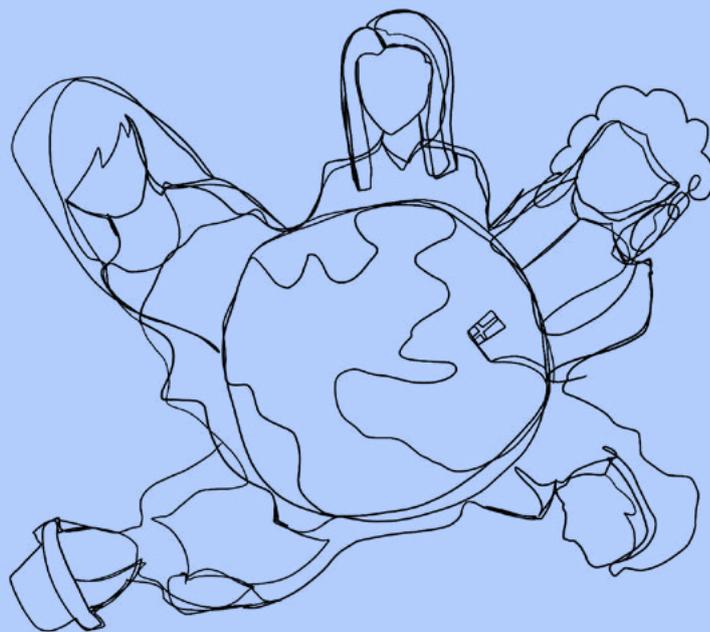


Understanding Young Expatriate Finns' Participation

Context-based analysis and participation taxonomy framework

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DESIGN FOR GOVERNMENT, 2021



Preface

This report is the result of our work for Design for Government (DfG) 2021. Design for Government (DfG) is an intensive course under the collaboration between Aalto University and the Finnish Government. Participants in the DfG create designs that address the complex challenges that the government and public sector face. **DfG works toward open collaboration** to incorporate human perspective and system perspective. This year, several ministries commissioned three projects, namely:

- Project 1: Pilot project for Personal budgeting model and Mobility services;
- Project 2: Reducing the carbon footprint of procurement services;
- Project 3: Strategy for Expatriate Finns

Our group worked on the third brief: **Strategy for Expatriate Finns** - which was commissioned by and in collaboration with the Ministry of the Interior. First started in 2006, the

expatriate Finn programme was referred to as a policy program in previous years (2012-2016 and 2017-2021). In December 2021, the Ministry of the Interior will publish a "Strategy for expatriate Finns" for 2022-2026. This new name indicates its direction to strategically integrate expatriate Finns and expand their influence in Finnish society. It also aims to improve measures that help people who want to return to Finland with possible foreign spouses and children to settle in the nation smoothly and efficiently.

One of the most significant concerns to be resolved by the partnership between the DfG and the Ministry of the Interior is how expatriate Finns may have a more significant impact and involvement in decision-making. The project's target audiences are Finns who have resided in other countries. The idea also applies to these people's descendants, whether or not they are Finnish citizens or were born in Finland. They must, however, identify as Finnish.

** The names of the interviewees, survey respondents and workshop participants have been replaced to protect their identities.*

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Executive Summary



The global population of expatriate Finns is estimated to be approximately two million, with over 300,000 Finnish nationals residing overseas (Official Statistics Finland, 2019). Sweden, the United Kingdom, Germany, the United States, and Spain are the most popular destinations for expatriate Finns. The recent coronavirus outbreak, as well as Brexit, have sparked renewed interest in returning to Finland.

“Expatriate Finns usually mean persons residing permanently outside Finland who are either Finnish citizens or their descendants. Descendants are not necessarily Finnish citizens or born in Finland. However, expatriate Finns are united by their Finnish identity, which means that they consider themselves Finns.” (“Expatriate Finns are Finnish citizens who live permanently outside Finland - Ministry of the Interior”, 2021)

The development of the Strategy for expatriate Finns will be a joint effort with other ministries, governmental agencies, private sector representatives, and expatriate Finns. The Ministry of the Interior coordinates this work. Five other ministries (Ministry of Edu-

cation and Culture, Ministry of Justice, Ministry of Social Affairs and Health, Ministry of Economic Affairs and Employment, and Ministry for Foreign Affairs), the Finland Society (Suomi-Seura), and other relevant stakeholders were consulted during the program’s development. (Quoted from the DfG brief 3).

The Design for Government project lasted 12 intensive weeks, starting with understanding the project context from a human perspective and a system perspective, followed by defining interventions and resulting in a proposal for the government. From the initial brief provided, we identified the main objectives of the original challenge: Strengthening ties between Finland and its expatriates and promoting engagement by them; additionally creating new ways to connect and involve Finnish expatriates all over the globe in Finland. The proposal should be inclusive, encompassing a wide range of communications and services to assist Finnish expatriates living overseas.

Our comprehensive research shows that the younger generation of expatriates forms an underrepresented group because current of-

ficial channels fail to reach it. Our team aims at **Understanding Young Expatriate Finns’ Participation** using a Participation taxonomy framework and Context-based analysis framework. The context-based analysis is based on the expatriate’s life stages, while the Participation Taxonomy Framework helps to understand the many ways in which expatriates participate in Finland.

Participation taxonomy frameworks answer the question: **what does participation mean for expatriates?** From the government perspective, participation refers to political activities like voting or participating in the expatriate parliaments. However, expatriates have a variety of ways of connecting to Finland. We divide participation into four categories: **Political participation** (influencing policy-making through direct or indirect actions); **social participation** (networking with other expatriates); **cultural participation** (embracing and continuing cultural practices); and **bureaucratic participation** (contacting with formal institutions to conduct official affairs).

We developed two co-design tools for context-based analysis: the **“Life stage model”**

and the **“Policy exploration map.”** The Life stage model is a tool for tracking expatriates’ life stages, moments of connections and disconnections, and their needs. The policy exploration map, which includes seven principles for inclusive participation to support each category of participation, is a tool that policymakers may use to explore innovative approaches to expatriate strategy.

We seek to promote understanding and sharing expatriates’ perspectives through various channels throughout the policy-making process. The proposal and its accompanying tools assist the government in exploring and creating inclusive strategies. By approaching public policy with a human perspective, the Strategy for expatriate Finn becomes more inclusive towards all expatriates and positively impacts Finland.



1. RESEARCH

To develop our proposal, we needed to be sure that the decisions we made would be in accordance with the actual problem. For this we conducted research before starting to think about the potential solutions. Most of the research and development was carried out online. With Zoom, Miro and Google Drive being the main platforms that we used.

Stakeholder Involvement

We closely collaborated with our stakeholders from the Ministry of Interior, Ministry of Economic Affairs and Employment, and Suomi-Seura. Early on in our project we conducted a roundtable discussion together with the other groups and our stakeholders. There, we discussed the stakeholders' understanding and expectations of the brief and addressed any questions we had left. After this, we had several meetings with the representatives of the stakeholders throughout the project. Through these meetings, we explored the problem at hand and learned more about how we could possibly integrate our work into the policy-making process.

Collaboration with supergroup

Throughout the project (especially in the research phase), the three groups tackling the same brief (known as a supergroup) also actively shared sources of information with one another and organised some of the aforementioned interviews and stakeholder meetings together. In addition, we held multiple cross-team meetings to discuss the findings that we had reached in our individual research. This was very helpful to all of us and ensured that all of our groups we're equally informed. Furthermore, it supported us in validating and clarifying each other's research findings.

Interviews

To connect with expatriates and hear about their personal experiences in their lives, we conducted 7 Semi-structured interviews with expatriates from different groups - old, young, living in different geographic locations, owning a double citizenship etc. The goal of this was to hear the voices and opinions of real expatriates. This helped us reach qualitative information and support contextualising the rest of our research, which otherwise might have remained on an abstract level

Survey

Together with the supergroup, we additionally conducted a survey for expatriates. The goal of this was to back up qualitative research findings with quantitative information and acquire input from a wider group of expatriates. The survey was posted in multiple expatriate social media communities (such as Facebook groups and Reddit forums). The survey received over 800 responses. This in itself was an indicator that expatriates are motivated in getting their voices heard.

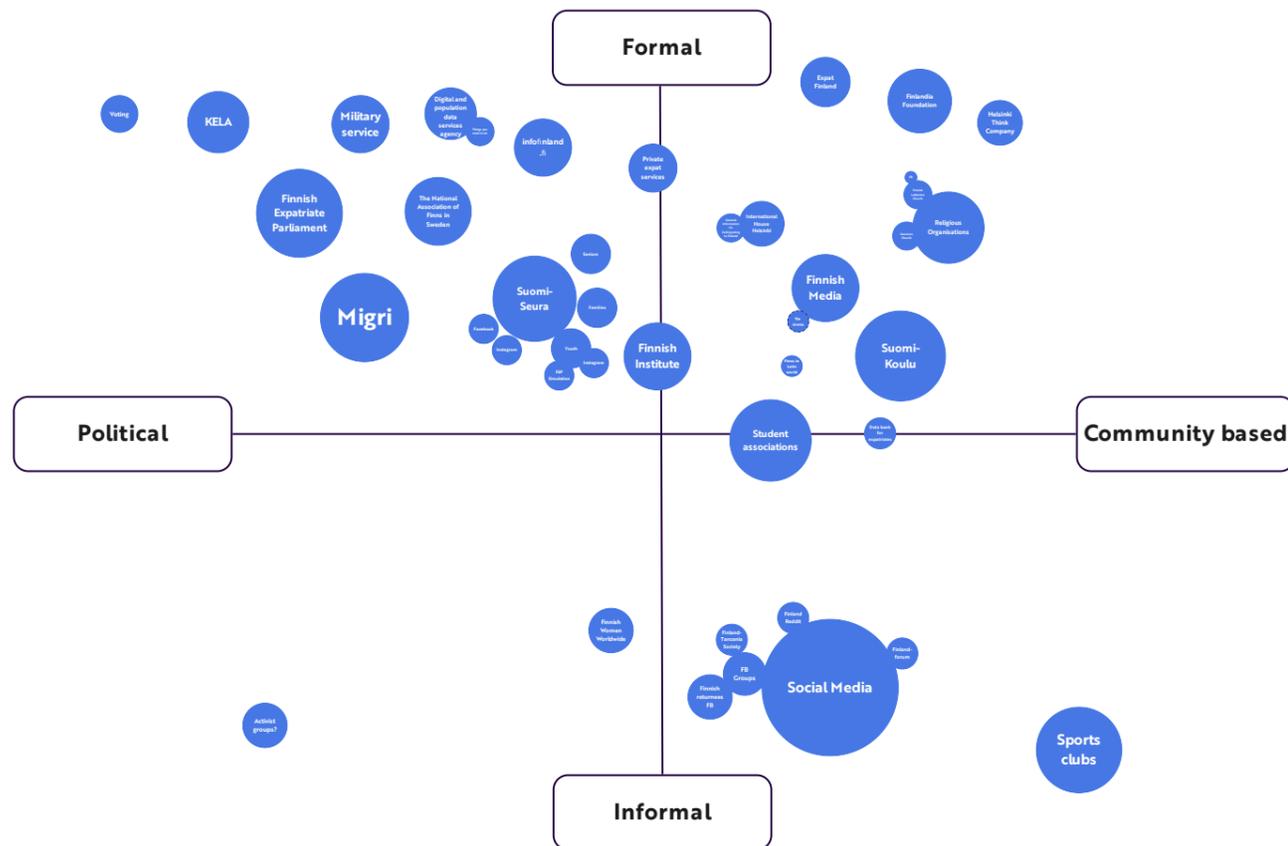




Desktop research

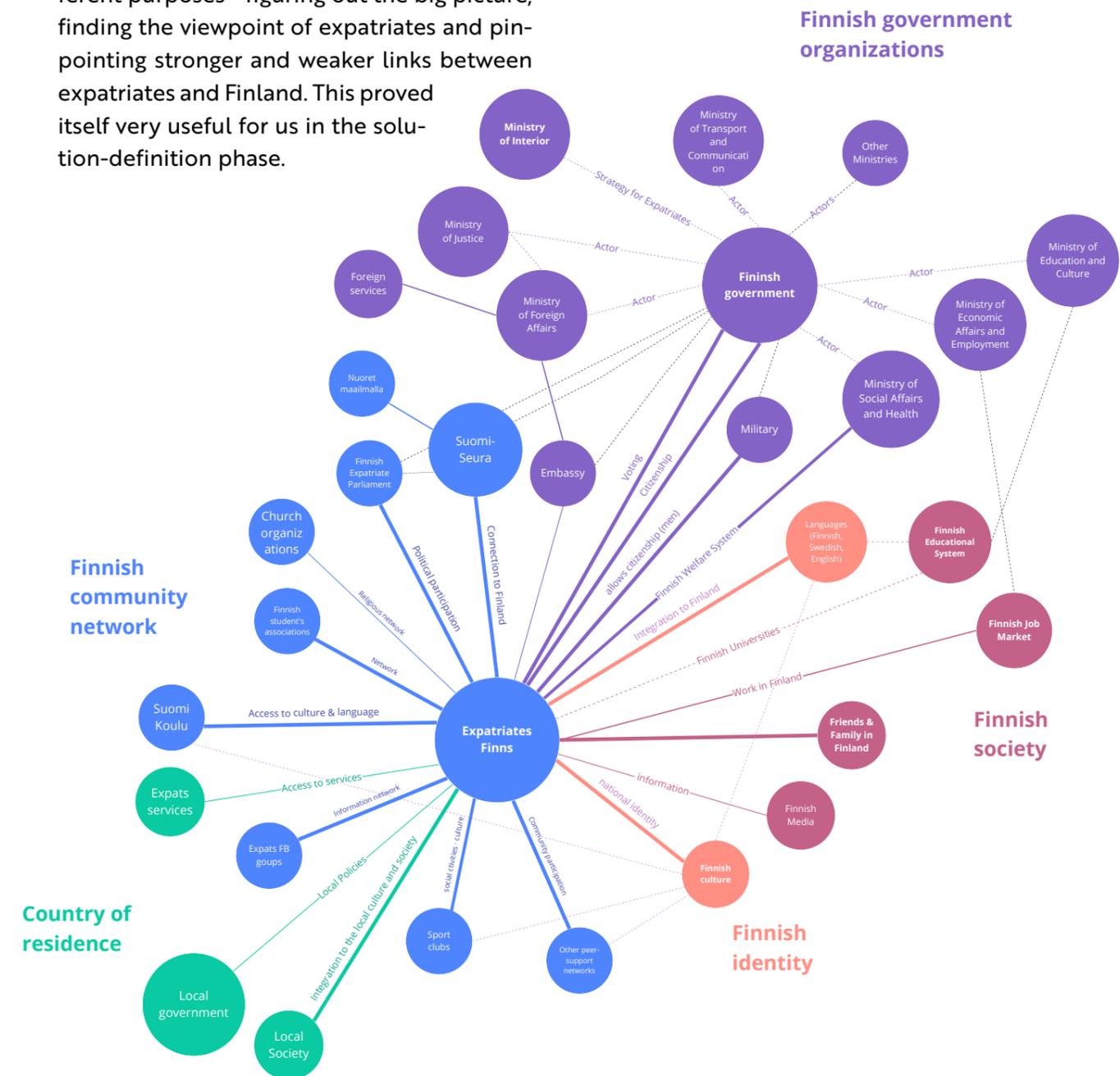
To first get a general idea of what our brief and context were about, we started with desktop research. This included finding background information about previous work that had been conducted in this field and benchmarking similar solutions from other countries or fields. For this we went through resources provided by our stakeholders and various sources online (academic papers, data from previous surveys, news articles, blog posts etc).

As a part of our desktop research, we also conducted **service safari**. With this method, we aimed to put ourselves in the position of expatriates and look for relevant information, services and participation opportunities online. This was mainly done in English, so we might not have grasped the full Finnish expatriate experience, but it gave a decent overview of which opportunities can be found online. In addition, it was a relevant approach, as not all expatriate Finns are fluent in Finnish.



Systems mapping

In order to gain a comprehensive understanding of the wider context that we were designing for, we created a systems map which shows and highlights most relevant stakeholders and the connections between them, as well as emerging problem areas. We ended up making multiple iterations of the systems map during the project for different purposes - figuring out the big picture, finding the viewpoint of expatriates and pinpointing stronger and weaker links between expatriates and Finland. This proved itself very useful for us in the solution-definition phase.

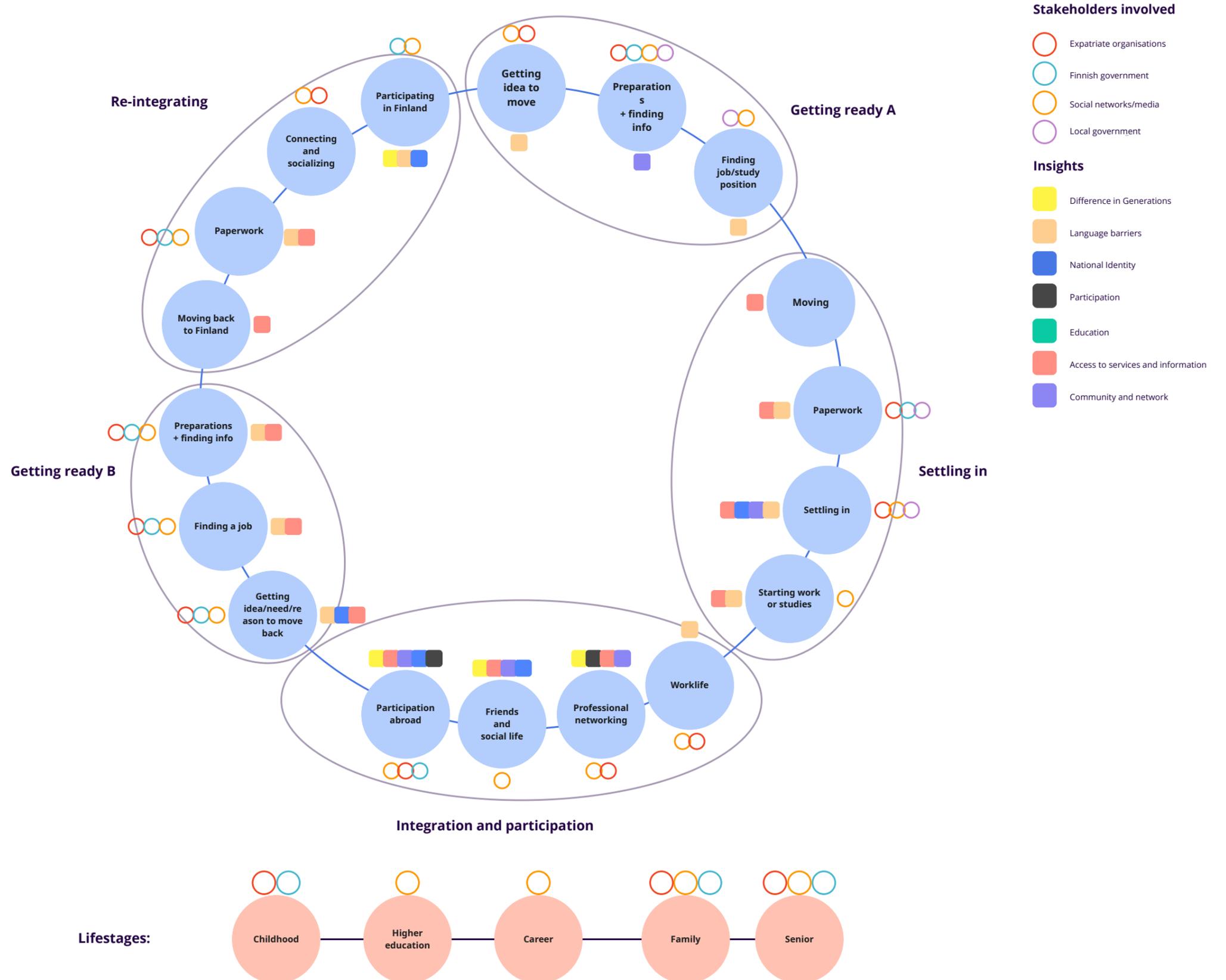


Expatriate Journey

Based on the information received from the desktop research and interviews with expatriates, we mapped the expatriate journey. We did this to:

- Help us draw the connection between our insights, relevant stakeholders and specific life events which expats undergo.
- Understand the specific processes and stages the expatriates go through in their journey as an expatriate from the moment their expatriation starts until their return and reintegration in Finland.

Later on, we re-iterated the expatriate journey map to indicate moments in which expatriates establish or lose their contact with Finland.



2. ANALYSIS

Our research phase provided valuable information on both the perspectives of the expatriates and stakeholders. The analysis of the information gathered was conducted both collectively and independently in multiple ways by iteration of methods and with the aid of multiple virtual post-its. This process allowed us to recognize tensions, gaps and opportunities in the current system of relations between Finland and its expatriates to focus our attention towards the most relevant areas of intervention; according to Meadows (2008), deeper leverage point will impact the behaviour of the system in more efficient ways, so before rushing solutions, we need to recognize which are the most relevant leverage points that we can incorporate in our proposal.

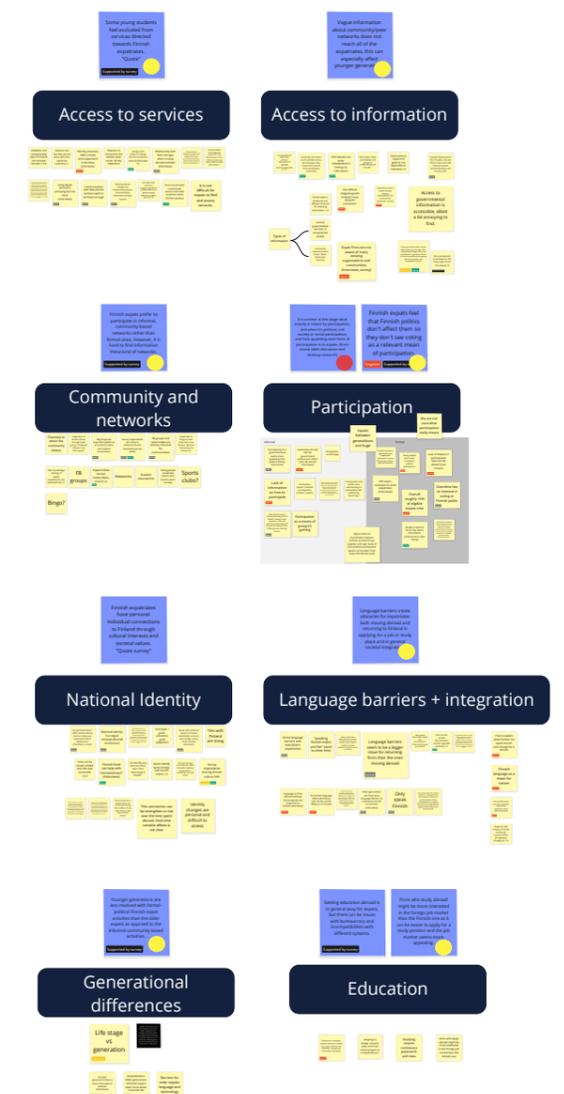
RESEARCH FINDINGS

Affinity mapping

For initial analysis of our research findings, we used affinity mapping. For this, we wrote down all relevant findings and started clustering them to similar topics. Out of this process, 8 main themes emerged:

- Access to services
- Access to information
- National Identity
- Language barriers + integration
- Community and networks
- Participation
- Generational differences
- Education

The themes and findings within them were further explored, combined and prioritized by their relevance to our narrowing focus.



Affinity mapping on Miro board

From the themes we synthesised **7 main research insights**



Finnish Expats feel that Finnish politics doesn't affect them; voting is not seen as a relevant means of participation.



Finnish Expats prefer to participate in informal, community based networks rather than formal ones.



Younger generations are more involved with informal, community based activities, whereas older expats are more active in formal, political activities.



Finnish expatriates have personal individual connections to Finland through cultural interests and societal values.



Information about community and peer networks does not reach all of the expatriates. This can especially affect younger generations.



Finnish expats might be pulled into the foreign job market, as it can be easier to apply for a study position abroad and the job market can seem more appealing.



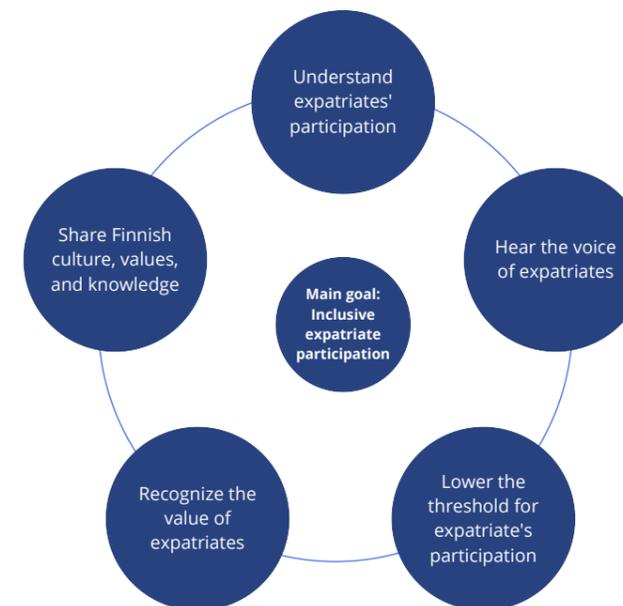
Language barriers create obstacles to societal integration for expatriates both moving abroad and returning to Finland.

The first four insights helped us narrow our focal point within the problem scope. The first two identify that expatriates prefer to participate in informal, community-based networks instead of political channels or formal organizations. One of the reasons for this is the feeling that Finnish politics don't affect expatriates during their time abroad. Nevertheless, current services targeted toward expatriates — particularly ones provided by the state — are often aimed to promote participation through formal means. This can be recognized in the launch of mail-in voting and the assembly of the Finnish Expatriate

Parliament. While such interventions are successful in promoting participation among some groups of expatriate Finns, our goal was to identify the groups whom these existing services fail to reach, or in other words, the underrepresented groups within the domain of services intended to enhance expatriate participation. The third insight identifies younger generations as an underrepresented group and argues that there is a generational difference among preferred methods of participation. It seems that younger generations prefer to be involved in looser networks and participate on a grassroots level within

a community instead of engaging in institutionalized politics (Huttunen & Christinsen, 2020; Dalton, 2016). While the exact reasons for this remain a matter of further research, our research identified that the current government-backed interventions to promote participation don't appeal to the youth.

Moreover, our fourth insight indicates that while community-based expatriate networks are increasing, these networks remain scattered around the web, and information about them fails to reach expatriates. This seems to be because there is a lack of accessible resources that provide precise information about these unofficial communities. This highlights information flow as a specific contributor to the problem.



Design drivers

From the findings and insights, systems map, and Expatriate Journey, we developed design drivers — principles and goals informed by research which could guide us through the concept development phase. Initially we had

14 design drivers covering 7 themes, relatively abundant. To identify the themes and directions with the most untapped potential, we then narrowed it down through cross-referencing the drivers with the old Strategy for Expatriate Finns and comparing them with our Expatriate Journey Map. This left us with 5 drivers guiding us in the concept development phase. The overarching theme covering these drivers is **"Inclusive expatriate participation"**.

While most drivers seem quite tangible, the most complex (and the most important) driver here is "Understand expatriates' participation". Participation is multifaceted — understanding expatriates' definition of it can help develop relevant participatory means supporting expatriates' lives and connecting them with Finnish networks. The other drivers implied rather straightforward changes, giving more value to the expatriates and empowering them through making participation

Identification of leverage points

Leaning on the drivers and research data, we sought for **leverage points** — **"places in the system where a small change could lead to a large shift in behavior"** (Meadows, 2008) to see where our concepts could have the most impact. For this, we analyzed different parts of the Expatriate Journey to understand trigger moments — what are the critical events where expatriates are more connected or lose their contact with Finland. We learned that expatriates often lose contact with Finland soon after graduating Suomi-Koulu (Finnish Schools) and often don't reach it again before older age and reaching out to the Suomi-Seura (Finland Society). This was also confirmed during the meetings with stakeholders. As such, moments of losing or re-establishing contact could potentially function as leverage points.

Workshops

To validate our concluded research findings and explore solution opportunities, we also conducted and participated in three collaborative workshops:

SUOMI SEURA AND YOUNG EXPATRIATES

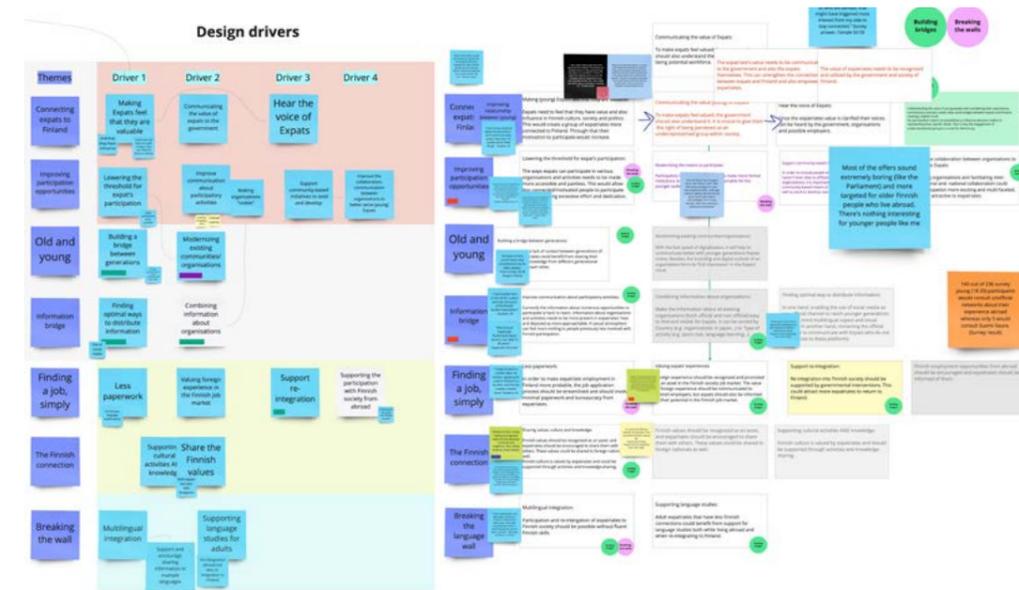
Our group had a great chance to participate and facilitate a collaborative session in the Youth Forum for Finns Living Abroad which was organised by Suomi-Seura. For this online event attended by 10 young Finnish expatriates all the way from Japan to Canada, our goal was to learn about how young expatriates perceive participation, what connects them to Finland, and in which moments does their connection to Finland increase or decrease. Thanks to this, we were able to have more accurate input on what kind of activities connected our target group to Finland and how this connection has impacted their participation. It was also a good opportunity to validate our research and prove some of our initial ideas.

COLLABORATIVE IDEATION WITH OTHER TEAMS WITHIN THE COURSE

In parallel, we conducted a collaborative ideation session with teachers and students from the Design for Government course in which together we brainstormed possible interventions that would reach our intended goal of increasing young expatriates' participation. During this, we presented our research findings and design drivers to members of other groups and teachers. Based on this, we generated ideas and discussed them with the participants.

3B AND OLDER EXPATRIATES

Finally, we also participated as observers in an online workshop organized by group 3B. This was attended by various expatriates from different geographical locations. However, in this workshop, the participants represented older age groups, so the expatriate experience was seen through a different, more experienced perspective. During this workshop, we learned more about the general hardships in expatriates' lives, mainly touching upon difficulties in accessing information and official services.



Analysis process in Miro board using virtual sticky notes to cluster insights

CONCLUSIVE INSIGHTS

1. Connection to Finland through life events:

This was the most relevant finding from our research, informed by both stakeholders and expatriates. It refers to the fact that expatriates experience connection and disconnection to Finland based on their personal life experiences. There seem to be moments in their lives in which they lose or gain connection, and these moments are linked to certain personal life events which trigger responses concerning how connected to Finland they feel.

“ At Suomi-koulu (expatriates) children learn the Finnish language because it is so important for their parents to maintain the language alive. Then, when kids become teenagers, they are not so interested in Suomi-koulu activities anymore. We lose the connections to them. Then in adulthood, while they are studying or working, some of them might find ways to stay connected through activities like voting or joining an organization. When they have kids, then, they re-connect through Suomi-koulu. And when they are seniors, they join other types of Suomi-seura's activities. From a participation point of view, this is very relevant. It would be beneficial for us to know where to put the “carrots” so Finns abroad can stay connected.”
- Tina Strandberg, Suomi-seura

“ I feel very connected to the culture in the events organized by the Finnish church in Rotterdam when I meet many people and we speak in Finnish. It makes me feel like a true Finn!... During lockdowns, I've felt very disconnected because I haven't travelled to see my Finnish family. My grandfather passed away and I was not able to be there.”
- Eetu, 18, living in the Netherlands



Youth forum for Finns worldwide. Image from the online event organized by Suomi-Seura in collaboration with our course.

2. Young expatriates' participation gap

Our second insight highlights a participation gap in young adults in activities related to their national belonging. Although young expatriates are enthusiastic about their Finnish roots, they seem to be less involved than other age groups because they can't find meaningful and approachable opportunities which match their lifestyles and preferences.

We can connect this finding to global trends of youth participation; the young generation tends to be less active than previous ones when participating within formal institutions, since traditional means don't appeal to them. Because of this, they are unable to influence decision-makers and policies that directly affect them. However, the situation can also be examined from a different angle: young people do participate, but in alternative ways. Their participation preferences are different – this includes joining non-traditional, organic and community-based organizations instead of official ones, and involvement in specific causes as opposed to systemic-based approaches, like joining a political party. (Huttunen, J., & Christensen, H., 2020).

“Most of the offers sound boring, like the Parliament, and more targeted for older people. There's nothing interesting for younger people like me.”
- Eija, 23, living in the UK

“At least in Paris, Suomi Seura was considered to be for older people.”
- Maija, 30-39 living in France

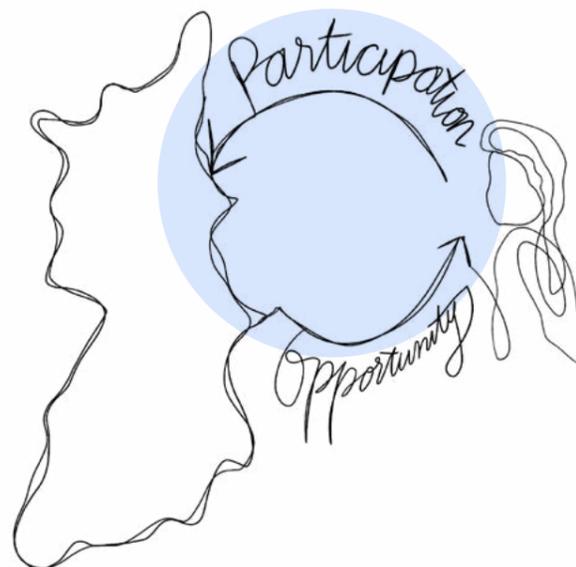
“I don't feel the need to connect with people from Suomi-seura, especially as usually the people in these are older than me”
- Oskar, answer, 20-30

CHOOSING OUR FOCUS: PARTICIPATION

Due to these two insights, and through extensive research, many questions were raised. For example: How does the sense of connection to Finland trigger responses in the expatriate communities?; Why do some expatriates seem to participate more than others?

We realized that nationality ties are manifested in two directions; while the Finnish government might be interested in offering services to all its citizens and retain talents, the expatriate Finns want to maintain connections when building their life abroad for practical matters like studying, finding a job, obtaining social benefits, but also in intangible matters, like preserving cultural ties that are part of their identity. What is relevant is that both sides have an interest in maintaining these ties.

These relations form the expatriates towards the state is what our group identified as a relevant leverage point, which is why we chose



to focus on participation. During the next phases of our project, we focused on trying to understand what participation means from an expatriates point of view, and how to address the participation gap of younger generations, paying attention to the life events moments of connection and disconnection.

We propose this definition:

Participation is the process where people, as active citizens, contribute their own time and other resources, in order to take part in, express views on, and strive for decision making power about issues that affect them. Participation must be understood as a right and as a mechanism for empowerment that is crucial for democracy. This is why participation must be made possible, independently of age, background or location.¹

Through our research we identified **4 types of participation** that are meaningful from the expatriate's point of view:



POLITICAL PARTICIPATION: Activities with the aim of influencing policy-making through actions such as grass-roots organizing, protesting, voting or joining interest groups.



SOCIAL PARTICIPATION: Activities such as networking with other expatriates with the result of building personal relationships or gaining collaboration or business partners.



CULTURAL PARTICIPATION: Activities with the result of embracing and continuing cultural practices, such as language and traditions, including holidays, cooking, and religion.



BUREAUCRATIC PARTICIPATION: Activities where an expatriate comes in contact with formal institutions to conduct official affairs, such as applying for the nationality or passport, filing taxes, or communicating with the local embassy.

(1) This definition was adapted and extended from Farthing (2012) definition on youth participation.

PARTICIPATION FROM AN EXPATRIATE PERSPECTIVE

Outside national borders, chances for participation are reduced, and as a consequence, the contribution of expatriates to Finnish society is low when compared with individuals living in Finland. The following map aims to visualize the actors and the participatory relations between the Finnish government, the Finnish society and the expatriates:

The government is represented by the **Ministry of the Interior**, which, responding to expatriates' needs and to maintain relations, writes the expatriate policy. The Ministry works together with the **Finnish Expatriates' Parliament (FEP)**, and **Suomi-seura**, who represent the voice of the expatriates, and with the **Finnish Migration Institute** contributing research. This collaboration of non-governmental organization is rather an unusual configuration in policy-making.

Expatriates form groups and associations of different types to maintain connection:

Formal Associations: These are formal and well-established groups, like Suomi-koulu, cultural institutions, religious organizations, commerce chambers and some sports associations. They have internal structures and are members of Suomi-seura.

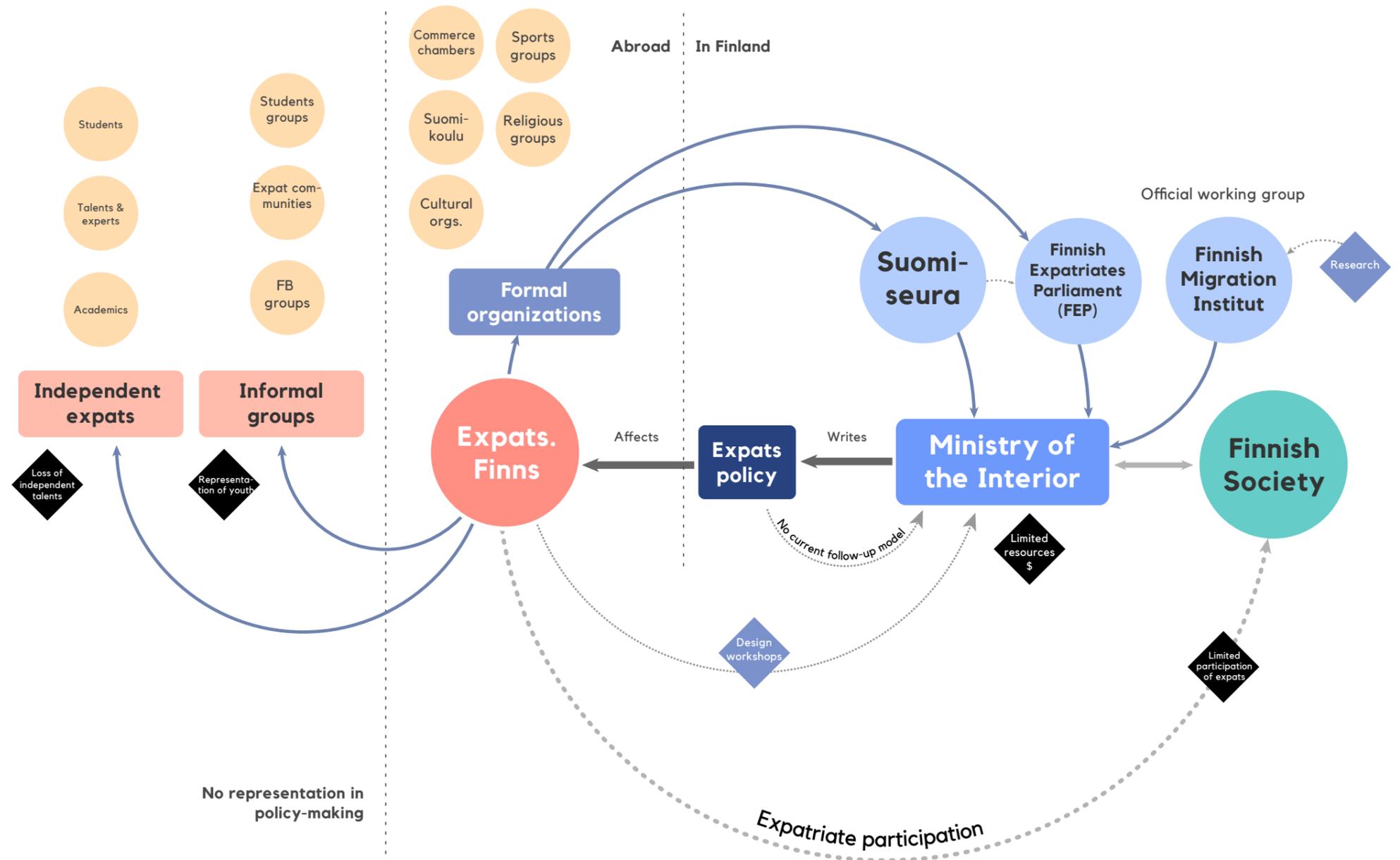
Informal Associations: These groups are less formal, usually don't have a clear internal organization and are not members of Suomi-seura. Examples are Facebook networking groups, small communities and student's groups.

Independent Expatriates: Some expatriates remain independent due to a lack of knowledge or interest. Within this group, there are experts, entrepreneurs, academics, students and other talents who remain partially disconnected from Finnish institutions.

Suomi Seura and the Expatriates Parliament collect and represent the voices from these groups, but they are only able to reach the formal ones because informal groups are hard to be reached and keep track of. This leaves informal groups and independent expatriates outside the scope of representation. We think this might be connected to the fact that young people don't seem to participate that much. Formal groups seem to not cover their interests, nor their communication

channels, and that is why they prefer to join community-based activities instead.

The visualization of ties in which expatriates might directly influence society becomes, less obvious and harder to identify. More systematic research is needed to identify current trends and opportunities. Nevertheless, we think there is great gain in including expat's knowledge and experiences, and the first step is to increase their participation.



Development

Using information from the conducted research and the aforementioned collaborative sessions, we then moved into the concept development phase. For this we had brainstorming sessions within our group to find ideas which could best tackle the problems emerging from our research.

After brainstorming and ideation we looked into how initial ideas could be merged, developed and implemented into policy-making.

In this process, we realised that there's a need to change the expatriate policy making process to a more inclusive and empathic form and that we could provide the frameworks that could support this change through more informed and collaborative decision making. This led us into trying to develop a concept which could help understand expatriates and explore possible solutions which could be incorporated into the future expatriate strategies.



Reflections

Looking back, there is a plethora of various activities that we conducted, and it may seem overwhelming on paper. In reality, most of it was an organic process where we also moved back and forth between some stages. This helped us continuously iterate our analysis to reach a higher potential for the methods and tools that we used.

Thanks to a wide array of information and stakeholders whom we discussed with, the research we conducted was well validated. This was also supported by our supergroup discussions and collaboration.

There were a few things that could have been improved in the research phase:

- For reaching more qualitative data, we could have had a few more interviews, maybe after we had started seeing our focus as the expatriate youth. This might have given us more
- In case there would have been more time, it would have been valuable to facilitate a validation workshop to test our deliverables in action. This could have brought to our attention the strengths and faults of our concept so we could iterate and develop it further.
- In general though, given the time had, the research went fairly well and it provided us a solid foundation for the concept development.

This is the context in which we have approached our intervention. We think that there should be more equal opportunities, paying attention to how life events affect participation, and a common understanding of how young generations can be more engaged. With our proposal we sought to answer the question:

How can we bring the topic of expatriate youth participation into government deliberation?

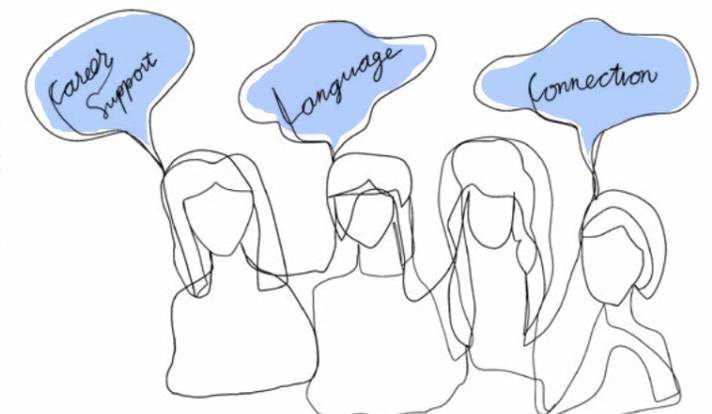
3. PROPOSAL

In our concept development phase, we realised that there is a need to change the expatriate policy-making process into a more inclusive and empathic form, and that we could provide the frameworks to support this change through more informed and collaborative decision making. This led us to develop a concept which could help policymakers understand expatriates and explore possible solutions which could be incorporated into the future expatriate strategies.

As the experiences and life situations of young expatriates are highly diverse, we consider it beneficial to suggest a comprehensive, scalable approach to guide policymakers in researching the experiences of expatriates and systematically analyzing the data to arrive at informed interventions and policies which serve a wide range of young expatriates. Thus, based on in-depth analysis of our research findings, we designed a toolkit for data-gathering and analysis which aims to help policymakers gain a holistic understanding of young expatriates and their participation, as well as to tailor the new expatriate strategy to serve the needs of these expatriates.

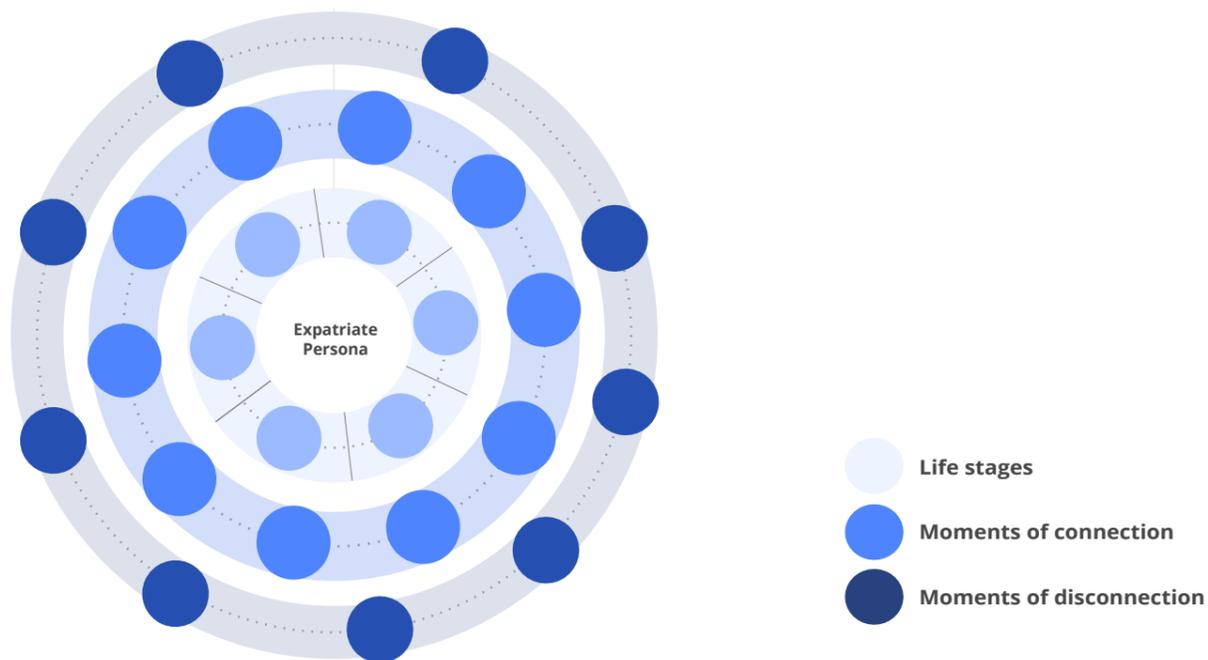
We designed a toolkit for data-gathering and analysis which aims to help policymakers gain holistic understanding of young expatriates and their participation.

The toolkit we designed focuses on the main insights of our research: firstly, it aims to explore moments of connection and disconnection through personal life events of expatriates, and secondly, it seeks to address the participation gap experienced by young expatriates in the areas of social, cultural, political and bureaucratic participation. The toolkit consists of two distinct tools to be included into the expatriate strategy policy-making process: The Life Events Model and The Policy Exploration Map.



PART 1

LIFE EVENTS MODEL



The first tool we propose is the Life Events Model. Our research identified that specific life events in the life of an expatriate trigger connection or disconnection to Finland. This tool **aims to help policy-makers identify these life events and to explore specific needs which expats have within them.**

The premise for using this tool is that policymakers research data about the lives of individual expatriates through e.g. surveys, interviews and workshops. As policymakers analyze this data, they can recognize emerging themes in the lives of expatriates, such as age, nationality, educational level and family status, as well as more abstract attributes, such as behavioral patterns, skills, goals and attitudes. As policy-makers **identify common**

themes among the data from individual expatriates, they can use these themes to create **user personas**, which are hypothetical characters designed to encapsulate the various aspects of life experienced by expatriates. Thus, these user personas are designed to generalize the life experience and viewpoints of expatriates, essentially assisting policy-makers in designing for groups of expatriates to help alleviate the burden of navigating through the varying needs of each individual expatriate.

As policymakers have composed user personas, the Life Events Model can be used to **identify specific life events** which expatriates go through and to **explore possible needs which lie within those life events.** The tool is used for each user persona as follows:

- 1 Specific life stages which are experienced by the group of expatriates which the user persona represents are inserted into the inner ring. Examples of such life stages are pursuing education, forming a family, forming identity, and building a career.
- 2 The life stages recognized in the inner ring are analyzed, and policymakers should aim identify moments within these life stages in which the expatriates have experienced a strong connection to Finland. These moments of connection are inserted into the second ring of the model. Examples of these could be attending Suomi-Koulu, voting, celebrating Finnish holidays, or looking for an internship in Finland.
- 3 In the third ring, policymakers should aim to identify moments in expatriates' lives in which they have experienced weak connection to Finland. Such moments could be, for instance, moving to a new city to study and losing Finnish contacts, having difficulties in landing a job in Finland, or struggling to find Finnish content online.
- 4 From the moments of disconnection listed in the outer ring, policymakers can seek to identify specific needs which lie within these moments of connection and disconnection. Our research suggests that, often, in the moments of disconnection, these needs have been met, and in the moments of disconnection they remain unmet. Examples of needs could be di-

rectly related to Finland, such as wanting to practice Finnish, engage and interact with Finns and identify with Finnish culture, but also include more general needs such as a wishing to make friends, contribute to society, build a career, or form cultural identity.

- 5 With this tool we aim to help policymakers gain a comprehensive view of the life events and experiences of expatriates, and to identify the underlying needs of expatriates. This will assist policymakers in tailoring policies to meet the needs of expatriates.

The Life Events tool aims to help policy-makers identify these life events and to explore specific needs which expats have within them.

PART 2

THE POLICY EXPLORATION MAP

The Policy Exploration Map is the second tool we propose be incorporated into the policymaking process. Having identified specific needs of expatriates with the Life Events Model, policymakers should subsequently aim to innovate policies and interventions to address those needs, while aiming to increase youth participation across the four identified categories of participation: political, social, cultural, and bureaucratic.

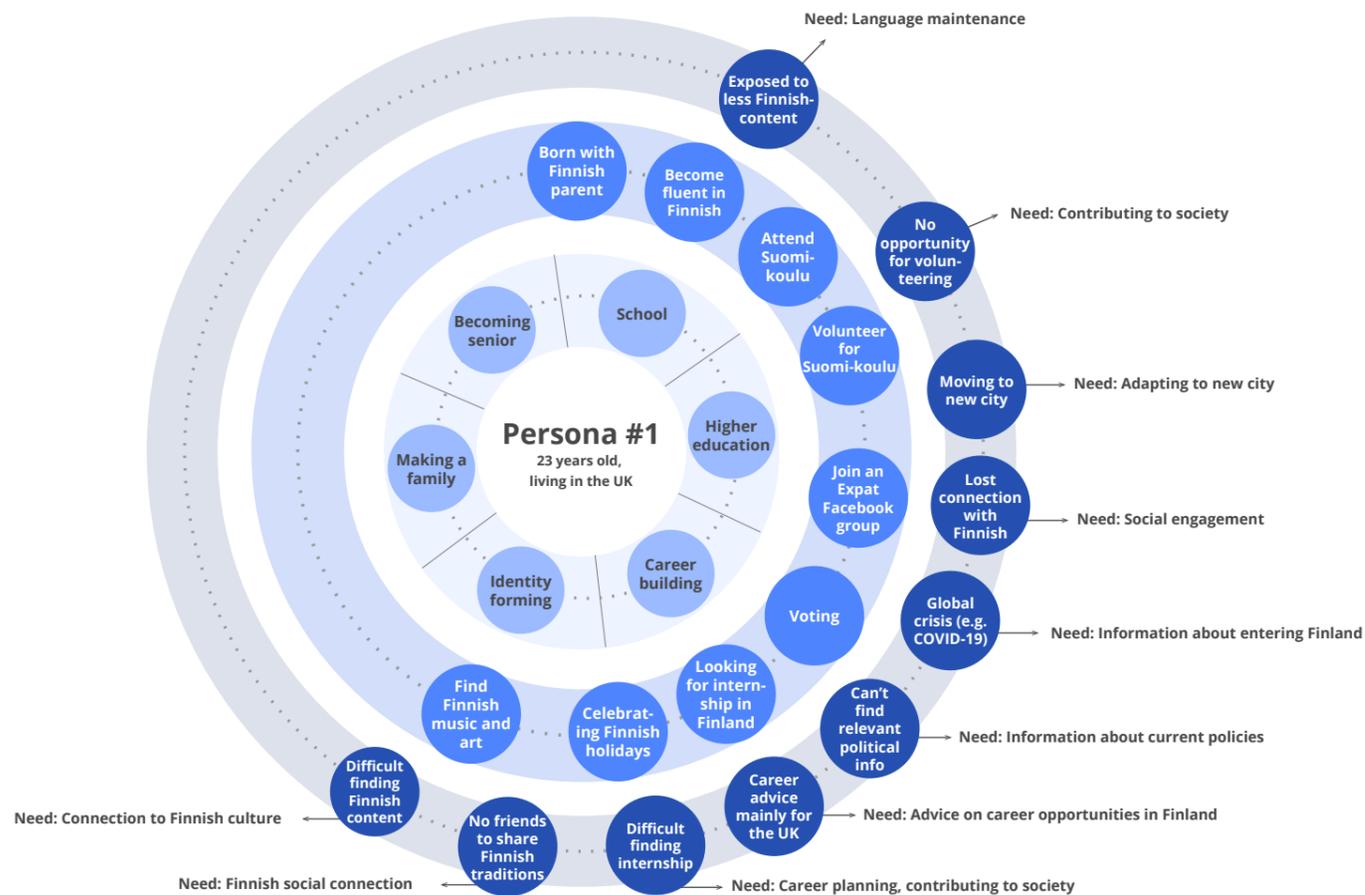
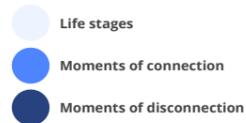
To support the process of addressing the needs of expatriates and increasing participation, our research has identified 7 thematic areas which highlight drawbacks in the current means of promoting youth participation. We have translated these seven themes into guidelines which aim to assist policymakers in ideating new policies. The guidelines are presented in the following table.

With this tool we aim to help policymakers gain a comprehensive view of the life events and experiences of expatriates, and to identify the underlying needs of expatriates. This will assist policymakers in tailoring policies to meet the needs of expatriates.

ENGAGEMENT PRINCIPLES

7 principles to help answer the moments of disconnection

- 1 **Fit means of participation in various life events and moments of disconnection.**
- 2 **Make participation easy to approach and accessible.**
- 3 **Branding participation opportunities to attract young expatriates.**
- 4 **Promote socializing, networking, and peer support among expatriates.**
- 5 **Share information about opportunities and services available.**
- 6 **Include young expatriates in policy-making.**
- 7 **Monitor participation and connectedness to Finland.**



Life Events Model in use: example of the tool used in a persona representing the situation of a young Finn living in the United Kingdom.

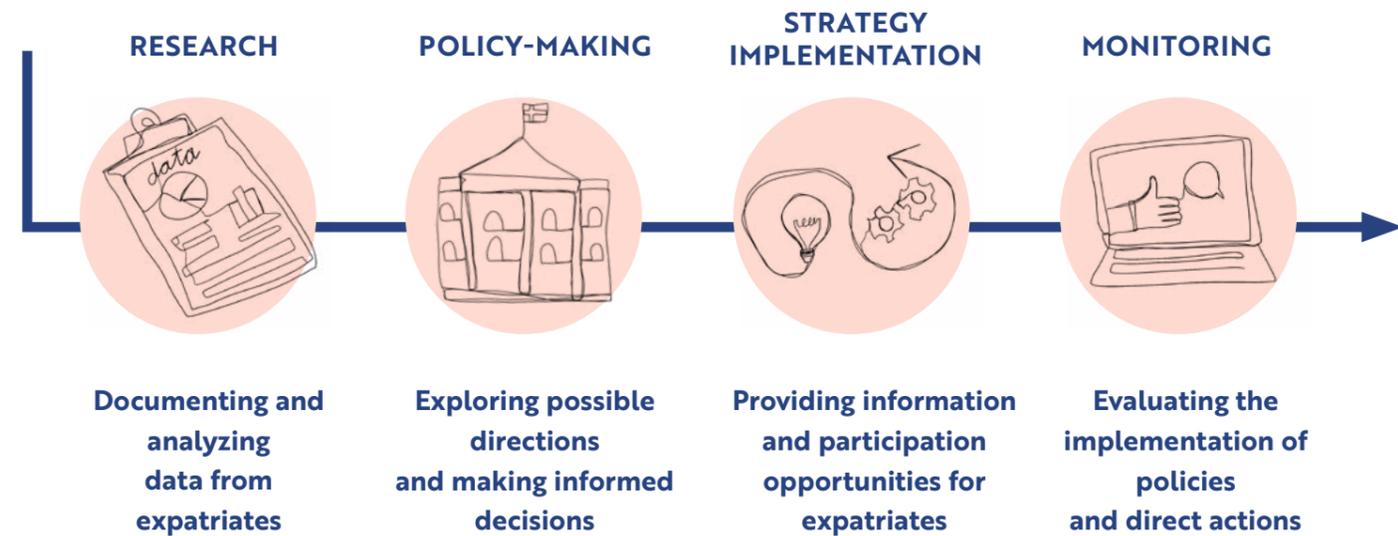
We propose policy-makers go through these principles and explore directions which could answer the needs of expatriates under each principle, aiming to increase all four types of participation among the youth. To facilitate systematic ideation, we map these principles with each type of participation to form the template matrix of the Policy Exploration Map shown below.

We suggest policy-makers go through each cell in the grid, ideating policies and interventions within each principle and each category of participation. By doing this, they would aim to answer the needs uncovered in the first tool, the Life Event Model.

The Policy Exploration Map tool aims to assist in exploring and inspire possible directions to address the needs identified in with the previous tool

PRINCIPLE \ TYPE OF PARTICIPATION	Principle #1: Recognize different expats needs in their life events journey and moments of disconnection.	Principle #2: Provide young expatriates with novel, easy-to-approach ways of participation	Principle #3: Rebrand participation opportunities to be more attractive to young expats and to suit their needs better	Principle #4: Promote socializing, networking and peer support (peer communication)	Principle #5: Share information about opportunities and services available for the young expatriates (top-down communication)	Principle #6: Include young expats in policy-making	Principle #7: Monitoring participation and connectedness to Finland
SOCIAL							
CULTURAL							
POLITICAL							
BUREAU-CRATIC							

IMPLEMENTATION



All stakeholders participating in the Expatriate Strategy can utilize the suggested framework internally in the current process. The Ministry of the Interior and Suomi-Seura are just a few examples. We identified four stages in the strategy-making process: **Research, writing policy, plan execution, and monitoring** are among the steps.

First, we may utilize the **Life events model** to document and evaluate data acquired from expatriates throughout the research stage. The model will assist in better understanding the different life stages of expatriates, their moment of connection and disconnection from Finland, and their needs.

Second, the **Policy exploration map** assists in exploring possible directions and inspires informed decision-making during the policy writing. Next, relevant concepts from the Policy Exploration Map may be turned into more concrete measures to meet the needs of expatriates during the implementation phase. Finally, the tools help to evaluate and reflect on the implementation and outcomes of the Expatriate Strategy. It is plausible that the strategy is effective when the needs of expatriates are addressed, together with increased engagement possibilities for all age groups. Ideally, our proposal would lead to an open, inclusive, and collaborative expatriate strategy.

4.

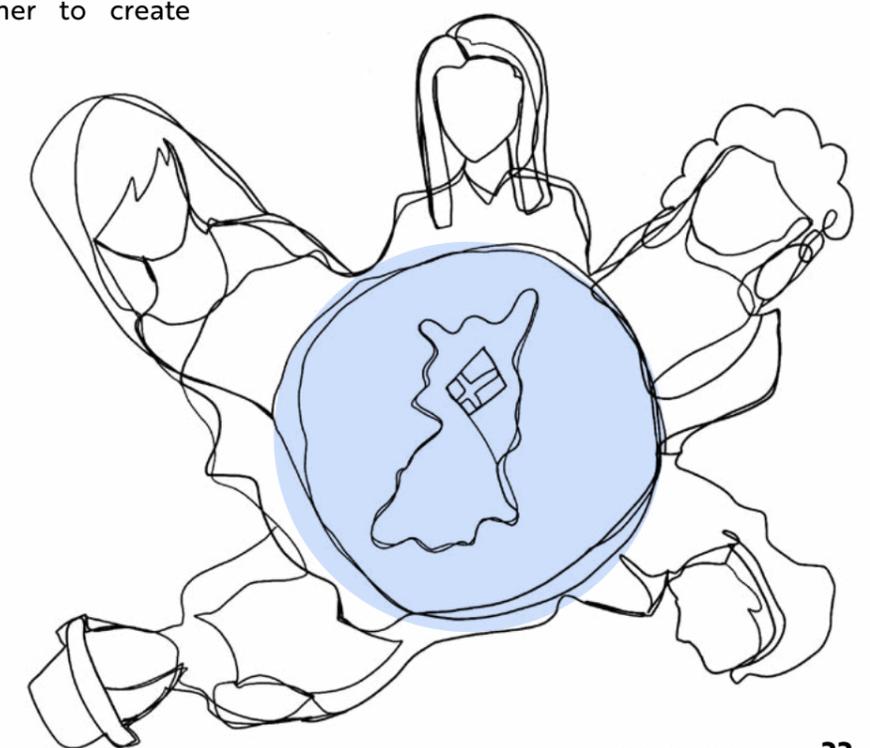
CONCLUSION

To conclude, our proposal of a context-based analysis and participation taxonomy, encompassed with co-design tools, enables dialogue and co-creation between policymakers and the people who the policies concern. The proposal takes a long-term strategy and focuses on systemic transformation by offering tools that facilitate human-centric and holistic co-design. The next step is utilizing the proposed framework in the future policy-making process: co-creation workshops and transferring knowledge among entities.

The long-term effectiveness of the Strategy for Expatriate Finns initiative necessitates regular monitoring and review. The degree to which the Strategy aligns with expatriates' needs is an indicator to assess its success and the quality of participation. Collaboration entails more than simply utilizing internal and external stakeholders' unique knowledge. It's about learning about their individual and collective perspectives on the systems in which people live. The government and stakeholders working together to create

value allows expatriate Finns to co-create a service experience that suits their needs. Empathy and informed decision-making will make policy-making and implementation processes more accessible and inclusive to all Expatriate groups.

The proposal will contribute to an informed and empathetic expatriate strategy, followed by an increased youth involvement by making participation more inclusive and accessible for Expatriates. These factors result in a stronger connection between Expatriate Finns, Finnish communities across the world, and Finland as a whole. We can positively affect expatriates' engagement in Finnish society, potentially increase the number of returning Finns, and establish connections and future business connections between Finnish Expatriates and Finland.



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Images

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Appendix

APPENDIX 1. PROJECT HIGHLIGHTS

Project team members:

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DfG 2021 teaching team:

Núria Solsona (Project mentor), Taneli Heinonen (tutor), Anni Leppänen (tutor), Tessa Dean (teaching assistant)

Project commissioner and contact person:

Ministry of the Interior: Mariana Salgado

Roundtable discussion:

Suomi-seura: Tiina Strandberg
Migration Institute of Finland.
Siirtolaisinstituutti. Tuomas Hovi
Ministry of Economic Affairs and
Employment of Finland: Pipa Turvanen

7 Interviews to Finnish expatriates

2 Living inside EU

1 Living outside EU

4 Finn recently returned to Finland

2 was born outside Finland

2 was born in Finland

844 survey responses

10 participants in Youth forum workshop

APPENDIX 2. BIBLIOGRAPHY

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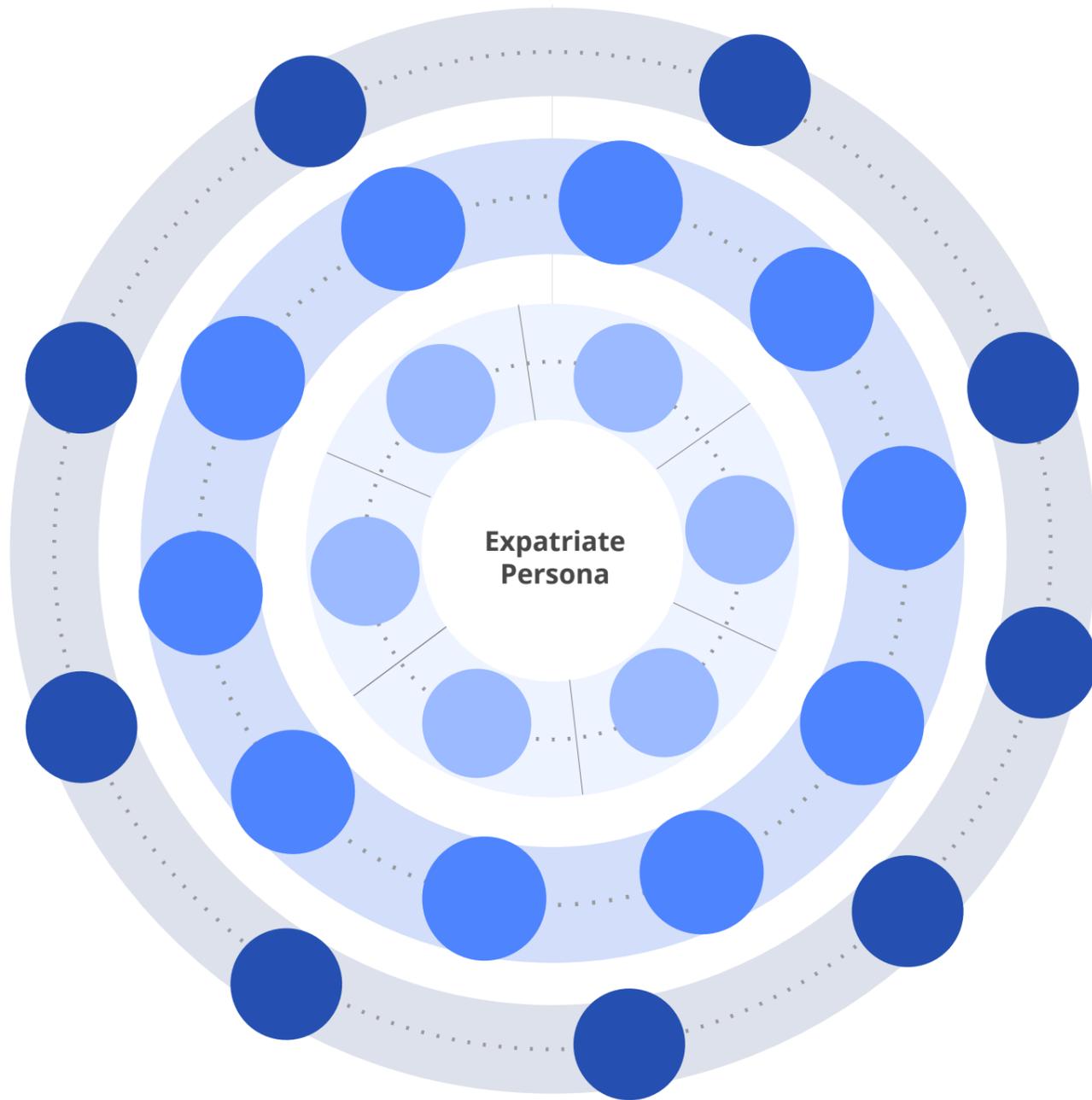
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APPENDIX 3. CO-DESIGN TOOLKITS

1. LIFE EVENTS MODEL



-  Life stages
-  Moments of connection
-  Moments of disconnection

2. POLICY EXPLORATION MAP

PRINCIPLE TYPE OF PARTICIPATION	Principle #1: Recognize different expats needs in their life events journey and moments of disconnection.	Principle #2: Provide young expatriates with novel, easy-to-approach ways of participation	Principle #3: Rebrand participation opportunities to be more attractive to young expats and to suit their needs better	Principle #4: Promote socializing, networking and peer support (peer communication)	Principle #5: Share information about opportunities and services available for the young expatriates (top-down communication)	Principle #6: Include young expats in policy-making	Principle #7: Monitoring participation and connectedness to Finland
SOCIAL							
CULTURAL							
POLITICAL							
BUREAU-CRATIC							

ENGAGEMENT PRINCIPLES

7 principles to help answer the moments of disconnection

- 1 **Fit means of participation in various life events and moments of disconnection.**

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- 7 **Monitor participation and connectedness to Finland.**

Understanding Young Expatriate Finns' Participation

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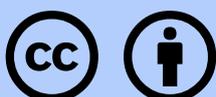
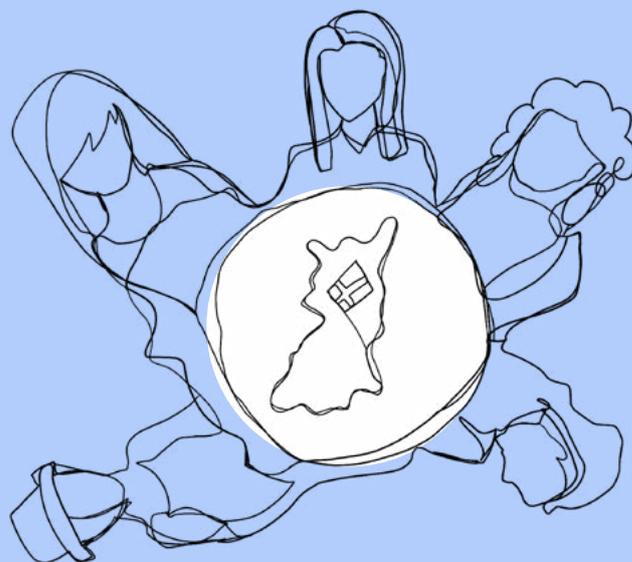
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