the themes from a higher education institution point of view and to offer understanding on how the themes are viewed nationally; 5) Central Finland Chamber of Commerce, to the voice the employers and to analyse employment of international talents from the employer point of view.

The interviews were conducted between May and June 2020. Due to the COVID-19 pandemic situation in Finland, all the interviews were conducted via Skype, Microsoft Teams or Zoom. The interviews took between 45 and 60 minutes and were recorded then transcribed. After transcription, they were sent to participants for evaluation. All interviews were conducted in Finnish and later translated into English by me. Feedback was requested from the participants on two occasions. Once after transcribing the data in Finnish was complete and once more before the thesis was submitted for pre-evaluation in order to clarify any potential misunderstandings.

Interviews were semi-structured and had preliminary topics and questions with predetermined and open-ended questions defined by me, leaving room for negotiation, discussion and expansion to the responses of the interviewees (Erikkson & Kovalainen, 2008; Mann, 2016). The questions related to the roles and responsibilities of public governance, as the orchestrator of Talent Hub actions, as well as to the services currently offered, relevant past and on-going projects, the status of cooperation and the general mindset of the city's organizations with regards to the Talent Boost themes. Depending on the role of interviewees, specific questions were asked about the organizational attempts, services and possible improvements needed to move towards the Talent Hub ecosystem. The goal of the interviews was to collect

understanding of the local context as well as present the key implications of how public governance in the City of Jyväskylä could proceed with Talent Hub actions.

Table 2: Research Interviewees

Interviewee	I1	I2	I3	I4	I5
Organization	TE-office of Central Finland	City of Jyväskylä	Business Jyväskylä	University of Jyväskylä	Central Chamber of Commerce
Role	Employment Officer Specialized with Migrants	Expert of Integration Services	Cooperation and Networks Officer	Internationalization Officer	An Expert Representing Employers and Companies

3.3.2   Secondary Data: Collecting Relevant Documents

The secondary data for the study consists of the available documents, and it is data originally conducted for other purposes (Hox and Boeije, 2005, p. 593). As the secondary data helps with the data analysis, the inclusion criteria of the publications were guided by the research questions. Therefore, publications which reflected the role of public governance in talent attraction and retention, and which discussed the services that are aimed at improving talent retention, were chosen. Moreover, two key papers focusing on Central Finland and Jyväskylä were included specifically for the case study context, whilst other publications discussed the topics from a national perspective. Since the focus of the study was to analyse the role of public governance in the attempts of talent management actions, only the publications of public governance were selected for the study. One central theme that was to evaluate how the roles and responsibilities are reflected within public sector. Both publications specifically focusing on talent attraction and retention and those discussing labour market integration and the needed services were included to provide more robust understanding of the current actions in Finland.

   For the governmental publications, I searched for contents from The Institutional Repository (Valto) of Finnish Government alongside Google Scholar. Key words used related to Finland and labour migration as well as talent attraction and employment services. The scope of the publications was defined to be from 2010-2020. The chosen documents were picked through a process of elimination where I went through the contents, reviewed titles and abstracts to determine whether their contents fit to the research scope presented in figure 1. At the end of this process, I was left with 10 publications which I included to the second data set. I conducted a table where names of each publication, alongside the publisher and publication year, were collected. The quotes used in the thesis from publications in Finnish language are translated by me.

Data collection commenced in the beginning of the study in March of 2020 and continued until December 2020 as new studies and reports were published during the time of writing the thesis.

Table 3: Publications of the Secondary Data Set

Publication	Year of the publication	Publisher
Integration Plan of City of Jyväskylä 2017-2020	2017	City of Jyväskylä
Migration Plan of Central Finland	2010	ELY-Centre of Central Finland
Employment of Migrants and the Role of Active Labour Market Policy Measures	2014	Ministry of Economic Affairs and Employment
Immigration Politics in Innovation Economy	2015	Ministry of Economic Affairs and Employment
Government Integration Programme for 2016–2019	2016	Ministry of Economic Affairs and Employment
Talent Boost Cookbook	2019a	Ministry of Economic Affairs and Employment
Overall Review of Integration	2019b	Ministry of Economic Affairs and Employment
Talent Boost Programme	2020a	Ministry of Economic Affairs and Employment
Municipal Guidance and Services for Immigrants Outside the Labour Force	2020b	Ministry of Economic Affairs and Employment
Work in Finland — Government Migration Policy Programme to Strengthen Labour Migration	2018	Ministry of Interior

3.3.3   Abductive Analysis of the Data

As there are several approaches to qualitative research, it is not as straightforward as to specify only one right way to analyse qualitative data. Saunders et al. (2009) categorize analysis models to include deductive and inductive analysis, from which deductive analysis uses a theoretical framework to analyse the research and inductive searches for emerging themes from the data during the process. In inductive analysis the researcher is interested in the themes, categories, activities, and patterns emerging from empirical data, instead of using a pre-given theoretical framework (Eriksson & Kovalainen, 2008). A method in between abductive analysis analyses the data qualitatively aiming for theory construction (Timmermans & Tavory, 2012). Out of these models, abductive data analysis will be followed in this research.

As Timmermans & Tavory (2012) note, in the research context, abduction means a creative operation of designing novel conclusions and ideas according to the

emergent research results. Originally the abduction method was suggested by Peirce (1937) who noted that abduction was less certain than induction methods and, further, that both are less secure than deduction. However, the abductive method of analysis has innovative potential (Timmermans & Tavory, 2012), which makes it ideal for studies where innovation is needed. Abduction suggests explanations that can be formalized to deductions and induction confirms them through empirical testing. For a theory construction, abductive approach is prominent as it also observes that research is a part of the world where people are studied and puts literature in a position. It is important to note that abduction is depended on the researcher's position (Timmermans & Tavory (2012).

Timmermans and Tavory (2012) define abductive data analysis to require the researcher to both defamiliarize from, and revisit, the data to maximize the possibilities of abduction. In this study, the collected data was visited several times during the study scope, and it allowed for new insights and themes to arise after the primary analysis. The data was analysed by familiarising with data and thematically organizing it. After the organization of interview data, the collection of secondary data was completed based on the themes that were expressed relevant in interviews. In that sense, abductive analysis was present throughout the analysis, as the scope and contents of the secondary data was determined by the primary data. Both data sets were analysed by revisiting them, thematically organizing them, and finding patterns, conflicts, and differences. Data analysis was iterative and recursive which allowed me to find new patterns and themes.

This thesis seeks to not only offer practical solutions for the city to proceed with the Talent Hub actions, but also provide advance theoretical understanding of the roles and responsibilities of public governance as ecosystem orchestrators. The focus shall be in finding potential new and even innovative solutions while detaching from assumed ideas and theories (Timmermans and Tavory, 2012). This thesis aims to suggest innovative solutions to the identified problems and pinpoint some of the problems in more detail. The categories are guided, but not determined, by the initial research questions and they seek to answer the research problems presented.

3.4 Limitations and ethical considerations of the study

Since this thesis has a goal to offer the city help with proceeding along with the Talent Hub actions, it has a rather purpose-driven aim. This makes the research more of an applied study than a traditional one. This is reflected likewise in the research questions, which aim to understand how to proceed with the Talent Hub ecosystem, rather than questioning whether it could be done or should be done in first place.

This study includes multiple stakeholders as the interviewed participants represent organizations across the city, including higher education institution,

Chamber of Commerce, and the Employment Office. I chose to anonymize my interview participants in order to portray the data more freely. However, as mentioned previously, the comments collected during the interviews are seen to be given in a certain occasion (interview) and do not represent objective or natural descriptions of reality, the represented organizations, or even necessarily the participants themselves.

The interview findings were based on only five interviews conducted with public officials and leaves out one of the most central groups, international talents themselves. Furthermore, to have a more robust data set, interviews from JAMK, ELY-centre and City's employment services could have been collected. To gain a better understanding on the companies' side, local entrepreneurs could also have been interviewed. However, alongside the official conducted interviews, several conversations with project workers and other officials' statements complimented and supported the relevance of the answers. To offer more rich data, this research works with both primary and secondary data. The findings of the thesis might not be directly applicable to other cases as they are specifically tailored to answer the challenges of the City of Jyväskylä. However, it may offer wider understanding how local talent management attempts could be addressed by public governance.

Considering the reliability of this study, a qualitative case study always includes a room for interpretation, specifically in analysing the data sets. As Kvale (2007) notes:

> "The interviewer has a monopoly of interpretation. The researcher usually upholds a monopoly of interpretation over the subject's statements. As the 'big interpreter', the researcher maintains an exclusive privilege to interpret and report what the interviewee really meant." Kvale (2007, p. 15)

While the feedback was asked from the interviewees, it should be noted that I, as the researcher, was solely responsible for the interpretation of interviews. Furthermore, the analysis of secondary data was guided, and partly determined, by the research questions, while the publications themselves covered larger areas. Being a case study, data interpretation and the emergent themes were guided by the research scope and questions, and, with a different scope analysis, could end up emphasizing different themes.

As for all the qualitative studies, it is important to note the subjectivity of the researcher and how it influences to the outcome of the study. My background as a researcher is linked with my study and work experience amongst international degree students. As a researcher, my subjectivity has been noted and I have aimed to observe the data as objectively as possible. Reliability of the data analysis was improved by revisiting the data several times.

4 REVIEWING GOVERNANCE OF ECOSYSTEMS

This chapter aims to present and review the previous studies done on governance of ecosystems. It aims to map what is known about the management methods and how the understanding of orchestrating ecosystems has developed. This chapter begins with introducing research that focuses on general notions about ecosystem orchestration and shall move towards more specific roles and responsibilities and its implications within public governance.

4.1 Orchestration of Ecosystems

Due to the rise of the ecosystem paradigm, scholars have attempted to evaluate the role of orchestration within them. The existing research mainly focuses on the role of governance in ecosystems, alongside the roles and responsibilities of orchestrators, while evaluating its needs to reach success in ecosystems. While a consensus of facilitation needs has been reached among scholars, it has been noted that traditional management methods of 'command and control', top-down steering or traditional industry policies do not work in orchestrating ecosystems (Oksanen and Hautamäki, 2014; Nordling, 2020; Barile et al. 2016). Ecosystems are seen to be more self-regulating systems, consisting of interacting elements and actors, belonging to environments such as cities and governmental organizations (Oksanen and Hautamäki, 2014) where enabling executives need to see further from organizational point of view and represent several stakeholders simultaneously (Barile et al. 2016).

Several researchers have attempted to understand what the premises for successful ecosystem orchestration are and what are the reasons why ecosystem needs governance in the first place. The previous studies have discussed the importance of orchestration of ecosystem as the premise and driver of it (Davidson, Harmer, and Marshall, 2015) and the importance of sharing values and work together. According

to Valkokari (2015), ecosystems are not merely self-organized, but rather organizational designs which survive and thrive if the members agree on shared purposes and means of operation. The importance of shared purposes has been likewise highlighted by Taillard et al. (2016) who argue that agencies should never act on their own but instead focus on shared interests and goals. The understanding of common goals and values demands leadership as without it, the goals are hard to reach (Wakaru, 2019). Pellikka and Ali-Vehmas (2016) see a common vision between the ecosystem participants to enhance mutual understanding, setting goals and nurturing environment that is beneficial for innovation. According to Pikkarainen et al (2017), single orchestrators are unlikely to understand all perspectives across the board which therefore argues for cooperation in forming understanding. This could be facilitated in the form of practices such as workshops and interviews which may decrease the chance of members prioritizing their own goals over common ones. Likewise, Nykänen (2015, p. 138) argues that the prerequisite of networking is that actors share mutual understanding of the needs and they trust the network to move forwards, as they see the value of cooperation. They argue that actors of network must have favourable organizational assets that both enhance the networked actions and enable systematic networking. Furthermore, Rautvuori and Jyrämä (2015) argue that critical moments in designing networks is to identify all the actors and their roles as a way to motivate them towards the common actions and targets, agree on the sharing of resources, advance actions and notice overlaps. Having mutual-self-interest between the ecosystem actors may create value together if actors cooperate to reach goals (Davidson et al. 2015). The need for orchestration in order to cover formal and informal coordination of collaboration between participants within the system, including influencing by norms and managing interactions, is likewise emphasized by Davidson et al. (2015).

Previous studies have recognized creation of value as a central goal of ecosystem actions and discussed the role of governance in reaching value. According to Davidson et al. (2015) value is created in ecosystems while actors collaborate with others by innovating products, services, or experiences. Collaboration is the key to create value and deliver value that the actors could not achieve themselves. This requires managers of networks to sense opportunities to link different actors in value-creating ways, compile value by creating opportunities for innovation in agile ways, utilizing increasingly diverse actors and developing methods which ensure management in networks (Aarikka-Stenroos and Ritala, 2017). Some scholars have argued over specific ecosystem competence needed from the orchestrators and members alike. The findings of Valkokari et al. (2017) suggest that there is an 'essential ecosystem competence' that must be shared by all the ecosystem actors, of managing dynamic and strategic cooperation connected to innovation.

4.1.1 Orchestration Roles and Responsibilities within Ecosystems

While the previous studies have researched the general needs of orchestrating ecosystems, some scholars have turned their attention towards the specific orchestration roles and activities. Previous studies have highlighted the importance of the active roles of network members and orchestrators in order to create value and a favourable environment for the ecosystem to function. Dhanaraj and Parkhe (2006) studied the orchestrator roles and of hub firms within innovation networks. According to their findings, if hub firms orchestrate the network activities, people can make sure that value is created and extracted without hierarchical authorities. Their findings indicate that the key activities of orchestrators consist of knowledge mobility and stabilization of networks and argue over active roles of the network members. Knowledge mobility was likewise central in the study of Hurmelinna-Laukkanen and Nätti (2012) who studied both the premises and activities of ecosystem orchestration. According to their findings, facilitating the neutrality of members, global coordination as well as facilitating cooperation between the actors was seen to increase the likelihood of gaining common trust and identity in ecosystem. In their study, about different orchestration roles within Internet of Things ecosystems, Ikävalko et al. (2018) summarize three roles of ideator, designer and intermediary. From the three roles, the intermediary role was responsible for orchestration of innovation within the service ecosystem. This role included coordination of activities, enabling access to members, and control over platform. Similar findings were conceptualized in the study of Pikkarainen et al. (2017) who summarized the different roles of orchestrators and their key activities within ecosystems (see table 4).

Table 4: Ecosystem Orchestration Roles and Key Activities

Role	Key Activities
Architect	Engage in strict agenda-setting and coordination activities
Gatekeeper	Support the knowledge extraction and dissemination of the information
Conductor	Take care of information acquisition, transmission, and task sharing
Developer	Create concrete assets for the network based on knowledge mobility
Auctioneer	Set the agenda and joint vision for the innovation network
Leader	Motivate and foster the voluntary collaboration and identifying roles of network members
Promoter	Support ecosystem members to work towards the same goal
Facilitator	Bring together quite different, even competing parties to work together

According to the case study findings of Pikkarainen et al. (2017) the healthcare sector orchestrators could adopt different roles and those apposite roles could create collaborative feeling and maintain stakeholders devoted for an ecosystem. The different roles and activities could be done by the members, but the responsibility remained within the orchestrators. According to their findings, orchestration was more about leading with discreet influence. Moreover, their findings found correlation between power positions and orchestrator roles, as the roles of judges and architects typically went for those with stronger power positions, while the need for discreet role of coordinator was necessary to keep actors committed. Restrictive barriers were linked with rules and regulations, professional hierarchies and actors' individual challenges. Their study argues over importance of discreet influence when there is a network of highly skilled experts, and tradition-based hierarchies must be understood when orchestrating a network. Furthermore, as their findings indicate, feedback mechanisms should be constructed in such a way as to ensure experts participatory possibilities and their commitment to working with the ecosystem (Pikkarainen et al. 2017).

While previous studies have concentrated on the roles of ecosystem orchestrators, the activities needed for network orchestration have also been evaluated. The key activities of ecosystem orchestrators should include influencing actors in order to ensure the creation of value (Ritala et al., 2012). Additionally, activities include inspiring and motivating actors to reach common goals (Nykänen, 2015). Furthermore, the studies have discussed the need of orchestrators to concentrate on norms, rules and beliefs that support innovation (Chandler et al., 2019). Furthermore Chandler et al. (2019) discussed the importance of managers to focus on research and development as well as gaining support from other actors within ecosystems to refine ideas into solutions. This argues that managers should recognize various perspectives and have the needed facilitation skills to stabilize the efforts and facilitate 'institutional journey from idea to solution to ensure innovation'. (Chandler et al. 2019). The responsibility of facilitators for framing key questions has been recognized as important alongside ensuring that members can observe the challenges and their own responsibilities as part of the ecosystem (Hämäläinen 2015). According to Hämäläinen (2015, p. 78) management of ecosystems relies on understanding the real extent of problems while facilitating and participating in the social interaction and collective learning processes. This argues for facilitator of ecosystems to both protect weaker voices, and to give space for conflicts as they can enhance creativity and learning. Furthermore, managers must take care of the number of changes in order to protect the participants from overwhelming uncertainties, adopt the methods of soft power of persuasion, offer appealing values and ideas, as well as challenge

unproductive norms and orient people to new behaviours and roles (Hämäläinen, ibid).

As the nature of ecosystem is recognized to be rather emergent than constructed, the previous studies have discussed the role of orchestration in terms of creating environment for ecosystem. Nykänen (2015, p. 147) divides networking process to two parts that include the development of contents and develop of network. According to their findings it is firstly important to develop the network itself, include the actors, facilitate the actions and only after that the discussion of the contents can begin. In the content creation phase, finding the right actors and resources, in addition to communication inside the network and outside to the stakeholders, is central. Similar findings were found in a study of Taillard et al. (2016) who described how ecosystems emerge.

> Thus, we can conceptualize service ecosystem formation as an emergent process in which individual and collective agency, together with the institutional arrangements of the social system in which they operate, are mutually constitutive entities of that system. (Taillard et al. (2016, p. 2972-2980)

Taillard et al. (ibid) observed the processes where interdependent individuals developed shared intentions and facilitated the emergence of ecosystems. Based on their findings, as members progress from their own intentions to plan actions together they begin engaging in interactions. The emergent features from the interactions tend to have a short lifespan, but they can be enhanced by facilitation and focus of interactions. This will help more permanent features to appear. After stabilizing interactions, the features become 'socially normative' and maintain the ongoing interactions between the participating actors. The stabilized interactions are improved through feedback loops which appear at all the levels of cooperation. An upward feedback loop aims for shared intentions between the actors, greater interdependence and norms while a down-ward feedback loop improves the individual commitment to the shared activities (Taillard et al. 2016).
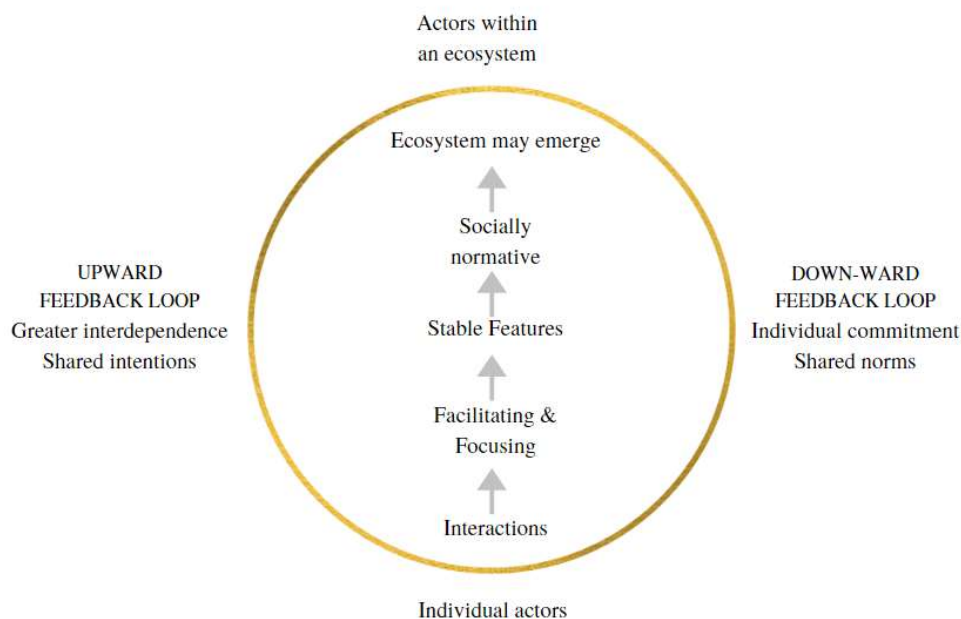
Figure 2: Emergence of an Ecosystem

4.1.2 Public Governance Orchestrating Ecosystems

While the potentials of ecosystems to national and regional wellbeing have been identified, the focus of research has also been placed on the role of public governance as an orchestrator of ecosystems. The studies find that public governance at times is an ideal orchestrator not only because of its responsibility for creating a better society, but also due to its large networks and position within a society as a whole. Based on the findings of Lopes and Franco (2019) regional development networks were seen as fundamental for a regions' competitiveness. Moreover, their findings indicated that the networks demand cooperation between the government, universities, wider society, and industries in order to be competitive. According to policy implications of Bakici et al. (2013), cities should create and coordinate ecosystems as their networks serve as ground for new businesses to emerge, which in turn serves the goals of regional development and economy. As the Ministry of Economic Affairs and Employment (n.d.) defines, ecosystems are sought for their importance for the public, private and third sectors. Since public governance and city organizations are in a position of defining societal goals, they may have an ambitious role of influencing ecosystems and guiding them to produce innovations which help the wider society (Make with Espoo, 2018 p.26).

Scholars have attempted to understand not only why public governance should be interested in orchestrating ecosystems, but also how this could be successfully done. Based on the findings of Markkula and Kune (2015, p. 64), regions should actively seek

for regional collaboration so as to promote breakthroughs by bringing different actors together and thus utilizing the existing top expertise and technological advancements to solve common problems. Hautamäki and Oksanen (2012) argue for the improvement of local innovation conditions in order to deal with both the structural changes and support innovations. The findings of Barile et. al (2015) emphasize the importance of rethinking (service) systems, networks and ecosystems through cross-disciplinary efforts and theoretical and methodological innovations. In their study, Bakici et al. (2013) observe that, while private sector networks typically transform into ecosystems due to shared goals and competition of creating new and improved services and products, in the public sector these mechanisms are not so well established. This could be because the stakeholders do not compete in similar ways regarding market shares. This decreases the likelihood of citizens being involved in ecosystems locally, within cities (Bakici et al., 2013).

Previous scholars have also turned their attention to the role of public governance as enabler of development and facilitation of innovation platforms. According to Davidson et al. (2015), in the age of ecosystems, it is vital to learn how to facilitate open dynamic cultures and learn new models, collaboration styles, as well as ways to co-create value. These needs and roles of new management have been recognized within public governance as well. According to Make with Espoo (2018), oftentimes, most of the development happens outside public governance which argues for public governance to connect different actors in value-creating way. In their study of service network management and value co-creation within city organization Hänninen and Jyrämä (2015, p. 161) observed that the internal processes within the city organization prevented the co-creation of services, as well as created most of the recognized problems within the services. These findings indicate that the lack of network management skills acted as a barrier to further service development and the possibility of creating value networks. The old internal units and siloes within the city organization prevented successful cooperation and influenced the service outcomes negatively. One of the central problems was the infrequent collaboration, as the organization structure was seen to prevent further success (Hänninen and Jyrämä, 2015).

As the studies consider traditional management roles within siloes harmful for ecosystem orchestration, some scholars have turned their attention towards understanding different management methods. According to Visnjic et al. (2016) public governance in cities should consider alternative ways of organizing the city's services and think instead as orchestrators of ecosystems. To succeed in this, public governance needs to engage with the internal stakeholders and, at the same time, allow input from external stakeholder, as it might be the key to innovation. Moreover, according to Visnjic et al. (ibid) public governance needs to take care of the infrastructures and design cooperative ways in which to receive feedback. As they note – city administrators as the orchestrators should be asking the right questions in

order to understand the challenges and potentials of an ecosystem. According to Smorodinskaya et al. (2017) to create macro-level structural swifts, barriers must be removed at the micro-level to enhance organizational transformations towards inter-organizational networking. Public governance may take a role of an active enabler that aims to create innovation to the needs of the society by nurturing the cooperation between key actors and developing solutions together (Make with Espoo, 2018, p. 27)

The role and responsibility of public governance as orchestrator of ecosystems has been recognized in the Finnish government as well. Based on the conclusions of researchers' workshop organized by the Ministry of Economic Affairs and Employment, in cooperation with Tekes and Sitra (2017), while public sector cannot control nor plan how an ecosystem shall develop, it may have a necessary role in their emergence as an enabler of the actions. The public sector may create processes and platforms to enhance cooperation (Ministry of Economic Affairs and Employment, 2017). Likewise, Kaihovaara et al. (2017) conclude, that in Finland there are several well-functioning ecosystems and public governance can be seen as having a significant role in their development.

In the context of ecosystem orchestration and the role of public governance, a central theme and interest has been in researching how the innovative governance methods work. In their study about Finnish innovation policies, the findings of Takalo and Toivanen (2018 p.56-58) imply that bottom-up policies have more prominence in succeeding than mission-oriented top-down policies, which are also prone for lobbying. Based on their findings, Finnish innovation policies should increasingly rely on a bottom-up approach. Moreover, they argue that the best governmental innovation policies can well be those that concentrate on creating correct infrastructure for better informed agents with stronger incentives, such as researchers or funders. These remarks are aligned with previous research which emphasizes the role of public governance as a facilitator of actions and enabler of development.

4.1.3 Ecosystems or Echochambers?

As the importance of orchestrating networks has been recognized as salient to enable an ecosystem to emerge, the previous research has discussed some of the pitfalls which may endanger the emergence or success of an ecosystem. An ecosystem can be understood to be an emergent and constantly evolving entity of actors including activities and services that share mutually co-created values and are highly interdependent and aiming for innovative performance. However, the ecosystem actions, if not orchestrated well, may remain fragmented and in siloes.

The self-steering nature of an ecosystem does not indicate that there would not be a need to have someone guiding it: it needs a previously designed direction. The previous studies indicate that without leadership ecosystem either evolves slowly or falls apart (Wakaru, 2019). Based on Hartley and Benington (2011), government programmes often aim at collaborative governance whereas different organizations

will share ideas, experiences, or resources in order to improve, however, it is noted that in practice knowledge is often hoarded or concealed. Likewise, Doz and Kosonen (2014) argue that new generations of civil servants and policymakers often tend to simply make minor improvements on top of the earlier ones, but it is not sufficient while they keep ignoring the obvious cross-societal challenges. According to the findings of Mann, Loft and Hansjürgens (2015), those who oversee policy and management of ecosystem services typically focus significantly more on biophysical and economic conditions than on socio-political and cultural factors, which may increase disobedience questioning the validity of governance and thus endanger the policy objectives within ecosystems. Vallet et al. (2020) discussed asymmetries in power within ecosystem governance and argued the need for new ways to understand them. Markkula and Kune (2015) highlight the importance of research and participating society in terms of successful innovation ecosystems and regional development. Based on their observations, to facilitate innovation ecosystems, it is vital to conduct relevant research, have accessible results, understand implications, and put them into practice. As project managers and planners need to know the relevant answers for their challenges, researchers must understand the challenges and problems in order to organize research which will address them. This combination of research and practice have prominence to complement each other and regional development through innovation ecosystem development and actions, but to succeed, provocative questions should be asked and discussed (Markkula and Kune, 2015). According to Doz and Kosonen (2014) the recent years have shown a decrease in dialogue between the different stakeholders, often due to personalization of politics and narrow self-interests. Based on their findings, while key decision makers in Finland actively meet, they rarely commit to do anything new specifically while facing multifaceted, cross-societal problems. While in the past ethnic and intellectual homogeneity of influential stakeholders might have been beneficial, nowadays it threatens "out-of-the-box" thinking. As they conclude, traditional understanding on public administration, low participation rate of the society and noncritical thinking may slow down, or prevent, the emergence of an ecosystem (Doz and Kosonen, 2014).

Ecosystem facilitation in public sector is a process of high complexity, starting with mutual co-creation, interaction, facilitation and focus on the interactions. It continues by building socially normative features, while constantly challenging these by asking uncomfortable and critical questions (Markkula and Kune, 2015). Ending with the facilitation of continuous feedback loops, both up and downwards, to provide tighter relationships and enhance the social norms and stronger commitment, which is the base for the emergence of ecosystems (Taillard et al. 2016). Public administration needs to recognize the change of public management and facilitate the actions together with the ecosystem members. If the public sector is to function as a facilitator of the ecosystem, it should offer key questions, but not answers, and encourage collective learning (Markkula and Kune, 2015).

4.2 Summary

This chapter reviewed previous research and literature conducted on ecosystem orchestration. It discussed the roles and responsibilities of orchestrators and analysed the role of public governance as the orchestrator. Lastly, it presented the previous studies discussing challenges in terms of ecosystems. This research shows, that while ecosystems are understood as self-steering, emerging entities, their facilitation, and orchestration, is a necessary task in order to guarantee their success. Public governance may often be a natural choice as an orchestrator due to its societal responsibilities, roles and wide networks. Furthermore, successful ecosystems are seen to increase regional wellbeing and development, which is what makes them of interest to not only the private sector, but public governance as well. Previous research shows that orchestrators of ecosystems should facilitate and focus interactions, ask key questions and ensure participatory opportunities of the wider society and both internal and external stakeholders. The goal is to create value and utilize the development of methods which ensure network management. While a lot has been researched on the topic of ecosystems and orchestration activities, it would be interesting to conduct cross-studies to test the correlation between systematic and strategic orchestration activities, and the value brought by ecosystems regionally.

5   INTERVIEW FINDINGS

In this chapter the findings of the interview data shall be presented. As defined in the third chapter, data sets were thematically categorized and analysed abductively. The interview findings together with the findings from documents aim to answer the research questions. Further analysis and discussion based on the findings will be in chapter seven and suggestions for Jyväskylä´s Talent Hub actions will be defined in the eight chapter.

The interviews were semi-structured and shaped to address the research questions. The interviews were reflective, and emergent features and themes which arose from them were also discussed. The focus was to collect those themes which interviewees emphasized to be of importance in terms of improving cooperation, services, and labour market integration in the context of talent attraction and retention in the City of Jyväskylä. The focus of the interviews was to find out both the existing challenges for Talent Hub -actions as well as the improvements the interviewees considered possible.

The findings of the data are divided into the three main themes that aim to address the research questions. Furthermore, the discussed themes are divided into two subthemes addressing the most frequently recognized challenges and visions of future development.

Table 5: Interview Findings

City of Jyväskylä	Employment of skilled migrant professionals	Local services offered for skilled migrant professionals and employers	Cooperation and networks targeted to improve employment of skilled migrant professionals
Present state and recognized challenges	Careful attitudes of employers Lack of rotation of skilled migrant professionals in local labour markets Employers do not recognize the expertise of skilled migrants enough Finnish is a central recruitment criterion in Central Finland High Recruitment Threshold	The existing services are not utilized enough Services do not comply a systematic entity as they are offered by many different organizations Rigid, unclear, and not overarching service paths No current services specifically covering the aims Talent Boost	Cooperation is based on projects and cases Overall coordination is missing Unclear roles and responsibilities in cooperation Cooperation is not systematic and has not been able to solve the big problems
Recognized improvements	Addressing employers' language requirements Improving the welcomeness of local labour markets Re-assessed recruitment models Improving the recognition of knowledge	Labour market office of migrants collecting the services under the same roof Defining service paths and improving the existing ones Having someone to work closely between the skilled migrant professionals and employers Overall coordination for migrant services in the city	Prioritizing permanent and long-term cooperation over projects Overall coordination of cooperation Fostering long-term changes in actions and agendas Centralizing funding from projects towards more sustainable and stable structures

5.1   What is going on in the city? The Present State

The first row of table 5 describes the present state of talent management in the City of Jyväskylä based on the interviews, focusing on the themes of employment of migrants, services, and local cooperation. To answer the research questions on how to proceed with Talent Hub actions in the future, firstly it is important to understand the context and the biggest challenges of the present state.

5.1.1   High Recruitment Threshold Slowing Down the Labour Market Integration of Skilled Migrant Professionals in the City of Jyväskylä

Based on the expert interview findings, the challenges of the labour market integration of skilled migrant professionals in the City of Jyväskylä are linked with Finnish language skills being a central recruitment criterion, the attitudes of employers and the general failures in recognising the expertise of skilled migrant professionals adequately. Furthermore, the structures of local labour markets and the lack of rotation of skilled migrant professionals' employees were seen challenging in terms of labour market integration. The high recruitment barrier can be seen to consist of all these features. Additionally, the high recruitment barrier itself was emphasized to pose the greatest roadblock for labour market integration within the City of Jyväskylä for skilled migrant professionals.

Although the threshold to recruit skilled migrant professionals was seen to be high, interviewees reckoned that the local employers are interested in utilizing the expertise and knowledge of skilled migrant professionals, as many of the enterprises function in several countries and might have customers all over the globe. The reason for not being able to do so was seen to be linked partly with not having enough knowledge or resources, such as time, to find out how to realize these plans. Another interviewee suggested that while companies might have an interest in developing their international business, they do not necessarily have the trust or will to proceed with the concrete implementation of those ideas.

The expectation of Finnish skills was raised most often to describe the challenges in labour market integration of skilled migrant professionals in the City of Jyväskylä. When asking the interviewees for the most common barriers to labour market integration, all of them mentioned linguistic expectations as the first requirement which is imposed by employers. The skilled migrant professionals are expected to master Finnish before they can be recruited. As the quote below indicates, the expectations are usual and often repeated by the employers in Central Finland.

> "Most of them [employers] would want the skilled migrant professionals to know Finnish at least in some way. Even if the organisation itself might not be Finnish speaking, their customers might be… It might be one of the most central recruitment criteria. In Central

Finland there are also companies where this is not an essential question, but in general it is" (I5)

Whilst the language expectations were raised as a way to explain the high recruitment threshold locally, they were also discussed critically amongst the interviewees. Many of the participants described the language expectations to be often unrealistic and potentially conceal wider challenges and hidden attitudes beneath.

"I would say that language skills, challenges of reaching it and the unwillingness of the society to welcome people affect greatly to the labour market integration. Unfortunately, in Finland outside the capital area it is the direct or indirect attitudes that are visible sometimes. The language skills expectations might be unrealistic: employers do not really think about what one needs for a specific job… in many places one could survive with satisfactory Finnish skills" (I2)

The problematics of language expectations and the focus on just language skills were also raised, specifically in the case of international degree students. The common consensus amongst some of the interviewees was that international students are expected to learn Finnish during their studies if they wish to work in Finland. Some of the interviewees noted that this is unrealistic and not necessarily in the self-interest of the international students, as the ideas of staying might evolve during the studies. The scope of the studies is also limited, and the wished level of language studies may be impossible to fit to their degree programmes. The idea of including more Finnish automatically to the degree programmes was viewed rather critically by some of the interviewees, as it was seen more to be a choice of the students. The possibilities to study Finnish language was recognized to be excellent for the students in Jyväskylä. Both higher education institutions offer enough Finnish courses, and in the University of Jyväskylä it is possible to study Finnish extensively.

While language skills were recognized as major local labour market barrier by all the participants, the real solutions on how to tackle the experienced language barriers on the operational field have not been found. As one of the participants described, the same issues have been talked about for several years now in the city, and no big advancements have been made during this time. The importance of knowing Finnish in working life has been recognized as a deal-breaker, yet few assessments of the "good enough Finnish skills for working life" have been made.

Interestingly, whilst the interviewees recognized that the knowledge of Finnish language and cultural know-how was sought after, one of the main reasons why employers would be willing to hire international talents were also language and culture related. As one of the participants mentioned, language and cultural skills may be the biggest reasons why companies are interested in international talent in Central Finland. Alongside the Finnish language skills, the responders raised cultural fit as one possible explanation for why employers might be careful in recruiting skilled migrant professionals.

Alongside the language skills, professional expertise and the recognition of them, was discussed and deemed to be problematic. Based on the replies, recognizing the expertise does not happen very systematically and it is based on the skills of employers or organizations themselves. This was seen to be one of the key issues in high recruitment threshold, as employers may not have enough know-how to be able to recognize and utilize professional experiences from elsewhere.

One recognized challenge which slows down the labour market integration of skilled migrant professionals in the City of Jyväskylä was seen to be caused by a lack of rotation or movement from one company to another. Skilled migrant professionals were considered to be less likely to expand their professional networks through employment within multiple different companies during their time in the City of Jyväskylä. In part, the local labour market structure was also seen to contribute to this barrier. This may partly explain the high recruitment threshold and the recognized careful attitudes in recruiting foreign talent.

> "One challenge in this area I have always considered, is the labour market structure. There are a lot of small and big companies, but the amount of small and middle-sized companies is missing, where the rotation would happen, where people would come and go to create the constant recruitment needs. Now if there is a company of four people and there is a need for one more person, it is a big step to recruit fourth of the total workforce at the same time… The recruitment threshold is incredibly high." (I1)

5.1.2 Insufficiently Utilized and Recognized Services – only to Some?

The present state of services offered for both employers and jobseekers in terms of international recruitment was discussed with the participants. The present state was described to lack an all-encompassing, systematic entity of services, and the existing services were considered to be partly under-utilized and not serving all migrants equally. Whilst the individual services were not discussed in detail, the interviewees identified gaps in the groups they are serving and, at times, some services were seen to be quite strictly limited to serve only certain groups of people. Most of the interviewees stated that there are a lot of good services, but the field is relatively spread out as many organizations have their own services for skilled migrant professionals or employers, and the concrete entity of these is not on "anyone's table".

In addition to many of the public organizations in the city offering employment services for skilled migrant professionals, third sector actors are tightly cooperating with the city by also offering their own services. These were evaluated to be useful in partly fixing the gaps that the public services have, specifically in terms of practical help, information, and free time opportunities. However, having services offered by several different organizations, both in the public and third sector, was seen to cause the current unsystematic collection of resources and facilities which have gaps and overlaps due to their lack of coordination.

One of the biggest challenges concerning the systematic offer of services in terms of the labour market integration of skilled migrant professionals was suggested to be

caused due to unclear responsibilities. Most of the interviewees agreed that whilst there are good services, no one really seem to have the overarching understanding on what is offered and to whom. One interviewee described their role to include a lot of "puzzle work" which in essence meant identifying where to send customers next as the existing offered services live under several roofs.

The existing services offered for the employers were seen generally to provide useful information and practical help, but some of the interviewees estimated that they are possibly not as utilized as they could be. Whilst discussing whether the employers are aware of the existing services at their disposal for recruiting international talents, one responder explained that their utilization was dependent on each company's own HR skills. Lack of time for finding the not so well-known services was seen to be an issue for companies. Employers utilized as much as they could of the existing services but were not so likely to search for them specifically, especially when some of the assistance provided may not have been widely distributed, clearly explained, or easy to find.

> "Some companies certainly are aware of the services… International businesses have it easier, they have knowledge of HR and they are certainly aware - SME's might not have as much information… The need [for employing international talent] might be acknowledged but they don't know who to contact and how to solve it." (I5)

As some of the interviewees explained, the services and how well they function have not really been assessed. A lot of the offered services for immigrants were formulated during the year 2015 when the city saw increased numbers of refugees and asylum seekers. The interviewees agreed that, regardless of the reason of arrival in Finland, separate services, directed for those specifically recruited and attracted, would be needed. One of the features, which some of the interviewees recognized and discussed, was that in the city there are currently no permanent services which would fit directly under the Talent Boost ideas in terms of attracting and retaining international talents.

> "The international services of the city focus on traditional sister city international actions, PR-type of actions and immigration services. In the city, immigrants are mostly understood as refugees and asylum seekers, not so much those who are called as "talents" in the context of higher education, those who are specifically wanted and separately recruited. (I4)

Some of the services offered in the city were seen to be strictly suitable for people outside the work life, whilst some of them were only meant for the unemployed jobseekers. Interestingly, integration services were seen to be mostly aimed at refugees and asylum seekers, meaning that they were not considered to be suitable for others. According to the findings, currently in the City of Jyväskylä, many of the services are siloed and targeted either based on migration reason or work status. One group which was discussed with all the participants in terms of Talent Boost services was international students, as they were considered to fall out from most of the publicly

offered services and to not belong to any of those specifically. Most of the participants mentioned that the ties between studies and working life should be further promoted. The services of higher education institutions themselves were seen as separate, yet well-functioning, and a clear target to development further in general. The interviewees noted that more should be done between working life and studies and that working life relevant services should be included in the curriculum.

5.1.3 Projectization of Cooperation

Alongside the recognized employment barriers and services, the existing cooperation between the stakeholders in the City of Jyväskylä was discussed with the interviewees in order to understand the current cooperation in terms of international talent attraction and retention. The interviewees highlighted the current cooperation to be largely reliant on the projects, based on occasions and done case-by-case. The long-term collaboration was seen to be challenged due to the lack of coordination. The unclear responsibilities were still addressed as the interviewees themselves questioned who should facilitate the continuous coordination. While the projects and initiatives working in the field were seen to produce good know-how and strong collaboration during their existence, collaboration was seen to be rather limited to the lifespan of projects and having a small impact regionally as they were not considered to reach permanent solutions.

The issues related to skilled migrant employment have been recognized as important by most of the organizations within the City of Jyväskylä. Multiple projects and initiatives have been launched to improve the issues and, although the good practices, cooperation and expertise of the projects were praised by the participants, projects were also seen to create a barrier for establishing a more permanent and stable platform for cooperation. As the interviewee from the higher education institution emphasized, relying on projects as a way to solve large, national, and regional issues of work and skill-based migration is challenging, especially if they do not have permanent legacy within the everyday actions of organisations.

> "In Jyväskylä everything [linked with Talent Boost actions] is based on projects, sporadic, ad hoc, project one after another. People are gladly building big projects without proper plans of how these will connect to the everyday actions of attending organisations after the funding ends. Jumping from project to another does not solve the big problems connected with decreasing population, solving national economic challenges or increasing work and skill based migration… Due to the high amount of projects we have now overlaps and gaps and not a systematic entity."(I4)

While the number of projects themselves were seen to imply that the regional interest to proceed with Talent Boost issues is strong, the projectization of cooperation was seen to create a barrier for more permanent and long-term cooperation. The projects themselves were not viewed as problematic but were instead seen to imply that there

are still some other aspects to prioritize and that it is easy to get funding for the projects due to the important topics.

> "They [projects and initiatives to support labour market integration of skilled migrant professionals] have started a bit side by side and been led by different organizations. In some of them the city has had more of a role, or then the role has been exported through other associations… I think a lot of different funding has been available, which might have caused both overlaps and gaps in that work… This is a bit of no-man's land." (I3)

One of the most emerging findings, through the interviews as a whole, was the lack of clarity amongst even the interviewees themselves regarding the responsibilities of coordinating the talent attraction and retention regionally. Recognition of this concept was forthcoming from interviewees, however, collectively and individually, they were unable to pinpoint exactly who should be in charge of what and for whom. While the topic was recognized important by all the interviewees, no clear role of who should coordinate the actions was found.

A significant challenge due to the projectization of cooperation was the notion of not having stabilized structures or collaboration which would be strategic and long-term. This, according to some of the interviewees, explains the current unsystematic situation which exists in the city in terms of cooperation and services.

> "There are a lot of actors [working with these issues] in a lot of projects but the ecosystem is dispersed. For a middle-sized and reasonably attractive city winning in net migration, we are doing surprisingly bad on a Finnish scale. Even though Jyväskylä is the capital of teacher training, there are two higher education institutions alongside with other educational institutions, a lot of students [around ¼ of the population], the attractiveness of it does not carry outside Finland. Despite the projects, plentiful actors and good fuss we are still on the starting point." (I4)

5.2 How could the cooperation, services and labour market integration be improved? Visions of Future Development

The interviewees were asked how they would improve the cooperation, services, and labour market integration of skilled migrants to encompass the potentials of future actions, based on the understanding of the key organizations' representatives.

5.2.1 Enhancing the Labour Market Integration by Assessing Requirements, Expectations and Attitudes

To improve the local labour market integration of skilled migrant professionals, interviewees highlighted the importance of addressing language requirements, improving the reception within local labour markets and improving the recognition of expertise gained from abroad. Much of the future oriented discussion was focused on the changes which are required in the operational field in order to enhance the employment opportunities of skilled migrant professionals.

Whilst discussing the readiness of local labour markets to recruit skilled migrant professionals, some of the interviewees emphasized the need to work with the local attitudes and employers themselves. The concepts of local labour markets being receptive and accepting of the skilled migrant professionals was raised as one clear improvement in of being tackled. The interviewees acknowledged the need for actively working with local employers as the themes, which have been recognized as being important at a national level, may not speak to the employers, or infiltrate the company values and aims, as effectively as hoped.

> "There is demand for work with the local employers, as the national pressure does not reach to the level where the work is needed and where the work is done." (I2)

Furthermore, the aspect of inclusiveness was brought up as a key cornerstone to improving labour market integration. The representative of the Employment Office reflected on the role of inclusion in labour market integration.

> "[Labour market] integration can be improved by improving the role of inclusion. The faster migrants find their place that fits to their skills and knowhow, the faster they and the whole society gain more well-being…" (I1)

To deal with the high recruitment barrier and the dominant language question in local labour markets, participants varied in their responses on what should be done to improve the situation. While some interviewees emphasized the responsibility and duty of students to study Finnish during their degrees in order to increase their work prospects after studies, some participants were more critical on the language requirement of employers and the necessity of knowing Finnish. The concept of sufficient Finnish language was questioned and some of the interviewees hoped for a more open discussion on what is meant by "Finnish skills" and how much these are required.

Improving the recognition of expertise was also an emphasized theme by the interviewees, however, few ideas on how to practically improve this process were discussed. Some interviewees argued over better recognition of language skills and the skills which had been gained from abroad. Whilst the need for improving labour market integration was recognized by all the participants, the practical ways for conducting this were considered to be difficult, and, in part, these were seen as a reason for why improvements had yet to be implemented. All of the interviewees agreed that more should be done to improve the labour market integration of skilled migrant professionals in the City of Jyväskylä.

5.2.2 Services Under the Same Roof: Assessment of Service Paths and Inbetweeners to Facilitate Interactions

To improve the services in the future, interviewees emphasized the need to define and improve the service paths and have someone working closely between the skilled

migrant professionals and employers. Moreover, of the interviewees emphasized their wish to collect employment services for migrants under the same roof. Based on the responses, this has been a recurring theme in the conversations between the varying organizations. Interviewees wished for an outcome which would reduce the unsystematic services which are considered to be "all-over-the-place". The future Knowledge Centre Initiative was seen as a prominent time to try to have more services in one place, as migrants, who were previously customers of the Employment Services, are placed under the umbrella of the city by the Municipal Experiment of Employment (Työllisyyden kuntakokeilu), making them customers of the City of Jyväskylä instead. The interviewees highlighted the importance of recognizing the varying needs of different people, designing services more adequately and working more closely both with the employers and the skilled migrant professionals themselves. The services offered for migrants in Jyväskylä have not been previously reviewed, however, according to the city representative, these are currently in the process of being reviewed by the city. Some of the interviewees agreed that it would be necessary to gain a holistic understanding about how the services are built, to whom they are targeted, in order to improve labour market integration, specifically in terms of international students. Furthermore, some of the interviewees identified the need to improve the existing service paths and define new ones for those groups who are underrepresented or even disregarded in the current services.

> "[Improving labour market integration services requires] collecting service paths… I would not even necessarily separate international talents [from Finns] at this point, but in terms of cooperation between educational institutions and working life, we can do a lot… If we wish to improve the attractiveness of the city as a place to stay and work amongst internationals and Finns, it is one way to bring working life closer to students during their studies." (I3)

Many interviewees recognized the need to have someone who would: 1) work between the employers and jobseekers; 2) facilitate the needs and wishes between the two groups; and 3) help in employment and recruitment processes. Having more private and personalized contacts between the employers and jobseekers was seen as a potential way to increase the effectiveness of employment services. One of the interviewees suggested the idea of having a "cultural translator" who could be utilized by those employers which are unsure about the cultural fit of a jobseekers. These translators could then work towards both sides, offering jobseeker with vital information about the working habits in Finland and employers with what to expect from the candidate.

5.2.3 Synergy from Doing Together: Coordinating and Fostering Long-term Cooperation

In their responses on how to improve the local cooperation, the interviewees emphasized the need to prioritize permanent and long-term cooperation over projects,

have coordinated collaboration, foster long-term changes, and centralize funding towards more stable structures.

Interviewees identified the status of collaboration to be based on projects and short-term attempts. The lack of overall coordination was emphasized by some participants to be the leading cause for the fragmented field that exists in the City of Jyväskylä. The importance of building systematic long-term cooperation between, and amongst, the central actors was highlighted by most of the participants.

Relying on projects to create long-lasting, systemic change in the labour market was criticized and questioned by some interviewees. Since the projects are deemed to end, they were seen to offer a slim chance for permanent change or cooperation. As one interviewee stated, the projects themselves are not a barrier to change, however, if the creation of projects is prioritised over strategic and systemic change then solutions will continue to be created only for the short-term.

Most of the interviewees recognized the need to start focusing on long-term and coordinated cooperation in order to move towards Talent Hub ecosystem actions, which have been identified as an important theme by most of the organizations. Some of the participants were unsure who should coordinate such actions. As one of the participants reminded, it is not enough to draw lines between organizations and projects, the emergence of an ecosystem demands long-term commitment and input from all of the central organizations.

The ways to reach more permanent long-term coordinated cooperation was linked with prioritizing this over projects. One of the participants raised the notion of the allocation of resources and pointed out that if the project funding would be directed and focused to foster the long-term actions and change, these results could be more permanent and widespread than they are currently, after this era of projectization.

While the existing cooperation was mostly considered as good in the areas where it exists, it was seen to lack an overarching agenda and stability. The city representative saw cooperation between the local actors, including higher education institutions, employers and public administrators, as functional in those cases where cooperation was happening. However, this has not yet gained the permanent status it should, based on the recognition of it as an important factor of a city's sense of vitality and wellbeing.

> "There is no organized and coordinated cooperation on the international issues in Jyväskylä, the issues are handled case by case… Talent Boost actions have been raised as an important issue in vitality forums and many other places and this has been recognized in all the educational institutions and in some companies as well." (I3)

Several interviewees stated that the beginning of a new project brings along with it an increased amount of "fuss" and enthusiasm which quickly decreasing during the course of the project, only to resurface again at the beginning of the next one. Based on the interviews, this argues for more stable structures and continuous

improvements. While the projects did seem to have an interest and the will to improve employer cooperation, neither permanent nor very effective changes have yet been reached. These actions were also seen to dominate some fields and sectors more than others. Additionally, frustrations over some short-term attempts were portrayed by some interviewees.

> "I don't think it [cooperation] is fully covering the area, there are certainly sectors where it could be improved... We have had variable attempts to improve collaboration with employers and in the beginning, there is always a huge interest and fuss that will then abate just to start again with the next attempt." (I1)

In order to use the available funds more effectively, and make more stable changes on the operational level, utilizing the opportunity to focus these actions under the roof of Talent Hub was recognized to as a way to bring organizations closer to each other and build systematic cooperation. The financial point of view was emphasized by some interviewees alike, as centralizing the funding to long-term changes, instead of projects, was seen as necessary after having several short-term solutions without permanent changes.

5.3 Findings summarized

These expert interviews identified the characteristics of the present state and visions for future improvements. Concerning the labour market integration of skilled professionals, the present state was described as challenging due to the high recruitment threshold, seen to be caused by: 1) Finnish language expectations; 2) employer attitudes; and 3) the structure of local labour markets. The services offered for jobseekers and employers were reviewed and considered to be good, but somewhat underutilized whilst lacking a systematic entirety as well as showing gaps in the groups of migrants they serve. One of the biggest gaps noted was related to the services which would be specifically aimed and targeted to serve as ways of talent attraction and retention. The local cooperation to improve labour market integration of skilled migrant professionals was generally described as relying on projects, and the need for coordinating long-term cooperation in future in place of projectization, was described as necessary in order to move towards permanent and much needed changes.

The visions for improvements were linked with easing the recruitment threshold by: 1) assessing the language requirements; 2) working more closely with the employers; and 3) centralising services, for migrants seeking employment, under the same roof. Defining the service paths and having more personalized and private cooperation between employers and jobseekers, was considered important for future attempts. The need to move from projects to long-term cooperation was considered essential in the Talent Boost context, as the short-term attempts were not seen to be

adequate in answering the big national and regional challenges. The coordination of cooperation was seen as relevant for normalizing and stabilizing further cooperation and reaching regional development.

As the interview findings indicate, the importance of Talent Boost has been recognized in the city as well as in most of the local organizations. This is already visible in many organizations through their own agendas and networks, however, the stable regional coordination, as a way to systematically improve the issues, is yet emergent.

6 FINDINGS OF THE PUBLICATIONS

This chapter shall discuss the findings of the secondary data set which was presented in chapter 3. Guided by the research questions, my attention was directed towards the themes where the roles and responsibilities of public governance were emphasized in terms of attracting and retaining talent (talent management) in Finland. The findings are discussed within three main themes: 1) cities facilitating talent management; 2) improving talent management through services; and 3) cross-sectoral cooperation.

Figure 3: Thematic Findings of Secondary Data

6.1   Cities Facilitating Talent Management

The central theme of the publications was related to the regional attempts at attracting and retaining talent. The publications differed in their scope and whilst some focused specifically on regional services to increase employment opportunities of migrants, others gave more attention to regional attempts at enhancing retention of international talents. Regardless, the overarching theme was that cities should facilitate the actions in order to ensure both employment opportunities and suitable services for migrants. These publications recognized the goals and main drivers behind the regional attempts to attract and retain talent to be: 1) creation of growth; 2) boost in competitiveness; 3) increase in innovation; and 4) recognition of international expertise. Regionally the role of talent attraction and retention was specifically highlighted in terms of local competitiveness, growth of companies, and livelihood of cities. Motivation for cities to improve both the availability of talents as well as utilize their expertise was linked with the notions of valuable international networks, language skills and international expertise which was seen as beneficial for regions. Furthermore, these publications recognized attraction of foreign investment and the creation of new jobs, within companies founded by international talents themselves, as opportunities provided by the integration of international migrant professionals.

> ″ Among migrants there are international talents with valuable, high knowledge capital. Migrants have also international networks… Internationality and cultural diversity are part of daily life in Jyväskylä as well, so it is in everyone's' benefit that all the migrants moving to Jyväskylä get a good start for integration and their expertise is utilized as well as possible.″ City of Jyväskylä (2016)

Alongside the discussed potentials and benefits of facilitating talent management attempts in cities, the publications discussed what would have to be done in order to ensure success. The role of Finland, its society and functioning services were seen as premise for talent attraction in the first place. Regionally, the availability of services, leisure opportunities and a receptive society were emphasized as important in terms of attracting and retaining talent.

> "Large cities play a major role in drawing international talents and helping them settle in. Without attractive urban areas, it is difficult for companies and higher education institutions to draw talents from abroad. Additionally, the cities' strategic policies, the services they provide, and their images influence the decision to migrate. Regional cities need skilled labour, too, as smaller cities also have significant manufacturing and high technology industries and investment plans. " Intermin (2018 p. 21)

The active role of cities was specifically considered to be important in the context of attracting talent. The publications highlighted that cities should effectively coordinate the actions in order to create systematic ways of talent attraction. The suggested actions were linked with having talent managers who ensure the functioning of talent management attempts, as examples from several cities imply.

Moreover, systematic attraction facilitation, as well as functioning services, were seen to be linked not only with how attractive the cities appeared to be, but also with how the potential of settling within them was seen by international talents. While the city's role was emphasized in actions of attracting and retaining talent, the role of the state was seen to enable the actions and create the required policy measures for seamless cooperation. The inner competition between the cities inside Finland was likewise recognized, which argued the need for regions to focus on cross-sectoral cooperation.

> ″ International talents must receive targeted information about migration processes, work- and study places, living in Finland, industries, funding, cooperation opportunities as well as contact and information about career prospects. The most important public reception services must be provided in English at least in the biggest cities. Cities internationality, openness and tolerant atmosphere and versatile service supply ensure, that international talents will stay in the city with their families.″ Talent Boost Programme (MEAE 2020a, p. 7)

The publications discussed the need for managing attempts to attract and retain talent and, in this context, the role of cities was highlighted. The Talent Boost programme was seen as the useful framework to ensure both systematic and strategic actions nationally, whilst ensuring the creation of successful attempts regionally. Cities joining the Talent Boost programme was reviewed as a potential way to assist them in managing the possibly fragmented field of actors and help them make the best use out of existing services and initiatives. In order to avoid the repetition of project goals and outcomes, and as a way to streamline the processes involved, an efficiently orchestrated ecosystem is required and should be managed by public governance. These notions were specifically present in the Talent Boost related publications.

> "The Management of the ecosystem or orchestration is important in order to overcome the fragmentation of an ecosystem and make the most of the potential and existing projects. From a user or client point of view, the journey for an international talent to learn and use a service needs to be clear. They need to receive service instead of bureaucracy. From a service provider or public sector point of view, efficient ecosystem management helps to work in an effective and efficient way, avoiding different stakeholders doing similar or overlapping projects. Orchestration can enable to overcome fragmentation of projects, create a value that is larger than the sum of its parts and helps to create the conditions for sustainable and long-term international talent attraction and retention work." Talent Boost Cookbook (2019, p. 10)

Public organizations, ministries, municipalities, cities, and the TE-offices and ELY-centres were considered to be central players in the attempts of improving employment prospects of migrants and related employment services. Some publications discussed the possible regional challenges in terms of creating systematic talent management strategies. The number of migrants, as well as the sizes of the geographical locations in which they reside, were discussed as a perceived generator of certain conditions for those cities. Some publications considered the abilities of small and large cities to create services for their migrant populations better than middle-sized ones.

"In smaller cities, there are so few migrant customers that it is possible to arrange their services optimally by reaching out to them individually. In bigger cities there are a lot of stabilized structures and separate migration units and such, through which a lot of different target groups can be reached. Middle-sized cities may face challenges, having relatively lot of migrant-customers but not necessarily wide enough organization structures to reach them or organize services. " MEAE (2020b, p. 32)

Generally, the publications agreed that the role and responsibility of cities and public governance is to ensure the integration of migrants, alongside increasing talent attraction and retention, by designing adequate services and strengthening cooperation. Public governance was seen to be responsible for providing services and leading the cooperation regionally. While the publications recognized the potentials of labour migration to Finland, and its various regions, they also recognized that not enough has been done in terms of strategically planning for this goal. The lack of strategic cooperation was seen to decrease attractiveness and retention of talent.

"Labour migration in Finland has taken place with no comprehensive strategic planning and coordination by the public authorities in the areas of directing recruitments, the recruitment measures used, or the placement of the labour to be recruited in different sectors or occupations. In the efforts to anticipate labour needs, the needs for foreign labour have not been separated from general labour needs, which has played a role in slowing down the preparation of an active labour migration strategy. Various interest groups' agendas have in many cases taken centre stage in the debate on needs for foreign labour." Intermin (2018, p. 18)

6.2   Cross-sectoral Cooperation

Alongside the recognized roles of cities, in attracting and retaining talent, cross-sectoral cooperation was considered to be crucial in the regional attempts. The role of cooperation was seen as beneficial in itself and as a premise for further network actions. Moreover, cooperation was seen to support the goals defined for the improvement of talent attraction and retention. The significance of cross-sectoral cooperation was highlighted likewise in terms of services. The need for supporting both long-term and systematic cooperation was considered important for increasing regional attempts of talent management, alongside setting comprehensible goals for all stakeholders.

"Clear, long-term goals should be set for attracting international talents and using the potential of international talents already in Finland, with cross-administrative commitment to achieving these goals. Essential dimensions of this include marketing, reception, integration and reputation among talents." Intermin (2018, p. 23)

According to the publications, both the systematic level, and amount, of cooperation in terms of labour migration differs between cities. The reviewed publications underlined the need for cooperation where citizens and international talents, and not only private, public and third sector actors, were considered as important stakeholders. The cities were seen as important actors in strengthening the

cooperation between other actors. Cross-sectoral cooperation with stakeholders was considered as the base for international talent attraction, relocation, integration, and utilization of knowledge. This would require seamless and long-term cooperation between the state, cities, educational institutions, businesses, and other actors.

> "Continuous stakeholder engagement is required to motivate the collaboration and commitment of the stakeholders. Management or orchestration is necessary. This innovative set-up of multiple public sector organisations will not function like clockwork by itself; there is a multitude of cooperation partners and human co-ordination is needed." Talent Boost Cookbook (2019a, p. 61)

The cooperation with industries and companies was seen as important in the publications, but, at the same time, as a relatively underutilized possibility. Since one of the central goals of the national talent attraction and retention was discussed in terms of business growth, the publications argued over tighter cooperation with employers. Moreover, according to some of the publications, Finnish companies still relatively overlook the possibilities of recruiting foreign talent in Finland. While there are many services directly targeted for employers in order to ease up the recruitment of international talents, the cooperation between industries and employers in labour migration remains sparse.

Many publications considered the importance of third sector actors as essential in terms of cross-sectoral cooperation. Third sector actors were seen as important in improving inclusiveness of local societies and being able offer low-threshold services and guidance for migrants seeking jobs. Cooperation with third sector actors was specifically seen to be highlighted in bigger cities. At times, the third sector appeared to be used as a synonym for migrants and wider society they represent. The publications generally considered the cooperation with third sector actors as essential to improving opportunities of including, and interacting with, migrants.

> "Both the authorities and NGOs work to promote good relationships between population groups. NGOs have a central role in enabling interaction between cultures and everyday encounters between people." Intermin (2018, p. 32)

The potentials of cross-sectoral cooperation were also reflected in the case of migrants. Some of the publications discussed that the knowhow and expertise of migrants is still relatively underutilized in terms of different development projects. While the publications reflected on the importance of including migrants to the cooperation actions, it was often linked with, or discussed in terms of, third sector actors and migrant associations.

The role of higher education institutions in cross-sectoral cooperation was likewise recognized by the publications. Higher Education Institutions (HEIs) were considered as active developers of research, innovation and development actions regionally. Moreover, their own internationalisation attempts were considered to be significant nationwide, offering required networks for cross-sectoral cooperation. Thus, they were seen as strong players in talent management actions. Since the goals

of attracting talent was talked about specifically in terms of 'highly-skilled professionals' HEIs were seen salient in regional cooperation. The role and relevance of HEIs was specifically reviewed and considered as important in terms of their input to supporting local innovation ecosystems, attracting international staff members and students and recognizing the expertise previously gained from abroad.

The regional challenges of cross-sectoral cooperation were considered, in part, to be caused by a slow exchange of information, specifically in bigger cities. However, a lack of common platforms, or differentiating views between organizations or units, was also considered to be a contributor. In terms of talent attraction and retention, the upcoming Municipal Experiments of Employment were seen as a prominent chance to improve and tighten cross-sectoral cooperation. Cooperation was seen as necessary in terms of reaching the full potential of cross-sectoral networks. The reviewed publications discussed the meanings of, and possibilities for, cross-sectoral cooperation but also noted that these goals should be strategically discussed, and practical activities defined. Systemic cooperation was seen as the premise for reaching the benefits of working in cross-sectoral networks.

> "In future, comprehensibility and intersectionality should be seen as a) strategic view on how immigration and migrants relate with educational- business and innovation politics and b) concrete actions supporting the strategic views." MEAE (2016, p. 29)

Cross-sectoral cooperation was seen as a basis for improving the labour market integration of international talents as well. Improving cross-sectoral cooperation was seen to be linked with fostering long-term relations and systematic teamwork between organizations and units.

> "Around two thirds of respondent cities created their integration plans and follow it together with the stakeholders. Furthermore, cooperation is done in terms with other city's' strategic documents and plans and following the national integration plans. Other most common ways of organising cooperation are regular meetings or other meetings with the people who respond immigration governance or coordinators role, that might be located nearer to central governance" MEAE (2020b, p.16)

6.3 Improving Attraction and Retention of International Talents through Services

Alongside the themes of cities as facilitators of talent management attempts and cross-sectoral cooperation, a conjunctive theme of services was discussed in the publications. These publicly offered services, designed by cross-sectoral means, were seen to be in the core of talent management activities and were considered to increase the likelihood of successful talent attraction and retention.

The publications discussed the importance of creating tailored services which are both user-oriented and utilize digital opportunities. According to publications, it would be necessary to offer services regardless of the reason of migration. Some

documents even questioned the need of having separate services for migrants in the first place. The importance of creating services with the help of migrants themselves was recognized in several publications. Some documents discussed the importance for having both "hard" (employment, language) and "soft" (networks, leisure) services, and recognized both as necessary parts of the service system required for talent attraction and retention. The publications focused on the demand for creating services which are based on individual's needs and argued that the development of services should be done systematically and in user-oriented ways. Moreover, the importance of having multilingual services, which recognize previously gained expertise, whilst also supporting migrants' entrepreneurial skills, was considered salient.

> "Separated services offered for migrants may partly slow down the integration to Finnish society. Therefore, the services should primarily be organized so that they suit all groups. This requires both service providers expertise and service system development in a way, that migrants are included into development of services" ELY-Centre of Central Finland (2010, p. 19)

Moreover, publications argued over the need for synergizing the existing services based on the needs of migrants and creating clearer service paths and packets tailored for their needs. While some publications emphasized the need of cross-sectoral cooperation in designing the services, others recognized the importance of including international talents in the decision making. Participatory possibilities were considered important, yet often forgotten. Examples were found from cases, such as when plans were created for international students without including them into defining those goals (Ronkainen and Suni in MEAE, 2019b p. 84).

> "When making strategic decision regarding how to work with international talent, or trying to design the services for them, it is essential to involve the people and ask them what they need and where do they see the shortcomings in the current situation. As elementary as that may sound, cities very often forget to do that" Talent Boost Cookbook (2019a, p. 79)

The premise of understanding the heterogeneity of migrant groups, as well as comprehending labour migration holistically, was seen as necessary for creating systematic and effective services. Some of the publications focused specifically on services as the base for creating value from a user point of view. Furthermore, some publications suggested inviting the private sector to offer services for migrants, as they are seen as an actor who can try faster and more agile new ways of working. The functionality and effectiveness of the services was considered a foremost priority for cities and the stakeholders.

> "Together with the city and other public officials, municipality must take care the coordination of services supporting integration in a way, that they create the service entities and strings according the needs of migrants" City of Jyväskylä, (2016)

Furthermore, some of the publications discussed about the role of employment projects. The regional coordination of actions was seen as relevant in order to both notice overlaps and make the most of the potential and existing initiatives. While some publications argued over importance of innovative projects attempting to improve labour market integration of migrants, others debated over focusing on the ecosystem actions. Additionally, some publications argued that projects are potential places in which to attempt and trial new ways of cooperation, employment services and participatory possibilities. Some of the publications discussed that, in order to know which services would work, research should be conducted to see which policy measures and trials were successful.

> "In future, where possible, the measurability of the services effectiveness should be developed. For instance in situations, where new educational contents or ways are trialled, should research point of view be acknowledged from the beginning. For instance, there are funds reserved for combining language learning and vocational education. In this case the efficiency of actions should be verified. In practice, this demands a good cooperation and coordination between ministries, ELY-centres, TE-offices and researchers" MEAE (2014 p. 76)

Another theme, which was frequently presented in publications, was the idea of synergizing the existing services and building connections between them. The concept of having 'one-stop-shops' was often discussed. The synergy sought from one-stop-services was linked with the hopes of improving cooperation between employers and international talents.

> "Improvement suggestion 8b: Creation of international house having one single contact point services together with national actors, cities, higher education institutions, employers and migrant third sector actors (development networks) MEAE (2015 p. 72)

The reviewed publications discussed the challenges in labour market integration and how to solve them through services. While most of the reports considered improvement of language skills a central part of services, other publications discussed the attitudes in labour markets and questioned the common understanding of language skills overall. According to most of the publications, improving Finnish language learning opportunities through services was seen as essential. However, the experimental study of Ahmad (MEAE, 2019) questioned the importance of language skills and challenged the idea that having fluent Finnish skills would increase the chances of being employed.

> "Null hypothesis was that if there was no discrimination on the labour markets, all migrant background groups should receive as many interview requests as those with Finnish background since education, working experience, language skills, age and other personal attributes were same with the applicants. As the results indicate, null hypothesis can be rejected. The results of this experimental study indicate clearly that those with foreign background face significant discrimination when they apply to the same workplaces as those with Finnish background." MEAE (2019, p. 19)

Other challenges, which were defined as crucial in employment opportunities, within the publications were linked with lack of networks, slow permit processes and the absence of expertise recognition. To improve services, these challenges would have to be acknowledged. Moreover, publications perceived the need for actions which aim for work try-outs, funding mechanisms and salary benefits for employers, as well as utilizing the opportunities of anonymous recruitment.

The current challenges in terms of migrant services were seen to be linked with fragmentation of services and their current inability to reach all the migrant groups. The publications implied that, in some cities, the projects aimed at talent attraction and retention had been moved under the roofs of cities' employment services in order to overcome fragmentation. The role of cities and public governance was highlighted in terms of coordinating the entity of local services and ensuring that they are developed in user-oriented ways. While some of the publications specifically focused on integration of migrants and others on talent retention, the two themes agreed on the importance on creating seamless, functional and effective services tailored for migrants' needs. Fragmentation of services was seen to create difficulties in reaching migrants and in managing the work in general. The upcoming Municipal Experiments of Employment were considered potential in terms of creating clearer service paths and increase functionality of services.

> "The findings of this clearance show that there exists a fragmented service system for heterogenic migrant population in regards to moving towards education and work life. Services reach part of the migration population, but in many cities the work of reaching those outside of workforce does not seem to be so systematic" MEAE (2020b p. 42)

Whilst the services were seen as important in terms of talent attraction and retention attempts, it was also noted that the regional aims should not rely entirely on them. Successful integration and talent retention was seen to happen together in cooperation with the migrants and their surrounding society.

> " The life and integration of migrant does not happen only within the city cervices, but to efficient and resourceful integration tight cooperation between the person, society, third sector and public officials is needed" City of Jyväskylä, 2016

7 DISCUSSION

This chapter shall discuss the implications of the findings. It will analyse the key findings under three interconnected themes which were highlighted both in the interview findings and in the secondary data publications.

7.1 Governance of Networks: With Whom Do We Need to Cooperate and What Kind of Governance is Needed?

According to the findings, both cross-sectoral cooperation and governing the local attempts are at the heart of successful talent attraction and retention attempts. This raises questions of: Who is included in the idea of cooperation? How these attempts can be governed and by whom?

As the findings imply, the regional attempts to attract and retain talents are compromised without ambitious and strategic coordination of actions. This requires definition of the goals and seamless cooperation between the stakeholders. Coordination responsibility of regions is also linked with ensuring participatory possibilities and making the best out of local expertise within organizations and the surrounding society. Very little was discussed outside of the possibilities of public governance steering the attempts onwards. This raises the question; how can the regional attempts be facilitated if the benefits of talent management ecosystems and international expertise are not recognized within public sector. In theory this argues that the responsibility should be moved to other actors who have wide enough networks, competence and understanding of ecosystem orchestration actions. In practice, moving the responsibility might be difficult if the benefits of ecosystems are not recognized by key organizations within regions. In the Talent Boost context, while public governance, such as cities or ELY-centres, typically orchestrates the actions, HEIs were also considered as potential orchestrators.

The role of HEIs was perceived as necessary and important, but it would be useful to review how to best utilize the opportunities for cooperation. HEIs have the central role of attracting students and researchers, but they are also key contributors within regional research, innovation, and development activities. Including HEIs closely to the talent management actions could bring the much-needed perspective, expertise, and well-established international networks which are beneficial in attracting and retaining talent. Moreover, enhancing strategic cooperation between HEIs and local industries would serve the goals of regional development. Additionally, this would help to create logical paths for international students to enter working life after graduation and aiming to retain them in the local region.

One of the most central goals of talent attraction and integration is the internationalisation and growth opportunities for industries and companies. Specifically thinking about this goal suggests that the role of the companies should be increased in the regional talent management activities. While some employers already recognize the potentials of international expertise, and may already have well-established ways of recruiting foreign talents, more permanent cooperation should be formed. Specifically, with those industries and employers who are interested in, but have not yet fully able to realize their goals of, recruiting international talents. At the same time, the needs of employers should be assessed realistically, with regards to the available talent pool, finding functional ways to lower the potentially high recruitment thresholds. Some practical tools, such as Talent Explorer funding, have been created, however, it remains debatable how well these services are recognized let alone utilized. At the same time, it should be noted that the private sector alone cannot be responsible for hiring international talents. Specifically, when the public sector champions the benefits and possibilities of employing migrants. Therefore, these possibilities should be reflected in practice within the public sector recruitment as well. Recognizing and utilizing much needed perspectives of international talents is must, especially in terms of talent attraction and retention work.

As the findings show, a lot of cooperation, which relates to talent management, is currently done together with the third sector actors. While third sector actors were seen as specifically important in providing much needed low-threshold services, it remains debatable as to how much of the official services should be outsourced to the associations. This may create more fragmentation, specifically if the cooperation is not systematic and long-term oriented. As the findings indicate, the role of third sector actors was often linked with representing the role and voice of migrants. This raises the question of whether third sector organizations can represent individual voices and experiences better than the people themselves. Additionally, it is important to critically reflect on whether third sector actors are able to represent the recognized heterogeneity of migrants. Since a lot of publications argued over improving the role of the associations, it should be assessed whether the voices and participatory opportunities of migrants can be outsourced. Additionally, whether organizations,

which encourage 'interactions between cultures', fall into an essential understanding of culture (Piller, 2011) should be evaluated. Whilst well meaning, there is a chance of these understandings increasing the, possibly pre-existing, ideas of differentiating cultures and creating unnecessary divisions between "Finns and foreigners".

While the participatory role of migrants was recognized essential, it was a theme which was discussed in less detail in terms of cooperation. It is understandably a hard challenge when considering how to include individuals into cooperation efforts and ensuring their voices are heard. If a society wishes to be inclusive, the role of migrants should be increased in cooperation with talent attraction and retention. Additionally, it is important to create feedback mechanisms which allow for information flows and participatory possibilities.

The governance of networks is central in terms of creating strategic cooperation of talent management actions. If public governance hopes to gain the recognized benefits from talent management actions, one of their core responsibilities is to ensure the facilitated and focused actions of a network by defining common goals and guiding the conversation. According to research, the notion of 'discreet influence' (Pikkarainen et al. 2017) was specifically important, and perhaps even considered as one of the key tasks of governance, alongside creating an environment for further cooperation. Moreover, the public sector may have to balance between the roles of orchestrator and developer in addition to focusing on the much-needed task of being an enabler, whilst recognizing the limitations, yet importance of, each role. As research has shown, perhaps the most necessary and innovative solutions are not always found within public governance, but rather amongst the stakeholders. In the Talent Boost context, this would require strategic cooperation where public governance ensures collaboration possibilities and encourages learning and development amongst the stakeholders. While the Talent Hub ecosystems cannot be managed in terms of traditional governance, a lot can, and should, be done to create nurturing environment for regional actions.

Research findings indicate that, whilst the roles and responsibilities of public governance have been relatively well-realized in the Talent Boost context, there is room for more conversation on the topic. The methods in which participatory possibilities, effective design of services and actions could be guaranteed, and who should be included in the conversations to begin with, have not been discussed in great enough depth. There is still work left for analysing the specific methods which are needed for talent management purposes within public governance. Further questions which can be reflected on by public governance, while steering the regional talent management attempts, as defined by Visnjic et al. (2016), are:

"What is your long-term vision? Are objectives clearly defined? Did you assess internal and external capabilities? Can you clearly identify the players responsible for the different parts of the service? Would their incentives be aligned with the overall objective?" Visnjic et al. (2016)

7.2 Not "Whether" But "How" to Improve the Services

"Solutions to business challenges can be surprisingly simple when taking an outside-in approach to expose what is really relevant to customers and when used to find solutions in other sectors and businesses. A service design approach can help both to imagine radical solutions to complex problems and to implement many small incremental improvements that together create massive top-line and bottom-line impact." Reason et al. (2015)

The role and importance of services was emphasized both in the interviews and the reviewed publications. The importance of these was linked with ideas such as improving labour market integration and creating an attractive bundle of services to enhance regional attempts to attract and retain talent. Improvements were discussed in terms of clearing service paths and having enough low-threshold guidance with several languages. Interestingly, according to the findings there are differing opinions on whether the services should be directed and tailored to some or broadly available for everyone. On the one hand, creating overly narrow service entities for specific groups may create more fragmentation and confusion. Nonetheless, creating extremely broad services may overlook the important needs of some migrants. Boundaries which are too specifically defined may exclude clients by unnecessarily assuming the clients' needs for those services based on their migration or labour market status.

While the findings indicate that the need for improving services has been recognized in the context of talent management, only a small number of remarks were found on how to do this. Efficient services were seen to serve base for boosting talent attraction and retention. The findings imply that cooperation is understood to be salient in terms of creating better services, but they do not go into detailed discussion on which concrete actions could be taken.

A desire for (cost)effective and efficient services are shared across the board, however, there is debate surrounding the frequency with which methods such as service design are currently utilized. Examples of this are already found from other cities who have joined the Talent Boost networks (e.g. City of Turku, 2020) and from suggestions on how to improve services for employers to recruit talent (Business Finland, 2020). Furthermore, service design has been attempted in Finnish Immigration Services with seemingly positive results (Kokki, 2018). As the findings indicate, many of the actors do recognize the need to include clients and place them at the centre of the actions in order to prioritize value creation for the customers. According to research, these goals could be reached by application of service design tools which ensure that services are created in a user-oriented manner and which aim for value-creation. Moreover, the findings indicate that the role of migrants was considered to be quite passive. Migrants, as a target-group, should be the primary source of information, however, the cooperation and design of services was mostly emphasized to happen between institutions. This raises the question of who is

currently representing the voice of migrants when these services are designed. As the findings show, even the simple idea of including migrants to service design discussions is often overlooked.

At the same time, there are multiple national and regional projects which aim to create services which partly overlap with, and share the same goals as, each other. While projects themselves might have the ability to try out practises, they might create barriers for long-term service renewal, specifically if their findings are not implemented in practice after they end. This discontinuity and silo style of working may create obstacles for systematic service creation locally and create further fragmentation of services overall. Furthermore, the competition over project funding might even lead to situations where information is hoarded within organizations rather than shared across sectors. If regions wish to succeed in their hopes of creating one-stop-shops, clear service paths and synergized actions, this argues for adopting strategic views and methods such as service design, to ensure the invented services are effective and aligned with goals of talent management. The findings indicated a sense of trust that, if services are all in the same place, systematic service paths will be created. At the same time, it should be noted, that merely placing the services under the same roof might not be enough if the services do not meet the actual needs of employers and/or international talents.

The overall tone of services, observed in the research data, seemed to be very positive a trusting that good services would improve employment of migrants. Considering this, more focus could be paid to measuring the effectiveness of services to ensure they work as intended. In the end, research shows that, while the needs and goals of improving services are widely accepted and recognized across the board, more concrete visions on how to reach said goals are currently lacking from the conversation. On the one hand, both the private and third sector were considered as actors who can create services faster and in more agile ways. However, on the other hand, due to the changing demands of public governance, these agile and design-led methods can no longer be utilized only outside of the organizational borders of the public sector.

As the findings indicate, the significance of creating better services for migrants has been present in public discourse since 2010. A worthwhile question to bring to the forefront, when looking at the goals and aims in 2021, is why – after all the joint efforts, projects, cross-sectoral cooperation, and initiatives – these look relatively the same. What would have to be done differently to ensure more effective outcomes in the future? Methods, such as service design, could bring the required views for creating novel solutions which appear yet to be discovered. At this point, it would be essential to focus on how to improve the services, rather than on acknowledging that they should exist to begin with and need improvement. This goal has been shared and recognized for over ten years now in terms of labour migration.

7.3 Are We Dealing with Unquestioned Assumptions and Policy Traps? A Look Beyond Language Requirements

> "It's a deceptively simple question that, depending on who you ask or where you are in a project, can produce complicated answers. Choose the wrong problem and you could end up wasting time and resources or, worse, building something nobody wants."
> Mightybytes, (2020)

One theme frequently discussed in the findings was the recognized importance of Finnish language in terms of labour migration and, specifically, talent retention. While experimental studies of Ahmad (MEAE, 2019b) and reports such as ELY-centre (2020) question the connection between language skills and employment prospects, it is still regularly presented as the first obstacle to be resolved in the employment of migrants. As Piller (2011, p. 142) reminds; "language policies are the key determinants to achieve social inclusion in diverse societies". Therefore, it is relevant to review the assumed importance of Finnish and critically evaluate its role in labour markets.

As Ahmad's (MEAE, 2019b) study indicates, even knowing Finnish at a fluent level does not ensure securing a job – background and nationality do seem to affect this. Moreover, the findings of ELY-centre (2020) suggest that attitudes and assumptions based on ethnicity and migration background are a common problem in recruitment, often covered by requirements, such as 'cultural fit' or Finnish language skills. These notions challenge the usual discourse of "knowing Finnish will land you a job" and move the interest towards the reasons beyond the language barrier. Assumptions of mastering the Finnish language as a way of entering working life in Finland exist, while these studies partly suggest otherwise. Currently the importance of knowing Finnish language seems to be prominent and appears to guide the public services. These services are basing a lot of emphasis on language learning and highlighting its role in labour market integration. As many of the policies, integration trainings and employment services rely on this idea, it would be relevant to further study how language and employment prospects relate to each other and test whether causality exists between the two.

Moreover, the findings indicate that skilled migrant professionals are sought for their linguistic and cultural assets, yet at the same time they may discriminated for the same reasons. This discourse may support the common mismatch between ideas of how welcoming employers are seen to be and how welcoming they are in practice (ELY-centre, 2020). It seems that skilled migrant professionals, in many employment contexts, are viewed through several, simultaneous contradicting, filters. Utilizing international talents is seen as beneficial due to their cultural background and language skills, yet they find themselves discriminated against for their lack of Finnish language knowledge and for being unable to "adapt to Finnish working culture". This polarized discourse was visible both in the interview answers as well as in the reviewed publications. As defined by Lahti (2015, p. 21) relying on essential

understanding of culture may cause "ignoring relevant commonalities among people and overlooking vital issues that may not at all be "cultural" and argues for further critical assessment on what is meant by 'culture' and what these notions may practically cause.

As the research shows, the topics of employment barriers is complex and without any easy and straightforward solutions. This could lead to further issues such as falling into a "policy trap", as defined by Aarnikoivu et al. (2019, p. 231), which often emerge whilst people discuss complex themes. According to Aarnikoivu et al. (ibid), policy traps include: 1) policy assumptions, which are grounded in clear rationale; and 2) normative assumptions, which are theoretically unproblematized, empirically unfounded, often biased, and potentially lacking back up from data or analysis. It is debatable whether the knowledge of Finnish language can be empirically grounded, especially when experimental studies and surveys partly suggest otherwise. Even though causality between the two is hard to point, it is often repeated in official contexts. As Hoffman (2019) defines, while the policymakers rarely use the term 'problematizing', the lack of criticality is one of the most noteworthy and unresolved challenges which prevents actionable policies, practices, and progress. Relying on the unquestioned ideas of Finnish language necessity might lead the employers, public officials, and migrants to partly invented, and publicly maintained, policy trap. If Finnish language skills do not have the assumed effects on labour markets compared with nationality, foreign name or different first language, the harmless statements of "fluent Finnish needed" may be problematic. If the language requirements are not critically assessed, may this effect on Finnish attempts to both attract and retain skilled migrants. This argues for the importance of reflecting on the barriers which may be hidden behind seemingly neutral language requirements. Currently it seems that the dominant focus of policy makers is on where and when Finnish language should be learnt – before recruitment, during studies or in employment – as identified in the study of Bontenbal et al. (2019) rather than questioning whether Finnish language learning serves up tangible benefits in the Finnish labour market integration process to begin with.

As the findings indicate, to benefit from the cooperation and creation of services, these services should not be built on assumed challenges, but the issues should instead be critically assessed and defined through problem framing. Constructive solutions, created through methods such as design thinking, could help the service designers, stakeholders, and policy makers to validate the challenges in order to create effective services and redefine policies. Increasing the voices of migrants within the internationalization discourse in Finland (Aarnikoivu et al. 2019) could produce valuable insights into, and deliver evidence directly from, the end-user individuals themselves. As the Finnish Government (2020, p. 13) states; "in preparing for long-term decision making, aside from up to date and evidence-based information, we will also utilise foresight." Therefore, more evidence is needed on the actual importance of

Finnish skills in terms of employment and the possibly existing attitudes behind the language barriers.

8   TOWARDS A TALENT HUB JYVÄSKYLÄ

This chapter applies the findings of the research to the case study itself and answers both research questions. It will suggest recommendations and form an actionable analysis, which is the main aim and goal of the study. In this chapter, the following research questions will be answered: 1) What are the roles and responsibilities of public governance in Talent Hub ecosystem; and 2) How could public governance proceed with planning the Talent Hub service model.

Two central themes were found which relate to the research questions. Firstly, Jyväskylä could orchestrate the emerging ecosystem of Talent Boost but it must also overcome the fragmentation of the field and improve the coordination of interactions within the city. Its roles and responsibilities are linked with the facilitation of actions, overcoming the projectivized nature of cooperation and ensuring the long-term attempts. Moreover, the aspect of regional development and wellbeing should be recognized in order to improve networks and ensure participatory opportunities of wider society. Secondly, to proceed with service model planning, local public governance could assess the design-led and agile methods of working to meet the goals and challenges described in the interviews. More concrete, measurable and intelligible solutions could be attempted in order to overcome the challenges of unclear service paths and the fragmentation of services. Both, the attempt of orchestrating an ecosystem and defining service paths, require tight cooperation with the local actors.
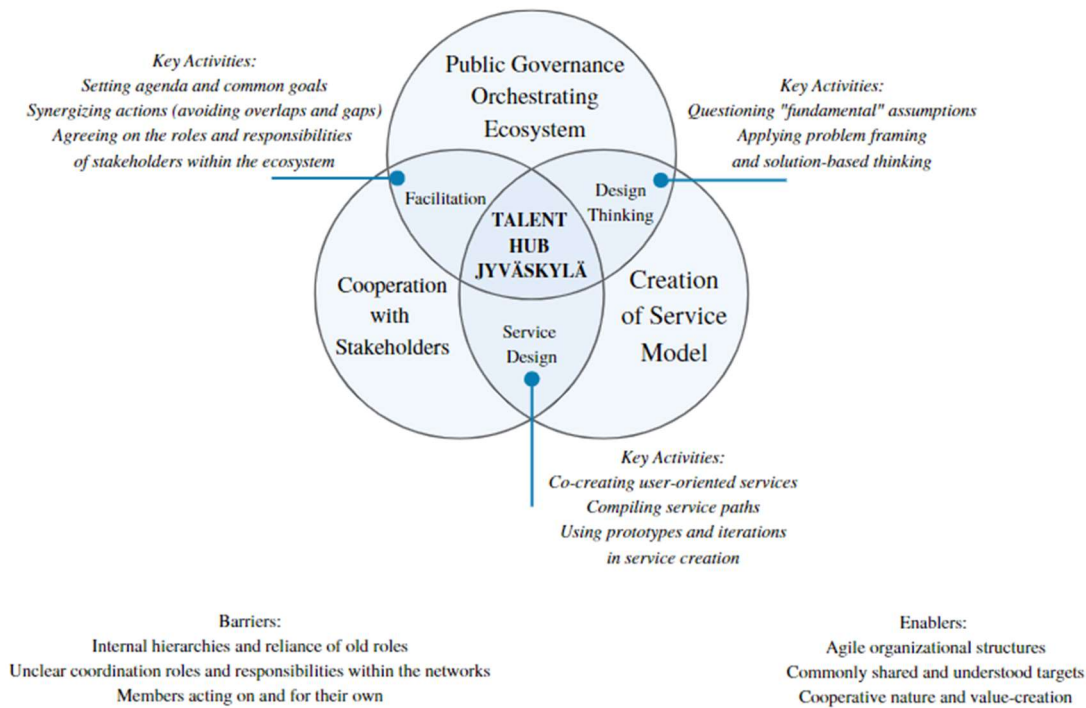
The diagram shows three overlapping circles forming a Venn diagram with "TALENT HUB JYVÄSKYLÄ" at the center.

Top circle: **Public Governance Orchestrating Ecosystem**
Bottom-left circle: **Cooperation with Stakeholders**
Bottom-right circle: **Creation of Service Model**

Overlapping regions: Facilitation, Design Thinking, Service Design

Key Activities:
Setting agenda and common goals
Synergizing actions (avoiding overlaps and gaps)
Agreeing on the roles and responsibilities
of stakeholders within the ecosystem

Key Activities:
Questioning "fundamental" assumptions
Applying problem framing
and solution-based thinking

Key Activities:
Co-creating user-oriented services
Compiling service paths
Using prototypes and iterations
in service creation

Barriers:
Internal hierarchies and reliance of old roles
Unclear coordination roles and responsibilities within the networks
Members acting on and for their own

Enablers:
Agile organizational structures
Commonly shared and understood targets
Cooperative nature and value-creation

Figure 4: Framework for Actionable Analysis of Talent Hub Jyväskylä

8.1 Public Governance Orchestrating Ecosystem: From Siloes to Facilitating and Focusing Actions Towards Ecosystem

"The Talent Hub model enables a systematic way to connect different development projects and activities that pertain to international talent. This way, different projects will not remain fragmented but together make up a functional ecosystem." Talent Boost Cookbook, 2019

The real challenge for the city of Jyväskylä, in terms of Talent Hub actions, is to move away from the separate projects and instead towards a common ecosystem and platform, where the initiatives and actors can connect in order to ensure more long-term, or even permanent, results. This requires a long-term commitment, common goals, facilitation of interactions and joint efforts. As the research shows, while an ecosystem cannot be built or constructed, its emergence and success depend on a favourable environment and strategic cooperation. For ensuring this, the role of public governance is salient.

The most important roles and responsibilities of public governance are to create conditions for cooperation, ensure participatory opportunities of wider society and align the actions with the commonly defined goals. In the City of Jyväskylä, the amount of past and ongoing projects indicate that the labour market integration of

skilled migrant professionals has been identified as an area for upgrade. The interview findings also support this as the interviewees emphasized the eagerness for findings solutions for these issues. However, the results of the past projects have been relatively short-term, and as the research indicates, they have not formed a permanent base in order for the ecosystem to emerge.

Moreover, the lack of coordinated cooperation has arguably led to a field which is dispersed and fragmented. If the goal is on improving both services and systematic level of cooperation, this requires facilitation. Similar lessons were described in the Talent Boost Cookbook (MEAE, 2019a) by other cities which have already developed their Talent Hub concepts further. The issues of cooperation, co-learning, and "continuity of the efforts" were considered as important in overcoming the fragmentation of projects and moving towards common "doing". This requires a more active role and improved sense of responsibility from the public governance as a facilitator, motivator and leader. In Jyväskylä, a Municipal Experiment of Employment (työllisyyden kuntakokeilu) can offer both the place and timeframe for creating more synergized actions amongst the stakeholders. Furthermore, since there is currently no systemic talent attraction work being done in Central Finland, the Talent Hub actions would bring in the required strategic level of planning that the attraction and retention relies upon. Common goals should be defined together with the key organizations in Jyväskylä and strategic, long-term cooperation should be prioritized. Projects are not problematic in themselves, however, if the focus is on launching new projects, in the hopes of them fixing bigger issues, it may endanger the emergence of a Talent Hub ecosystem. Overlapping work may create even more fragmentation to the already shattered field. The current initiatives could be more effective if they had a platform where the attempted practices and lessons could be implemented. More should be learnt from the local stakeholders and their own attempts of attracting and retaining talents. Public governance is not the only actor, with a self-interest in resolving these matters, and perhaps a well stabilized and working mechanisms for talent management already exists in another organizations. Learning from not only stakeholders, but from society as a whole, is a central part of ecosystem formation.

Specifically, in the case of Jyväskylä, when a lot of the cooperation in terms of labour migration has been based on projects, forming tighter networks under the Talent Hub network could be a cost-effective and sustainable option whilst ensuring that the good practices and expertise gained from projects remains usable and correctly implemented. If the city wishes to prioritize its attempts to attract and retain talent, joining the Talent Boost network would be the first step to making that systematic change. Talent Boost network would also tie the city to the national and regional networks, offering opportunities for collaboration and visibility in the national attempts. As was emphasized in the publications, competition for talents is not only ongoing between countries, but this also takes place between cities within

Finland itself. As many Finnish cities have ambitious agendas for attracting and retaining talent, this should be reflected in Jyväskylä as well. At the same time, it should be noted that, regional attempts of retaining talents should be prioritized towards whose who are already living in Jyväskylä. Moreover, Talent Hub could enable systematic cooperation with the innovation ecosystems already located in the City of Jyväskylä and Central Finland by joining forces with the international companies and higher education institutions to create shared efforts to attract and retain talent. These attempts may be beneficial for not only the regional development, but for innovation activities as well.

According to the interview findings, at times public governance itself was not sure whether improving the Talent Hub actions was its responsibility. This may explain why, in the City of Jyväskylä, no such actions are yet complete. If talent attraction and retention are prioritized, this should be reflected in the roles and responsibilities of public governance more so than before. To ensure successful actions of Talent Hub Jyväskylä, the importance of talent attraction and retention should be recognized at the strategic leadership level and the continuity of actions should be prioritized.

8.2   Defining the Talent Hub Service Model

As the interview results imply, the offered services in the City of Jyväskylä are good but separated, partly underutilized and not serving all the groups equally. Future visions included ideas of having all services under the same roof and employing someone to work between employers and jobseekers, facilitate their expectations, translate expertise, and help in recruitment processes. The biggest challenges were seen in defining the service paths and having the entirety of services at 'someone's table'. Furthermore, the pre-existing services did not seem to fit under the ideas of Talent Hub, which is specifically focusing on talent attraction and retention. Future projects are aiming for more synergy between the actors.

As the research shows, if the public governance in the city hopes to create services which use less resources but offer better quality, as well as improve synergy, utilizing service design might be worth to consider. Service design could bring in the much-needed perspectives of migrants and employers themselves whilst ensuring fast prototyping and iterations to avoid costly mistakes.

Currently in the City of Jyväskylä, the service model and existing attempts to increase labour market integration of skilled migrant seems to rely on the projects rather than focusing on continuous improvement. This may explain why the city, after multiple projects, still does not have a clear service system which would cater for all the migrants equally. It is a challenge if public governance focuses more on the projects than the creation of value or on the prioritization of customer experience for

the end-users. Projects themselves can bring value and good practices too, however, currently the long-term implementation of those practices remains a challenge due to the fragmented field in which they exist.

As the research shows, the current services in Jyväskylä are not over encompassing and are, at times, poorly utilized. Moreover, the findings indicate that fragmentation exists in terms of having specific services for separate groups, creating siloes and differentiating between social services, leisure, free time and employment services. While research shows there is need for creating services for all migrants, it is questionable whether, or more specifically why, there needs to be separate services for each migrant group depending on their work status or reason of migration. Service design methods may help the city to design more adequate and effective services based on the prototyping, early feedback and user-centred development practices. While the design thinking approach could offer a framework to systematically discover the right problems to solve, agile approaches could bring along a set of principles and practices which the public governance could implement to ensure the effective design of a Talent Hub service model. Service design can be beneficial in finding solutions to those recognized challenges, such as collecting and improving service paths. These methods may be powerful in designing the service model together with the stakeholders and most importantly, with the end-users. To gain benefits from cross-sectoral cooperation and participation, public governance must realize that sometimes development happens outside of its own organizational borders and thus they must also ensure the utilization of ideas from others.

As the aim and responsibility of public governance is to provide effective, equal, and efficient services for its citizens, service design may be a potential way to begin designing the local Talent Hub service model. Specifically, some of the biggest recognized challenges such as infrequent cooperation and unclear service paths may be explained by the lack of effective design and comprehensive understanding of the migrants' and employers' challenges.

Talent Hub –service model requires input and insights from all the stakeholders and specifically from the end-users themselves. Public governance could ensure this by hiring multidisciplinary teams of researchers and service designers to ensure effective and evidence-based creation of services. Since the concept of a service model attempts to bring services under the same roof, a systematic and strategic approach of implementing already gained expertise from previous initiatives needs to be done. Considering specific tools of service design, visualisation tools could be utilized to make better sense of the fragmented collection of services within the City of Jyväskylä. This in turn could help the public governance to further ideate with the multidisciplinary team and end-users, how the service model could be implemented based on the existing services on offer. Tools, such as experience mapping, service blueprints and workshops, could bring the required synergy and joint actions

necessary for co-creating the local Talent Hub service model in the City of Jyväskylä. Here, the professional expertise of service designers could be utilized.

8.3   Designing Alternatives for Finnish Paradigm

"In Central Finland, you need to know Finnish to find work." Welcome speech (Networking Event for International Degree Students, Jyväskylä Town Hall. February 2020)

The interview findings conclude that the knowledge of Finnish language is most often repeated as the reason for local employers for not utilizing international talents. This assumption is repeated, services and models are built around it, and it is frequently used to explain the difficulty in recruiting international talents in Central Finland. As the findings indicate, language explanations may often be used carefreely without addressing the possible barriers behind. The interviewees also recognized attitudes to affect recruitment and labour market integration of migrants in Central Finland.

While the language requirements were seen to build local labour market integration barriers, no sustainable solutions have been found thus far. Mostly, the solutions have been searched from improving language learning opportunities. According to the interview findings, it seems that the frequent and dominant language requirements of employers have not been questioned by the public governance previously but has instead been accepted as a neutral expectation. Whilst the interviewees saw connections between attitudes and language requirements, they noted that the language requirements were not seen to ever be assessed in practice. The findings suggest this may have led, or could in the future lead, to possible "policy traps" as explained in the earlier chapter. This may be problematic and cause unsuccessful and costly attempts to improve migrants' language skills, if these skills are not enough on local labour markets. To address the features of the local high recruitment threshold, the reasons of that should be explored deeper to create services which address the actual needs of employers and migrants.

To successfully improve the labour market integration of skilled migrant professionals in the City of Jyväskylä, it is necessary to find the right challenges to solve. If a common assumption exists that, to find employment, migrants should simply learn Finnish, then there is a risk that the roots of the labour market integration barriers will never be reached. In the City of Jyväskylä specifically, where the question of language has been agreed on within most of the organizations and public administration alike, it is important to assess whether the current services and policies truly do enhance the employment of skilled migrant professionals.

These findings do not suggest that Finnish language skills would not be relevant at all within some organizations and roles, but they rather suggest that this criterion be critically reviewed to reveal the actual needs of organizations, and implications on

those migrant professionals, behind the expected language skills. As the research has found, assessing the real needs is often hard without any guiding policies, but nevertheless it can be very useful in finding out the prominent measures to take in order to create better practices based on evidence. The linguistic discrimination is not only detrimental in terms of skilled migrant professional employment itself but harms the attractiveness of the city as a place to work and live. Furthermore, this school of thought will not positively serve the city in attracting talent in the long-term, especially if the City administration itself gets too comfortable with the discourse of "one must know Finnish to find work in Central Finland". Challenges could be assessed with design-led thinking and problem framing which does not start from assumptions, but instead allows for innovation which can answer some of the challenges not previously addressed. There is power and potential in seeing and understanding previously recognized barriers differently, as Interaction Design Foundation (2020) states:

> "Humans naturally develop patterns of thinking modelled on repetitive activities and commonly accessed knowledge. These assist us in quickly applying the same actions and knowledge in similar or familiar situations, but they also have the potential to prevent us from quickly and easily accessing or developing new ways of seeing, understanding, and solving problems." Interaction Design Foundation (2020)

8.4 The Paths and Potentials of a Talent Hub Ecosystem in the City of Jyväskylä

As the findings indicate, there are a variety of overlapping interests, roles, and responsibilities for public governance in terms of orchestrating a yet emergent Talent Hub ecosystem and planning the service model. Systematic change requires the leadership of public governance to organize and orchestrate actions strategically. Suggested actions for public governance include: 1) facilitation and focus of interaction; 2) framing key questions; as well as 3) managing multi-disciplinary teams in order to solve the right challenges. The City of Jyväskylä could consider utilizing the principles of design-led approaches to create the service model of Talent Hub. The research shows both the potentials of design and the importance of orchestration in terms of ecosystem actions and successful services.

While the findings of this thesis emphasize the importance of systematic changes and leadership to reach the goals of regional Talent Hub -ecosystem, it should be noted that the ecosystem initially is both emergent and organic. This means, that its emergence is fully dependent on the stakeholders, and even most effective nurturing of environment cannot force its emergence nor force cooperation to happen. However, as the findings indicate, the potentials and benefits recognized for regional development are well known. This argues for prioritizing the attempts within public governance and ensuring adoption of management methods that fit with the needs

and character of ever-changing ecosystems and ensure participatory opportunities, and the great design of services, in co-creation with the end-users themselves. Furthermore, the expertise of: 1) Researchers is required for framing challenges; 2) Service Designers for the creation of services; and 3) Talent Managers for ensuring the facilitation of regional talent attraction and retention efforts.

Table 6: Answers to Research Questions

1) What are the roles and responsibilities of public governance in Talent Hub ecosystem?	2) How could public governance proceed with planning the Talent Hub service model?
As orchestrators of a Talent Hub ecosystem, public governance should oversee the whole cycle of talent management, evaluate its performance, and coordinate macro-level Talent Hub actions. It should have a strategic and systematic approach for attracting and retaining talent and ensure that necessary measures are taken.	*Co-creation of services with stakeholders and end-users.* Public governance should co-create the service model together with the stakeholders and, most importantly, the end-users (employers and international talents). Participatory possibilities must be ensured as well as the creation of functional feedback mechanisms.
As facilitators of a Talent Hub ecosystem, public governance should offer infrastructure and platforms for common interactions while facilitating and focusing those interactions and bringing members together in value-creating ways. It should notice overlaps/gaps and make cooperation easier between stakeholders by providing necessary space as well as opportunities for dialogue and common initiatives.	*Utilizing service design.* Tools such as visualization, service blueprint, and experience mapping may be helpful in creating clear service paths and packages, as well as ensuring the user-oriented development. Service design should be attempted in order to create effective, cost-efficient services. The expertise of service designers is needed to ensure successful design.
As motivators within Talent Hub ecosystem, public governance should champion the creation of common vision, motivate actors to cooperate and support stakeholders to stay committed to the means and goals of the ecosystem. It should support the common agenda and encourage tighter cooperation between members.	*Addressing the assumed challenges with design thinking, research and problem framing* to ensure correct challenges are being solved. Service model should not be based on ungrounded assumptions of the needs or challenges and the possibly existing, unproductive norms should be challenged. Expertise of researchers should be utilized here, and multidisciplinary teams consisting of service designers and researchers should be formed.
As leaders within Talent Hub ecosystem, public governance should foster trust and commitment and enhance evidence-based decision making in development activities. It should seek innovation and development from both internal and external stakeholders. It should prioritize long-term, strategic agendas and oversee that the work is done together in multi-disciplinary teams, not in siloes.	*Taking an agile approach to the service model.* Public governance should ensure that the attempts which aim for creating services, do not rely to traditional management methods as these rarely produce innovation. In creating services, public governance should expect changes, avoid creating overly fixed project plans, with pre-decided outcomes, and utilize iteration and early prototyping

	in order to receive fast feedback and avoid costly mistakes.
As advocates within Talent Hub ecosystem, public governance should focus on concretizing the vision as well as building trust and internal commitment. It should promote the local Talent Hub actions within national networks and create ties with other regions.	***Utilizing services that are already available.*** The work should be based on existing and previous initiatives and attempts. Public governance should aim for creating a systematic collection of these services, whilst utilizing methods such as service design to improve them and figure out possible service gaps. Services which are not available should be created under the Talent Hub service model. This should be done to cover the whole talent management cycle from attraction to integration. Hiring talent managers is necessary in order to coordinate the joint attempts and to create a compilation of strategic and systematic services. This will help in having the Talent Hub -entity on 'someone's table'.

As the recent survey, conducted by the Central Chamber of Commerce (2020), indicates, the lack of skilled work force is still present in the Finnish companies despite the corona pandemic. In large scale, the demand for skilled professionals has not decreased and this argues for further attempts to attract and retain talent in Jyväskylä as well. The suggested approaches cannot function as "silver bullets" for solving structural problems, however, they may bring the needed innovation for systemic change and renewal of organized actions in Jyväskylä. As the strategy report (Finnish Government, 2020) states, public governance must seek new ways to solve societal challenges:

> "Central and local government must significantly increase cooperation and division of labour with the rest of society so that we can solve new societal challenges and ensure the sustainability of public finances." Finnish Government, (2020 p. 11)

Based on the findings of this study, I argue that, in order to proceed with the Talent Hub actions in the City of Jyväskylä, public governance could adopt its role as the orchestrator of a Talent Hub ecosystem. In doing so, it could apply design-led approaches for creating successful services, ensuring participation possibilities and designing a long-term strategy to both attract and retain the talent already located in the City of Jyväskylä.

9   CONCLUSIONS

This thesis aimed to evaluate the roles and responsibilities of public governance in emerging Talent Hub ecosystem, in the City of Jyväskylä. The findings indicate that, if the city and stakeholders hope to start systematic and strategic attempts of attracting and retaining talent to Central Finland, the currently fragmented and projectized field of actors should be coordinated. Talent Hub Jyväskylä could offer a platform where stakeholders together are able to create value and make the best use out of the present initiatives and local attempts of retaining talent. By joining the Talent Boost network, through a locally orchestrated Talent Hub ecosystem, the City of Jyväskylä could start with the strategic attraction attempts which are currently missing.

Considering the local challenges faced in the form of fragmented cross-sectoral cooperation, underutilized and siloed services and the high recruitment threshold, the public governance could benefit from utilizing design-led methods and agile leadership approaches. These methods are prominent if the ecosystem actions are pursued and functional design of services are sought after. Furthermore, increasing participatory opportunities of the services for the target group stakeholders should be the primary goal when designing the Talent Hub service model. The Talent Boost network, through Talent Hub Jyväskylä, could improve the city's attractiveness, reputation, visibility in, and overall ties with national and international networks. To move from current reality, the public governance must take a more strategic and long-term role as the facilitator of actions and ensure the participatory possibilities for stakeholders, society, and the end-users of services.

This research aimed to study the ways in which the roles and responsibilities of public governance should be adopted, in order to implement Talent Hub actions locally, in the City of Jyväskylä. This perspective makes the research topical, as Finland is aiming to increase work related migration and the Finnish government has recognized public governance renewal as being important for the future. While this research was conducted as a case study, and the results cannot be directly applied in

other contexts, some of its findings may have further applicability in understanding the role of public governance in talent attraction and retention actions in Finland.

9.1   Further research

As the findings indicate, currently the public discourse seems to rely on the perceived importance of Finnish language skills in terms of employment success, despite experimental studies and surveys having partly suggested otherwise. This creates ideas for studies which compare the expected language skills of employees and compares them to the linguistic realities within workplaces.

Moreover, the contrast between current talent attraction campaigns and the underutilization of talent already present in Finland argues for further research which focuses on the very definition of "talent" itself. Some of the central questions could be: 1) Who is considered to be an international talent, based on which criteria?; 2) Is the term "international talent" linked with a specific reason for migration, the geopolitical origins of talent, or perhaps the fields of study or industry in which they operate?; 3) Based on which merits will the "additional value international talents provide for companies" be decided on? 4) How ethical it is to attract more talent in the first place, since finding employment in Finland has recognized to be difficult?

This research also implies the need to assess existing services and evaluate their outcomes. While service design practices have been successfully attempted within governments and cities, it still remains to be researched whether these have been systematically applied to the numerous initiatives which focus on labour market integration of migrants. Another possible question for future research therefore poses itself. How, the projects that have focused on improving labour market integration of migrants, have succeeded in creating effective services?

Moreover, figuring out the present state of employers' abilities and skills in recognizing, and ultimately utilizing, international experience, it might be relevant to interview organizations who succeed in attracting, recruiting, and retaining skilled migrant professionals. This could be used as a reference point on how other organizations could improve in this aspect. Interesting research questions could be as follows: 1) How do employers understand talent attraction and retention and is this reflected in their HR and recruitment processes and services?; 2) What makes these organizations different to the those who struggle with the sourcing and recruiting of international talents?; 3) How flexible are their corporate language policies, relocation services and workplace practices?; 4) How is "diversity and inclusion" understood within the workplace?

The findings of this thesis not only suggest that ecosystem orchestration is important in terms of attracting and retaining talent but also argues for the need to find more suitable methods specifically for public governance. Moreover, additional

research is needed on the feedback mechanisms and user-oriented decision making within public governance to develop understanding how these can be executed efficiently.

Lastly, regarding this research, should the public governance in the City of Jyväskylä continue on to implement a Talent Hub, by utilizing the framework of this study, in the future, it would also be interesting to evaluate the outcomes of the suggested activities and whether they succeeded. One of the central questions could be related to methods and leadership philosophies, such as agile, design thinking and service design, which seem prominent: How well do these leadership philosophies function in practice and what are their effects on both short and long-term outcomes? This remains a topic for further research.

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APPENDICES

APPENDIX 1: INTERVIEW QUESTIONS FOR TE-OFFICE

How do the different units in TE-office offer employment services for migrants?

Do all migrants get initial assessment in TE- office?

In your opinion, how does the cooperation in attracting and retaining talent works between higher education institutions, employers, and public governance regionally?

With which organizations you cooperate the most with in Central Finland and Jyväskylä?

In your opinion, does the future local governance trial of employment bring new possibilities for cross-sectoral cooperation in terms of employment services for migrants?

According to your knowledge, what are the most commonly defined barriers in employment of migrants?

According to your knowledge, how are international talents currently recruited in the city of Jyväskylä?

Have you noticed if there are any fields where being international talents are employed easier than elsewhere in Jyväskylä?

In your opinion, how well the expertise of migrants is recognized in Central Finland and Jyväskylä?

APPENDIX 2: INTERVIEW QUESTIONS FOR CITY OF JYVÄSKYLÄ

Do you cooperate with TE-office and City's employment services? How much and in which occasions?

According to your knowledge, how is the implementation and effectiveness of the integration plan of the city (2017-2020) followed?

In your opinion, how the cooperation in attracting and retaining talent works between higher education institutions, employers, and public governance regionally?

In the integration plan of the City of Jyväskylä one of the targets is stated followingly: "Focusing on supporting employment of migrants by noting equal opportunities in recruitment": Has this target been followed and how well it has improved within 2017-2020?

Do you cooperate in national networks? In which ones?

According to your knowledge, what are the most commonly defined barriers in employment of migrants?

In your opinion, what could be improved in the current practices regarding labour market integration of international talents?

APPENDIX 3: INTERVIEW QUESTIONS FOR BUSINESS JYVÄSKYLÄ

How do you understand the term 'international talent'?

According to your knowledge, what is the status of employing international talents from network point of view?

What has been the role of the city in the projects that have dealt with employing migrants in Jyväskylä?

According to your knowledge, how the integration plan of the city has been followed?

In your opinion, how the cooperation in attracting and retaining talent works between higher education institutions, employers and public governance regionally?

Have Talent Hub actions been planned in the city earlier?

How do you see the possibilities of Talent Hub ecosystem actions in the city of Jyväskylä between the stakeholders? Are there any barriers or enablers?

In your opinion, who should facilitate Talent Hub actions?

Does the city of Jyväskylä assess the effectiveness of policies and practises regarding to employment of international talents?

In your opinion, how could the services be improved?

In your opinion, what makes Jyväskylä unique on its infrastructure and labour market opportunities?

APPENDIX 4: INTERVIEW QUESTIONS FOR UNIVERSITY OF JYVÄSKYLÄ

In your opinion, how does the cooperation in attracting and retaining talent works between higher education institutions, employers, and public governance regionally?

According to your knowledge, what are the most commonly defined barriers in employment of migrants? Are there barriers that are not discussed?

In your opinion, what higher education institutions could do better to improve employment opportunities of international students?

What could be done differently to improve the effectiveness of regional attempts to attract and retain talent?

In your opinion, how does society and higher education institutions view migration and internationalisation in general?

APPENDIX 5: INTERVIEW QUESTIONS FOR CENTRAL CHAMBER OF COMMERCE

How do you understand the term 'international talent'?

According to your knowledge, how interested are the employers in Central Finland in employing international talents?

Which themes are discussed when the employers talk about benefits of recruiting international talents?

Are there any common themes that are highlighted when employers talk about barriers of employing migrants? Are there any themes that are not discussed?

According to your knowledge, how aware are the companies in Central Finland and Jyväskylä about the international talents already here? How well has their expertise been utilized?

What kind of services would be needed to bring international talents and employers together? According to your knowledge, have there been any services that have been regarded useful?

In your opinion, how the cooperation in attracting and retaining talent works between higher education institutions, employers and public governance regionally?

In your opinion, how could the cooperation be improved?

According to your knowledge, are the employers in Central Finland and Jyväskylä aware of Talent Explorer -funding directed for recruiting international talents?

In your opinion, are there any themes that would be important to recognize while planning regional Talent Boost actions from employers' perspective?