

# CAPACITY





# **TALENT HUB**

Supporting Copenhagen Capacity to strengthen retention and EU-Mobility of skilled migrants through collaborative multi-country coordination on talent retention and circulation in the EU

# PRELIMINARY RECOMMENDATIONS TALENT HUB

Retention of Third Country Talent

14 March 2024

# **INTRODUCTION**

This document presents a list of recommendations - or proposed interventions - for enhanced talent retention produced under the project "Talent Hub: Supporting Copenhagen Capacity to strengthen retention and EU-mobility of skilled migrants through collaborative multi-country coordination on talent retention and circulation in the EU." The recommendations are based on a literature review and inputs from stakeholders in Denmark, Germany, and other countries, and shared as a draft for discussion to be refined further in consultations with relevant stakeholders engaged with talent retention, attraction, and intra-EU circulation. The final recommendations are formally presented to Copenhagen Capacity as an inspirational catalogue for change in Copenhagen Capacity's future work on enhancing retention in Denmark.

The recommendations have been divided into eight areas assessed to be of particular importance for talent retention, attraction and circulation in Denmark and Germany as illustrated in figure 1:

#### • Three systematic areas:

- o Coordination, Support and Structures
- Collection of Information and Data
- Access to Information and Services

#### • Five thematic areas:

- o Language Training and Learning
- o Well-Being and Family Support
- o Professional Development and Opportunities
- o Digital Systems and Bureaucracy
- o Residency and Branding

Systemic areas primarily refer to the overarching, systemic talent management structures and practices in the country, whereas thematic areas refer to topics of more personal relevance for talents and their families. For each recommendation, IOM has provided an assessment of the potential implementation timeframe, as well as relevant actors. The timeframe is an assessment only, based on the literature and consultations with stakeholders and dependent on a variety of factors, including but not limited to political context. For some recommendations involving



both a formal review of existing practices as well as implementable actions, the review and implementation may have different timeframes.

Linkages between different areas are indicated below each recommendation, indicating the possible relevance also for other intervention areas, without assuming if any country or stakeholder would implement all 34 or all sub-elements of the same recommendation. Even so, addressing all areas could be important to optimize retention policy coherence.

The proposed linkages also aim at showing the potential overlaps between systemic and thematic areas. The divisions are therefore open for discussion and not inclusive of all areas of relevance for retention, attraction, and intra-EU circulation, but have been included here as a matter of editorial choice to facilitate the ensuing discussion.

The project is funded by the European Union under the Technical Support Instrument (TSI).

#### **READING GUIDE**

The recommendations document has been produced as a part of a series of Talent Hub products and is therefore an integral part of the forth-coming Multi-situational Report and Guidebook. The multi-situational report functions as a background report for the development of the recommendations and rationale behind, while the guidebook presents concrete suggestions on the implementation of the recommendations.

Documents produced under the project will be made publicly available on: <a href="https://denmark.iom.int/talent-hub-eu">https://denmark.iom.int/talent-hub-eu</a>.

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# SYSTEMIC AREAS

# I. COORDINATION, SUPPORT AND STRUCTURES

I.1: Establish national talent coordination mechanisms and strategy	Relevant for Denmark	Relevant for Germany
minimum and the control of the contr	<b>✓</b>	✓

#### Recommendation:

- Formulate a forward-looking, national strategy vision or action plan providing policy direction for talent attraction and retention. The strategy should ideally be adaptable and updated at regular intervals to respond to current needs.
- Support the implementation of the strategy and coordination between relevant actors by establishing a multi-stakeholder, national coordination structure/working group on talent management. The group should have broad representation, inclusive of talent, and ideally be chaired by a senior government official from an entity nationally mandated on the attraction and retention agenda.
- The centrally coordinated structure should support a whole-of-government approach to talent management involving all relevant branches of government.
- The national coordination structures should be linked to parallel local and regional coordination structures to assure nation- and systemwide coordination. Local coordination bodies should be anchored in practical cooperation and span across local administrations/sectors (forvalt-ninger), local employer representatives etc.

- Although recent political agreements have eased requirements for international recruitments, Denmark does not have a strategy on attraction and retention even if there have been plans/strategies in the past. Several Danish actors have called for a strategy to provide vision and direction.
- A strategy providing a sense of national direction would support the multitude of relevant national actors municipalities, private and public employers, unions, employers' associations, education institutions in designing local, targeted strategies and implementing relevant actions for talent retention and attraction.

<sup>&</sup>lt;sup>1</sup> See Lettere adgang til højtkvalificeret arbejdskraft – udspil til en reform af international rekruttering (2014)

<sup>&</sup>lt;sup>2</sup> See as for example En ny tilgang til international arbejdskraft (April 2023), Alarmerende behov for national strategi for international rekruttering (July 2023)</sup> and "Drop fordommene, vi skal have flere udenlandske studerende," Tania Villumsen og Jens-Kristian Lütken, Formand Pharmadanmark og Formand Europabevægelsen, Politiken 16 February 2023

- Some local and regional coordination bodies already exist, and major actors such as the Confederation of Danish Industry and Copenhagen Capacity are involved in activities across the country. Even so, there is no national coordination mechanism that would tie together activities and visions at all levels. IOM has not come across mechanisms that systematically involve the voice of talent in coordination and planning.
- A national strategy and coordination structure would assist in tying all other relevant thematic and systemic changes together, cf. recommendations here below.
- It appears that current exchanges of practices and information are largely supported by informal, personal networks and cooperation modalities, but without a general synthesizing structure or national direction.
- A formal, national coordination mechanism would help in the establishment of parallel local coordination groups, thus tying local and country-wide initiatives together for connection to more internationally oriented coordination mechanisms. Coordination and cooperation bodies at all levels should involve both public and private actors, talent etc.
- Structural improvements in talent management will require structural change in addition to application of good practices.
- Accompanied by various legal innovations aimed at facilitating and accelerating the access of skilled workers from third countries to the German labour market, the Federal Government and relevant stakeholders have developed a comprehensive strategy for attracting skilled workers from third countries. The strategy bundles relevant policy measures of all relevant actors on the topics of administrative procedures, recognition of foreign professional qualifications, attracting skilled workers from abroad and German language acquisition.
- While comprehensive and legal foundations are in place, the framework conditions need to be further developed to enable better cooperation and coordination between all actors at local, regional, and national level, as well as comprehensive implementation and streamlining of pilot projects in Germany and in the country of origin. This applies not only to attraction but specifically to retention and integration initiatives. With the implementation of the revised Skilled Immigration Act, interdepartmental work processes were established at national level under the joint leadership of the Federal Ministry of the Interior and the Federal Ministry of Labour and Social Affairs. In addition, a State Secretaries' Steering Group (*Staatssekretärs-Steuerungsgruppe*) was formed to work jointly together on issues relating to labour migration across ministries. In addition, various exchange formats have been established between stakeholders from politics, business, and administration on specific topics. The exchange is also increasingly taking place at an international level.

- A national strategy and coordination mechanism might require political decision to confer the coordination mandate to one or more relevant bodies, as for example the Danish "National Agency for International Recruitment and Integration" (SIRI). It would however require buy-in and active support from a broad group of stakeholders, ranging from state level through national, large organizations to regions, municipalities, employers, unions, educational institutions, and talent.
- The recommendation of having a talent strategy is relevant for all stakeholders directly involved in talent management or needing to relate to talent management: municipalities, private and public employers, unions, employers' associations, education institutions.

#### Timeframe assessment:

- Medium/long term.

I.2: Acknowledge commonalities between integration, inclusion and re-	Relevant for Denmark	Relevant for Germany
tention and adapt policies accordingly	✓	✓

#### **Recommendation:**

- Acknowledge integration and inclusion needs also of talent and accompanying family and include them in voluntary national integration programming and support, but considering also the specific needs and heterogeneity of the talent population.
- Develop tailored integration/inclusion programmes for talent and families based on an analysis of identified needs and evaluation of existing practices and experiences with regards to spouse programmes, other family support initiatives etc.
- Provide funding opportunities for relevant actors to develop and pilot innovative pre- and post-arrival inclusion programming targeted talent and other labour migrants.
- For Denmark specifically, clarify the link between integration and retention in the mandates and structures of state actors such as SIRI as well as municipal actors.

#### Rationale:

- States may for various reasons both legal, political, and financial opt to focus integration efforts on selected, vulnerable populations, for whom it is often mandatory to participate in integration programmes including language training. There is usually less integration focus on talent and others that have come to the country voluntarily to work or study. Although it is often a personal choice of talent to arrive and finance the stay independently through participation in the labour market, it is also a choice whether to stay or leave.
- Increased national focus on support to integration/inclusion for talent including different groups such as labour migrants, international students, and entrepreneurs, and in both the personal and professional dimensions as depicted in this document would have the potential to improve retention rates and hence the return on the investment of attracting them.
- The acknowledgement of commonalities between retention and integration/inclusion should however also take into consideration the heterogeneity within the talent population and profiles as well as differences to other migrant populations.
- Greater focus on the integration/inclusion needs also of talent could facilitate their support under existing integration programming or the development of relevant new programming.
- Specific to Denmark, where the politically agreed "paradigm shift" changed the focus from integration to repatriation efforts, which in the case of talent goes against the promotion of better retention and intended longer stay, it might in the context of talent retention be beneficial to speak about inclusion rather than integration.

#### Relevant actors:

- The recommendation might require changes to legislation, as for example in the integration law. Municipalities should have greater daily focus on providing information and support to labour migrants in the municipality.

- Also, the Danish Agency for International Recruitment (SIRI) could have its integration mandate and focus clarified with regards to inclusion and retention of labour migrants.

#### Timeframe assessment:

- Long term

# Related themes/topics:

- IV. LANGUAGE TRAINING AND LEARNING
- V. WELL-BEING AND FAMILY SUPPORT
- VI. PROFESSIONAL DEVELOPMENT AND OPPORTUNITIES

I.3: Offer coaching and practical guidance on international talent manage-	Relevant for Denmark	Relevant for Germany
ment to stakeholders	✓	✓

#### Recommendation:

- Systematically and regularly offer guidance and information on international talent management from attraction to arrival and retention to relevant stakeholders, in particular employers new to international recruitment and SMEs.
- Develop guides and trainings to both public and private sector entities on good pre- and on-boarding and retention practices.

#### Rationale:

- While larger, multinational companies with an international profile can be assumed to have existing HR capacity and managerial support to engage in the employment of and support to international talent, smaller employers may not yet have the capacity or management investment to engage in international recruitments.
- For Denmark, particularly the entry into force on 1 April 2023 of legal changes facilitating the fast-track certification of also smaller employers may open up for greater exposure to international recruitment of Small and Medium-Sized Enterprises (SMEs). SMEs could also, in addition to training and guidance, be offered practical assistance of areas of limited capacity such as HR.
- Various organizations such as the Confederation of Danish Industry (DI), the Danish Business Authority and others offer coaching and assistance on international recruitment to interested stakeholders, but the offers could be systematized and advocated centrally. The offer should be adaptable to the varied contexts and needs of stakeholders and could be preceded by a mapping of both needs and existing resources.
- In Germany, there are various coaching and practical counselling initiatives for larger companies as well as for SMEs that provide comprehensive and close support to companies in employing international talent (e.g. <u>Kompetenzzentrum Fachkräftesicherung KOFA</u>, local and regional chambers of industry and commerce). In view of the complex administrative requirements for hiring international talent, the need for information is particularly great among smaller companies. Strong heterogeneity in terms of level of information requires tailored support.

#### Relevant actors:

- Stakeholders with existing expertise in talent management, including but not limited to enterprises specializing in international recruitments, organizations such as DI or larger corporations could provide input to and/or deliver coaching and guidance.
- SIRI or other national agency would have the central role in coordinating national efforts, making information available and promoting the offer through established cooperation with municipalities and employers.

#### Timeframe assessment:

- Short term

#### Related themes/topics:

- I.1: Establish national talent coordination mechanism and strategy
- II.2: Establish publicly accessible portal with information and updates on talent management programming for stakeholders

I.4: Provide needs assessment and strategy development tools for the use	Relevant for Denmark	Relevant for Germany
of stakeholders	✓	✓

#### Recommendation:

- To support the assessment of stakeholders' own strengths, needs and weaknesses when it comes to talent management, it is proposed to develop and offer a self-assessment tool and/or guidebook targeting various stakeholders (municipalities, regions, cities, private and public employers, unions etc.). The tool could support them in clarifying motivations, developing local interventions, and formulating strategies on talent management.
- For employers/workplaces, the tool could include an assessment of the workplace culture, including if current workplace structures and staffing impede or facilitate the potential entry of international talent to the workplace.<sup>3</sup>
- For selected stakeholders, such as smaller municipalities and cities, the tool may include branding needs and guidance.
- The tool could be supplemented with (or replaced by) direct counselling by roaming talent management specialists accorded a counselling role towards different groups of stakeholders.

#### Rationale:

- Stakeholders considering to engage in planning, attracting and retaining talent at local level, or even actors already involved, may benefit from learning from existing practices and collected experiences on talent through a self-assessment tool, particularly if not already part of informal networks for information exchange on talent management. The tool would support in formulating also local strategies and action plans for talent management and in particular retention, on which there is currently less focus than on attraction.<sup>4</sup>

<sup>&</sup>lt;sup>3</sup> See recently published tools under Project Onboard Denmark by Professor Claire Maxwell.

<sup>&</sup>lt;sup>4</sup> Examples of local or organization based strategies are IDA's (the Danish Society for Engineers) strategy on recruitment and retention of international technical and science labour, as well as Lyngby-Taarbæk Vidensby Strategy 2020-2025

- There are many stakeholders implementing activities and assisting talents, but rarely supported by a local strategy to provide the direction or to for own work. Through a survey carried out amongst larger companies in Denmark, Foreningen Nydansker noted that out of the companies surveyed only 55 per cent had a strategy for receiving international staff, and only 30 per cent had a strategy for retention.<sup>5</sup>
- In Germany, extensive know-how and practical tools to support the recruitment and integration of international talent into SMEs do already exist. Organisations and initiatives such as <u>KOFA</u> or the <u>IQ Network</u> have developed checklists and recommendations for action for international talents in companies. Companies can use these as a guide to successfully and sustainably organise the recruitment, onboarding and integration of international talents.
- A study conducted by KOFA on obstacles to international recruitment in Germany among small, medium and large companies in Germany found that smaller companies in particular are less aware of where to find support in integrating international talent.<sup>6</sup>

- Established talent management practitioners could be involved and provide feedback on the design and implementation of a tool made available centrally by the agency chairing the national talent coordination mechanism.
- The tool might support also stakeholders with traditionally less exposure to the promotion of talent such as unions in defining their own motivations and strategies as regards talent.

#### Timeframe assessment:

- Medium term

# Related themes/topics:

- VIII.3: Actively use country and place branding for attraction and retention
- II.2: Establish publicly accessible portal with information and updates on talent management programming for stakeholders

I.5: Analyse potential to join or facilitate EU level Talent initiatives such as	Relevant for Denmark	Relevant for Germany
the EU Blue Card, Talent Pool and Talent Partnerships	✓	(Partially relevant)

#### Recommendation:

- For Denmark, consider joining the EU Blue Card cooperation and for both Denmark and Germany, other joint EU initiatives such as the EU Talent Pool and EU Talent Partnerships.
- Alternatively, in view of legal and political restrictions pertaining to the Danish opt-outs, carry out an analysis of Denmark's options to benefit from EU initiatives on practical level by facilitating access of EU Blue Card holders to Danish labour market pathways through targeted information and counselling.

#### Rationale:

<sup>5</sup> Foreningen Nydansker, " Modtagelse og fastholdelse af udenlandsk arbejdskraft i danske virksomheder" (2018)

<sup>&</sup>lt;sup>6</sup> See Internationale Fachkräfte in KMU – Weniger Bürokratie, mehr Fachkräfte, KOFA February 2023

- Due to the opt-outs to EU cooperation, Denmark does not implement and is not bound by EU directives facilitating attraction of TCNs talent to the EU area or facilitating intra-EU movement of talent, including the EU Blue Card Directive.
- In view of recent and expanding EU initiatives to facilitate the access, intra-EU circulation and retention of TCN talent on the area of the European Union, there is a risk that Denmark might become less attractive as a talent career destination because access to Denmark from inside the EU or vice versa from Denmark to other EU Member States is not facilitated by implementation of common directives.
- While it is outside the scope of the current document to review Denmark's legal and political options to formally join EU level initiatives in the field of labour migration, it is alternatively proposed to investigate further Denmark's opportunities to engage in relevant initiatives on a practical level, as for example by providing information and counselling to EU Blue Card holders in other EU Member States on the options and procedures for accessing Danish labour market pathways, or if Denmark could access the EU Talent Pool Initiative on a practical/cooperation level.

- Legal work modality changes vis-à-vis EU level initiatives would be due to political and legal complexities involved be the responsibility of state agencies.

#### Timeframe assessment:

Analysis doable short term, decision, and participation on long term

#### Related themes/topics:

- III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)
- VIII.2: Facilitate entry and residency access for intra-EU mobile talent

I.6: Relaunch revised Green Card pilot scheme (Denmark)	Relevant for Denmark	Relevant for Germany
ner relative revised er een eard photosheme (bennark)	✓	-

#### Recommendation:

- Relaunch the previously abolished Green Card scheme, possibly in a revised format according to lessons learned from the past implementation of the Green Card, current labour market needs as well as input from central stakeholders in the public and private sector. A revised Green Card scheme could depending on needs be launched for targeted sectors or applicants with selected professional or educational backgrounds, subject to prior assessment of qualifications, or other.
- If launched as a short-term pilot initiative, the revised Green Card programme could be evaluated after implementation in view of further adjustments or closed down again.

- Following the abolishment of the Green Card programme in 2016, Denmark does not have a points-based entry system. Danish stake-holders have been requesting a restart of the programme to respond to current labour market needs and to provide a flexible entry point for international talent.<sup>7</sup>
- While there could be an argument that current Danish labour pathways already provide sufficient ways of being granted a work permit through an existing job offer rather than a points-based entry system such as the Green Card, recent developments in neighbouring countries implementing points-based entry might put Denmark in a relatively less favourable position. A revised, relaunched Green Card scheme could be based on a thorough evaluation of the past scheme including current status of Green Card holders and be informed by similar entry schemes in Germany and the EU.
- As for example Germany implements the Blue Card but is also expanding with the introduction of the points-based Opportunity Card (German: *Chancenkarte*) that is estimated to attract an additional 30,000 persons per year and could affect neighbouring Denmark's relative attraction value.<sup>8</sup>

- Relaunch of a revised Green Card scheme would require legal changes and thus be the responsibility of Danish authorities. However, it should ideally be designed with input from a broad range of stakeholders and with a view to existing labour market pathways and gaps to assure complementarity and response to current needs.

#### Timeframe assessment:

- Long term. Green Card abolished earlier by political decision.

- <u>I.5: Analyse potential for Denmark to join or facilitate EU level Talent initiatives such as the EU Blue Card</u>
- <u>II.3: Evaluate existing labour pathways to identify needs and gaps.</u>

<sup>&</sup>lt;sup>7</sup> Copenhagen Capacity

<sup>&</sup>lt;sup>8</sup> Tyskland truer dansk adgang til udenlandsk arbejdskraft: 'Helt oplagt at rykke på' | PeopleTech (PRO) (ing.dk), October 2022

# II. COLLECTION OF INFORMATION AND DATA

II.1: Consistently collect and analyse national and EU data on talent man-	Relevant for Denmark	Relevant for Germany
agement and retention for evidence-based policies	✓	✓

#### Recommendation:

- In support of evidence-based policies and reforms, research and analysis, talent management data should be collected consistently and in a structured manner.
- Collected data should cover both talent and accompanying families and attempt to include the heterogeneity of the talent population. Data could include as for example educational and professional profiles of talents and possible partners, employment status, retention rates and time, reasons for staying or leaving, nationalities, former residence countries and planned destination if aiming to leave the country again, trends etc.
- For those relevant entities involved in the data collection it is recommended to develop methodologies and legislation on data collection, to better harmonize the data collection efforts in line with established guidelines and standards cross countries.
- Once the format of required data has been defined, data could be both collected through merging data in existing registries and databases as well as through feedback mechanisms/surveys amongst talent in the country.
- Data should be used for regularly published, public reports assessing the status and development needs with regards to talent retention, circulation (intra-EU mobility) and retention.

#### Rationale:

- Data on talent and family profiles are sparse, which restricts the possibility to support evidence-based policy reforms and activities. Further, data is not systematically collected on previous and planned countries of residence, which makes it challenging to map intra-EU labour migration flows.
- Currently available data may not distinguish between the different residence grounds of TCNs, or between EU/non-EU when considering expats or talent in general, wherefore this data is relevant to collect for evidence based policy reforms.
- More accurate data would support decision makers and other stakeholders in developing and targeting reforms in the areas of retention, intra-EU circulation and attraction, and to understand the movements and the motivations of movements among talents within the European Union.
- Regularly collected objective and more subjective data would assist also in mapping different talent groups and diverging needs of the same groups.

#### Relevant actors:

- The national talent management coordination mechanism, supported by national statistics agencies and labour market researchers.

#### Timeframe assessment:

- Short term.

# Related themes/topics:

- II.4: Implement feedback mechanism for migrant workers for adaptation and improvement of policies and measures
- II.2: Establish publicly accessible portal with information and updates on talent management programming for stakeholders

II.2: Establish publicly accessible portal with information and updates on	Relevant for Denmark	Relevant for Germany
talent management programming for stakeholders	✓	✓ (partially)

#### Recommendation:

- Establish a central repository in the form of an online portal with information, links, and guidance to talent management information for stakeholders, including but not limited to retention and intra-EU circulation.
- The portal should collect existing and new sources, such as data, publications and analyses, relevant legislation programmatic examples and best practices, calendar of talent related events throughout the country, links to different national stakeholders etc.

#### Rationale:

- Due to a large variety of actors at all levels in the field of talent management, there is a need to centralize available information and good examples to provide stakeholders a one-stop-shop for capacity building and supporting the implementation of new activities.
- Currently in Denmark, major actors such as the Confederation of Danish Industry provide a number of resources, but this is not matched on state level. As for example the websites <u>integrationsviden.dk</u> and <u>integrationsbarometer.dk</u>, both available through the Danish Ministry of Immigration and Integration, do not provide information on retention or labour migration more broadly. The portal should therefore also show the acknowledgement of the importance of retention in talent management programming.
- The previously existing stakeholder Danish portal expatviden.dk, managed by the Danish Agency for Retention and Recruitment (*Styrelsen for Fastholdelse og Rekruttering*), was abolished by SIRI in 2020 on the reasoning that sites such as <u>Work in Denmark</u>, <u>Life in Denmark</u> and <u>DI's municipality guide</u> already provide this information. Except for the latter, that provides a list of good practices by Danish municipalities on attraction and retention of talent, these sites are however mostly targeted talent and not talent management stakeholders.

#### Relevant actors:

- As the state agency responsible for international recruitments and integration, a central stakeholder portal could be established and maintained by the Danish Agency for International Recruitment and Integration (SIRI).

#### Timeframe assessment:

- Medium term. Information exists but would need to be collected, curated, and presented.

- I.1: Establish national talent coordination mechanism and strategy
- I.2: Acknowledge commonalities between integration, inclusion and retention and adapt policies accordingly
- I.3: Offer coaching and practical guidance on international talent management to stakeholders
- I.4: Provide needs assessment and strategy development tools for the use of stakeholders

II.3: Evaluate existing labour schemes and stakeholder mandates to iden-	Relevant for Denmark	Relevant for Germany
tify needs and gaps	✓	✓ (partially)

#### Recommendation:

- Evaluate existing labour schemes and stakeholder mandates to determine if the options are fit-for-purpose with regards to current and upcoming labour market needs, demographic developments, and the international/EU context.
- The evaluation could be carried out as a 360-degree review with input from multiple stakeholders working on talent management in the country.

- With the introduction of the supplementary pay limit scheme in Denmark as of 1 April 2023, Denmark has more than ten different labour schemes for non-EU internationals to access the Danish labour market based on different criteria. 9
- Although it has been argued that the relatively high number of schemes provides multiple opportunities targeting Danish labour market needs within the confines of the Danish political context, it can be counter-argued that the variety of schemes not only complicates the bureaucratic process for employers and potential applicants alike, but also affect may attraction endeavours negatively if prospective talent cannot easily navigate the application process at the first steps of the customer journey.
- Similarly, it can be asked if the existing schemes, based on political agreements between various parties in changing contexts respond not only to current needs but if they are sufficiently adaptable to demographic changes.
- A thorough review of existing schemes with structured input from a broad range of stakeholders could provide decision makers with input for reforms based on needs and gaps identified during the process. With the supplementary labour schemes that were introduced in Denmark in April 2023, it would be worth to assess the usefulness of the newly introduced schemes, and if they serve the intended purpose.
- The review could include an assessment of stakeholder mandates in particular in municipalities and regions to determine if their current responsibilities and capacities in national talent management respond to needs and gaps. The analysis and potential clarification of mandates would support also the establishment of national talent coordination mechanisms (see I.1 above).
- Subject to clarification of mandates, municipalities might play a more active role in providing support services to international talent and families.
- With the revised Skilled Immigration Act (2023), Germany expands the possibilities for qualified international professionals to come to Germany for education and/or employment (e.g. Under certain conditions, qualified workers will be able to work in Germany before their qualification is recognised.) The Act aims to further facilitate and accelerate entry and residence for international talent in Germany. In addition, the appointment of a special representative for migration agreements has created an element for the establishment of channels

<sup>&</sup>lt;sup>9</sup> Including but not limited to the fast-track scheme, two pay limit schemes of which one supplementary and subject to the employment situation in Denmark at any given time, positive lists for different categories of professionals etc. The number 10-15 depending on what is defined as a separate pathway or not. For more information about the available schemes, visit New to Denmark

<sup>&</sup>lt;sup>10</sup> More information on the Skilled Immigration Act on The new Skilled Immigration Act (make-it-in-germany.com)

for regular pathways for employment. Such bilateral migration agreements create further opportunities for qualified workers from partner countries to come to Germany as skilled workers. A continuous review and monitoring in close coordination and cooperation with all stakeholders of the existing schemes should constantly accompany their implementation in order to identify gaps and needs in good time.

#### Relevant actors:

- Danish Agency for International Recruitment and Integration (SIRI) and other state agencies with broad stakeholder input.

#### Timeframe assessment:

- Short term.

# Related themes/topics:

- I.1: Establish national talent coordination mechanisms and strategy
- II.4: Implement feedback mechanism for migrant workers for adaptation and improvement of policies and measures.
- VI.6: Review existing policies and practices for recognition of high-demand and regulated professions
- VII.2: Review bureaucratic impediments for employing international talent

II.4: Implement feedback mechanism for migrant workers for adaptation	Relevant for Denmark	Relevant for Germany
and improvement of policies and measures	✓	<b>✓</b>

#### Recommendation:

- Implement nation-wide feedback mechanism for talent, other labour migrants and accompanying families to provide feedback on their reasons for coming to the country, staying, or leaving.
- Input should be collected either continuously or at regular intervals to allow comparisons and monitor (migratory) developments over time.

- A feedback mechanism would provide more subjective level data on the motivation of talent and input towards evidence-based programme and policy adaptations.
- An example of previously collected feedback is the Danish Expat survey by Oxford Research, the latest edition dating from 2020, which provides a snapshot of retention and attraction related input from expats in Denmark, including also EU and Nordic citizens. Surveys may provide input not only on the talents/main applicants, but also on the status and prospects of accompanying family members.
- The feedback mechanism could be developed based on existing surveys but designed to capture the heterogeneity of experiences.
- In 2020, the Federal Employment Agency commissioned the Institute for Applied Economic Research (IAW) to carry out a <u>study on emigration</u>. The study sheds light on the reasons for return and onward migration of foreign workers after a work stay in Germany. A total of 1,900 workers were surveyed via social media channels. The study shows that the reasons given by emigrants for leaving the country are manifold and point to an important need for action. Around a quarter of those surveyed left Germany for professional reasons (unemployment, no suitable employment, lack of recognition of professional qualifications), another quarter left for reasons related to residency. A lack of social integration is also frequently cited as a reason.

- Subjective-level input, that as previously seen may differ from as for example data collected for i.e., various country ratings and indexes, would supplement the statistical data proposed under recommendation II.1.

# Relevant actors:

- Data could be collected at regular intervals by research institutions mandated to carry out national surveys, or collected continuously by municipalities, employers and/or state agencies.

#### Timeframe assessment:

- Medium term. Data collection mechanisms would need to be defined.

- I.1: Establish national talent coordination mechanism and strategy
- II.1: Consistently collect and publish data on talent management and retention

# III. ACCESS TO INFORMATION AND SERVICES

III.1: Enhance outreach efforts to TCN talent in the EU on national labour	Relevant for Denmark	Relevant for Germany
pathways	✓	-

#### Recommendation:

- It is proposed to enhance outreach efforts on Danish labour pathways also to TCN Talent in other EU Member States through existing cooperation such as the EU-led EURES and through the formulation of targeted information materials and initiatives.

#### Rationale:

- Due to Denmark not implementing the EU Blue Card or EU directives for the facilitation intra-EU mobility for TCNs, TCN talent in the EU wanting to relocate to Denmark for work or study would need to apply for work permit in Denmark through one of the regular Danish labour market pathways, similarly to a situation where they would apply directly from a third country.
- While it is outside the scope of the current project to investigate on what grounds TCN Talent in other EUMS might decide to apply for a work permit in Denmark or not in particular as it is difficult to measure if somebody did not consider the option enhanced information on Danish labour pathways could act as a facilitator for enhanced intra-EU mobility, particularly in a situation where Denmark has not joined EU initiatives meant to facilitate the attraction of Talent to the EU.
- Information on Danish labour pathways for TCN Talent in the EU could be done through outreach efforts proposed elsewhere in this document, as for example a centralized digital portal, and the impact monitored through regular collection of data.
- Newcomers such as talents and accompanying spouses who usually are self-reliant and do not receive (social) benefits may more easily fall off the radar, although that needs may be similar to other types of migrants arriving to Denmark. The inclusion of TCN Talent and accompanying family members as an integral target group of the municipalities' existing services could potentially contribute to a smoother arrival/transition into the new society, by easing the navigation of the Danish labour market.<sup>11</sup>

#### Relevant actors:

- State agencies such as EURES and the Danish Agency for Labour Market and Recruitment (STAR), supported by central outreach efforts
- Local municipalities

#### Timeframe assessment:

- Short term.

- I.5: Analyse potential for Denmark to join or facilitate EU level Talent initiatives such as the EU Blue Card
- II.1: Consistently collect and publish data on talent management and retention
- II.4: Implement feedback mechanism for migrant workers for adaptation and improvement of policies and measures

 $<sup>^{11}</sup>$  Kolding Municipality in a meeting held on 16 November 2023

- III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)
- VIII.2: Facilitate entry and residency access for intra-EU mobile talent

III.2: Redesign digital portals with talent relevant information for en-	Relevant for Denmark	Relevant for Germany
hanced, multilingual accessibility (website, app, videos) for talent	✓	✓

#### Recommendation:

- Existing, multiple digital portals providing information on rules and regulations for obtaining a work permit and living in Denmark could be redesigned to provide fewer but multilingual and user-friendly access points for Talent.
- A central portal could link also to municipal/regional portals with English-language information relevant for international talent.
- Prior to redesigning, it could however be considered to carry out a user survey on existing websites (see below) to collect information on usage and user experiences.

#### Rationale:

- While there are a number of existing websites and portals providing information on Danish labour pathways as well as rules and regulations regarding staying and living in Denmark (New to Denmark, WorkInDenmark, LifeInDenmark etc.), sites and information could be enhanced to maximize user-friendliness and multilingual accessibility.
- Particularly for a relatively small language area such as Denmark, where the official language is not one or more of the major world languages, it is essential to assure multi-lingual accessibility and at least in English. As for example the <u>SIRI website</u> is available in Danish only.
- Although talent is often expected to manage in English both during the application and residence process, the initial search for options abroad may happen in their native language other than as for example English. Targeted information in more languages might also serve to counteract false narratives in countries of origin on the requirements and conditions of the Danish labour market.
- Enhanced information provision to talent through redesigned portals could also cover information to Third Country National (TCN) Talent in other EU Member States, make use of current technologies through apps, interactive guides facilitating the applicant's understanding of the customer journey etc.
- The portal <u>make-it-in-Germany</u> is the official portal of the Federal Government for international skilled workers. It is multilingual and offers comprehensive information on entry and visa procedures, finding a job and everyday life in Germany. It also provides employers with information on ways to employ international professionals. The portal currently offers information only in German, English, French and Spanish, as well as two country-specific pages (Brazil, Mexico).

#### Relevant actors:

- The Danish Ministry of Employment already runs the website WorkInDenmark that provides information to both job seekers and employers as well as advice and guidance. A redesigned portal with talent relevant information could therefore take point of departure in the WorkInDenmark site, learning from both current users and similar sites in other countries
- The Federal Ministy for Economic Affairs and Climate Action is responsible for the portal <u>make-it-in-Germany</u>

#### Timeframe assessment:

- Medium term. Information exists but needs to be compiled with new information and presented.

#### Related themes/topics:

- III.1: Enhance outreach efforts to TCN talent in the EU on national labour pathways
- VII.1: Promote digitalization in access to public sector information and services

III.3: Establish and expand International Citizen Service (ICS) centres / of-	Relevant for Denmark	Relevant for Germany
fline one-stop-shops across the country	✓	✓

#### Recommendation:

- Continue to expand International Citizen Service (ICS) centres across the country to assure maximum geographical coverage and allowing talent and other labour migrants to reach the ICSs easily.
- Advertise in a clear manner both for domestic and international audiences what municipalities/regions are supported by the individual ICSs
- Countries that do not already implement such offline one-stop-shops on a larger scale are encouraged to do so in view of targeted information providing and counselling to talent.

- The establishment of centralized, one-stop-shops for talents providing information and guidance in multiple fields is generally seen by many stakeholders as a practice worth replicating. Starting in Denmark with the establishment of International Community Århus and International House Copenhagen, the model of International Citizen Service centres has since been replicated in Aalborg, Aarhus, Esbjerg, Odense and Sønderborg.<sup>12</sup>
- While Denmark is relatively well covered through existing ICSs in major cities in Denmark, it could be considered to continue the expansion of ICSs also through the establishment of smaller/similar local/regional centres or counselling services in partnerships between different municipalities.
- In Germany, there are welcome centres at various locations throughout the country. Welcome Centres have different organisational forms and are usually funded by municipalities or federal states. The aim of the Welcome Centres is to support skilled workers and their families on arrival in a new region or a new federal state directly on site with a wide range of services. The local chambers of commerce and industry and the international offices of the universities are aimed at those interested in training and studying. In addition to the Welcome Centres, there are numerous specialised services for migration and integration that offer general migration counselling. Competencies should be bundled further to provide comprehensive services to all (skilled) migrants in a "one stop shop". Furthermore, national disparities due to regional differences resulting in different talent offers need to be further addressed to ensure availability of services for talents.

<sup>&</sup>lt;sup>12</sup> International House in Copenhagen covers the <u>Greater Copenhagen area</u>.

- Current Danish ICSs are implemented in cooperation between SIRI and local municipal administration. Particularly for expansion outside the major cities, multiple smaller municipalities could join forces to establish local/regional centres.

#### Timeframe assessment:

- Medium term

- <u>I.2: Acknowledge commonalities between integration, inclusion and retention and adapt policies accordingly</u>
- III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)
- V.1: Provide pre- and post-arrival establishment support to incoming talent and families

# THEMATIC AREAS

# IV. LANGUAGE TRAINING AND LEARNING

IV.1: Remove or extend the five-year limit for free language classes (Den-	Relevant for Denmark	Relevant for Germany
mark)	✓	-

#### Recommendation:

- Denmark should consider to abolishing the current five-year limit for eligibility for free language training provided by the state.
- Alternatively, the five-year limited could be extended to between five and ten years to allow for talent and other migrants to follow Danish language training more flexibly by considering work and study priorities.

- Denmark currently offers free-of-charge language training to foreigners with a residence permit for five years after the arrival to the country. Once the five-year limit is reached, the training is no longer free. Learning Danish/local languages may not be an immediate priority soon after arrival among newly arrived migrants but may become a priority at a later stage once the process of settling in has stabilised.<sup>13</sup>. The five-year rule enters into force by the moment a foreigner arrives to Denmark for the first time for example for work or study purposes, meaning that the five-year period is not bound to the current permit of stay, but rather the first time a person arrives to Denmark. Therefore, if a person has arrived as an exchange student and later returns to Denmark to take a degree or want to work, it is the first entry that determines the access to the free language training.<sup>14</sup>
- Knowledge of the local language is considered one of the main factors for retention of talent. Even, when possible, to manage in the country without knowledge of local language as for example in a professional context, language is important for family well-being, social life, communicating with authorities, understanding country context and for professional development. Knowledge of Danish therefore has a major impact on both personal and professional dimensions of retention.
- While the majority of migrant groups such as refugees and asylum seekers access Danish language trainings within the five years, possibly because the training is mandatory for these groups, a smaller percentage of labour migrants follow Danish classes within five years. For international students the percentage is even smaller.<sup>15</sup>

<sup>&</sup>lt;sup>13</sup> Kolding Municipality in a meeting held on 16 November 2023, and others

<sup>&</sup>lt;sup>14</sup> Danish Agency for International Recruitment and Integration (SIRI), 2<sup>nd</sup> Technical Advisory Group meeting held on 24 November 2023, Copenhagen under the auspices of the Talent Hub project

<sup>&</sup>lt;sup>15</sup> Danish Agency for International Recruitment and Integration (SIRI) in a presentation in the annual "Business Forum" on 15 September 2023.

- There can be multiple reasons for the comparatively lower participation of labour migrants and students in the free language training (see also other recommendations in this section). Still, it has been indicated that both labour migrants and international students might not at the beginning of their stay in Denmark have the capacity or personal surplus to engage in extra language training beyond the exigencies of installing themselves in a new country and working/studying, particularly if they at the beginning do not envisage to remain in the country longer term. If and when they have the capacity to engage in language training or have decided to remain in the country, the five years may have passed, and they would have to pay for language training. This may again affect the willingness to take up language training and ultimately retention.
- Legislative changes recently made it possible for international students to remain in Denmark for a longer period of time after graduation to seek employment (extended from 6 months up to 3 years). <sup>16</sup> Considering that a typical university education is usually five years, during which international students may not necessarily engage in Danish classes due to full-time studies, it could support the retention of students to continue providing an option for free language training after the five years.
- Also, language schools in smaller municipalities with fewer talents may find it more difficult to establish a class of international talent at the same language level if some of the potential language learners have already passed the five-year limit. Abandoning or extending the limit would provide a larger customer base for language schools to combine students in classes according to level, professional vocabulary, linguistic background, or other.
- Knowledge of local language would have an impact on multiple areas related to retention of talent, including enhanced inclusion and participation in society, better options for professional development, improved knowledge of local labour market regulations etc.

- Changing the five-year limit would require legislative changes.

#### Timeframe assessment:

Long term

# Related themes/topics:

- Other recommendations under IV. LANGUAGE TRAINING AND LEARNING
- VI. PROFESSIONAL DEVELOPMENT AND OPPORTUNITIES
- V. WELL-BEING AND FAMILY SUPPORT

IV.2: Revise administrative restrictions on free language training.	Relevant for Denmark	Relevant for Germany
	✓	✓

#### Recommendation:

- It is proposed to revise as much as possible any administrative restrictions that could be a hindrance for talent to access language training before or after their arrival to the country.

<sup>&</sup>lt;sup>16</sup> Nye regler for opholdsordninger på erhvervs- og studieområdet, New to Denmark 2023

- For Denmark, it is recommended to revise the eligibility rules for free language training tied to the issuance of a social security number (CPR).
- For Germany, it is recommended to review the requirement for talent to pay for some of the language training.

#### Rationale:

- In Denmark, a talent or other international citizen will gain access to free language training once s/he has received a social security number (CPR) issued by the resident municipality. The access to free language training is therefore only granted after arrival issuance of CPR.
- The arrival and CPR requirement therefore exclude the possibility to provide pre-arrival, state-funded language training to talent that might otherwise be considered relevant as part of the onboarding process and preparation for the stay in Denmark. Employers and municipalities in Denmark wanting to provide pre-arrival language training will currently have to fund the training themselves. This can be compared to the practice of Germany of offering language and other pre-arrival training through the renown Goethe-Institut.
- Even when granted a CPR and with access to free language training, some stakeholders find it challenging to provide newly arrived talents with intensive language courses for a few weeks, as employers would need to pay salary during the intensive course although the person is not working but studying.
- By relaxing or removing the linkage between CPR and free language training, employers and municipalities may adapt language training to the hiring context and provide pre-arrival onboarding. Similarly, talent and their families might continue Danish classes in the receiving municipality shortly after arrival without waiting for issuance of CPR.
- In Germany, the offer of job-related language courses is primarily aimed at job seekers, trainees, and low-income earners to improve their chances on the labour market. Talents with a good income can attend such courses however, not free of charge. If the employer does not reimburse the costs, an application for reimbursement of 50 per cent of the cost contribution can be submitted.
- According to the OECD survey <u>"Your Way to Germany"</u> (2022), one of the biggest obstacles for skilled workers that could prevent them from coming to Germany for employment is German language skills. This indicates the great importance of pre-arrival language courses and the need to expand the range of affordable German courses abroad.

#### Relevant actors:

- Changing the linkages between issuance of CPR and free language training would require legislative changes.

#### Timeframe assessment:

- Long term

- Other recommendations under IV. LANGUAGE TRAINING AND LEARNING
- V. WELL-BEING AND FAMILY SUPPORT
- <u>VI. PROFESSIONAL DEVELOPMENT AND OPPORTUNITIES</u>

IV.3: Diversify tuition and inform coherently on language training offers	Relevant for Denmark	Relevant for Germany
The Breign's carden and morning contents of tanking contents	✓	<b>✓</b>

#### Recommendation:

- Diversify language training methods by offering a variety of classes, digital and self-learning tools, as for example online, hybrid, pre- and post-arrival trainings as well as profession and branch specific language training.
- Diversified trainings could be also on-site at the employers' locations as well as regular classrooms combining trainees from different employers in the municipality/region.
- While language training in Denmark is predominantly offered in a decentralized setup through municipalities, it could be considered to develop a national, digital curriculum and self-study tool available to all migrants regardless of municipality and employer, accessible also before arrival to Denmark.
- Employers and municipalities should systematically and repeatedly inform newly arrived talent of the offer of free language training and the benefits of attending language training for both professional development and personal purposes in Denmark. This is particularly important for talent (and other labour migrants) as well as international students, for whom it is not mandatory to attend language training.
- To strengthen language learning, employers and businesses should be more actively involved. It is suggested that a trilateral forum would be required to lift the task of language learning involving municipalities, state government entities, and companies.<sup>17</sup>

- Better knowledge of the local language is one of the prime reasons for better retention rates according to talent surveys.
- Noting the diversity of individual situations and contexts, branches and professions, capacity to engage in self-studies or using digital tools, virtual vs. traditional classroom teaching, during work hours vs. outside work hours, there is room to engage in the development of tools and explore different modalities to assure maximum participation.
- The current, decentralized language training model in Denmark with training being coordinated by municipalities and language schools in principle offers the flexibility to adapt teaching to local needs and agreements. It is however a question if local best practices are always replicated elsewhere, or if i.e., local language schools have the capacity to develop and implement digital language learning tools that could be beneficial also to other municipalities and businesses. Some municipalities and employers may have the possibility to fund prearrival language trainings, while others do not.
- Non-labour migrants and refugees in Denmark, also known as "I Students", are obligated to participate in language training under the integration programme, whereas it is only optional for labour migrants and international students ("S Students"). It is therefore a possibility that information provision to migrants arriving at the municipality remains focused on the mandatory requirements and less on information to talent on the offer. Both municipalities and employers should therefore systematically advise and guide all newcomers of the eligible language training.

<sup>&</sup>lt;sup>17</sup> Danish Agency for International Recruitment and Integration (SIRI), 2<sup>nd</sup> Technical Advisory Group meeting held on 24 November 2023, Copenhagen under the auspices of the Talent Hub project

- Systematic exchange of locally implemented best language training practices for talent and similar "I Students" could support replication and development of relevant language training practices across the country.

#### Relevant actors:

- Employers and municipalities hold a central role in also informing talent/labour migrants and other self-supporting migrants of the offer of language training.
- Universities and other educational institutions should promote and facilitate possibilities for Danish language learning to international students.
- To the extent that Danish language training will remain decentralized and supported through municipalities, the municipalities and language schools should focus on developing training methods and tools and sharing experiences.

#### Timeframe assessment:

- Short term on systematic information provision, medium term on other actions

- IV.1: Remove or extend the five-year limit for free language classes (Denmark)
- VII.1: Promote digitalization in access to public sector information and services

# V. WELL-BEING AND FAMILY SUPPORT

V.1: Provide pre- and post-arrival establishment support to incoming tal-	Relevant for Denmark	Relevant for Germany
ent and families	✓	✓

#### Recommendation:

- Incoming talent and their families should be provided with information and concrete guidance both before and after arriving in the country. Increased focus should be on the family, including but not limited to education support, housing, language, and arrival orientation, employment assistance and skills recognition for partners.
- Employers should have or build the staffing capacity to provide direct guidance to incoming talent on the various phases of arriving and settling in, including retention and family well-being issues.
- Particularly municipalities could offer practical assistance through locally employed Settlement Consultants (*bosætningskonsulenter*) benefiting from their local knowledge and networks and mandated also to assist arriving talent and other internationals.

- According to different sources, approximately half or more of all international talents bring their families with them and approximately a third have children that stay with them in the host country.<sup>18</sup>
- Noting that decisions to arrive, stay or leave are frequently family decisions with the wellbeing of family members having an important weight, also the incoming family should be supported to ease settlement, possibly starting inclusion and support activities in the country of departure/before arrival.
- Available housing is one of the most decisive factors for all talents in all countries. Although an offer of available and affordable housing options is largely market driven and provision of hosing is outside the scope of most stakeholders engaged in talent attraction and retention, employers and municipalities could assist in providing guidance in the local housing market.
- While talent and their families might often be dual career couples of both choice and necessity given the need for two incomes in high-cost countries such as Denmark or Germany, wherefore assistance with finding work and childcare is essential, other couples may opt for having only one job wherefore non-working partner could require assistance in building local networks not related to work.
- Municipalities should promote talent and partner assistance actively. The local municipality has the potential to be the main contact point on settlement issues of arrived talent (CPR registration etc), although often lacking the mandate or capacity to engage actively with individual talent support.
- Municipalities in Denmark are currently not mandated to offer services such as counselling targeting third country nationals including TCN Talent and accompanying family members. The setup of each municipality might however vary. It is therefore difficult to streamline

<sup>&</sup>lt;sup>18</sup> The Expat Study 2020. Also "Kortlægning af den digitale talentmasse i Danmark 2023", HBS Economics.

practices across municipalities, and attaining a full overview of how the municipalities work, and what they individually choose to prioritise.

- To formally include TCN Talent and accompanying family members rest on a political will and may require a policy change, which could allow municipalities to actively involve TCN Talent and their accompanying family members in providing tailored support/services. It is noteworthy to mention that integration services with refence to the Danish Integration Law, targets only refugees, and family reunified persons, who receive benefits/are eligible for social benefits from the national authorities.<sup>19</sup>
- Pre-arrival actions and information could be supported by digital tools as mentioned elsewhere in this document.

#### Relevant actors:

- Municipalities can employ Settlement Consultants with knowledge of local structures and services, including but not limited to housing, partner employment and schooling options, childcare etc. The existence of settlement consultants should be actively advertised to potential and newly arrived talent.
- Employers engaging in attracting talent from abroad for the first time should ideally commit to provide necessary support and staffing to guide the incoming talent and their families. Alternatively, employers without such capacity should be supported in the process.

#### Timeframe assessment:

Medium term.

#### Related themes/topics:

- III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)
- III.3: Establish and expand International Citizen Service (ICS) centres / offline one-stop-shops across the country
- V.3: Provide practical job and study seeking guidance and networking opportunities for accompanying family members
- V.4: Support talent and family engagement in local communities and organizations
- VI.1: Facilitate qualification and skills validation of accompanying family members

V.2: Increase the number of international spots for pupils in Danish	Relevant for Denmark	Relevant for Germany
schools and support school onboarding	✓	-

#### Recommendation:

- It is recommended to increase the number of spots for international pupils in Danish public schools (Danish: *Folkeskolen*) to allow for children of talents and other expats to attend a Danish public school without having to go to a private or international school unless it is a question of choice.

- To support the inclusion of talent into Danish public schools, school management and teachers should be capacitated to include an increased number of children who might need special support in the beginning, such as a intensive language training and mapping their knowledge level compared to the Danish curriculum.

 $<sup>^{19}</sup>$  Retsinformation, Integrationsloven, LBK nr. 1127 af 11/10/2017, available  $\underline{\text{here}}$ 

#### Rationale:

- While there has been focus on the establishment of international schools in regions with many international talents, the majority of children of talent close to two thirds attend Danish municipal schools.<sup>20</sup>
- Talent children attending a municipal Danish school may indicate a wish to stay longer in Denmark or an existing link through as for example a Danish partner. However, even if having children in Danish school does not constitute a decision on longer-term stay, having a child in school with locals may facilitate the feeling of connectedness with local society and social participation. Conversely, if the child does not feel included in the school, this may again affect the family's decision to move or stay.
- The wellbeing of the entire family is paramount for the retention of talent. A variety of schooling options according to the preferences of talent and the family is an important aspect of this, regardless whether it is a question of sufficient room in international schools or the capacity of Danish public schools to accommodate more international students.
- Increased capacity could include targeted information provision to talent families on the structures of the Danish school system, focussing also on the possible differences to the school systems of other countries.
- Despite the existence of <u>26 municipal international schools in Denmark</u>, there is approximately 1,000 standard municipal schools wherefore chances are high that the closest school is a regular municipal school with tuition in Danish. While there continues to be a need for international private schools in areas with high frequency of international talent, standard municipal schools should be capacitated to receive and include more children coming from abroad.

#### Relevant actors:

- The Ministry of Children and Education could support in providing a standard internationalization package to public elementary schools on receiving and including children of talent.
- Municipalities hold a role in guiding newcomers to the municipality on the available options, and to make information publicly available in relevant languages.

#### Timeframe assessment:

Medium term

- V.1: Provide pre- and post-arrival establishment support to incoming talent and families
- V.4: Support talent and family engagement in local communities and organizations
- VI.4: Expand vocational and academic Bachelor level English language education opportunities

V.3: Provide practical job and study seeking guidance and networking op-	Relevant for Denmark	Relevant for Germany
portunities for accompanying family members	✓	✓
Recommendation:		

<sup>&</sup>lt;sup>20</sup> <u>The Expat Study 2020</u>, Kortlægning af den digitale talentmasse i Danmark 2023, HBS Economics.

- It is strongly recommended to provide practical job and study seeking guidance and networking opportunities for accompanying family members, particularly partners. This may include as for example job search services and skillset assessments, as well as support in establishing networks for accompanying spouses amongst businesses and other potential employers.
- A number of employers and municipalities implement so-called Spouse Programmes or business-to-business talent partner referrals that could be replicated and expanded whenever and wherever possible.
- Support should be targeted to the individual but could begin also before arrival to Denmark or Germany, by preparing and advising partners and other family members on requirements for accessing education or working in Denmark or Germany, documents needed for assessment of qualifications, navigating the local education system, Danish or German labour market structures etc.
- Additional support could revert around job seeking procedures, establishing networks amongst businesses for exchange of applicant profiles in view of potential employment etc.
- Develop and expand initiatives specifically targeting women, especially those with childcare responsibilities, to help families ease the tensions caused by settling in a new community this includes inter alia childcare

#### Rationale:

- The importance for talent retention of job availability for an accompanying partner is well documented in the literature. This can be a question of equal professional development in the partnership/marriage, but also a need for two salaries in high-income and high-cost countries such as Denmark or Germany.
- Consistently and actively supporting the professional life of also the accompanying partner, whose wellbeing in the country can be decisive for whether the main applicant decides to remain or leave, is therefore paramount.
- While the main applicant may actively have chosen the destination country because of her/his professional profile and a specific job opportunity, the partner frequently will have to assess the relevance of her/his professional or educational profile and have to try to fit this into the new labour market without pre-existing networks. It is therefore relevant to provide support to partners around job seeking, qualifications, networks etc.
- Good childcare plays a decisive role. It leads to more social contacts with Danish/German families, promotes social participation and thus also indirectly facilitates access to the labour market. Germany has a well-developed childcare and education system, including state-funded kindergartens and schools. However, access to affordable and quality childcare can be challenging, especially in urban areas where demand often exceeds supply.

#### Relevant actors:

- Municipal actors as well employers may support incoming/arrived partners through existing structures and networks such as connections to other employers, direct guidance from Settlement Consultants, and supporting professional networks of partners.

#### Timeframe assessment:

- Short term.

- V.1: Provide pre- and post-arrival establishment support to incoming talent and families
- VI.1: Facilitate qualification and skills validation of accompanying family members

V.4: Support talent and family engagement in local communities and or-	Relevant for Denmark	Relevant for Germany
ganizations	✓	<b>✓</b>

#### Recommendation:

- In addition to the recommendation to provide support to talent and accompanying families with regards to arrival and settlement, assessment of skills and professional development/job search, it is recommended to support also with engagement in local communities and organizations.
- Stakeholders in receiving municipalities and employers could facilitate the connection to leisure time activities such as sports clubs and associations, also for accompanying children.
- Associations operating on a volunteer basis working to promote social inclusion and integration of TCN talents should be recognised as a valuable source that can contribute to strengthening talent management, thus become eligible for programme funding.

#### Rationale:

- Having a social life in the country and feeling a connection to society is one of the strongest factors for retention overall. While the creation of personal friendships with the local population outside work is a challenge that most stakeholders cannot influence, it is possible to support the creation of off-work networks through assisting in the identification of associations and similar corresponding to the interests of talent and their families.
- Depending on context, this could also involve facilitation of links to the local international community, expat meeting places etc.
- A favourable work-life balance is one of the strongest brands of Denmark as an international work destination, with the non-work life and leisure time part being an equally important part of the equation.
- Talent and their families could also, following the suggested acknowledgement of commonalities between integration, inclusion, and retention, be targeted through more integration like activities at municipal level.
- Diaspora-led voluntary organisations and associations involved in promoting social inclusion and integration efforts among (highly skilled) talents may experience limited capacity to sustain the work they do, due to absent or limited funding opportunities given the nature of the organisational setup and structure. Diaspora-led organisations, however, are crucial as they represent hands-on and lived experiences from their expat community members, thus useful as they can provide practical insights and knowledge on key challenges faced by the members/community. Involving such organisations more actively and collecting their input could potentially also strengthen the evidence-based approach to policy change.

#### Relevant actors:

- Inclusion of talent and families in formal integration type programming, and for atypical stakeholder organizations such as Civil Society Organizations to receive funding to engage in such programming, might require legal changes. <sup>21</sup>

- Municipalities, employers, and civil society organizations including voluntary-led associations/organisations could practically support talent and their families in linking up with relevant associations and programmes at local level.

<sup>&</sup>lt;sup>21</sup> As for example the TEID association is established with the purpose of providing guidance and support to Turkish talents and their families in Denmark. The work is currently done on volunteer basis only as not eligible for state support.

#### Timeframe assessment:

- Short term

- <u>I.2: Acknowledge commonalities between integration, inclusion and retention and adapt policies accordingly</u>
- V.1: Provide pre- and post-arrival establishment support to incoming talent and families
- V.3: Provide practical job and study seeking guidance and networking opportunities for accompanying family members
- VI.1: Facilitate qualification and skills validation of accompanying family members

# VI. PROFESSIONAL DEVELOPMENT AND OPPORTUNITIES

VI.1: Facilitate qualification and skills validation of accompanying family	Relevant for Denmark	Relevant for Germany
members	✓	✓

#### Recommendation:

- It is proposed to facilitate the validation of qualifications and skills of accompanying partners to support the access to appropriate employment or study opportunities.
- Incoming families should systematically be provided with information and guidance on the procedures and options for recognition of qualifications for partners and spouses.
- The formal recognition tasks of the Danish Agency for Higher Education and Science, except for regulated professions where the recognition responsibility rests another body depending on the profession, could be supplemented by local centres established in cooperation with educational institutions, providing assistance on recognition procedures. Decentralized recognition services would provide better access to talent around the country.
- Persons whose formal qualifications are found not to correspond to relevant Danish levels should be guided towards supplementary training/upskilling in Denmark, with options to learn in other languages than Danish and/or combine practical training with Danish lessons.

- Denmark currently does not implement points-based labour pathways under which applicants could be granted work permit based on an assessment of formal qualifications only. Danish labour schemes require a prior work contract, wherefore the assessment of sufficient qualifications for the specific job is done by the employer. According to consulted stakeholders in Denmark, there are no major challenges with regards to formal assessment of i.e. diplomas for main applicants/talent. The situation in Denmark is therefore different from other EUMS where a prior, lengthy assessment of formal qualifications may be needed prior to granting work and residence permit.
- Unless a partner submits a personal application for work and residence permit in parallel with the main applicant, the partner may arrive to Denmark without a prior job offer and therefore have to search for employment after. As previously mentioned, approximately half of all talents arrive in Denmark accompanied by a partner, wherefore this group constitutes considerable potential for additional workforce.
- Without proper assessment of qualifications for spouses and partners, there is however a risk that these may end up in the so-called Helper Trap, i.e. finding employment below their formal level of qualifications. This can have a negative impact on income, well-being and professional development and again affect retention rates.
- Even under employer-driven labour schemes such as in Denmark, where there is no requirement for formal recognition of qualifications by an external body prior to being granted a work permit, formal recognition might be needed later in case the person wants to access formal education to upgrade own skills.

- A study conducted by the German Centre for Integration and Migration Research (DeZIM) in 2022 on <u>'potential of partners who join their spouses for the German labour market'</u> shows that partners frequently face difficulties accessing the labour market, which is often due to language skills, recognition of their qualifications, the length of their stay in Germany and, in some cases, access to childcare.

#### Relevant actors:

- Employers and municipalities should provide information to incoming talent and their families on the options for receiving a formal assessment of skills and qualifications in view of work and study.
- The Danish Agency for Higher Education and Science could cooperate with educational institutions, businesses, and municipalities to create decentralized counselling centres on recognition of qualifications.

#### Timeframe:

- Medium term

# Related themes/topics:

- III.3: Continue expansion of International Citizen Service (ICS) centres across the country (offline one-stop-shops)
- V.3: Provide practical job and study seeking guidance and networking opportunities for accompanying family members
- VI.2: Lower admission threshold to Denmark for selected occupations and support post-arrival upskilling
- VI.4: Expand vocational and academic Bachelor level English language education opportunities

VI.2: Lower admission threshold to Denmark for selected occupations and	Relevant for Denmark	Relevant for Germany
support post-arrival upskilling	✓	-

#### Recommendation:

- While the authorization of health and other regulated professions adheres to strict criteria, it could be considered to facilitate the entry into work of selected high-demand professions and provide options to upskill while working temporarily in a related field but at a lower level commensurate with qualifications already assessed in Denmark.
- Upskilling curricula could target specific profession groups and nationalities/countries based on criteria identified in advance in cooperation with the Danish Agency for Higher Education and Science and other relevant bodies such as the Danish Patient Safety Authority, education institutions, unions, and others.
- The upskilling process can be combined with intensive language training (cf. recommendations related to language training)

#### Rationale:

- The responsibility for recognition and registration of as for example health care professionals in Denmark, one of the professions in excessively high demand, rests with the <u>Danish Patient Safety Authority</u> that is however known to have long processing time. According to the Danish Parliamentary Ombudsman, the average processing time for foreign-born doctors was for cases completed between 1 January 2020 and 30 June 2021 more than five years.<sup>22</sup>

<sup>&</sup>lt;sup>22</sup> Press release from the Danish Parliamentary Ombudsman, 23 February 2022

- Consulted stakeholders have expressed a wish to be able to also employ professionals in high demand that do not fulfil current criteria for the Danish labour pathways due to salary limitations i.e., Social Assistants (Danish: SOSU) but should be able to receive a work permit and receive upskilling while working after arrival. This could also concern persons initially arrived to work as medical doctors but if unable to fulfil post-arrival criteria could work in other high-demand professions with less requirements.
- While the suggested measure may be perceived as primarily an attraction measure, it has been included here also for the spill-over effects a focus on post-arrival upskilling could have on accompanying partners, where necessary.

- Lower access thresholds would require legislative changes.
- Practical cooperation on post-arrival upskilling might involve the Danish Agency for Higher Education and Science, other bodies when relevant (such as the Danish Patient Safety Authority) as well as educational institutions.

#### Timeframe assessment:

- Long term due to legislative changes.

#### Related themes/topics:

- IV.2: Revise administrative restrictions on free language training.
- VI.1: Facilitate qualification and skills validation of accompanying family members
- VI.4: Expand vocational and academic Bachelor level English language education opportunities

VI.3: Promote internship opportunities and study relevant jobs for inter-	Relevant for Denmark	Relevant for Germany
national students	✓	✓

# Recommendation:

- Universities and other educational institutions should offer more/enhanced opportunities of internships and/or study relevant jobs for international students who are enrolled in a study programme in Denmark, including guidance on searching for study relevant jobs (resume/CV, application, career portals), and providing information sessions on the Danish Labour Market culture to better equip the student and increase the knowledge of the contextual working life and mentality.
- Universities and other educational institutions and companies should strengthen the collaboration to offer study relevant jobs and internships as an integral part of their education programme through established partnerships, as for example through coordination through matchmakers and similar facilitation roles.
- It is also proposed to establish similar partnerships to secure jobs for recent international graduates on an equal footing with native students after they have graduated.

#### Rationale:

- As demonstrated also by recent political agreements in Denmark to increase the number of study places for international students, this particular group of talents is particularly important to most countries for a variety of reasons, including but not limited to already being

- present in and having knowledge of the country, as well as having studied or already obtained a national diploma from an education institution in the country and thus familiar to employers.
- However, as reported in media and stakeholders such as the Confederation of Danish Industry, international students are one of the talent groups with the lowest retention rates in Denmark.<sup>23</sup> More should therefore be done to retain international students in Denmark, including increasing links to the Danish labour market.
- Southern University of Denmark (SDU) together with Sønderborg Municipality and 12 companies in the Southern Denmark region offers a job in extension to the university degree of students studying engineering. This initiative represents a part of the job guarantee scheme (in Danish Jobgarantiordning) and has been initiated to ensure quicker job placement shortly after graduation.<sup>24</sup>
- Consulted stakeholder have requested that companies should play a more active role in engaging in recruiting international students by offering study relevant jobs as a part of their education. The practical experience gained from working in a Danish-led company will equip the international students with new skills that they can apply to the jobs they apply for after graduating, which will enable a better understanding of the Danish labour market and working culture, thus better prepare them for potential (long-term) employment in Denmark.
- With the recent adoption of the bill to strengthen international recruitment (as of April 2023), the automatic job-seeking permit for international students was extended from six months to three years. This allows international students who have already obtained residence permit for the purpose of studying in Denmark to seek employment in Denmark after they have completed their education (bachelor, master, or PhD degree in Denmark).<sup>25</sup> The recent adoption of the three-year job-seeking permit thus foster greater opportunities to facilitate the access of international students to the Danish labour market. The bill allows recent graduates to take up jobs from different employers without submitting a new application for permit of stay.<sup>26</sup>
- Business Horsens has had good experiences with so-called matchmakers whose role it is to identify potential candidates for companies and function as practical liaison between education institutions and local businesses. The primary role of the matchmaker is to "match' Horsens labour market with qualified workforce. Business Horsens has recently appointed a matchmaker as of January 2024 (<u>Business Horsens 2024</u>).

#### Relevant actors:

- Universities and educational institutions should provide information about internship and study relevant job opportunities to international students, including the provision of information sessions concerning job search, writing CV, applications, and orientation about the Danish labour market, and working life culture.
- Universities, educational institutions, companies, and municipalities should strengthen their efforts in establishing partnerships to facilitate easier access to the Danish labour market.

<sup>&</sup>lt;sup>23</sup> Presentation "Status på international arbejdskraft" by Mr. Søren Høfler, Confederation of Danish Industry, 15 September 2023.

<sup>&</sup>lt;sup>24</sup> PeopleTech, I Sønderjylland har udenlandske ingenjørstuderende jobgaranti, March 2023

<sup>&</sup>lt;sup>25</sup> Nye regler for opholdsordninger på erhvervs- og studieområdet, New to Denmark 2023

<sup>&</sup>lt;sup>26</sup> Higher Education Programmes, New to Denmark 2023

- Unions could cooperate more closely with the universities to ensure that international students are well informed about their (labour) rights in Denmark.

### Timeframe assessment:

- Short term

# Related themes/topics:

- IV.1: Remove or extend the five-year limit for free language classes (Denmark)

VI.4: Expand vocational and academic Bachelor level English language ed-	Relevant for Denmark	Relevant for Germany
ucation opportunities	✓	✓

### Recommendation:

- Expand vocational and academic Bachelor level English language education opportunities to provide more training opportunities for internationals in Denmark and Germany, including accompanying family members and international students.
- Map identified needs amongst talent families in view of implementing expanded training opportunities

### Rationale:

- Despite recommendations in also this document for interventions to promote training in Danish/German language to talents and their families, partners and older children may have limited options to follow education in these countries due to less offer of English-language tuition as well as limited knowledge of Danish/German.
- Academic institutions such as universities may offer classes or entire degrees in English at Master's level and higher, but academic education up until bachelor's level as well as vocational training is often accessible only to speakers of Danish/German with native language proficiency.
- Providing a greater variety of education opportunities in English accessible to talent and their families, including vocational trainings in fields of high demand, would support the professional development and family well-being of talents and their families, prepare them for insertion into the labour market in Denmark/Germany or elsewhere
- A greater variety of English-language trainings would in additional be accessible to Danish nationals with an interest in having a international profile vocation or academic education.

#### Relevant actors:

- Additional, English language education opportunities might require legal change
- Academic and vocational training institutions should be involved in defining and setting up additional English-language training opportunities

## Timeframe assessment:

- Long term

# Related themes/topics:

- II.4: Implement feedback mechanism for migrant workers for adaptation and improvement of policies and measures

- V.3: Provide practical job and study seeking guidance and networking opportunities for accompanying family members
- VI.1: Facilitate qualification and skills validation of accompanying family members

VI.5: Implement flexible policies for changing employer and nurturing ex-	Relevant for Denmark	Relevant for Germany
isting, international staff	✓	✓ (partially)

### Recommendation:

- Employers hiring international talent should nurture international staff by offering opportunities to develop professionally, including opportunities to move laterally to other positions within the same company.
- Countries should implement flexible policies and reduce bureaucratic procedures to allow international talent to change jobs and take up additional work without fear of losing the residence permit or going through lengthy, bureaucratic procedures.

- Although personal and familial motivations of international talents to move to another country will differ, a move for better opportunities frequently involves considerations of career opportunities and professional development in the new host country. Besides better language skills and social life, personal growth and career opportunities are a major retention factor for talent.
- Career opportunities and professional development should not be understood in the restricted fashion of accessing one job in which the talent would stay indefinitely in the same position, but also opportunities to move laterally within the same organization, between different employers in the same country or even to another country, in which case the professional development is also linked to intra-EU circulation.
- It is likely that international talent, having already moved to at least one other country in search of better opportunities, might be prone to leaving the hosting country again if the first country does not offer sufficient career development opportunities for the talent or alternatively family members.
- If there are limited options to change tasks or to change employers within the same country, talent might avoid coming to a given country if perceived as a professional dead-end.
- In the case of Denmark, the non-implementation of relevant EU directives and hence limited possibilities to circulate between Denmark and other countries in the EU region might function as a deterring factor in itself.
- Current Danish regulations define that changing employer and/or jobs within the same company may necessitate the applicant to apply for a new work and residence permit depending on the applicable labour pathway.<sup>27</sup> If a person looses the job to which the residence and work permit is tied, s/he will have limited time to search for a new job before loosing the permit to stay, in which case both the talent and the accompanying family members will have to leave the country, which may send a restrictive signal also to prospective talent

<sup>&</sup>lt;sup>27</sup> New to Denmark (nyidanmark.dk)

considering moving to Denmark. Restrictive regulations on work and residence permits are exemplified also by media reports on researchers possibly being fined for giving lectures in their field of expertise but outside the original institution to which the residence and work permit was tied.<sup>28</sup>

- With implementing the requirements of Directive (EU) 2021/1883, Germany has widened employment pathways and flexibility for EU Blue Card Holders. Short-term and long-term mobility in Germany will be granted to holders of an EU Blue Card issued by another EU MS. EU Blue Card Holders from other EU MS may travel to Germany for a max. stay of 90 days for business activities related to their employment.<sup>29</sup> Furthermore, EU Blue Card Holders in Germany are granted more flexibility change employers/positions in Germany. After working under an EU Blue Card for 12 months, they are permitted to change employers without needing to notify the immigration authorities
- For any other individuals, if an individual has already worked for at least two years with a residence permit for the purpose of employment or has resided continuously in Germany for at least three years with a residence permit, they can move to another skilled employment without prior approval, provided there is no legal time limit fixed for their type of employment.

### Relevant actors:

- Less restrictive policies for changing employment in-country would require legislative changes.
- Local nurturing of international staff would require employers to be aware of the needs and wishes of the staff, and for the company structure and culture to facilitate movements within the organization also for staff whose main language is not the majority language in the organization.

## Timeframe assessment:

- Short/medium term for actions within enterprises, long term for policy changes

- <u>I.5: Analyse potential for Denmark to join or facilitate EU level Talent initiatives such as the EU Blue Card</u>
- II.3: Evaluate existing labour pathways to identify needs and gaps.
- V.3: Provide practical job and study seeking guidance and networking opportunities for accompanying family members
- VII.2: Review bureaucratic impediments for employing international talent

	VI.6: Review existing policies and practices for recognition of high-demand and regulated professions	Relevant for Denmark  ✓	Relevant for Germany  ✓
F	Recommendation:		

<sup>&</sup>lt;sup>28</sup> Internationalt anerkendt forsker er meldt til politiet: »Når jeg deler min viden med danske myndigheder, bliver jeg straffet«, Politiken November 2017

<sup>&</sup>lt;sup>29</sup> The new Skilled Immigration Act (make-it-in-germany.com)

<sup>&</sup>lt;sup>30</sup> Germany: New EU Blue Card Rules in Force from November 18 | Fragomen, Del Rey, Bernsen & Loewy LLP

- Particularly for high-demand and regulated professions, it is recommended to carry out a thorough review of current recognition and authorization policies to assure these are fit-for-purpose.
- Policies not matching current or future labour market needs should be updated in coordination with relevant labour market stakeholders, including state agencies, employers and their organizations, labour market unions etc.

### Rationale:

- As indicated previously, recognition and authorizations of selected high-demand professions continue to be a challenge and may be expected to continue so in view of demographic developments and labour market needs in all EU countries.
- Despite increment steps to improve the admission of as for example nurses a political agreement in Denmark from February 2023 as for example relaxed the language requirements for nurses from non-EU countries<sup>31</sup> a forward-looking, thorough review of existing policies, practices and attraction challenges could provide relevant input for policy reforms.
- The German labour market is highly formalized and regularized. The recognition of qualifications and skills remains a challenge in attracting international talent, especially in relation to the regulated professions in Germany. Recognition procedures are often lengthy and costly. The new Skilled Immigration Act intends to simplify recognition procedures.
- While the recommendation is also an attraction issue that is not the primary focus of this project, revised policies for recognition of qualifications may serve to broaden the employment scope also of accompanying partners and thus work in favour of retention rates.

### Relevant actors:

- Danish Agency for Higher Education and Science, Danish Patient Safety Authority, and other relevant state bodies
- Public and private employers, and their organizations
- Labour Unions
- Education institutions

#### Timeframe assessment:

- Short term for review, long term for policy updates

- II.3: Evaluate existing labour pathways to identify needs and gaps.
- II.4: Implement feedback mechanism for migrant workers for adaptation and improvement of policies and measures.
- VI.1: Facilitate qualification and skills validation of accompanying family members
- VI.2: Lower admission threshold to Denmark for selected occupations and support post-arrival upskilling

<sup>&</sup>lt;sup>31</sup> Aftale om en akutplan for sygehusvæsenet (February 2023) that also included the establishment of a taskforce to look at improved procedures for authorizations of health personnel.

# VII. DIGITAL ECOSYSTEM AND BUREAUCRACY

VII.1: Promote digitalization in access to public sector information and	Relevant for Denmark	Relevant for Germany
services	✓	✓

## Recommendation:

- Facilitate easier access to public information and services through digitalized platforms, including as for example rollout and implementation of the European digital identity wallet to support applications and other processes.
- Offer user-friendly digital solutions to ease access to relevant information, news and public services online, while considering that such services and digital communication should at minimum be available also in English language.

- Access to digital services, including digitalized application procedures, are considered important in today's labour market. Wide-spread use of digital services in a society is considered an attractive trait of possible talent destinations signalling innovation and modernity. In the same vein, the presence of analogue rather than digital services may be considered unattractive for talent. Not the least in the post-pandemic world where remote work modalities have become widespread and therefore also expected by employees.
- National digital services may help to facilitate easier/smoother mobility for talents cross borders, including skills recognition, and facilitate continued connection to professional development opportunities and language learning. On the personal level, digital infrastructure facilitates access to news sources and information on the country and serves as a connection to family and friends and thus a retention factor.
- Access to news on the host country in talents' own language or at least English might help talent to feel better informed and included on the country. In Denmark, English-language news is however limited to a few mostly commercial news outlets.
- The use of the <u>European Digital Identity</u> (also referred to as EU's Digital Identity Wallet) allows EU citizens, residents and businesses to identify themselves or provide confirmation of personal information either online, or offline across the EU. The app can be used to confirm a person's right to reside, work or study in a certain Member State of the EU.<sup>32</sup> The use of the <u>EU's Digital Identity Wallet</u> is currently being piloted in various EU Member States. Through the Nordic cooperation, Denmark, Finland, Iceland, Norway, and Sweden has expressed political will to establish a digital national ID for citizens residing in the respective countries, as ID-matching is considered necessary to ensure safe mobility cross borders.<sup>33</sup>
- A pilot project was earlier carried out to test the waters of the <u>EU's Digital Identity Wallet</u> in Norway to centralise and ease the access to central platforms as an attempt to reduce the waiting time for new hires who are based outside the EU (non-EU citizens). The sample size consisted of nine people, and for those nine people the project implementers managed to reduce the waiting time from 37 weeks to only

<sup>32</sup> European Digital Identity, European Commission 2023

<sup>&</sup>lt;sup>33</sup> Sætter fart på omstillingen til en fuldt integreret digtial region, Nordic Cooperation, September 2023

- 3 days. The reduction of the time processing was groundbreaking, and the next piloting phase will include a larger sample size, including accompanying partners/spouses.<sup>34</sup>
- The <u>Electronic Exchange of Social Security Information</u>, an EU developed digital platform, is a decentralized IT system that supports social security institutions in the EU to exchange social security related information across the EU/ EEA region, and was created to secure smoother transfer of data and to minimize the risks of losing data when relocating to another country within the EEA region.<sup>35</sup>

### Relevant actors:

- National authorities such as municipalities with access to social security information, and the Danish Agency for International Recruitment and Integration, Danish Agency for Digital Government

## Timeframe assessment:

- Medium term insofar as digitalization is already ongoing but would need to involve multiple state stakeholders.

## Related themes/topics:

- III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)
- IV.3: Diversify tuition and inform coherently on language training offers
- VII.2: Review bureaucratic impediments for employing international talent

VII.2: Review bureaucratic impediments for employing international tal-	Relevant for Denmark	Relevant for Germany
ent	✓	✓

### Recommendation:

- It is recommended to carry out a national review of bureaucratic impediments for attracting and retaining international talent and to implement policy reforms accordingly.
- The review should gather input from a broad range of stakeholders and might concern issues such as documentation requirements during application and settling in the country, communication with authorities, residency grounds for talent and families and other aspects as reported by stakeholders, media, and other sources.

### Rationale:

- The customer journey of talent attraction begins already in the country of residence with gathering of information on opportunities in possible destinations. To assure attractiveness, information should be accessible in terms of both language and clarity on the process and its requirements. Time-consuming, complex bureaucratic procedures may lead talent and their families to decide on alternative destinations.

<sup>&</sup>lt;sup>34</sup> Meeting with Oslo Region Alliance (Osloregionen), 19 September 2023 under the auspices of the Talent Hub Project

<sup>35</sup> Electronic Exchange of Social Security Information (EESSI), European Commission, 2023

- A good example of a perceived non-bureaucratic measure mentioned by various international stakeholders is the Danish fast-track pathway (recently expanded as of April 2023) that provides a shortened procedure for the hiring process to businesses approved for the fast-track procedure according to preset criteria. Bureaucratically reduced solutions are therefore considered attractive by stakeholders.
- Although initial bureaucratic impediments may seem mostly related to attraction and lack of understanding of arrival process, post-arrival bureaucracy can serve as an obstacle for settling in and ultimately lead to lower productivity or for talent and their families to leave the country earlier than expected. Frequently cited bureaucratic impediments particularly in Denmark are as for example rules and regulations around residence permits for non-EU partners and spouses, requirements for proof of income for selected labour pathways as well as the often cited requirement to have salary paid to a Danish bank account.

## Relevant actors:

- Central stakeholders such as state and municipal agencies, private and public employers, organizations, educational institutions, and attraction should provide input to the review based on experienced challenges.
- Changing bureaucratic requirements may require legal changes.

### Timeframe assessment:

- Short term for the review, long term for needed policy changes.

## Related themes/topics:

- I.1: Establish national talent coordination mechanism and strategy
- II.1: Consistently collect and publish data on talent management and retention
- II.3: Evaluate existing labour pathways to identify needs and gaps.
- <u>II.4: Implement feedback mechanism for migrant workers for adaptation and improvement of policies and measures.</u>
- III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)
- VI.6: Review existing policies and practices for recognition of high-demand and regulated professions
- VIII.1: Promote durable conditions for obtaining permanent residence and citizenship

VII.3: Review current legislation and policies related to cross-border re-	Relevant for Denmark	Relevant for Germany
mote work and digital nomads	✓	✓
26		

### Recommendation:<sup>36</sup>

Review current legislation and policies related to cross-border remote work and digital nomads with a view to facilitate remote work modalities including but not limited to digital nomads. I.e. both opportunities for already hired talent to work from other locations/teleworking as well as opportunities for talent to be hired for the purpose of working remotely.

<sup>&</sup>lt;sup>36</sup> For an extensive analysis of the various aspects of remote work and digital nomad policies, please refer to the two separate overviews and policy briefs on the same topics produced by the Talent Hub project and available from https://denmark.iom.int/talent-hub-eu.

- It is proposed that hiring companies assess the need for remote workers, but also that the hiring company develops coherent, easy-read policies that concern remote work options for sectors where remote work is possible/appropriate.
- Partner with neighbouring countries to roll out cross-border remote work policies, e.g., Denmark, Finland, Norway, Sweden, and Iceland following the existing Nordic Cooperation structure set in place already.

- The aftermath of the COVID-19 pandemic demonstrated that teleworking became a prominent mode of work, initially imposed to reduce the spread of the COVID-19 virus and has since the outbreak become a norm for millions of workers in the EU and worldwide.<sup>37</sup> The prevalence of teleworking is higher in ICT- and knowledge-intensive sectors and more broadly among highly skilled workers when comparing with other sectors. Nearly 40 per cent of persons currently working in the EU shifted to full time telework as a result of the pandemic.<sup>38</sup>
- The COVID-19 pandemic accelerated the acceptance of remote work from various locations, coinciding with the growth of digital nomadism, as lifestyle that allows the worker to leverage technology to work remotely from various locations while changing surroundings.<sup>39</sup> Digital Nomad visas where first introduced in 2020, and initially developed as a tool to compensate for the economic loss resulting from the travel restrictions imposed due to the COVID-19 outbreak.
- With the increased implementation of telework arrangements and growth of digital nomadism, coherent policy development and establishment of legal frameworks and overall information concerning legal rights of cross-border remote workers becomes increasingly important, to ensure that remote workers are well informed about their rights including but not limited to social security, health and taxation obligation.
- Teleworking modalities gives greater opportunities to deliver work more flexibly. While teleworking can be practical for various reasons, such arrangement can have a crucial impact on the well-being of the talent, especially in cases where the talent's core family lives elsewhere than where the job is physically performed. The teleworking arrangement allows the individual to be closer to family and can therefore help to enhance the overall well-being of the talent, and his/her/their family.<sup>40</sup> Telework/remote work can therefore be argued to be linked to well-being of the individual.
- Based on consultations with various stakeholders, it is observed that hiring companies play a crucial role in framing the internal policies of teleworking and other flexible work arrangement modalities, but also the extent to which these policies are well disseminated, explained and easy to follow.

<sup>&</sup>lt;sup>37</sup> Science for Policy Briefs, European Commission, 2021

<sup>&</sup>lt;sup>38</sup> Science for Policy Briefs, European Commission, 2021

<sup>&</sup>lt;sup>39</sup> De Almeida, Marcos Antonio, António Correia, Daniel Schneider, and Jano Moreira de Souza. "COVID-19 as opportunity to test digital nomad lifestyle." In 2021 IEEE 24th International Conference on Computer Supported Cooperative Work in Design (CSCWD), pp. 1209-1214. IEEE, 2021. Source cited in the Digital Nomad Report, prepared by Frank Hanto 2023

<sup>&</sup>lt;sup>40</sup> Meeting with the Turkish Expats' Group (TEID) in Denmark, 20 October 2023

- Through the Nordic cooperation, Denmark, Iceland, Finland, Norway, and Sweden, expressed a political will to strengthening ID-matching cross border to facilitate intra-mobility among Nordic workers, including TCNs through the use of EU's Digital Identity Wallet.<sup>41</sup> This initiative serves as an indication of political will to strengthen the intra-mobility on a more regional level.

### Relevant actors:

- Introducing the Digital Nomad Visas would depend on legal change, and political will.
- For remote working arrangements (teleworking), employers play an important role in identifying the needs for teleworking and adapting relevant policies for the benefit of both nationally and internationally hired staff.
- The legal framework of cross-border teleworking requires legal change and political will.
- Nordic Council members (Denmark, Finland, Iceland, Norway, and Sweden).

### Timeframe assessment:

- Long term. Coordination needed between different legislative areas.

## Related themes/topics:

- VII.2: Review bureaucratic impediments for employing international talent

<sup>&</sup>lt;sup>41</sup> European Digital Identity, European Commission 2023

# VIII. RESIDENCY AND BRANDING

VIII.1: Promote durable conditions for obtaining permanent residence	Relevant for Denmark	Relevant for Germany
and citizenship	✓	✓ (partially)

## Recommendation:

- It is recommended to provide faster and clearer pathways to permanent residence for international talent and their families, and to provide clear guidance and instructions on same.
- Should there not be political will to amend regulations for permanent residence and citizenship, it would be important for existing regulations to remain durable and not be changed with retrospective conditions impacting migrants already in the country or having submitted an application for change of residence status.

- An often overlooked but important element of attraction and retention is the possibility to acquire long-term or permanent residency in the selected destination country, or even citizenship. While mobile, international talent might be expected to keep the option of moving to another country, residency options and the possibility of belonging to the society longer-term can provide a sense of stability and support retention.
- For talent families whose residence is tied to the main applicant, the children may not have the opportunity to gain their own residency as long as they are in education as only work and not education is counted as relevant occupancy when counting towards the duration needed for permanent residence. Despite being often less mobile than singles, families with children may therefore decide to leave if another country provides better residence stability for the children.
- As stated in ITA report, <sup>42</sup> migration policies of a country have a strong impact on the attractiveness of a country and therefore cannot be understood as disconnected from regulations pertaining to labour pathways. As for example Denmark, that notoriously has some of the strictest criteria for residence and citizenship amongst EUMS, in the ITA ranks high in a number of attractiveness indicators except in the category of Future Prospects (including acquisition of nationality or change from temporary to permanent status), where Denmark belongs to the bottom 25 per cent of countries surveyed in the report.
- Deterrence policies such as strict immigration and residence regulations can therefore, while being a political choice or compromise to target broader groups of migrants, be counterproductive to attempts to attract and retain international workforce to the country.
- In view of this, some countries have introduced more lenient regulations for talent. Blue Card holders in Germany are as example eligible for German residency after five years.
- In a presentation by the Confederation of Danish Industry at Business Forum in September 2023, it was noted that half of EU citizens in Denmark for work purposes on average had left the country after six years. For persons from third countries half of the persons had left

<sup>42</sup> OECD, Indicators of Talent Attractiveness (2023)

already after four years.<sup>43</sup> While this in the presentation was attributed to third country nationals working in comparatively higher positions with highly qualified talents being more mobile than others, it can be asked if the EU citizens stayed longer because they had the option as EU citizens, and that the non-EU citizens might have left earlier because they did not have access to stay.

- Noting that existing, strict regulations on permanent residence and acquisition of nationality may be politically difficult to change, it would nevertheless be important to assure the durability and avoid frequent changes of residency conditions as this could provide also coveted talent with a feeling that longer-term stay in the country is ultimately impossible and unwanted by the residence state.
- In May 2023, the Federal Ministry of the Interior published a draft law on the modernization of the citizenship/nationality law. The German parliament passed the new law on 19 January 2024. The law provides for the possibility of multi-citizenship and the path to acquiring German citizenship will be made easier. Naturalisation will be possible after five years instead of the previous eight years. Under certain circumstances, the duration of previous residence can be shortened to up to three years (for those considered well integrated i.a. German language skills C1, outstanding performance on the job, securing livelihood without recourse to public funds). The law also enables multiple nationality and thus dual citizenship. Dual citizenship was previously only possible in exceptional cases.
- With the new Skilled Immigration Act, those who have been issued a residence permit for employment as a qualified skilled worker (and completed their vocational training or degree outside of Germany) may be granted permanent residence after just 3 years (previously 4 years), while EU Blue Card holders will be able to acquire permanent residence after 27 months. 44 Although there is a legal framework for the access of skilled workers to permanent residence, the conversion of visas into residence permits can be lengthy, which may result in significant uncertainty for the skilled worker as well as complicate other administrative procedures (incl. housing).

### Relevant actors:

- Any changes or status quo to existing policies on residence and citizenship would require legal changes as well as political investment from governments.

#### Timeframe assessment:

- Long term.

- II.4: Implement feedback mechanism for migrant workers for adaptation and improvement of policies and measures.
- III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)
- V.1: Provide pre- and post-arrival establishment support to incoming talent and families
- VII.2: Review bureaucratic impediments for employing international talent

<sup>&</sup>lt;sup>43</sup> Presentation "Status på international arbejdskraft" by Mr. Søren Høfler, Confederation of Danish Industry, 15 September 2023.

<sup>44</sup> https://www.make-it-in-germany.com/en/visa-residence/skilled-immigration-act

VIII.2: Facilitate entry and residency access for intra-EU mobile talent	Relevant for Denmark	Relevant for Germany
Time in a contact citery and residency decess for initial 20 mostle careful	✓	-

### Recommendation:

- Facilitate entry and residence access for intra-EU mobile talent with extended work or study related stay in another EU Member State by acknowledging previous residence periods inside the European Union area.
- Facilitation should ideally happen through eased entry and residence regulations for selected TCN talent in the EU but could be supplemented with increased outreach and guidance targeting TCN talent in other EUMS.

#### Rationale:

- Particularly for Denmark that currently does not implement labour migration related EU directives and initiatives, it could be considered to review regulations and facilitate access and residence to Danish labour pathways for TCNs with documented, prior work or study related stay in another EUMS, as for example Blue Card holders. This could include also letting stays in another EUMS count towards the time of stay in Denmark needed to change residence status.
- Easing access and residence regulations for TCN talent with documented work/study experience in another EU Member State would work towards making Denmark a more attractive destination for TCN talent already residing in the EU and thus support intra-EU circulation also in a context where Denmark does not implement relevant directives.

### Relevant actors:

- Any changes or status quo to existing policies on residence and citizenship would require legal changes as well as political investment from governments.
- Increased outreach to TCN talent in other EUMS on the conditions for coming to Denmark could be done centrally through information portals, and/or through direct cooperation between stakeholders working on talent attraction and retention in Denmark and other EUMS.

### Timeframe assessment:

- Short term on outreach and information provision, long term on required policy changes.

- I.5: Analyse potential for Denmark to join or facilitate EU level Talent initiatives such as the EU Blue Card
- III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)
- II.3: Evaluate existing labour pathways to identify needs and gaps.
- VIII.1: Promote durable conditions for obtaining permanent residence and citizenship
- VIII.5: Analyse and review the destination country's relative policy standing and attractiveness vis-à-vis neighbouring countries

VIII.3: Actively use country and place branding for attraction and reten-	Relevant for Denmark	Relevant for Germany
tion.	•	<b>V</b>
Recommendation:		

- Actively promote and develop place branding for attraction and retention of international talent.
- Guide regions and smaller cities in building brands as favourable career destinations for international talent.
- Acknowledge the influence of existing talent, diaspora and migrant groups on existing brands and benefit from their experiences in promoting the brand.

### Rationale:

- While countries and bigger cities may already have invested heavily in creating strong place brands, reflected in various attractiveness indexes as well as the influence of major actors such as Copenhagen Capacity whose branding work has received international recognition, tion, the much can still be done to increase the brands of regions, smaller cities, and municipalities. Such brands could build on factors of known importance to international talents but attainable also in smaller communities, i.e., affordable, and available housing, proximity of services and the social connections of smaller neighbourhoods, linked to essential themes such as family well-being and the existing Danish country brand of work-life balance.
- Focus should however also be given to acknowledging and reducing the impact of negative sides of existing brands. While Denmark can be said to have a strong country brand on topics such as stable work-life balance, security, social welfare, environment, digitalization and gender equality, the societal stability narrative may be undermined by negative narratives of instability on migration level on topics such as residence and citizenship, difficulty of making friends with the local population or even xenophobia.
- Although place branding may primarily be linked to attraction, options, and conditions for residing in the country make retention factors part of the brand whether publicly advertised or not. Even if not part of the official brand, talent, diaspora groups and other migrants may influence the attractiveness brand through their presence or communications with friends and family considering relocation to the country.
- While branding can be supported by talent ambassadors and similar structures, it should be acknowledged that the general reputation of a country or place can be impacted positively or negatively by larger groups of migrants already living in the country and experiencing retention factors in their daily life.

### Relevant actors:

- Branding agencies and other actors with equivalent expertise in country and city branding can have an advisory role.
- Talent and diaspora groups may provide information and guidance to their peers and should be recognized for the work.
- Municipalities, city administrations and similar structures should focus on analysing local strengths and structures when formulating their own brands and strategies for talent attraction and management.

### Timeframe assessment:

- Short term

- <u>II.4: Implement feedback mechanism for migrant workers for adaptation and improvement of policies and measures.</u>
- <u>III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)</u>

<sup>&</sup>lt;sup>45</sup> See i.e. "Digitale talenter og muligheder for at tiltrække mere talent til Danmark," HBS Economics, September 2020

- V.4: Support talent and family engagement in local communities and organizations
- VIII.1: Promote durable conditions for obtaining permanent residence and citizenship

VIII.4: Counteract xenophobic narratives and promote the positive contri-	Relevant for Denmark	Relevant for Germany
bution of talent	✓	✓

#### Recommendation:

- Build national, public support for talent attraction and retention by actively promoting the positive contribution of labour migrants to society and the economy.
- Counteract xenophobic narratives and support cohesive societies through integration/inclusion programming and information campaigns on the value of labour migration.

#### Rationale:

- In societies with occasionally hard and critical public debates on migration, but with labour market and demographic developments requiring increased use of international labour, it will be important to build national support for talent attraction and retention to avoid conflation with the general migration debate despite the different entry and residency regulations applied to distinct groups. Even so, it should be stressed that talents are also migrants and that a complete differentiation between highly skilled migrants and other migrants is neither possible nor desirable in societies promoting equal treatment.
- Toxic or at best uninformed discussions on migration issues may undermine political and public backing for talent attraction and retention, which can not only be a hindrance to necessary policy forms and attraction initiatives but also negatively affect talent retention rates if talents and their families feel unwelcome and met by a society not appreciating their personal and financial contributions.
- As earlier described, some country indexes consider lack of cohesion and equal treatment of migrants one of Denmark's weaker points with regards to attraction of international labour. Whether one considers such statements a serious challenge to the country's overall attractiveness or not, seeing that Denmark may have a high ranking in other areas of relevance, or whether there is political backing to involve migrants overall in social cohesion, much can still be done to promote the positive contribution of labour migrants to society through programming and information campaigns. Not only as messaging targeting the general population, but also targeting talents already in the country in view of acknowledging their contribution and that way positively affect retention rates.
- Internationally, Germany scores comparatively lower in the categories of culture & welcome. Just as in Denmark, much can still be done to promote the positive contribution of labour migrants to society. Furthermore, integration should not only focus on the skills of migrants, such as their education and language skills, the focus should be even more strongly on structural disadvantages and discrimination (labour market access, housing) and countermeasures should be taken accordingly to create an environment truly inclusive where talent feels welcome and wanted and that embraces diversity at the individual, organisational and societal level.

#### Relevant actors:

- State acknowledgement of the need to support talent and their families in their inclusion in society would provide a basis and possible funding for organizations, civil society groups, and employers to carry out programming to promote the positive contribution of talent.

- Information campaigns could be developed and implemented by various stakeholders working with migrants or specific talent groups such as cities, employers, organizations, or civil society, by taking into account also input from talent and diaspora groups etc.

### Timeframe assessment:

- Short term on promoting the positive contribution of talent, long term on changing the narrative

# Related themes/topics:

- I.2: Acknowledge commonalities between integration, inclusion and retention and adapt policies accordingly
- II.4: Implement feedback mechanism for migrant workers for adaptation and improvement of policies and measures.
- V.4: Support talent and family engagement in local communities and organisations
- VIII.3: Actively use country and place branding for attraction and retention.

VIII.5: Analyse and review the destination country's relative policy stand-	Relevant for Denmark	Relevant for Germany
ing and attractiveness vis-à-vis neighbouring countries	<b>✓</b>	✓

### Recommendation:

- National authorities should strengthen their efforts in profiling neighbouring destination countries' policies regarding talent attraction to maximise own attractiveness while still focusing on opportunities for cross-country cooperation rather than competition.
- Actors involved in talent management should assess opportunities for cross-border cooperation with talent management stakeholders especially in neighbouring countries, e.g. by developing user-friendly information materials on professional development opportunities and legal rights, contact points for opportunities in neighbouring countries in view of intra-EU circulation etc.
- Policy assessments should be supported by national talent management data as well as a needs and gaps analysis.

- Intra-EU circulation frequently takes place based on neighbouring countries but also to/from countries with linguistic and cultural proximity such as same language, cultural outfit, and recognizable societal structures. At the same time, policy developments in neighbouring countries may affect their relative attractiveness, with as for example one of two similar countries gaining the upper hand with regards to attracting talent due to policy changes in a more favourable direction.
- There is therefore reason to follow policy developments in neighbouring countries to at least align own policies to more favourable ones, but also to maximize cooperation and exchanges on talent management between countries in the closer region as well as the EU.
- In the case of Denmark, directly comparable countries would be as for example Germany also covered by these recommendations as well as Sweden and Norway (the latter not part of the EU but the EEA). Also, the other Nordic countries due to societal similarities as well as the existing Nordic cooperation in many areas.
- Building knowledge of neighbouring countries' stand on talent management including attraction, could enhance the opportunities for smooth intra-mobility circulation of talents who wish to circulate within the EU to live and work in different places rather than leaving the EU entirely, while at the same time contributing to EU's internal market.

- Easily accessible information with a tailored profiling of neighbouring countries can capacitate talent to find jobs elsewhere in the neighbouring region of the intended country destination, thus on the long run enhance the motivation to circulate within the region and seek professional opportunities that are not bound to the intended country destination.

### Relevant actors:

- Talent management stakeholders across borders in partnership with diaspora groups. In the context of Denmark: Germany, Sweden, Norway, Finland.
- National authorities in the neighbouring countries. In Denmark: Danish Agency for International Recruitment and Integration (SIRI)

#### Timeframe assessment:

Medium term.

# Related themes/topics:

- I.5: Analyse potential for Denmark to join or facilitate EU level Talent initiatives such as the EU Blue Card
- II.3: Evaluate existing labour pathways to identify needs and gaps.
- III.2: Redesign digital portals with newcomer information for enhanced, multilingual accessibility (website, app)
- VII.2: Review bureaucratic impediments for employing international talent
- VIII.2: Facilitate entry and residency access for intra-EU mobile talent

# **SOURCES**

For a list of sources, please refer to the bibliography included in the report "From Short-Term Stay to Long-Term Inclusion – A Multi-Situational Report and Analysis of Talent Retention Factors in Denmark, Germany, and the EU," available on <a href="https://denmark.iom.int/talent-hub-eu">https://denmark.iom.int/talent-hub-eu</a>.