



# Education and Research 2011–2016

**A development plan**

Reports of the Ministry of Education and Culture, Finland 2012:3



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In accordance with the Decree on the Development Plan for Education and University Research (987/1998), the Government adopts a plan for the development of education and university research within the administrative sector of the Ministry of Education and Culture every four years for the year of adoption and the following five calendar years.

On 15th December 2011, the Government adopted the following development plan for 2012–2016. The development plan is based on the objectives set for education and science policy in the Programme of Prime Minister Jyrki Katainen's Government.

Special development targets in the Plan are to alleviate poverty, inequality and exclusion, to stabilise the public economy and to foster sustainable economic growth, employment and competitiveness. The development plan will be implemented within the scope determined in the Government decision on spending limits. The implementation of the Plan will be evaluated in 2015.

Helsinki, 15th December 2011

**Jukka Gustafsson**  
Minister of Education and Science

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Preamble



The goal for the Government is to make Finland the most competent country in the world by 2020. The aim is that Finland will be placed among the OECD top countries in major comparisons of young people's and adults' learning outcomes, in the number of school dropouts and in the relative number of higher education graduates among young and older adults. Measures will be taken to reduce inheritance of education and to minimise gender differences in learning outcomes, participation in education and in the completion of studies.

Equal opportunity in education is the underpinning of Finnish welfare. For educational equality to be realised, it is imperative that everyone gains a solid basis for learning already in early childhood and in basic education and that pupils and students with special needs and at risk of exclusion have access to a diverse range of supportive action. Measures must also be taken to alleviate differences and heredity in post-compulsory education. The participation of underrepresented population groups requires special supportive measures.

As recorded in the Government Programme, a public economy that rests on a solid and healthy foundation guarantees sustainable welfare. For the public economy to be sustainable, it is necessary that as many working-age people as possible are employed and that the state debt takes a downward turn. The means by which education and research policy can contribute to the stabilisation of the economy include measures designed to lengthen work careers and improve the structures and efficiency of the education system. Additional investments will be made in research infrastructures with a view to improving the prerequisites of growth.

A primary aim for the Government is to enhance the competitiveness of Finnish knowledge and competence. As the working-age population keeps decreasing and the young age groups getting smaller, the challenge is to ensure a high level of competence and sufficient workforce by fields and regions. Measures will be taken to update the content of education and training and to enhance the quality, efficiency and impact of the operations of educational institutions. The decreasing age groups make it possible to cut the provision of education in a controlled way. Research standards will be raised and measures will be taken to secure research prerequisites.

Education policy is built on the lifelong learning principle. Learning skills start developing early in pre-primary and basic education, and input into these will prevent exclusion at a later stage. In a constantly changing society, favourable development of learning skills is of primary importance.

Lifelong learning policy entails that transitions from one level to another and from education to the labour market are as flexible as possible. Learning does not end with a degree or qualification gained in youth but continues throughout adult life. In all education and training, attention will be paid to the recognition of prior learning so that knowledge and skills gained earlier within and outside the education system can be counted towards a qualification as fully as possible. An adult education and training system comprising all the levels of education creates a basis for responding to the competence requirements in working life and for offering high-quality services for self-improvement, for instance, in liberal adult education.



*L*evel of education and competencies

## Level of education among the population will be raised

The aim for the Government is to make Finland the most competent nation in the world by 2020. Although Finns are generally considered a well-educated nation, this is not true in all respects. At present, over 30 per cent of young adults have a higher education degree and some 85 per cent a post-compulsory qualification.

In the 1990s Finland carried out a reform creating a system of polytechnics. The vocational college level was gradually removed from the education structure. If the Finns' level of education is examined in a frame of reference comprising all higher education in the international classification, the level seemingly even falls, which is due to the large proportion of vocational college qualifications in the over-35 age group. Measured by the level of education in 2009, Finns in the 25–64 age bracket were placed 7th among the OECD countries (ISCED A and B), and in the 25-to-34 age bracket only 18th. In 1991 young Finns were at the top in the OECD comparison of the relative number of people with

higher education qualifications<sup>1</sup>. In 2001 Finland was placed 6th and in 2009 18th. The OECD also calculates the average rise in the level of education. In the period 1999–2009, the rise among the Finnish graduate population averaged 1.8 per cent a year. This figure puts Finland at place 25 among the OECD countries, which means that in most countries the level of education was rising more rapidly than in Finland.

In the EU growth strategy (EU 2020), Finland commits itself to developing key sectors in society and the economy in order to strengthen Finnish and European competitiveness, improve welfare and safeguard a sustainable public economy. Education and science policy plays an important part in the Strategy. In its draft national programme, Finland commits itself to raising young people's level of education and reducing the proportion of early school-leavers. In the strategy, Finland sets a concrete aim to raise the share of 30-to-34-year olds who have higher education diplomas to at least 42 per cent. According to the policy line recorded in the Government Programme, by 2020 over 90 per cent of the 20-to-24-year-olds will have a post-compulsory qualification.

People with higher education<sup>2</sup> qualifications in different age groups and the ranking in the OECD comparison, 2009

	Higher education graduates, %	Ranking in OECD comparison	World top %
25-to-34-year-olds	39	18	63 (Korea)
25-to-64-year-olds	37	7	50 (Canada)

<sup>1</sup> As regards countries for which this data was available. The higher education level comprises vocational colleges, polytechnics and universities.

<sup>2</sup> Comprising vocational colleges, polytechnics and universities.

*1. Objectives regarding the level of education: The aims set for the education supply and other measures raising the level of education presented below are estimated to bring about the following results.*

	2009	2020
<b>Percentage of people with post-compulsory qualifications</b>		
25-to-64-year-olds	79,5	88
30-year-olds	85,7	94
<b>Percentage of people with vocational or higher education qualifications</b>		
25-to-64-year-olds	73,9	84
30-year-olds	76	88
<b>Percentage of higher education graduates</b>		
25-to-64-year-olds	22,3	30
30-year-olds	39,2	42
<b>Percentage people with licentiate or doctoral degrees</b>		
25-to-64-year-olds	1	1,5
30-year-olds	0,6	1,1

## **Action programme for equal opportunity in education**

Equal opportunity in education is realised when all, whatever their background, have the possibility to pursue education without their background predetermining participation or learning outcomes.

Educational differentiation begins at an early age. At the primary stage already, there begin to be signs of correlation between a pupil's background and learning outcome. Many national and international studies have shown that children of families in the upper socio-economic brackets achieve better results in learning than those belonging to lower socio-economic brackets. In Finland, gender differences in learning outcomes and participation in education are also large in international terms. The findings regarding Finnish students in the OECD PISA comparisons warrant special attention to be paid to improving boys' reading literacy.

Although a concerted effort has been made to ensure that all young people in Finland gain an upper secondary qualification, a large number still have only basic (compulsory) education. At present

some 17 per cent of the 25-year-olds do not have post-compulsory qualifications. The corresponding figure in the 30-year age group is slightly over 14 per cent. There are also gender differences in this: 90 per cent of women aged 30 have at least an upper-secondary diploma, whereas the corresponding figure among men is 82 per cent.

Measures have long been taken to promote equal opportunities in education. There is an extensive provision of higher education, education leading to qualifications is free of charge for students, students can apply for student financial aid, and there are higher education institutions in different parts of the country. Information and communications technologies and teaching methods applying ICT are also increasingly used in realising regional equality at all levels of education. Despite these measures, surveys indicate that the social background still influences participation in higher education and the choice of field of education. In higher education there are also gender differences: 48 per cent of women have higher education degrees whereas the figure is only 31 per cent among men. In a similar vein, some fields of education are strongly differentiated according to gender.

The Government will undertake comprehensive action to even out gender differences in learning outcomes, participation in education and completion of studies and to minimize the effect of the socio-economic background on participation in education.

*2. The Ministry of Education and Culture will prepare an action programme to promote equal opportunity in education. The aim is to lower gender differences significantly in competencies and education, to lessen the effect of the socio-economic background on participation in education, and to improve the situation of disadvantaged groups in education. The programme will enhance the possibilities of every individual to learn and to develop creativity, knowledge and different talents, prevent gender segregation and promote gender sensitivity in education. A research project will be initiated in support of the action*

*programme. The Government will adopt the action programme for equal opportunity in education by the end of 2012.*

### *3. Aims in measures reducing inequality in education*

#### *Early childhood education*

- Measures will be taken to halve differences between schools and regions, the gender effect and the influence of the ethnic background on participation in early childhood education by 2020. The long-term aim is to do away with these differences altogether.

#### *Comprehensive school*

- Measures will be taken to halve the differences between schools and regions, the gender differences and the effect of the social and ethnic background on learning outcome by 2020. The long-term aim is to do away with these differences altogether.
- The differences between schools and the effect of the social background must be among the smallest in all the subject areas surveyed in PISA.

#### *Upper secondary level*

- Measures will be taken to halve the gender and regional differences and the effect of the social and ethnic background on dropout in post-compulsory education and training and on participation in general and vocational upper secondary education by 2020. The long-term aim is to do away with these differences altogether.

#### *Higher education*

- Measures will be taken to halve the gender and regional differences and the effect of the social and ethnic background on participation in higher education by 2020. The gender difference in graduation in the young age groups will be reduced by 2020 and halved by 2025. The long-term aim is to do away with these differences altogether.
- The effect of gender and the social and ethnic background on participation in higher education must be among the smallest in the OECD.

#### *Adult education and training*

- Measures will be taken to halve the effect of the social status and educational background on participation in adult education and training by 2020. The long-term aim is to do away with these differences altogether.

*4. Changes in educational legislation, administration and financing will always be subjected to an impact analysis to assess their effect on equal opportunity in education, gender equality and inheritance of education.*

*5. Studies will be undertaken to find out how and in what timetable the learning material fees can be abolished in upper secondary education.*

## **Equal access to education enhanced by municipal reform**

According to its programme, the Government will carry out a reform of the municipal structure in the whole country. The aim of the Government's local government policy is to secure high-quality and equitable customer-driven local services in the whole country, create conditions conducive to strengthening local economies, make urban structures spatially more compact and consolidate local self-government and local democracy.

The Government programme further records an aim for Finnish education and cultural policy to guarantee equal opportunities and the right to culture, high-quality free education and prerequisites for full citizenship for everyone, irrespective of their origin, background or economic standing. Further, differentiation between schools will be prevented.

The aim of the municipal reform is to bring about a thriving municipal structure based on robust municipalities. A strong municipality is made up of natural commuter areas and is sufficiently large to be able independently to manage basic services, with the exception of specialised health care and social welfare services. After the municipal reform, the local authorities will be better placed to take care of educational services and their development.

In keeping with the Government Programme, the government transfer scheme will be revised as part of the municipal reform. The scheme will be streamlined, clarified and developed to be more incentivising. The reform is projected to start in 2012. In this connection, the grounds for government transfers for basic education will be reviewed with

a view to safeguarding access to equitable basic education of uniform quality. The financing is to give more weight to indicators describing the operational environment in basic education, such as the proportion of immigrants in the population, the level of education among the adult population and the unemployment rate.

*6. The reforms concerning the financing of basic education, upper secondary school education and vocational education will be scheduled to be compatible with the reform of government transfers.*

*7. The enhancement of productivity in educational services will be supported. The calculation of the target productivity of educational services will take account of cost-development and framework indicators, which describe the development of quality and impact, as well as the development of productivity.*

## **Availability of competent workforce**

The coming years will be marked by problems with access to labour force owing to the demographic change, changes in competence requirements and the challenge as regards the sustainability of the national economy. For society, the availability of workforce will be a problem at least in two respects. First of all, the shortage of workforce will complicate the operation of growth business and undermine the availability of welfare services in particular.

For some time now, Finland has based its competitiveness on high-standard knowledge and skills – on higher education and on strong professional competence –, on the innovativeness thus engendered and on rapid utilisation of innovations in production. The problem with the availability of workforce may evolve into a bottleneck in the competence-driven competition strategy. A worst-case scenario would be that businesses encountering difficulties with access to workforce increasingly outsource also their planning and design abroad.

The availability problem also involves Finland's capacity for providing extensive welfare services. Even if the social and health sector could improve its productivity and develop new, less labour-intensive care methods, the demand for workforce in the field will grow substantially in the future. According to the Government Institute for Economic Research, the number of personnel tied in the health care and social welfare services in 2025 will be around 1.24 times what it was in 2005. Counted in workforce, the sector would be clearly larger than the manufacturing industry, even if the ambitious aim set for productivity were realised. According to a foresight conducted by the National Board of Education, the demand for new employees in the social and health care field will be nearly 80,000 in the period 2008–2025.

Secondly, the demographic development will worsen the care ratio significantly. The demographic care ratio means the ratio of the population under 15 and over 64 to the working-age population. In 2010 there were 51.6 persons under or above working-age per one hundred working-age persons. In 2020, this figure will be nearly 70 and in 2030 clearly over 70. Such an unfavourable development in the care ratio is problematic in terms of balanced national economy.

Access to competent workforce can be improved and the unfavourable development of the care ratio can be compensated through measures improving the efficiency of the education system and the targeting of the education and training supply. In terms of education policy, this means

- Shortening the overall time spent in education and training and the average age at the time of qualification by means of shortening the time spent at each level of education, expediting transition phases, reducing unnecessary doubling in education and enhancing the recognition of prior learning,
- Improving the completion rate in education, and
- Improving the matching of education supply and labour demand.

Young and adult Finns are avid learners: 43 per cent of Finns aged 20-to-29 and 15 per cent of those aged 30-to-34 participate in education. Both figures are clearly the highest in the OECD. This reflects Finns' aspiration to gain a good education and the

strong adult education system in Finland. On the other hand, it also tells about the inefficiency of the education system. The overall duration of education and training is influenced by the flow in the transition phases and the overall time spent in each programme. These appear to take longer in Finland than elsewhere in the world.

A lower average qualification age would bring young people more rapidly into the labour market and lengthens work careers. At the moment, the median age of polytechnic graduates (excluding adult education) is 25.1 and 27.3 for those graduating with Master's degrees.

*8. With a view to lengthening work careers, the aim is that the median age of new polytechnic graduates will fall to 24.1 and the median age of Master's graduates to 26.3.*

In 2009, 91.4 per cent of school-leavers continued immediately in qualifying upper secondary education. In addition to this, there were school-leavers in voluntary additional basic education, in education preparing for vocational training or in other non-qualifying training. It is vital for efforts to prevent exclusion and improve the availability of workforce that all young people continue in post-compulsory education or training and that as many as possible start in qualifying education and training immediately after gaining school-leaving certificates.

*9. The aim is that 95 per cent of school-leavers continue directly in qualifying upper secondary education and training and that all young people continue in post-compulsory studies. The admissions at the upper secondary level will be reviewed to this effect.*

Apart from general education, the future labour market will require vocational or professional qualifications gained in upper secondary or higher

education. At present, only 40.4 per cent of young people start in qualifying education in the same year as they pass the matriculation examination. In practice, this means that the majority of matriculated students have to wait for the following year's admissions. Some of them do not continue their education at all. It is important for the efficient operation of the education system that young people are placed in education without delay after the matriculation examination.

*10. The admissions to higher education will be reformed to promote more rapid transition to further education. The aim for 2016 is that 50 per cent of matriculated students continue their education the same year. The main education track for matriculated students is higher education.*

The rate of completion<sup>3</sup> has been developing favourably in most parts of the education system. In the upper secondary school, the completion rate is 87 per cent, in vocational education and training 71.3 per cent, and in polytechnic youth education 67.8 per cent as regards Bachelor's degrees and 70.3 per cent as regards Master's degrees<sup>4</sup>.

The improvement involves both accelerating studies and putting the resources to more effective use.

*11. The aim is to raise the completion rate in the upper secondary school to 90 per cent, in initial vocational education and training to 78 per cent, and in higher education to 75 per cent.*

The aims above, except point 10, are set for 2020.

### **Education supply targeted in response to labour market needs**

At present, the education supply in some fields exceeds and in others fails to meet labour market needs. Inadequate matching of education and the

<sup>3</sup> Here completion rate means the proportion of those who complete their education /training out of the whole exit, that is, compared to the aggregate of those with qualification and dropouts.

<sup>4</sup> In regard of the Master's degrees, the figure is from the previous academic year, 2006/2007, because the degree reform has had a considerable effect on the completion rate.

labour market demand has an effect on not only the functioning of the labour market, but also the way young people find their place in working life and how long they study. The targeting of education supply is backed up by a wide range of foresights conducted by the Government Institute for Economic Research and the National Board of Education, among others. The supply targets follow the trends outlined in the foresights but have been adjusted to some extent, because of

- The desire to keep changes from the 2009 level realistic and achievable
- The aim to ensure prerequisites for high-quality education
- The vision of a national economy based on solid competence, Finland's aims for the EU 2020 strategy and other aims relating to the level of education.

In the present decade, the targeting of the education supply will probably gain even more importance because the rate of exit from the labour force will clearly exceed the rate of entry. In some fields at least, the oversupply will probably turn into a labour shortage.

The challenge will be to promote a balanced development of employment in industrial

production and welfare services, among others. In Finland, the labour market is heading towards a situation in which the annual size of the age groups entering the labour market will be 6,300 persons smaller on average than the predicted labour needs. The targeting of the education supply must simultaneously promote both competitiveness and equitable availability of welfare services.

The largest pressures for decreases in education supply exist in culture and in tourism, catering and domestic services. The need for education in culture is 3,000 entrants smaller than current intakes. The biggest single reduction needs are in initial craft and design training and in initial vocational and polytechnic education in information and communication. The need for entrants in tourism, catering and domestic services is 1,300 smaller than the current intakes; the cuts will be mostly made in initial vocational and polytechnic education in tourism and in initial vocational training in hotel and catering.

The largest needs for increases exist in initial vocational automotive technology and logistics training and in the health and social services sector.

## 12. Education supply targets for 2016 by fields of education:

	Entrants 2009	Entrant targets for 2016	Estimated number of qualifications awarded*
Humanities and education	5 774	5 830	4 740
Culture	7 707	4 745	3 670
Social sciences, business and administration	16 126	15 960	12 300
Natural sciences	6 304	5 310	3 450
Technology, communications and transport	32 997	32 190	24 430
Natural resources and the environment	4 042	3 770	2 700
Social services, health and sports	17 324	18 590	15 340
Tourism, catering and domestic services	8 361	7 305	5 500

\* The number of qualifications which the target number of entrants for 2016 is estimated to produce.

The targets for each field and level of education are given in Appendix 1.



## Lifelong learning and guidance counselling

Lifelong learning means learning throughout the lifespan and in all walks of life. For the principle of lifelong learning to be realised, it is vital that knowledge and competencies are made visible and knowledge and skills are valued to the full wherever, whenever and however they have been acquired. When done correctly, the identification and recognition of prior learning will make for a well-working education and qualification system and improve the motivation and progress of the individual in education and in working life.

Educational legislation already provides for the recognition of non-formal learning. The practices and effect of recognition vary, however. The assessment of learning is often felt to be difficult and laborious, or the recognition has no effect on studies. Recognising knowledge acquired in different ways also entails competence-based definition of qualification requirements. It is only when the target learning is sufficiently well defined that the individual's learning can be assessed in relation to it.

Educational institutions and various other operators provide guidance counselling in support of studies and the choice of education and career and compile information about different types of work and education. There are, however, development needs and blind spots in the provision of guidance counselling. The competence of guidance counsellors also entails constant development.

*13. Educational legislation, guidance counselling and financing will be used to promote the identification and recognition of prior non-formal learning in all education. Measures will be taken to promote competence-based definition of degrees and qualifications.*

*14. Criteria will be defined for guidance counselling in basic education, in general upper secondary education and in vocational education and training for adoption in the autumn term of 2014. In vocational education*

*and training, the criteria will be adopted in connection with the implementation of the quality strategy.*

*15. Electronic information, guidance and counselling services will be developed as part of the learner's web services included in the SADe programme (Programme expediting electronic transactions and democracy).*

*16. The higher education institutions will raise the standard of instruction and guidance and improve the graduation rates at all degree levels.*

*17. The initial education of guidance counsellors will be developed in response to the growing demands of the profession. Similarly, measures will be taken to improve opportunities for persons working within guidance in different administrative sectors and in working life to participate in further and continuing professional education.*

*18. Measures will be taken to develop the implementation of the one-stop principle in all guidance services with a view to making full use of the competence and expertise of different administrative sectors.*

*19. The centres for economic development, transport and the environment will be given a stronger role in the development of regional guidance cooperation.*

## Immigrants' participation in education and training

Fewer young immigrants go on to study in the upper secondary school than the mainstream population and therefore they are also underrepresented in higher education. One crucial factor is their language proficiency, which they often feel to be deficient. The provision of additional voluntary basic education has not given sufficient support to them in language development. The aim is that immigrants and people with immigrant backgrounds

participate in education in the same ratio as the mainstream population.

Similarly few young people with immigrant backgrounds take up vocational education and training and the dropout rate among them is higher. Young immigrants rarely participate in education preparing for vocational training, which would help entry into education or training. At present, this option is mainly used by adults.

Institutes of liberal adult education arrange integration education, which responds well to immigrants' educational needs. The demand has been constantly growing. The voucher scheme for immigrants' participation in liberal adult education has proved to work well and to motivate immigrants to participate in education.

The new Act on the Integration of Immigrants came into force on 1 September 2011. During the spring of 2012, the Government will issue a resolution on a cross-sectorally prepared four-year integration programme. The programme will set out the aims for the development of integration and the measures needed. The "Participative Integration in Finland" project will continue up to 2013.

*20. With a view to improving immigrants' capacity to study in the upper secondary school, provisions concerning preparatory education for immigrants will be included in legislation. The duration of the education is one year. The implementation of the reform will be start at the beginning of 2014.*

*21. The level of language instruction given in immigrants' integration education will be improved and enlarged to provide real capabilities for immigrants to participate in education preparing for vocational education and training and for polytechnic education. Special attention will be paid to young immigrants who come to Finland close to the end of compulsory schooling age or after it. The planning and implementation of the integration education will take the immigrant's whole family into account. The status of the Swedish language will be guaranteed in*

*integration education. Education preparing immigrants for vocational education and training will stress the language proficiency required for participation. Preparatory education will also be targeted to young immigrants.*

*22. Obstacles to immigrants' higher education will be removed through the development of guidance counselling, student selection and other support action. The higher education institutions will carry on the development of language instruction, practical training and other support geared to international students. The higher education institutions will offer curricular study modules, associated language instruction and other continuing education for self-motivated studies and for commissioned labour market training.*

*23. Institutes of liberal adult education will develop and step up immigrants' language instruction. Measures will be taken to develop and increase integration education provided by adult education centres and folk high schools and education provided by adult upper secondary schools, adult lines in upper secondary schools and study centres.*

*24. One focus in the development of guidance counsellors' education will be the special issues relating to young immigrants.*

## **Stronger links between education and working life**

During the last few years of basic education, pupils have work familiarisation periods in support of their education and career choices. On the whole, the placements at the workplace are one to two weeks. However, cooperation between basic education providers and employers has been minimal. Only 20 per cent of comprehensive schools and even fewer upper secondary schools (4%) cooperate with business and industry. The cooperation is often sporadic and not adequately linked to studies and learning. This means that pupils' and students'

opportunities to familiarise themselves with working life vary according to the activity of the school.

Cooperation with employers and working life is an essential part of vocational education and training. Education providers cooperate actively with the world of work in the development and provision of education. On-the-job learning is a compulsory part of all vocational qualifications. All students in initial vocational education and training obtain basic information about working life and entrepreneurship. On-the-job instructors have an important role in work-based learning, but there is no systematic training provision for them. The operative concepts in efforts to enhance the impact, quality and matching of adult vocational education and training are 'work-centred', 'demand-driven' and 'responsive'. Development services for employers are an essential part of it.

In addition to the development of the education system and a rise in completion rates, it is necessary to increase flexibility in education and training in order to accommodate different learners and different learning styles. This entails more opportunities for work-based learning and closer cooperation with third-sector operators who recognise that their work environments are learning environments contributing to curricular aims.

In higher education institutions, work placement is included in degree requirements and students often write theses that serve working life needs. At present, the university administrative bodies have a wider representation of external stakeholders than before. Contacts with working life must be further intensified to keep the education content up-to-date and to give students a clearer picture of possible work careers and better employment prospects.

*25. Measures will be taken at all levels to increase education on the rights and duties of the citizen, the employee and the entrepreneur.*

*26. The revised core curricula for basic education and upper secondary school education will determine nationally uniform aims for working life skills which can be applied according to local circumstances.*

*During the upcoming ESF period, models will be prepared for school – work cooperation suitable for use in upper secondary schools.*

*27. The qualification requirements in vocational education and training will be revised to enhance knowledge about the rules obtaining in working life and about societal influence. Improved contacts with working life will be taken into account in the funding reform.*

*28. Measures will be taken to ensure sufficient training of on-the-job instructors and access to this training. Possibilities to create a permanent funding model for the training will be explored. Alternative ways to arrange on-the-job instructors' training will be developed.*

*The content of the training will be developed nationally to serve extensively work-based learning and on-the-job practice at different educational levels, the evaluation of vocational competence and the knowledge needs of each on-the-job instructor.*

*29. Measures will be taken to reinforce the strategic significance of the development services provided for employers in continuing vocational education and training and demand-driven approaches in the implementation of continuing vocational education and training. Cooperation based on partnerships between education providers, businesses and public organisations will be developed and strengthened. Work-based development services supporting innovation will be diversified. Measures will be taken to raise awareness about development and service cooperation with the world of work and to enhance its quality and matching.*

*30. Schools will provide more opportunities for labour market organisations and operators to present working life, their operations and the branches of industry and occupations they represent.*

*31. The contacts of higher education institutions with the world of work will be improved through the development of funding criteria and models.*

## **Active citizenship**

Children's and young people's inclusion and influence in matters concerning them promotes growth into active citizens by developing knowledge and skills for operating in a democratic, egalitarian society working on the principle of sustainable development.

According to recent studies, there are shortcomings in vocational students' knowledge about society and channels of influence in society.

*32. Educational institutions will develop education for democracy. Instruction will include more contents and procedures which foster participation, influence and the development of political and societal literacy. Student associations will be established on a permanent basis in all comprehensive schools in 2014 by means of amendments to the Basic Education Act and students will be empowered to exert real influence through the associations.*

*33. Pupils, students and teachers will be included in all development of education.*

*34. Non-governmental organisations and other social movements will be provided more opportunities to present their activities in schools and other educational institutions.*

## **National languages strategy and enlarged language reserve**

All sectors of society work in an international operating environment which requires good proficiency in a wide range of languages and good knowledge of cultures. In view of this, language learning in the comprehensive and upper secondary schools has been overly focused on the English language. Widening the language base entails greater

interest in learning other languages and cultures on the part of students and a regionally comprehensive provision of language instruction.

*35. A national languages strategy will be prepared under the leadership of the Prime Minister during 2012.*

*36. The teaching methods in the instruction of the national languages will be developed to place more emphasis on communication skills. The Ministry of Education and Culture will undertake a programme to build up children's and young people's diverse reading and writing literacy.*

*37. During the current government period, aims will be set and means of implementation devised for diversifying the national language reserves and knowledge of cultures.*

## **Information and communications technologies in education**

Information and communications technology (ICT) is an essential part of education, working life and the operation of the whole society. The use of ICT makes for more flexible and personalised learning and renews instruction. Care will be taken in both initial and continuing teacher education to make sure that teachers are able to use ICT in education.

The purpose of the Act on public information management (634/2011), which came into force at the beginning of 2011, is to step up public governance and improve public services and their accessibility. The Act focuses on enhancing the compatibility of the information systems in the public administration, that is, in state and local government.

*38. Measures will be taken to improve the use of ICT in education and to develop teachers' and students' ICT skills.*

*39. Measures will be taken to develop information management and information*

*architectures in the educational administration in support of the harmonisation of the information systems. Care will be taken to ensure the commensurability of the concepts used and to formulate and maintain definitions and descriptions of the information systems to be developed.*

### **Student welfare services to be improved**

There are shortcomings in student welfare services at the upper secondary level. Major problems include regional and local differences in the accessibility of services, inconsistent practices and fragmentary legislation. For instance, owing to insufficient services, it is not possible to offer support to young people suffering from mental health problems sufficiently close to them.

*40. Student welfare will be developed in collaboration with the Ministry of Social Affairs and Health. The aim is to enhance student welfare services needed to maintain upper secondary students' well-being. The services will be developed towards more planned and preventive action and towards the enhancement of students' overall well-being. Student welfare will be legislated and the Act will be promulgated on 1 January 2014.*

### **Better access to basic education in the arts**

The register of institutions giving basic education in the arts contains 465 educational institutions approved by local authorities which follow the core curricula of basic education in the arts. In recent years, the education has been developed and expanded in different forms of art. Government transfers based on lesson hours covers 89 music institutes and 41 institutes of other art forms (architecture, pictorial art, literary arts, circus, dance and theatre). Basic education in the arts provided in adult education centres, mainly geared to

adults, bolsters the regional supply, availability and accessibility of basic education in the arts.

*41. Surveys will be undertaken to ascertain the regional availability and diversity of basic education in the arts and the development of the institutional network.*

*42. The regional availability of basic education in the arts will be evaluated as part of the evaluation of basic services.*



*E*arly childhood education

Early childhood education lays the foundation for the child's lifelong learning, balanced growth and development, well-being and health. Early childhood education provides care, education and instruction and rests on knowledge about children's growth, development and learning based on multidisciplinary knowledge and research and mastery of pedagogical methods.

High-quality and accessible early childhood education will be guaranteed to the whole age group.

### **Transfer of the administration of early childhood education**

The early childhood education services combine the child's right to early childhood education and the parents' right to get a day-care place for their child. Collaboration in the different transition points makes for an unbroken educational continuum and supports children's and young people's transitions in early childhood education and basic education.

Seen from an international perspective, the trend is towards an integrated education and schooling system in which day-care and school education constitute an uninterrupted whole in terms of operation, content and administration. At present the steering of early childhood education is divided between two administrative sectors in the central government.

Most local authorities have assigned day-care to the local education administration. The guiding idea is to steer and develop early childhood education as one operational whole.

*43. The drafting of legislation, the administration and the steering of day-care services and early childhood education will be transferred from the Ministry of Social Affairs and Health to the Ministry of Education and Culture as from the beginning of 2013.*

### **An Act on early childhood education**

Day-care will remain a subjective right. The day-care system will be developed to make it possible for families to use day-care more flexibly. Measures will be taken to ensure the safety and high quality of children's day care. Day-care will be developed as a service preventing exclusion. Day-care will remain free of charge for low-income families. The situation of one-parent families will be especially taken into account. Children preserve their right to the same day-care place even though they are cared for at home from time to time.

Early childhood education is an entity of care, rearing and education. It is based on an overall view of children's growth, development and learning stemming from wide-scale multidisciplinary knowledge and research and mastery of pedagogical methods. The development of pedagogy and consideration of children's learning paths will facilitate early intervention in learning difficulties and promote the realisation of equal opportunity in education.

The aim is that early childhood education will create a stronger foundation for a balanced growth and development of the child's personality and skills, abilities and a value basis for lifelong learning and for well-being and health. The early childhood education plays an important part in promoting sociability and in evening out differences in social starting

points. It is crucial to provide good prerequisites for growth and development for all children already in early childhood with the provision of varied support action for children with special educational needs and children at risk of being excluded.

*44. An Act will be drafted on early childhood education. The Government Bill will be submitted to Parliament during the spring session 2014. Cooperation with the Ministry of Social Affairs and Health will be stepped up.*

### **Pre-primary education for the whole age group**

All children have had the right to pre-primary education since 1 August 2001. It is voluntary and its purpose is to ensure a continuum from day-care to basic education. The local authority has a statutory duty to provide pre-primary education for children living in its area during the year preceding compulsory schooling age. The statutes enacted on school transportation in 2004 have improved the possibilities of all children to attend pre-primary education.

Around 98 per cent of the age group participate in pre-primary education. The challenge is the participation of children living in sparsely populated areas and certain underrepresented groups, such as children with immigrant backgrounds. It is important to create an unbroken educational continuum from early childhood education through pre-primary to basic education.

*45. Pre-primary education will be developed as uniform instruction which ensures equal prerequisites for the whole age group. Studies will be undertaken to explore the possibility by the end of 2012 of making pre-primary education mandatory in order to ensure that the whole age group participates in pedagogically high-standard early childhood education.*







*B*asic education

Finland has participated in the OECD PISA surveys from the outset. Finland has figured among the top in all them and in all the subject areas assessed: reading, mathematics and science. Although the differences between schools and the effects of the socio-economic family background are small in Finland, the PISA results indicate a growing differentiation.

### Challenges in the operating environment to be taken into account

The system of government transfers to local authorities comprises statutory grants for basic services administered by the Ministry of Finance and statutory grants for education and culture administered by the Ministry of Education and Culture. The financing of education and culture is part of the transfer scheme and also covers private education providers and municipal consortia. The Ministry of Education and Culture grants financing based on the size of young age groups for activities relating to pre-primary and basic education which are not covered by the transfers administered by the Ministry of Finance.

The steering and financing of comprehensive schools will take into account the operating environment in order to improve their prerequisites for fulfilling their purpose as the provider of compulsory schooling for all children. Before the reform of the government transfer scheme, a review based on existing research findings will be undertaken to identify indicators describing the operating environment of comprehensive schools.

*46. The child's right to safe and high-standard instruction in a neighbourhood school will be guaranteed.*

*47. The grounds for granting government transfers for basic education will be reviewed as part of the reform of government transfers to local authorities with a view to ensuring that education continues to be egalitarian and of uniform quality. The aim of the reform is to base the financing criteria more on indicators describing the operating environment, such as the proportion of immigrants in the local population, the level of the adult population's education and the unemployment rate.*

#### Finland in PISA

	Points	Rating: OECD countries	All participants
2009 Reading	536	2.	3.
2006 Science	563	1.	1.
2003 Mathematics	544	1.	2.
2000 Reading	546	1.	1.

## Reform of aims, allocation of lesson hours and curricula

The aim of basic education is to support pupils' growth into humanity and into ethically responsible members of society and to provide them with knowledge and skills needed in life. Furthermore, one of the aims of pre-primary education, as part of early childhood education, is to improve children's capacity for learning. The instruction must advance culture, enlightenment and equality in society and the pupils' prerequisites for participating in education and otherwise engaging in personal development during their lives. The instruction is additionally to safeguard equity in education throughout the country.

The principles underpinning basic education are high-standard neighbourhood schools and uniform initial education.

*48. Basic education will be developed as uniform instruction catering for the whole age group and securing equal prerequisites for all. Measures will be taken to prevent differentiation and to even out observed differences.*

*49. The Government will decide on the general national aims for basic education and on the time allocated to the teaching of different subjects and subject groups and to guidance counselling (allocation of lesson hours) in the spring of 2012. The reform will strengthen the teaching of skill and art subjects, physical education, civics and value education, the status of environmental education and cooperation between subjects and diversify language programmes.*

*50. The core curriculum will be revised by 31 December 2014 for adoption in all the yearclasses from 1 August 2016 onwards.*

## Group sizes to be decreased

The government allocated subsidies for reducing the size of teaching groups between 2009 and 2011. The financing could be used to hire teachers with the aim of dividing groups. The subsidies were allocated on the basis of plans submitted by education providers and the need for financing.

Ensuring sufficiently small teaching groups is an effective way to enhance the quality of instruction and learning outcomes. The group size should be small enough to allow the teacher to monitor and support the pupils' learning and other development, also in collaboration with their families, to promote cooperation between pupils and to apply diverse methods.

*51. The government will allocate special subsidies for the reduction of group sizes. Special input will be made into substantially reducing the number of groups exceeding the recommended size.*

*52. A review will be undertaken by the spring of 2013 to explore the need to legislate the group sizes in basic education, for example by means of binding group size guidelines. The research-based review will take into account the effect of the group size on learning outcome, the attention paid to the needs of different children and different groups and the heredity of education and exclusion.*

## Quality criteria to support the operation of schools

The quality criteria for basic education were issued in the autumn of 2009. The aim of the criteria is to ensure a high quality and diverse supply of instruction and to guarantee children's and young people's educational and cultural basic rights, irrespective of their place of residence, native language and financial situation.

The quality criteria are a tool for producing local-level information about the structural and operational quality of basic education, as well as for

informing decisions relating to the provision of basic education. The quality criteria determine on what grounds the activities can be analysed and in what way the activities are expected to be realised in order to serve the set aims.

*53. Measures will be taken to promote the adoption of the basic education quality criteria by means of government subsidies and in-service training promoting regional cooperation in quality assurance, among others. The basic education quality criteria will be updated and expanded to include quality criteria for schoolchildren's morning and afternoon activities.*

### **A safe school day**

Morning and afternoon activities are organised in 98 per cent of the municipalities in mainland Finland; the annual number of participants is nearly 47,000. The participation rate among first-year pupils is 51 per cent. These activities employ over 7,000 activity leaders.

The key development targets are to bring the activities within the reach of all small schoolchildren who need them, to enhance school-home cooperation, to increase permanent employment relations, and to develop activities geared to pupils with special needs. In addition, measures should be taken to enable service providers to develop activities in the long term. The number of guided activity hours were increased in the 2011 budget by 120,000 hours to a maximum of 3,250,000 hours. The National Board of Education approved the aims and principles of morning and afternoon activities in January 2011. The qualification requirements for children's instructors and classroom assistants were combined.

The development of club activities started in the spring of 2008. Education providers can apply for special subsidy for arranging club activities. Between 2008 and 2011 there were altogether 336 education providers involved in the development, 93 per cent of which were municipalities in mainland Finland.

Morning and afternoon activities and club activities are being developed in collaboration between specific development networks and club

activity liaisons as part of comprehensive school activities.

*54. Morning and afternoon activities will provide opportunities for pupils to pursue hobbies in conjunction with the school day.*

*55. Government transfers will be used to increase the provision of morning and afternoon activities for first and second year pupils and for pupils with special educational needs in order to offer a place for everyone who wishes to join. Club activities will be offered on a permanent basis with continued government funding. The achievement of the aims and the quality of the activities will be assessed annually by means of a survey.*

### **Intensified and special support in basic education to be supported**

Amendments to the Basic Education Act concerning intensified and special support came into force at the beginning of 2011. However, the new provisions on pupil welfare services and data protection were applied from August 2010. The new statutes supplement provisions on special and other support given to pupils. The aim is to enhance early, rightly timed and planned proactive support to pupils' learning and growth. Education providers adopted the revised curricula by August 2011.

*56. The implementation of the provisions on intensified and special support will be backed by government subsidies.*

*57. The realisation of the pupil's right to intensified and special support will be monitored and the report requested by Parliament will be submitted to the Education and Culture Committee by the end of 2013.*

## Pupils' emotional and social skills to be supported

The values underpinning general education are human rights, equality and democracy and the acceptance of multiculturalism. The school community encounters the challenges of a diversifying and differentiating society. Children and young people have the right to a safe growth and learning environment. Tolerance has not advanced in the expected way. In international terms, young Finns feel that their possibilities to influence are meagre.

It is necessary to enhance the acceptance of difference and equal treatment of individuals. Schools should stress inclusion, well-being, safety and respect of fellow beings. It is important to prevent bullying, discrimination and racism. The anti-bullying programme KiVa-koulu (Cool school) is being applied by 2500 comprehensive schools. Action to eradicate bullying is carried on, with special emphasis on racist discrimination and bullying.

*58. Measures will be taken to strengthen the school's role in developing pupils' emotional and social skills and to support pupils' and students' inclusion and communality. Action will be stepped up to combat bullying. Education for tolerance and good conduct will be increased in schools.*

## Education in hospitals and the education of children in custody

It is vital to ensure that children who are challenging because of their emotional life or social conduct are referred to child and youth psychiatric examination and care and can be flexibly returned to school. Some of these pupils wait for admission to treatment or placement by welfare officials, in the case of others it has not been possible to arrange care for other reasons. Similarly, it often proves difficult to arrange the teaching of a pupil returning to school. Some pupils have to rely on various temporary teaching arrangements. In hospitals, in-patient intakes have been cut and the emphasis in treatment has recently been on out-patient care. In this

situation, the local authorities have been developing various teaching arrangements.

According to studies, the basic education given in schools to children in custody and in substitute care is mainly implemented in the way intended in law. However, the education of some children has not been arranged in accordance with statutes in schools authorised to provide the education or in hospitals.

*59. Measures will be taken to improve the realisation of the right of children in compulsory school age who are in non-residential care to participate in basic education and to guarantee the right of children in custody and in substitute care to basic education. The necessary amendments to legislation will be made in 2012.*

*60. The funding of education given to children in custody and in substitute care will be changed to be compatible with the right of municipalities to charge for expenses referred to in legislation in the sector of the Ministry of Social Affairs and Health from the beginning of 2013. The Ministry of Social Affairs and Health will supplement the provisions on the client plan and the notification obligation of the local authority.*

## Internationalisation as a strength

The aim of international cooperation in the different sectors of the education system is to enable Finland to exert the most effective influence possible on policy lines formulated in international contexts. In cooperation with other countries it is possible to develop learning and competencies globally.

International interest in our country has been growing in recent years. The results obtained in the OECD PISA comparisons will be utilised in both the national and international development of basic education.

*61. The number of schools taking part in joint European projects for the development of school education will be increased. The aim is to increase the number of schools participating in mobility programmes (e.g. Comenius and Nordplus Junior) by 10 per cent.*





*U*pper secondary education and training



## Educational guarantee as part of the social guarantee for young people

The Government will implement a social guarantee for young people so that each young person under 25 and new qualification holders under 30 will be offered a job, on-the-job training, a study place, or a period in a workshop or in rehabilitation within three months of becoming unemployed. The realisation of the guarantee entails several measures taken by different administrative sectors towards the same end. These will be prepared within a committee appointed by the Ministry of Employment and the Economy.

Educational guarantee forms part of the social guarantee. Every school-leaver will be guaranteed a place in the upper secondary school, in vocational education and training, in apprenticeship training, in a youth workshop, in rehabilitation or by other means. The aim for the Government is that by the end of the current decade, over 90 per cent of the 20-to-24-year-olds will have post-compulsory qualifications.

The foundation for young people's employment is built in basic education. It is important that the comprehensive school equips all young people with knowledge and skills needed in working life, society and lifelong learning. The most efficacious way to prevent young people's exclusion is to intervene in problems and offer support to children who need it already in early childhood education and in basic education. Special development measures to this end will be focused on basic education.

It is not, however, enough to complete basic education; in practice, an upper secondary qualification is a precondition for entry into the

labour market and further education. In 2009 slightly fewer than 86 per cent of the 30-year-olds had a post-compulsory qualification: 90 per cent of women and 82 per cent of men. This percentage has been slightly increasing in recent years.

Placement in education requires that there is sufficiently post-compulsory education available. In this respect the situation is fairly good. The young age groups will decrease during the planning period and there will be more places in education available in relation to the size of the age group. The challenge is the regional distribution of the places. At present there are considerable differences in the regional accessibility of vocationally and professionally oriented education.

The fact that education supply exceeds the size of the age group does not in itself guarantee that all gain entry into education. Some of the student places are taken by persons who already have a qualification, while thousands of school-leavers and other unqualified persons remain outside education and training.

Basic education and guidance counselling will be developed in the way described earlier. With a view to realising the social guarantee, measures will be taken to ensure flexible education paths and flexible combination of education and work and to make full use of the capacity and expertise of the liberal adult education institutions. These measures will be described in more detail below. In addition with a view to realising the social guarantee:

*62. One of the key criteria for the size and regional targeting of intakes will be the realisation of the educational guarantee as part of the social guarantee.*

*63. The principles in admission to initial vocational education and training will be revised to give priority to school-leavers and unqualified persons in admission to upper secondary education and training. The aim is that the revised admission principles will be adopted in 2013 at the same time with the adoption of the electronic application system. Separate admission quotas will be approved for students changing educational institutions, and persons with qualifications will be primarily guided to education tracks geared to adults, such as competence-based qualifications.*

*64. The local authorities will monitor young people's placement and see to it that young people without study places will get the information, advice and guidance they need.*

### **Service capacity to be developed**

During the previous decade, the number of comprehensive schools fell by about one thousand and the number of pupils by 51,000<sup>5</sup>. Although schools have been closed down by an annual rate of 100, the geographical accessibility of basic education has remained nearly the same at the national level<sup>6</sup>. The changes in the school network have thus been made in a fairly controlled way in keeping with the rate of decrease in pupil numbers.

During this government term, the adolescent age groups, or the number of students in general and vocational upper secondary education, will start to decrease. This will inevitably lead to a decrease in the number of educational institutions providing this education. The municipal reform, in which the aim is to effect a thriving municipal structure based on strong municipalities, will contribute to a controlled adjustment of the number of secondary institutions to the decrease in the age groups.

So far, the network of upper secondary schools has changed little. According to a Government

report on the municipal and service structure project of 2009, the municipality mergers have led to a closer scrutiny of the network of upper secondary schools but the major reason for the changes that have taken place has been the long-term changes in the student numbers.

The network of vocational education providers has been streamlined by mergers, but it is still fairly dispersed and the service capacity of all the providers does not altogether meet individuals' and employers' competence needs. Therefore, the structural development, which will improve the service capacity of vocational education and training, must be carried.

Joint use of facilities, support services and teacher resources across institutional boundaries will be promoted with a view to enhancing the quality of higher education and securing the regional coverage of upper secondary education and training.

*65. An action programme will be undertaken to improve the service capacity of and cooperation in upper secondary education and training, but with the matriculation examination and vocational qualifications being developed as separate certificates, through joint use of facilities, support services and teacher resources across institutional boundaries and with higher education institutions. The aim is to enhance the impact and cost-efficiency of education and training and to ensure access to educational services which respond to individual needs in both language groups and in different parts of the country. The programme will contribute to the creation of a vital, functional network of educational units.*

*66. Vocational education and training will be retargeted in keeping with industrial and regional needs in working life and demographic changes. Care will be taken to ensure that the providers of vocational education and training are sufficiently strong*

<sup>5</sup> The figures include pre-primary education

<sup>6</sup> Evaluations of the basic services of the provincial state offices 2003, 2004, 2005, 2006, 2007, 2008, 2009

*operators to be able to respond to employers' and individuals' knowledge and competence needs. Measures will be taken to concentrate Swedish-language instruction into Swedish-language units.*

*67. Closer cooperation between upper secondary institutions and their cooperation with higher education institutions will be promoted in order to ensure that the statutory cooperation obligation is discharged.*

### **Flexible study tracks**

The matriculation examination and upper secondary school and vocational qualifications will be developed as separate certificates. With a view to securing the regional accessibility and quality of education and responding to the diverse competence needs in the labour market, it is necessary to increase students' possibilities to use the provision of different educational institutions. This requires greater flexibility from qualifications and teaching arrangements within and between fields of education. Flexible qualifications and possibilities to study single modules will also reduce unnecessary multiple education and step up the use of educational resources. The time is opportune for increasing flexibility because the matriculation examination, the content of upper secondary school education and the vocational qualifications will be reformed during this government term.

*68. The matriculation examination and upper secondary school education and the vocational qualifications will be developed as different certificates. In the reform of upper secondary school education and vocational education and training, measures will be taken to improve possibilities for students to plan flexible study tracks and to study modules which form part of other qualifications and syllabi.*

*69. The possibility to pursue studies at the same time in vocational education for a vocational qualification and in the upper secondary school*

*for the matriculation examination will be further developed on the basis of experience gained and evaluations. Reviews will be undertaken to find out the present situation in such parallel studies and the completion rate, placement in work and in further education, as well as the cost per student.*

*70. The flexibility of vocational qualifications will be increased to make it possible to make individual choices and study for qualifications one module at a time when appropriate in terms of working life and individual needs. The primary aim in youth education and training is to study for the entire qualification. In adult education and training, the aim is to support competence building at different stages of the work career.*

*71. Vocational education and training will make use of work-centred study methods and alternative study models which combine different forms of vocational education and training. Procedures will be developed for lowering the threshold to participation in apprentice training. Among other things, measures will be taken to promote the participation of immigrants and the disabled by means of enhanced support services. Contractual cooperation between vocational institutes and youth workshops will be increased to enable vocational students to study in a workshop or in some other alternative learning environment.*

*72. Measures will be taken to develop multi-employer apprentice training.*

*73. Collaboration between voluntary additional basic education and education preparing for initial vocational training, on the one hand, and workshop activities and outreach youth work, on the other, and the division of work between them will be clarified to give efficient support to students in transition to further training.*



*U*pper secondary schools

## **The financing base in upper secondary school education to be reformed**

The system of government transfers for upper secondary school education is based on a formula and on realised national costs. The unit costs allocated to the local authorities and consortia of local authorities have been higher when the number of students has been small, except in private upper secondary schools. The local authority/consortium has received increased financing if the number of local upper secondary school students is under 200. The increase has been even larger if the number is under 60. The overall national expenditure has been around 30 million euro annually. The increase has correspondingly reduced the financing of other education providers. At present, 175 small municipalities receive the increased financing.

Any change in the financing must contribute to develop the network of upper secondary schools and safeguard regional access to upper secondary school education. The local circumstances must be taken into account. While face-to-face teaching will remain the primary form, use will be made of the possibilities of distance teaching in securing educational supply and in diversifying instruction. The reform of the funding base must contribute to enhancing the quality and impact of upper secondary school and to improving the completion rate.

*74. The funding of upper secondary school education will be reformed. The funding will continue to be neutral in regard of the type of education provider (local authority, municipal consortium, private). The funding*

*will be reformed to secure the quality and regional accessibility of upper secondary school education, also with recourse to distance teaching, as the age groups keep decreasing. The funding criteria will include a performance-based segment, which will reward for educational quality and quality enhancement, such as improved individual learning outcomes and low dropout rates. The funding reform will secure immigrants' opportunities for participating in upper secondary school education.*

## **Objectives, allocation of lesson hours and curricula**

The Government Decree on the national objectives and allocation of lesson hours in the upper secondary school currently in force and the core curricula devised by virtue of it were adopted in the autumn term of 2005. The core curricula have been revised approximately every ten years.

The general objectives and allocation of lesson hours and the core curriculum are based on the knowledge and competence needs of the early 21st century. Future knowledge and competence needs and cooperation with and knowledge about working life entail a reform of the objectives and content. For stronger and wider general knowledge, studies should provide more in-depth knowledge, skills and competence, and flexible possibilities to take upper secondary modules across qualification boundaries. At the same time, it is necessary to increase integrated teaching which helps to master larger entities as part of core studies. The specificity of adult education must be safeguarded in the future as well.

*75. The Government Decree on the national objectives and allocation of lesson hours in the upper secondary school and the core curricula will be amended after Decree on the national objectives and allocation of lesson hours in basic education has been amended. The aim is that the new allocation of lesson hours will be adopted on 1 August 2016.*

*76. Comprehensive quality criteria will be devised for upper secondary school education in support of performance-based financing.*

### **Development of the matriculation examination**

The matriculation examination is a means of assessing if the students have acquired the knowledge and skills determined in the upper secondary school curriculum and attained sufficient maturity as determined in the objectives set for the upper secondary school. The examination comprises tests in the mother tongue and literature, the second national language, foreign languages, mathematics and general studies (sciences and humanities). The candidate must take the mother tongue and literature test and choose three tests from a set of tests in the second national language, foreign languages, mathematics and cognitive subjects. The candidate may also take one or more additional tests.

The matriculation examination is the end-of-school test in general upper secondary education. It is used in student selection to further education to some extent. Its development has accommodated both aspects. For the matriculation examination to be more widely used in admission to higher education institutions, it has to assess more widely the students' general knowledge and their ability to process it and the grades given must be comparable.

*77. The matriculation examination will be developed to support the general education aims of the upper secondary school and to improve its usability in higher education admissions. The second mother tongue*

*test will be developed to gauge general knowledge and to assess skills in processing information and in appraising the validity of information. The new test will be taken into use in the matriculation examination of spring 2015. Preparations will be made for a gradual adoption of ICT in the matriculation examination.*

*78. With a view to making it possible to use the matriculation examination in student selections, measures will be taken to ensure the comparability of the grades given in the tests included in the examination between different tests and between different examinations.*

*79. The office and renting expenditure of the Matriculation Examination Board will be paid from the state budget in order to reduce the cost of education to the students. The change will take force in 2012.*





Vocational education and training



## Dropout to be reduced

The attraction of vocational education and training has been steadily growing; at present some 45 per cent of school-leavers continue immediately in vocational education and training. In 2001 the figure was 36 per cent. Dropout has been decreasing since the beginning of the 21st century. In the school year 2008–2009, the dropout in vocational education and training was under 8 per cent, whereas in 2000–2001 the figure was almost 12 per cent. The number of dropouts was around 12,000 in 2008 and around 12,400 in 2004. Thus the absolute number of dropouts has not fallen much, nor has the number of students who gain their qualifications in the target time been growing as desired. Some 57 per cent of entrants of the year 2000 gained their qualifications in or before the target time. The most recent statistics describe the entrants of 2005, 58 per cent of whom gained their qualifications in or before the target time.

*80. A programme will be undertaken to expedite study times in vocational education and training, to reduce dropout and to support progress in studies and qualification in the target time. The programme will especially support the development of anticipatory and personalised procedures in guidance counselling, pedagogical solutions supporting the completion of studies, practices and action models in guidance counselling, and various work-centred learning environments and opportunities.*

## The system of vocational qualifications

The vocational qualifications must be based on competence needs and form a clear and systematic entity which supports the completion of the programme, flexible completion and lifelong learning. The principle is that initial vocational education and training provides solid vocational knowledge and skills which enable the student to move on rapidly to working life as well as broad-based knowledge and skills for lifelong learning. Adult vocational education and training supports vocational upgrading in response to the changing needs of the labour market and individual career development.

The system of preparatory training promoting transition to vocational education and training is complicated and may lead to multiple education and slow down entry into qualifying training. More efficient use and targeting of the support systems could help underrepresented groups to gain entry into training, as well as promoting the completion of qualification programmes.

*81. Measures will be taken to strengthen the competence-based definition of vocational qualifications and further and specialised vocational qualifications.*

*82. The system of vocational qualifications will be developed to constitute a clear and systematic entity in response to the competence needs of the labour market. The provisions on the structure of vocational qualifications and the qualifications included in it will be enacted in one Decree.*

*The names of the vocational qualifications will be harmonised. All vocational qualifications will use the European Credit System for Vocational Education and Training (ECVET) as from 2014.*

*83. The work manager training will be established on a permanent basis in a form appropriate to the competence needs of the labour market.*

*84. The status and content of education preparing for initial vocational education and training will be clarified.*

### **Quality control in vocational education and training**

Varied and broadly based action has been taken to enhance the quality of vocational education and training. The quality has improved but there are still great differences between training providers. At the same time, the expectations and demands directed at training have been growing. The development of the operational processes and stronger customer-centeredness and impact entail systematic quality control from the providers of initial and continuing vocational training. At present, around one in three training providers has a well-working quality assurance system but several providers are still in the initial phases. Effective quality assurance also makes for cost-effectiveness in the operation.

*85. Measures will be taken to enhance quality assurance in vocational education and training so that all training providers will have a well-working quality assurance system in support of constant quality enhancement by 2015. A systematic procedure and forms of support will be developed to give incentive for training providers at different stages of quality work for constant enhancement of quality.*

*86. Tools and procedures will be developed for assuring the quality of learning on the job, in youth workshops and in apprentice training.*

### **Financing to give more incentive and steering to be harmonised**

The financing of vocational education and training must be developed to constitute a clearer entity and to promote the achievement of the aims set for lifelong learning, for the implementation of the youth guarantee and for the quality, efficiency and performance of the education and training system. The system of steering and regulation of vocational education and training must be developed to support these aims.

The number of students in special-needs vocational education and training has been growing rapidly in recent years. At the same time, there has been growing fluctuation in the demand for support services. The current financing of special-needs training does not sufficiently accommodate the differences in service needs.

*87. The financing of vocational education and training will be reformed to reward quality and quality enhancement. The aim is to provide better support to the education and training of the whole age group, to improve completion rates, more rapid transition to working life, and the recognition of prior learning. The funding will be granted to education and training providers.*

*88. The funding criteria in special-needs vocational education and training will be reformed to bolster the provision of support services needed by special-needs students according to need.*

*89. The steering system in vocational education and training will be developed to enable initial and continuing training to be steered according to the lifelong learning principle, with due consideration of the specificity of young and adult learners. The financing of continuing vocational education and training will promote the response to the needs of the labour market.*

## Internationalisation to be promoted

Internationalisation is an essential part of the operation of vocational education and training providers. Students will increasingly complete studies abroad. The teachers and directors of the vocational institutions will develop their competencies and the education and training they provide together with international partners in different joint projects. There have been projects for exporting vocational education and training for a long time, but the practices have varied.

The aim in European cooperation in vocational education and training is to improve the comparability of vocational competencies in Europe and thereby promote the mobility of vocational students and persons with vocational qualifications and the development of the European labour market. The European Credit System for Vocational Education and Training promotes mobility and the comparison of vocational qualifications.

*90. Measures will be taken to further promote the mobility of vocational students, qualification-holders and teaching personnel. The aim is to increase long-term student mobility by 30 per cent and teachers' international secondments and other mobility by 20 per cent by 2016. Measures will be taken to promote the opportunities for training providers to participate in international peer learning and evaluation.*

*91. Measures will be taken to actively influence the objective-setting in European vocational education policy and to promote the achievement of the aims set for European cooperation in vocational education and training (Copenhagen process) in Finland.*

*92. Cooperation with non-EU countries will be stepped up in matters relating to vocational education and training between educational administrations and the network of training providers.*

*93. Measures will be taken to enhance the recognition of studies and on-the-job learning completed abroad and work experience gained abroad as parts counted towards the vocational qualification.*



*H*igher education institutions and research

## Structural development to be expedited

The structural development of higher education institutions has proceeded in recent years on the basis of the institutes' own development lines. The number of universities has decreased from 20 to 16 and the number of polytechnics from 30 to 25.

The universities and polytechnics will be developed with emphasis on their specific characteristics and aims as different, mutually supplementary forms of education with different degrees, degree titles and missions. The financing models in higher education will be developed to give more incentive to cooperation and division of work.

The Finnish higher education network is still too fragmented. The targeting of education has not sufficiently accommodated the changes in labour market needs. Problems relating to completion rates, attraction and graduate placement are more common in small university and polytechnic subsidiaries. The recent university reform created a basis for further structural renewal.

The competitiveness of regions depends on their success in the global market. It is necessary to pool resources into regional knowledge clusters, determine common strategic aims for cooperation and agree on mutual division of work. Impact will grow through the enhancement of the quality of education and research and the utilisation of research and innovation competencies in business and in working life.

*94. The steering of polytechnics based on financing and statutes will be reformed from the beginning of 2014 to expedite their*

*structural reform and to improve the quality and impact of their operations.*

*95. The operating licences of polytechnics will be revised from the beginning of 2014. The licence will be in the form of a Government Decree enacting educational responsibilities and other aspects of operations to enable education provision to be targeted to respond better to labour market needs.*

*96. Measures will be taken to effect closer links between polytechnics and regional development and working life and to improve the prerequisites of general management. The Ministry of Education and Culture will steer polytechnics to increase the representation of the world of work and business and industry on their key administrative bodies.*

*97. The Act on the Financing of Education and Culture will be amended in regard of polytechnics so that the grounds and criteria for financing will take into consideration the polytechnics' statutory operations in their entirety, with emphasis on quality, impact and efficiency. The institution-specific funding will be primarily determined on the basis of degrees awarded, the quality and efficiency of study processes and placement in the labour market.*

*98. The Ministry of Education and Culture will carry out systematic monitoring and evaluation to ensure progress in polytechnic renewal and the attainment of set aims. The manner of*

*transferring the polytechnic financing from local authorities to the government and the change of their legal personality will be assessed in keeping with the timetable of the government transfer reform.*

*99. Every province has one or several higher education institutions. The different higher education structures in different parts of the country make for stronger university and polytechnic profiles and priorities and duly serve the development needs in the regions. Cooperation will be supported by means of appropriate operational and administrative structures. The desirable scenario is that the key administrative bodies will include more members representing business and industry in the foremost fields of education. The mission of the universities will underscore academic research and education based on research and their national impact. The mission of the polytechnics will underscore links with business and industry and regional impact.*

*100. Swedish-language higher education will be examined in terms of the cultural, educational, competence and service needs of the population, with due consideration of the general principles of structural development. With a view to securing the quality of education and research, Swedish-language polytechnic education will be concentrated into Swedish-language polytechnics.*

*101. With a view to enhancing the quality and efficiency of higher education, measures will be taken to promote joint use of facility services and teacher resources across institutional boundaries.*

*102. University funding will be used to better support the aims of education, including improved completion rates, more rapid transition to working life, more efficient administration and better quality of education and research, internationalisation and*

*profilisation in the institutions' strong areas. The reformed funding model will be adopted in 2013 and include criteria prompting the quality and applicability of academic research.*

*103. The supply of higher education institutions in 2016 will be quantified based on national foresights:*

- The overall volume of university education will be kept unchanged. In terms of field of education, the need for increases exists especially in teacher education. The field-specific increases will be made through the retargeting of existing provision.
- The intakes in polytechnics will be reduced by 2,200 entrants in 2013. The cuts will be primarily made in the fields of culture, tourism, catering and domestic services, and technology, communications and transport. A small increase is needed in health care and social services.

*104. Starting in 2013, an art university will be created through a merger of the Sibelius Academy, the Academy of Fine Arts and the Theatre Academy. The resources for the art university will be secured.*

*105. University centres have close links with their mother universities. Their operational prerequisites will be secured by focusing their operation to supplementary adult education and research that serves their regions.*

*106. With a view to securing the prerequisites of the structurally reformed higher education system:*

- The Government is prepared to make discretionary financial investments in universities on the basis of the quality and impact of university operations.
- Preparations will be made for strengthening the prerequisites of the reformed polytechnics by means of financial investment with a view to the vitality, competitiveness and welfare of the regions.
- Private persons' donations to higher education institutions will continue to be deductible in taxation.

## Quality education expedites entry into the labour market

The weaknesses in the current higher education system are delayed placement in education, delayed graduation and multiple education. In Finland over 40 per cent of the 20-to 29 age group are in education, whereas the figure in other OECD countries is only 25 per cent. The university degree reform did not shorten study times or bring about any great increases in national and international mobility. The factors slowing down studies are work along studies, inadequate student and career guidance, inflexible teaching arrangements, and problems with study skills and motivation.

The reform of student admissions in higher education institutions is underway with view to expediting the start of studies. The aim of the reform is to ease the situation in student selections with better availability of information about education provision, a smaller number of programmes and larger programme entities. An electronic application and selection system to be adopted in 2013 will facilitate the application process for the applicant and for the higher education institution.

At present the regulation of the higher education system is too detailed. Along with the admission reform, there is need to reform the regulation of educational responsibilities with a view to strengthening the institutions' capacity for flexibly responding to changes in science, working life and society. With a view to promoting progress in studies and study motivation, the choice of specialisation will take place at a later stage in studies.

The university and polytechnic degrees have different aims and contents. Polytechnic graduates mainly enter the labour market after Bachelor's. In universities, students primarily study for Master's degrees. The aim is that university and polytechnic graduates enter the labour market one year earlier than now.

*107. University and polytechnic degrees will be developed on the basis of their specific nature. The regulation of educational responsibilities and degrees will be amended to give the higher education institutions more autonomy in*

*educational arrangements. The Master's will be kept as the primary university degree. The new regulations will take force from the beginning of 2014. The amendments to legislation will be drafted to clarify the educational responsibilities of higher education institutions, to secure response to the educational and competence needs of society, and to enable education to be compiled into larger programme entities. The Decree of the Ministry of Education and Culture on the Master's programme will be abolished. Education in the health and social welfare field will be made clearer to ensure its matching with working life needs. The polytechnic Master's will be kept as the primary option for polytechnic graduates. Measures will be taken to make the degree better known among employers.*

*108. The Ministry of Education and Culture, together with the higher education institutions, will be responsible for completing the reform of higher education admissions and study structures by the end of 2015 in order to expedite entry into higher education. To improve first-time applicants' chances of being admitted, they will be selected in a quota of their own, the use and size of which will be decided by the higher education institution. In the second phase, the joint application will be reserved only for first-time applicants. For other applicants, to secure flexible change of fields, there will be separate application and admission channels. In conjunction with the reform, there will also be a review assessing the appropriateness of young people's obligation to apply for education or training to keep their right to labour market support.*

*109. Higher education institutions will raise the standard of teaching and guidance and promote and expedite graduation at all degree levels:*

- Every student is guaranteed qualitatively equal opportunities in education and equal student services wherever they study.

- The new polytechnic funding scheme will take account of graduation, the quality of study processes and measures taken by the higher education institution to promote strategic development.
- University funding will be linked more closely to credits awarded and to student feedback. The feedback system is being jointly developed by Universities Finland UNIFI, student organisations and the Ministry of Education and Culture.

### **Quality research and innovation make for competitiveness and impact**

Economic growth, the changing industrial structure and long-term competitiveness rest on high-standard competence, which entails both the enhancement of basic research and, alongside it, diverse, creative applied research linked to regional business and industry and business enterprises.

In the 21st century, the average growth in the total input into research in Finland has been five per cent annually. The R&D expenditure will be kept at the current level of around four per cent of the GDP. The aim is to keep the respective funding shares of business enterprises, universities and the public sector at the current level.

In recent years, several domestic and international evaluations have pointed out shortcomings and development needs in the Finnish research system. The standard of Finnish research has not been developing as expected in the 21st century, the research system is fragmented into many small units, the national research institutes do not constitute a functional entity and to some extent are operationally detached from the rest of the research system. The progress in international education and research cooperation has been slow.

With a view to enhancing the research system and clarifying the division of work:

*110. In connection with the intermediate review of the Government Programme, the Ministry of Education and Culture and the Ministry of Employment and the Economy will draw up concise action programmes for themes of great relevance to the development*

*of the research and innovation system. The Research and Innovation Council will condense the programmes into one.*

*111. The level of research will be raised and research prerequisites will be secured to enable innovations and scientific breakthroughs generated by basic research and R&D to be produced on a continual basis.*

*112. The role of the Academy of Finland in enhancing international research cooperation will be strengthened and long-term financing will be provided to secure conditions conducive to world-class research. The Academy funding will also be allocated to the priority areas of the Strategic Centres for Science, Technology and Innovation (SHOKs) and for the development of new research openings.*

*113. Measures will be taken to improve conditions for basic research in universities and for innovation and product development in polytechnics in particular. Universities and polytechnics will increase research cooperation which supports their own profiles.*

*114. University and polytechnic research, development and innovation will be used to diversify the industrial structure, to develop the creative economy and new growth areas, such as environmental and energy technologies, new materials and natural resource industries, to renew the service structures in society, and to promote sustainable growth.*

*115. Polytechnics will develop their RDI activities to increase their capacity to cater for the needs of the SMEs and service sectors in their regions in a more planned way, which entails that RDI is taken into account in the job descriptions of the teaching personnel.*

*116. Universities and polytechnics will develop joint forms of cooperation with business enterprises and other organisations.*



*117. Polytechnics will create closer contacts between education, RDI and the world of work and diversify their funding base by making more efficient use of funding allocated by the Finnish Funding Agency for Technology and Innovation (TEKES).*

*118. Higher education institutions and research institutes will step up their cooperation with vocational institutes in regional activities in order to increase the role of vocational education and training in the innovation system and to foster creativity and excellence in vocational education and training. The competencies of vocational teachers will be developed in the production, identification and productivisation of innovations.*

*119. The division of work between sectoral research institutes and higher education institutions will be clarified. Measures will be taken to enable basic research to be transferred to universities. Sectoral research institutes will be compiled into larger units. To this end, the Research and Innovation Council will draft a proposal for the structural development of the sectoral research field.*

*120. With a view to strengthening research which serves the development of education and research policy, the research funds at the disposal of ministries will be allocated to long-term research projects, and research in the field will be compiled into a network-based unit of multidisciplinary educational research.*

*121. The Academy of Finland will enhance the quality and impact of basic research.*

### **Researcher competencies and the promotion of researcher training and research careers**

Efficient use of globally produced research knowledge demands ever greater competence and professional skills from the research personnel.

In Finland, the ratio of research personnel to the employed is clearly the largest of in the world, but a small proportion of them have post-Master's degrees. Most researchers work in product development jobs. The development of new innovations underscores the importance of trained researchers.

Universities will continue to enhance the quality of scientific and artistic postgraduate education (researcher training). The aim is that the majority of motivated, research-oriented postgraduate students will be within systematic, high-quality and professional researcher training with a view to enabling them to complete their doctorate more speedily and at a younger age.

*122. The annual target for the number of doctorates during the planning period is 1,600. Universities will shift the focus from researcher training to the development of researcher careers (tenure tracks).*

*123. Universities will compile the doctoral programmes in different fields and postgraduate students primarily into one graduate school with a view to more planned and efficient researcher training. The postgraduate education will primarily be a four-year programme of full-time study. The programmes will assign clear responsibilities for supervisors and students. The programmes are closely integrated into the university and constitute an intrinsic part of the university research strategy and profile.*

*124. Cooperation between research organisations will be co-financed. Research cooperation and mobility will be increased between business enterprises, higher education institutions and research institutes across sectoral boundaries.*

*125. An evaluation will be undertaken during the planning period to review the researcher career model and the new transparent and predictable tenure track for researchers and teachers.*

*126. The aim is that business and industry will employ more PhDs. Researcher training must interact more closely with research institutes and business and industry.*

### **Stronger research infrastructures**

International success and effective cooperation with the leading research countries requires that local, regional and national research infrastructures are maintained and developed. Ensuring international networking also requires competitive, world-class infrastructures in Finland and access to world-class infrastructures administered by others. Finland has made substantially smaller investment in research infrastructures than many of its cooperation and competitor countries. The first research infrastructures road map (2009) included proposals for establishing new infrastructures.

*127. Measures will be taken to enhance the planned development and financial management of research infrastructures. The research infrastructures road map will be updated in 2013 at the latest. The coordinating role of the Research and Innovation Council will be strengthened in research infrastructures policy and the responsibility for administering research infrastructures policy will be mainly assigned to the Academy of Finland.*

*128. National and international cooperation is indispensable in the development of costly research infrastructures. The opportunities available in global and European cooperation arrangements for financing research infrastructures will be utilised better. Measures will be taken to intensify cooperation between different administrative sectors and public and private operators.*

*129. The opportunities inherent in the programmes of the new Structural Funds period will be used to the full in the development of national research infrastructures.*

### **Information in the public domain and the National Digital Library**

The widest possible use of digital data reserves in research, education and general access to information entail efficient and high-standard governance, distribution and storage.

The amount of digital materials to be permanently stored in libraries, museums and archives will grow tenfold by 2025. Legislation requires that most of the material is permanently stored. The preservation of digital materials cannot be safeguarded in the current institution- and sector-specific operative systems. The function of the long-term storage system is to manage risks threatening digital materials to be stored for a long time or permanently and their unhindered transfer.

*130. Measures will be taken to develop an ICT infrastructure, joint information systems and services across sectoral and organisational boundaries. The data infrastructure for research will be developed especially by means of a centralised storage service, support to the production of meta data and the harmonisation of processes in the production and maintenance of data materials.*

*131. Possibilities will be explored for the Ministry of Education and Culture to take on the coordination of the development of a national remote-use system in register-based research.*

*132. The digital contents and services in libraries and archives, which are publicly funded for the most part, will be made available through the customer interface in the national digital library.*

*133. A long-term storage system will be put in place to safeguard the preservation of digital documentary materials, other cultural heritage materials and research data materials in a form which will be usable and understandable for future customers. The data systems and services will be constructed as part of the information management of the public administration.*

## Strong internationalisation safeguards quality

So far, internationalisation has been fairly sparingly in evidence in the strategies and profiles of the higher education institutions. The Finnish universities and polytechnics are not sufficiently attractive as regards their quality, size or supply. The number of foreign degree students and postgraduate students has been small. International cooperation is fragmented into single projects with negligible impact and inappropriate use of resources.

Quality enhancement in research and education, a stronger knowledge base and potential for exporting education require greater international contacts and receptivity. Cooperation will be stepped up especially with the leading research countries and emerging economies, notably with China, Brazil, Russia and India.

Growing cooperation with the emerging economies requires that the Ministry of Education and Culture and operators in its sector take strategically targeted action based on high-standard expertise, up-to-date and anticipatory knowledge, well-working and developing networks and cooperation between authorities.

With its action, Finland will contribute to the aim of the Europe 2020 strategy to strengthen education, research and innovation in Europe. More efficient use must be made of Nordic cooperation in education and research.

Higher education institutions will be developed into genuinely international education and research communities. International personnel will support students' internationalisation. Students' international skills will be enhanced by means of high-quality mobility periods abroad and from abroad to Finland. The supply of education with international elements will be increased in Finland and high-standard and attractive programmes geared to foreign students will be linked to the priority areas of the higher education institutions. Progress in studies requires that mobility and foreign-language teaching is planned and applies a variety of teaching tools and that higher education institutions enter into close cooperation.

*134. Finland will take an active role in the construction of the European Education and Research Area. The higher education and research sector will increase its presence in and cooperation with the emerging economies, especially China and Russia. The higher education institutions and research institutes will cooperate with businesses and use the global network of Finnish innovation organisations FinNode and other cooperation structures in their international cooperation. The higher education institutions will invest in strengthening instruction and research in the languages and cultures of the target countries in order to improve the prerequisites for cooperation.*

*135. The higher education institutions will double the research financing they receive from the EU by making full use of all the financing instruments. European instruments will also be used in the development and structural reform of research infrastructures. The research financing of the Academy of Finland will be linked more closely to European research cooperation through joint research programmes and joint programme planning.*

*136. The Finnish higher education institutions will create international alliances in support of their strategic priorities. Joint education supply, including twin and joint degrees, will be created and cooperation will be stepped up within these alliances.*

*137. The higher education institutions will include contents that enhance internationalisation in all their degrees. Student, teacher and personnel mobility will be increased with better use of the EU mobility programmes. The higher education institutions will promote equal international opportunities for their students and personnel in collaboration with the Centre for International Mobility CIMO.*

*138. Measures will be taken to help foreign students to anchor in Finnish society and labour market by means of targeted instruction of the national languages.*

*139. Educational exports will be promoted. The pilot system of tuition fees charged to students from non-EU and non ETA countries will be evaluated. The evaluation will look into the effect of the fees on the internationalisation and attraction of Finnish higher education and on the quality of education given in foreign languages.*





# Adult education and training

## Aims high in adult education and training

Although the level of education among the adult population has risen substantially during the past decades, around 600,000 persons between 25 and 64 still have no post-compulsory qualification. In the 25-to-34 age group only 100,000 have no upper secondary qualification; 63,000 of these are men and 37,000 women.

A balanced national economy entails, however, that savings are also made in adult education and training. Despite this, the aim is that the adult population will also have world-class competence by 2020.

Finns are active adult learners. According to the comprehensive Labour Force Survey of the European Union, 23 per cent of Finns aged between 25 and 64 had participated in education or training during the preceding four weeks in 2010. The participation rate has remained the same in the past five years and at times even fallen. The increasing transitions in working life and the effort to make Finns the most competent nation in the world require that the opportunities for adult learning are safeguarded. Adult education and training and adult learning play an important part in promoting engagement in society and individual well-being.

A comprehensive survey of participation in adult education and training was conducted by Statistics Finland in 2006. At the time, 52 per cent of the 18-to-64-year-old population had participated in education and training specifically arranged for adults during the 12 months preceding the interview. A great deal of new information will be available in 2013 when the findings of two comprehensive

studies will be published. Statistics Finland will carry out its sixth adult education and training survey in 2012. Information is being gathered during the autumn of 2011 and spring of 2012 for the Programme for the International Assessment of Adult Competencies (PIAAC) organised by the OECD. The review looks into the key skill needed by adults in the information society: numeracy, literacy and problem-solving skills in technology-rich environments. The interviews will also provide new information about Finns' education, civic and work activity and the correlation of these factors with economic and social well-being. The findings will make an extensive data material available for development.

*140. The aim for 2016 is that 27 per cent of the 25-to-64-year-olds will have participated in adult education and training during the preceding four weeks, 60 per cent of the 18-to-64-year-olds during the preceding 12 months and 80 per cent during the preceding years. The aim is that no section of the adult population will be permanently outside adult education and training.*

*141. The threshold to participation in adult education and training will be lowered by exempting adults who have no vocational qualifications from the fees charged for education and training leading to competence-based qualifications. In addition, measures will be taken to develop outreach action in cooperation with business and industry.*

*142. The supply of adult education and training will be reduced from 2013 onwards.*

*The status of Swedish-language adult education and training will remain unchanged. Measures will be taken to clarify the division of work in vocational adult education and training between the Ministry of Education and Culture and the Ministry of Employment and the Economy.*

*143. Based on the findings of adult education research and the international adult education review, measures will be taken to launch action with a view to attaining the competence targets set by the Government.*

### **Better opportunities for adults in education and training**

At present adult education and training is supply-based and the provision offered by adult education organisations does not necessarily match individual needs. Individual needs depend on all the prior education and on life and work careers, which is why they vary considerably. The challenge is to develop the system to focus more on demand, which would allow educational needs to have a more targeted effect on the content and aims of adult education and training.

A demand-driven system of adult education and training requires that public financing of education is channelled through users and that the education supply is more visible and comparable. Adult education and training should also reach those who today remain outside it. By catering for individual educational needs, it is possible to encourage underrepresented groups to acquire education and training that best meets their needs and educational institutions to arrange education for persons with no post-compulsory qualifications.

With their adult education accounts, people could acquire adult education and training that meets their individual needs. The adult education account system would be best suited to short-term, part-time studies, thus supplementing qualifying and other longer-term adult education and training.

During the current government term, possibilities will be explored to develop the national training fund to accumulate training entitlement for every employee during the employment relation, to be used for competence building during or after the employment relation. In addition, studies will be taken to find out the need for amending legislation on study leave to correspond to the changing qualification system and to match the needs of the world of work.

*144. The aim is to support the response to individual education and training need through the adoption of personal training accounts. Reviewers appointed by the Ministry of Education and Culture will prepare proposals concerning the form and adoption of personal training accounts by the end of 2012. The reviewers will be assisted by an expert group.*

*145. The usability and use of training accounts will be examined on a tripartite basis as part of the development of working life. As recorded in the collective framework agreement and associated government measures, a proposal will be drafted concerning competence-building and the adoption of a well-being deduction to be used in corporate taxation by 31 May 2012.*

*146. The Ministry of Education and Culture will ensure that individuals find all adult education and training available in Finland in the electronic education centre and that it is possible to apply for education through the internet service. This service is linked with the "Learner's web service" of the SAdE programme.*

### **Competence-based qualifications to be developed**

The system of competence-based qualifications is geared to adults and developed in response to working life needs. In it, the knowledge and skills required for the qualification may be based on formal, non-formal or informal education or on work experience.



It is possible to take vocational, further or specialised vocational qualifications as competence qualifications. The number of participants in education and training preparing for competence-based qualifications has been growing rapidly during the 2000s. Response to the growing adult training needs requires that activities are efficient and the financing gives incentive for training.

The system of competence-based qualifications will be developed as part of the entity of vocational qualifications, as a tool for demonstrating and upgrading knowledge and skills acquired in working life and as a flexible scheme for recognising competencies.

*147. The financing of education and training preparing for competence-based qualifications will be developed so as not to encourage providing education for students who already have the knowledge and skills needed for the vocational qualification.*

*148. The resources of the qualification committees will be quantified to take account the nature of the committees as authorities. The clerical resources of the committees will be increased in order to assure quality.*

*149. Measures will be taken to ensure that those assessing the qualifications have access to sufficient training and to develop this training. Whenever possible, the vocational skills are demonstrated at the workplace. Measures must be taken in the planning and conduct of the assessment to ensure its objectivity as regards the manner in which the knowledge and skills have been acquired.*

*150. Quality assurance in the system of competence-based qualifications will be enhanced as part of the quality control in vocational education and training as a whole. The reliability of quality assurance as regards qualifications will be improved by means of field-specific production of documentary materials.*

*151. The materials for competence-based qualifications will be developed to support the functioning and efficiency of the qualification system and to promote the uniform quality of the assessment events. Centralised and field-specific materials will be produced for situations in which the competence cannot be demonstrated at the workplace.*

### **Adult higher education for upgrading and updating competencies**

Nearly one in three students admitted to higher education institutions already has a degree or has already been admitted to a higher education institution. The work careers of higher education graduates and the competence requirement in the world of work change. Continuing education may support graduate specialisation and contribute to new job descriptions and fields of expertise.

Two reasons for multiple higher education are that the job descriptions in various posts are too detailed and that degree education is provided free of charge for the student. A wide range of apprenticeship-type education has been developed for graduates on separate funding in collaboration with employers.

*152. Postgraduate professional education will be developed through the establishment of large competence programmes based, for example, on current specialisations. These may contain parts of degree programmes and be taken as apprentice-type adult education. A quality assurance system will be created for the continuing professional education programmes.*

*153. Opportunities for graduates to upgrade their competencies will be enlarged with the creation of continuing professional education programmes in higher education institutions. These are extensive, specialised competency modules of at least 30 ECTS credits. They are taken after the Master's degree, with the exception of specialisation in pharmacy, which is based on the Bachelor's degree.*

*In polytechnics, the programmes are taken after the polytechnic degree (Bachelor's). The higher education institutions will develop the continuing professional education programmes based on researched knowledge and labour market needs. A quality assurance system will be created for the continuing professional education programmes of each university. This system will replace the current professional specialisation programmes in universities and polytechnics. The necessary amendments to legislation will be prepared in the same timetable as the polytechnic reform.*

*154. The higher education institutions will plan their education provision as a whole comprising initial, continuing and postgraduate education which responds to labour market needs. The institutions will take care to offer sufficient opportunities to study separate degree modules and courses either as integrated into degree education or as separate courses. The education can be organised as open university instruction, as non-degree studies or as fee-charging continuing professional education commissioned, for instance, by the employer.*

*155. The steering of medical and dentistry specialisations will be transferred to the Ministry of Social Affairs and Health and the financing will be streamlined as part of the reform of the special government transfers for health-related in-service training and research (EVO funding) with a view to creating conditions conducive to efficient steering of medical and dental specialist training.*

*156. The ministries will see to it that the qualification requirements in their sectors are up-to-date and appropriate in terms of competencies produced by the degrees. The qualification requirements promote quality assurance and the placement of higher education graduates in jobs corresponding to their competencies.*

## **The development of a network of liberal adult education institutions**

The purpose of liberal adult education is to make available education promoting coherence, equality and active citizenship based on the lifelong learning principle. The education is geared to promote versatile personal development, well-being and the realisation of democracy, plurality, sustainable development, multiculturalism and internationalisation.

The Ministry of Education and Culture has initiated an interactive structural development programme 2009–2012 focusing at the initial phase on adult education centres. The programme projects are financed with government subsidies. In addition, the Ministry has initiated a separate analysis in support of small adult education centres in particular.

The structural development of the liberal adult education network needs to be carried on. The aim is a dense, regionally comprehensive network of high-standard institutions which offers a wide range of services.

*157. Measures will be taken to enable liberal adult education to respond better to the needs of persons otherwise falling outside education and training. The proportion of civics will be increased. The growing importance of liberal adult education in promoting adults' and senior citizens' well-being will be recognised.*

*158. The interactive structural development programme and the financial support of the projects will be carried on in order to promote the regional accessibility of liberal adult education, with due consideration of Swedish-speakers' educational needs. The licences of liberal adult education institutions will be revised in keeping with the new statutes by 2013.*





*E*ducational evaluation and foresight

## A national education evaluation centre

The evaluation of education at different levels produces important information for education policy decision-making and the development of education. Evaluation findings support local, regional and national development which enhances the quality of education, learning and the work of the teaching personnel. The Ministry of Education and Culture will devise a national evaluation plan to outline future evaluation and determine priorities for it.

At present the evaluation of education is decentralised and carried out by the Higher Education Evaluation Council, the Education Evaluation Council and the National Board of Education. Additionally, universities have activities relating to it. The Higher Education Evaluation Council is attached to the Ministry and the Education Evaluation Council to the University of Jyväskylä.

A national education evaluation centre will be established with a view to compiling the tasks and expertise relating to evaluation into a more efficient, effective and coherent entity. This will consolidate the independent and unaligned status of the evaluation and generate economic synergy. At the same time, it will enhance the national and international role of Finnish educational evaluation.

*159. The national education evaluation centre to be established will comprise the evaluation-related operations of the Education Evaluation Council, the Higher Education Evaluation Council and the National Board of Education. The merger will accommodate the specific*

*operations of both the evaluation councils and the National Board in order to safeguard their specificity. Care will be taken in the merger to ensure the administrative and operational independence of the new organisation and its close contacts with key stakeholders in the education sector. The division of work will be clarified in the acquisition of information needed in national and international evaluations, in educational research and in development. The national education evaluation centre will start to operate from the beginning of 2014.*

*160. A national review of learning-to-learn skills in the 9th year of basic education will be carried out in 2012.*

*161. Early childhood education will be subjected to regular evaluation.*

*162. The priorities in external evaluation in the period 2012–2015 will be*

- the realisation of equality in education
- productivity and cost-efficiency in education
- the impact of education on welfare, employment, and competitiveness.

## Quantitative and qualitative foresight to be coordinated

Educational foresight has been developed significantly and the findings are used in the targeting of education supply and in the development of educational content. Quantitative foresight has long been one of

the basic missions of the educational administration. Qualitative foresight relating to educational content has been primarily developed in projects with European Social Fund co-financing.

Although the different forms of foresight have been developed side by side, they do not sufficiently complement each other. The challenge is to better coordinate qualitative and quantitative foresight.

*163. Education foresight will be developed through the coordination of qualitative and quantitative foresight. The aim is that these two approaches will complement each other.*

*164. Qualitative foresight anticipates changes in labour needs and their links with education and training. National quantitative foresight looks at qualifying education and training in terms of its response to long-term labour needs.*

*165. Qualitative foresight analyses the impact of changes in work content on curricula and qualification structures. The responsibility for qualitative foresight rests with the qualification committees and education and training providers. The providers undertake foresight at the training programme level and react rapidly to changes in competence needs. The qualification committees undertake long-term foresight relating to fields of education, coordinating foresights in different fields. The National Board of Education will support the qualification committees in qualitative foresight.*

## Teachers and other personnel

The competition for competent workforce is getting ever stiffer in public sector jobs. Organisations must be able to recruit new competent employees to replace staff who have reached the retirement age. The education sector is facing a challenging situation because teachers and educationalists are in demand in many other sectors as well. Further, it is important to bear in mind that young graduates have different priorities than their parents. Young people expect to have varying, diverse and interesting work duties,

opportunities for personal development and forms of work that suit their lifestyles. Good human resources management will grow in importance during the planning period as there are important structural reforms taking place in the education system.

The high competence and educational level in Finland rests on internationally high-standard teacher education. Staying among the most competent nations in the world requires constant development of teacher education and measures to secure the availability of competent and qualified teachers.

National foresights and surveys of teaching personnel, other than early childhood education staff, have compiled information about the quantitative and qualitative needs in teacher education. Similar current data is also needed regarding early childhood education personnel in order to assure quality in early childhood education.

There is need to increase the education of class teachers, special-needs teachers and kindergarten and special-need kindergarten teachers. The current target numbers in subject teacher education may be reduced, with the exception of English and PE teachers. The training of vocational teachers must be increased particularly in the social services and health and in technology, communications and transport. The need for increases also exists in Swedish-language teacher education. The provision of teacher education must be cut in culture and in social sciences, business and administration.

Alongside sufficient provision and educational quality, the availability of teachers requires that the teaching profession remains an attractive career choice. Attractiveness can be enhanced by means of good human resources policy and the development of teachers' work conditions, as well as an input into continuing professional education. The development of competencies is primarily the employer's responsibility but the government also finances continuing education of great relevance to education policy.

The opportunities for teachers to participate in staff-development training vary between teacher groups, regions and educational institutions. A national teacher education programme (Osaava 2010–2016) was launched in 2010. The purpose of the programme is to ensure the systematic development of teaching

personnel's competencies, activate those who participate less frequently in staff-development training and improve equal access to continuing professional education. Teachers' initial training, induction and continuing education form a continuum of content which fosters professional growth and development all through the teaching career.

*166. Good human resources policy will be promoted in the education and science policy sector as a whole.*

*167. Universities and polytechnics will strengthen research into teacher education, making use of the potential existing in the whole academic community. Teacher education institutes will be further developed.*

*168. The priorities in the content of teacher education will be equal opportunity in education; the instruction and guidance of pupils/students with special educational needs; the development of learning environments; the use of ICT; questions relating to multiculturalism; and cooperation between the school and the families and between the school and the world of work.*

*169. The availability of teachers will be secured through increases in the education of class teachers, special-needs teachers and kindergarten teachers and in the training of vocational teachers especially in social services, health and sport and in technology, communications and transport.*

*170. A national survey will be undertaken to find out the situation in early childhood education in order to anticipate future personnel and competence needs.*

*171. Local authorities will be encouraged to ensure that their teaching personnel are qualified, for instance by means of a joint system for recording the qualifications of the personnel in their service.*

*172. Continuing professional education financed by the government will be focus on education preparing teaching and other personnel to meet different learners; preventing exclusion and promoting knowledge and skills needed in an increasingly multicultural society; knowledge about the world of work; and the use of diverse learning environments and ICT. The aim is that all the personnel working in institutions providing education for children and young people participate in the development action. Measures will be taken to enhance the impact of government-financed continuing education and develop flexible continuing education models suited to teachers at different stages in their careers and the training of institutional leadership.*

*173. In vocational education and training, measures will be taken to secure the personnel's opportunities for secondment in the world of work. The secondments will be systematically exploited in foresights undertaken by the training providers and in the training and guidance of on-the-job instructors.*



# Student financial aid



The aim of student financial aid is to secure income during studies for full-time students in need of support. The aid scheme is developed on the basis of education policy aims with a view to promoting efficient completion of studies as well as equality between students and levels of education.

The amount of student financial aid is regularly reviewed to ensure a sufficient level of support and to promote further education and full-time studies. It is necessary to harmonise student financial aid and other forms of income assistance in order to encourage students to apply for education and to reduce dropout due to insufficient financial aid.

*174. The student financial aid will be index-linked from 1 September 2014. In addition, the student financial aid scheme will be reformed to support full-time studies and to accelerate study-times. In this connection, measures will also be taken to put right shortcomings in the financial aid of upper secondary students and to review the situation of students with families. The cost of the reform will not exceed its positive impact on the national economy.*

### **Level of student financial aid**

The decrease in the purchasing power of the student financial aid was corrected when the amount of study grant was raised by 15 per cent and the maximum salary income by 30 per cent on 1 August 2008. The student financial aid has also improved in the autumn term 2011 at all education levels. The loan guarantee for studies abroad rose by 160 euro, the maximum income entitling to interest subsidy rose by 54 per cent and the means-testing

based on traineeship salary and scholarships paid by the educational institution was abolished. The entitlement of upper secondary students to loan guarantee was enlarged.

The amounts of student financial aid and income limits are not tied to the development of the cost of living. This will gradually result in a fall in the utilisation rate and in students' income and purchasing power and tighter means-testing.

*175. In connection with the 2014 budget, the Government will submit a Bill amending the Student Financial Aid Act to include a provision linking the study grant to the national pension index from 1 September 2014.*

The study grant amounts to approximately half of the budget of an independently living student. A significant part of the student financial aid is a government guarantee to a bank loan, which is taken by fewer than 40 per cent of higher education students and an estimated 20 per cent of other students entitled to student financial aid at some point in their studies. The student loan is much less frequently used than the study grant and the housing supplement. Students prefer to take a job to taking out a loan when they need to supplement their income. According to Student Survey 2010, 36 per cent of students have regular jobs during the academic year and nearly 80 per cent work during holidays. The aim is that the study grant and the student loan provide a sufficient basic income and enable students to study full-time.

The rent ceiling in student financial aid is low compared to the general level of rent and has not been raised since 2005. Housing is the largest

single expenditure for an independently living student. According to the Government Programme, the general housing allowance will be raised, which will improve the situation of students with children, but at the same time widen the difference between students' housing supplement and the general housing allowance. The aim is to make the maximum rent entitling to the housing supplement equal to the "part-house norm" used in the general housing allowance.

Establishing a family and having a child often mean an additional financial burden, which is not covered by the student financial aid. The student financial aid differs from other means-tested benefits in that it is the same whether or not the student has a child to provide for. The aim is to improve the student financial aid granted to students with children.

*176. Possibilities will be explored to raise the study grant, housing supplement, the maximum rent entitling to housing supplement and the government guarantee for student loans and to adopt a carer increase in the study grant of students with children.*

### **Upper secondary education and student financial aid**

The student financial aid is especially meagre for students under 20 years of age who study at the upper secondary level. It is problematic as concerns incentives for further education and training in that the student may be totally without financial aid when the child allowance, which is not means-tested, ends when the child turns 17. There are differences between levels of education in the means-testing of student aid. In the case of higher education students, the parents' income is not considered in the means-testing but at the secondary level the income lowers the study grant up to the age of 20. The basic study grant for students under 18 who live with their parents is small compared with other income benefits available for young people. The child allowance grant for one child is 100.40 euro per month. The child allowance, which is higher than the study grant, ends at the early stages

of upper secondary studies. The labour market support, which is paid to persons under 25 years of age for the duration of on-the-job training, amounts to 553 euro a month and the income support for a single person is 419.11 euro a month. Both these benefits will be raised from 1 January 2012, which will further enlarge the difference between student financial aid and basic income support paid to young people. It is necessary to improve and harmonise the student financial aid to give more incentive for studies.

*177. The means-testing of parents' income will be abolished in 18-19-year-old students' entitlement to study grants. The aim is that the smallest study grant could be raised, for example, to equal the amount of child allowance paid for one child.*

The Student Financial Aid Act does not define in detail the amount of time for which qualification-specific aid is granted. For a well-founded reason, the educational institution may prolong the study time after the normative time ends, and the aid is granted always if the student can demonstrate that he or she is pursuing full-time studies. The regulation of the duration of qualification-specific aid could be tightened so that aid could be granted for studies exceeding the normative time, but no longer than for one year. The change would ensure a sufficiently long transition period. The aim is that the limit to the aid period would encourage students to complete their studies in the target time. It would clarify the definition of the aid entitlement for the institution and student as well as in the implementation of the student financial aid.

*178. As recorded in the Government Programme, the student financial aid for upper secondary studies will be limited as from 1 August 2014, and the relevant Bill amending the Student Financial Aid Act will be submitted during 2012.*

The formula for calculating the time for which student financial aid is granted for upper secondary students is complicated, which is why it should

be simplified and harmonised. In this connection, possibilities will be explored for renouncing the half-month aid granted to some vocational students. This is a problematic form of aid because the half-month is considered to be an aid month in the income-based means-testing and the half-month support may prevent the granting of other benefits, such as the general housing allowance for the whole month.

*179. The definition of the aid-receiving period will be clarified in aid to upper secondary students.*

The possibilities for immigrants to study in the upper secondary school will be improved by means of one-year preparatory education to be arranged from the autumn term 2014 onwards.

*180. The education preparing immigrants for the upper secondary school will entitle to student financial aid as from the beginning of autumn term 2014.*

On application, the Social Insurance Institution may equate a private educational institution to a publicly supervised institution if the education and training provided by it is equivalent in level to that provided by a publicly supervised institution. Another condition is that the educational institution has the financial resources to run its operation and has operated for a minimum of one year. The regulation relating to this procedure has proved deficient and problematic.

*181. Measures will be taken to determine development needs in the regulation relating to entitlement of students in private educational institutions to student financial aid.*

## **Higher education and student financial aid**

The student financial aid granted to higher education students must especially encourage full-time studies and contribute to shortening study times. The granting procedure was changed as part of the structural reform of the student financial aid

as from the autumn term 2011 to be compatible with the two-cycle degree structure, and the principles for monitoring progress in studies were harmonised. In addition, the government loan guarantee began to be granted more automatically in connection with the study grant, and the month when a student receives housing supplement began to be considered an aid-receiving month. A maximum was also set for the time for which student financial aid is granted for postgraduate studies. The effect of these changes on the utilisation rate and on studies will be monitored.

Higher education students admitted on 1 August 2005 or later who graduate in the normative time are entitled to tax deduction for study loans. The deduction is 30 per cent of the amount of loan exceeding 2,500 euro. Information about the effect of this change will be available when the entitled students begin to graduate, i.e. mostly after 2011. Between 2007 and 2010 there were around 2,600 recipients of the tax deduction.

*182. A committee will be appointed to evaluate the student loan system during 2012.*

The amount of subsidy per student meal is 1.77 euro and student café owners outside university premises get an extra one euro per meal from 1 January 2011 onwards. The costs influencing the extra subsidy will be monitored. The costs influencing the maximum amount of the meal subsidy will be monitored. The higher education institutions should continue to arrange meals so that the cost of the café premises do not fall on the student to pay; neither is the meal subsidy intended for cover the cost of premises.

*183. The criteria for allocating the subsidies referred to in the Government Decree on the grounds for granting subsidies for student meals (564/2003) will be specified because of changes in the higher education realty administration. The amounts of the meal subsidy and the extra meal subsidy will be reviewed if it becomes necessary to raise the maximum price of student meals because of cost development in the field.*

Starting in the academic year 2009–2010, the polytechnics have been able to arrange free education equipping immigrants with the necessary language and other skills for polytechnic studies. After these studies, the immigrant must generally apply for admission to a degree programme in the ordinary student application system. The duration of the preparatory education ranges from a few months to a maximum of nine months.

A student participating in preparatory education before degree studies is not, however, entitled to student financial aid. The entitlement should be enlarged in this respect because student financial aid may be granted to students taking part in education preparing for initial vocational education and training. The change would make it financially easier for immigrants to take up polytechnic studies. The student financial aid is needed by immigrants who apply for the preparatory education but are not in the labour market, in which case they would be covered by labour policy benefits and get integration support or unemployment allowance.

*184. Immigrant education preparing for polytechnic studies will be included in the student financial aid scheme.*

### **Student financial aid granted for studies abroad**

Student financial aid is granted for studies abroad if they are equivalent to studies subsidised in Finland or form part of a Finnish degree programme studied. Because of the equivalence requirement, the studies pursued or degree awarded abroad must be provided by a publicly supervised or otherwise accredited institution. Many countries have a specific accreditation authority to handle questions relating to equivalence. In Finland, the equivalence and entitlement to student financial aid is determined by the Social Insurance Institution. A foreign educational institution may also arrange education in Finland or some other country other than the one where its headquarters is based. The Student Financial Aid Act does not recognise situations where a branch of an educational institution arranges

education. In this respect, the regulation of students' entitlement to student financial aid is deficient.

Studies in a foreign educational institution are considered full-time when determined as such by the institution. If the institution has not determined the matter, the full-time status of the studies may be determined in Finland on the basis of the equivalent studies in Finland. Unlike studies in Finland, the time of studies abroad entitling to student financial aid is determined on the basis of the length of the academic year as well as the extent of studies.

Student financial aid is granted for studies abroad to a Finnish citizen who has been a registered resident in Finland under the Home Municipality Act for a minimum of two years during the five years preceding the studies and whose stay abroad can be considered temporary. The formal two-year residence requirement may lead to a situation in which persons who have lived abroad for a long time may be denied the right to student financial aid when they want to study abroad. The EU Commission has taken legal action against the Netherlands in the European Court of Justice because the residence requirement may be against equal treatment under EU legislation.

*185. Measures will be taken to clarify and specify the granting of student financial aid for studies abroad and the regulation of the entitlement students studying in foreign higher education institutions to student financial aid and to explore the need for possible changes in the residence requirement in Finnish student financial aid.*

### **Appeals against student financial aid decisions**

The Student Financial Aid Appeal Board is the first instance in appeals against decisions taken by the Social Insurance Institution and student financial aid boards under the Student Financial Aid Act (65/1994) and under the Act on school travel subsidy for students in general and vocational upper secondary education and training (48/1997). The decisions issued by the Appeal Board, with the

exception of the rectification of incorrect decisions, may be appealed against in the Insurance Court. The Appeal Board is governed by Section 32 of the Student Financial Aid Act. Under subsection 32(3) further provisions on the Appeal Board are enacted by Government Decree.

*186. The operation of the Student Financial Aid Appeal Board should be enacted by a separate Act. This would underline the status of the Appeal Board as an independent and autonomous appeal organ. The Government will submit a Bill on the Student Financial Aid Appeal Board during 2012. The Act is projected to enter into force on 1 May 2013.*

### **Support to school travel**

Students in upper secondary schools and in vocational education and training have received subsidy for school travel since 1997. The criteria for granting are a long school travel and considerable travel costs. The subsidy may be paid to the seller of the travel ticket, education or training provider or the student. The scheme was evaluated in 2008. The granting criteria were changed as part of the structural reform of the student financial aid, which is effective as from the autumn term 2011. The entitlement to school travel was extended to initial vocational education and training preparing for competence-based qualifications and some other forms of vocational education and training, and can be granted for a longer time than nine months in a school year, where needed, depending on the length of studies. Additionally, certain restrictions relating to the school travel subsidy were relaxed.

School travel subsidy is not granted to a student who has an income of over 660 euro a month from on-the-job learning placement. The means-testing of traineeship salary and a scholarship or some other benefit granted by the educational institution will be discontinued as from 1 August 2011 in the granting of student financial aid.

*187. Possibilities will be explored for abolishing means-testing relating to income from a placement in on-the-job learning.*

When a student does not use public transport for school travel, the cost of school travel is calculated in accordance of a Ministry of Education and Culture Decree. The Decree applies to the calculation of travel costs when the transportation is arranged by the education provider or when it is a private arrangement.

*188. The Decree of the Ministry of Education and Culture pertaining to the calculation of certain school travel costs (346/2011) will be reviewed each school year from 1 August, unless a change in the cost development requires a review more often than this.*

## Targets for education supply in 2016

Field and level of education	Entrants 2009	Target for 2016	Output
<b>Humanities and Education</b>	<b>5 774</b>	<b>5 830</b>	<b>4 742</b>
Initial vocational training	947	840	716
Polytechnic (Bachelor's) degree	325	360	292
University (Master's) degree	4 502	4 630	3 734
<b>Leisure and youth work</b>	<b>742</b>	<b>700</b>	<b>582</b>
Initial vocational training	501	400	337
Polytechnic (Bachelor's) degree	241	300	245
University (Master's) degree	0	0	
<b>Languages</b>	<b>1 616</b>	<b>1 470</b>	<b>1 123</b>
Initial vocational training	70	60	58
Polytechnic (Bachelor's) degree	84	60	47
University (Master's) degree	1 462	1 350	1 018
<b>History and archaeology</b>	<b>299</b>	<b>250</b>	<b>195</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	299	250	195
<b>Philosophy</b>	<b>92</b>	<b>70</b>	<b>46</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	92	70	46
<b>Education science and psychology</b>	<b>902</b>	<b>820</b>	<b>649</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	902	820	649
<b>Teaching and education</b>	<b>1 722</b>	<b>2 180</b>	<b>1 880</b>
Initial vocational training	376	380	321
Polytechnic (Bachelor's) degree	0	0	1 559
University (Master's) degree	1 346	1 800	
<b>Theology</b>	<b>278</b>	<b>280</b>	<b>216</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	278	280	216
<b>Other education in humanities and education</b>	<b>123</b>	<b>60</b>	<b>51</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	123	60	51
<b>Culture</b>	<b>7 707</b>	<b>4 745</b>	<b>3 666</b>
Initial vocational training	3 650	1 810	1 375
Polytechnic (Bachelor's) degree	2 473	1 510	1 232
University (Master's) degree	1 584	1 425	1 059
<b>Crafts and design</b>	<b>3 068</b>	<b>1 850</b>	<b>1 426</b>
Initial vocational training	1 916	1 000	754
Polytechnic (Bachelor's) degree	733	500	412
University (Master's) degree	419	350	260

Field and level of education	Entrants 2009	Target for 2016	Output
<b>Communication and information</b>	<b>2 413</b>	<b>1 120</b>	<b>870</b>
Initial vocational training	1 317	500	387
Polytechnic (Bachelor's) degree	829	350	286
University (Master's) degree	267	270	197
<b>Literature</b>	<b>169</b>	<b>140</b>	<b>104</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	169	140	104
<b>Theatre and dance</b>	<b>265</b>	<b>235</b>	<b>198</b>
Initial vocational training	71	60	50
Polytechnic (Bachelor's) degree	119	100	79
University (Master's) degree	75	75	69
<b>Music</b>	<b>1 041</b>	<b>850</b>	<b>654</b>
Initial vocational training	346	250	184
Polytechnic (Bachelor's) degree	414	320	268
University (Master's) degree	281	280	202
<b>Visual arts</b>	<b>216</b>	<b>170</b>	<b>135</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	170	110	89
University (Master's) degree	46	60	46
<b>Cultural and arts research</b>	<b>327</b>	<b>250</b>	<b>181</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	327	250	181
<b>Other education in culture</b>	<b>208</b>	<b>130</b>	<b>98</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	208	130	98
University (Master's) degree	0	0	
<b>Social Sciences, Business and Administration</b>	<b>16 126</b>	<b>15 960</b>	<b>12 301</b>
Initial vocational training	5 575	5 550	4 277
Polytechnic (Bachelor's) degree	5 545	5 540	4 258
University (Master's) degree	5 006	4 870	3 766
<b>Business and commerce</b>	<b>13 515</b>	<b>13 550</b>	<b>10 418</b>
Initial vocational training	5 575	5 550	4 277
Polytechnic (Bachelor's) degree	5 241	5 300	4 059
University (Master's) degree	2 699	2 700	2 082
<b>Economics</b>	<b>135</b>	<b>150</b>	<b>99</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	135	150	99
<b>Administration</b>	<b>695</b>	<b>510</b>	<b>391</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	258	200	166
University (Master's) degree	437	310	225
<b>Statistics</b>	<b>88</b>	<b>70</b>	<b>42</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	88	70	42

Field and level of education	Entrants 2009	Target for 2016	Output
<b>Social sciences</b>	<b>733</b>	<b>730</b>	<b>548</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	733	730	548
<b>Political sciences</b>	<b>292</b>	<b>220</b>	<b>173</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	292	220	173
<b>Law<sup>8</sup></b>	<b>560</b>	<b>650</b>	<b>569</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	560	650	569
<b>Other education in social sciences, business and administration</b>	<b>108</b>	<b>80</b>	<b>61</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	46	40	33
University (Master's) degree	62	40	28
<b>Natural Sciences</b>	<b>6 304</b>	<b>5 310</b>	<b>3 451</b>
Initial vocational training	1 734	1 000	689
Polytechnic (Bachelor's) degree	1 229	1 350	884
University (Master's) degree	3 341	2 960	1 878
<b>Mathematics</b>	<b>581</b>	<b>470</b>	<b>297</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	581	470	297
<b>Computing and software</b>	<b>3 910</b>	<b>3 350</b>	<b>2 114</b>
Initial vocational training	1 734	1 000	689
Polytechnic (Bachelor's) degree	1 229	1 350	884
University (Master's) degree	947	1 000	541
<b>Earth and space sciences, astronomy</b>	<b>94</b>	<b>80</b>	<b>60</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	94	80	60
<b>Physics</b>	<b>483</b>	<b>400</b>	<b>234</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	483	400	234
<b>Chemistry</b>	<b>492</b>	<b>420</b>	<b>281</b>
Initial vocational training	0	0	281
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	492	420	
<b>Biology</b>	<b>609</b>	<b>490</b>	<b>379</b>
Initial vocational training	0	0	379
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	609	490	
<b>Geography</b>	<b>135</b>	<b>100</b>	<b>86</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	0	0	
University (Master's) degree	135	100	86

8 Data from the university applicant and admission register



Field and level of education	Entrants 2009	Target for 2016	Output
<b>Technology, Communications and Transport</b>	<b>32 997</b>	<b>32 190</b>	<b>24 429</b>
Initial vocational training	20 868	21 000	16 445
Polytechnic (Bachelor's) degree	8 337	7 520	5 303
University (Master's) degree	3 792	3 670	2 681
<b>Architecture and construction</b>	<b>6 364</b>	<b>6 400</b>	<b>5 132</b>
Initial vocational training	4 128	4 100	3 487
Polytechnic (Bachelor's) degree	1 779	1 700	1 237
University (Master's) degree	457	600	408
<b>Mechanical, metal and energy engineering</b>	<b>5 346</b>	<b>6080</b>	<b>4 535</b>
Initial vocational training	3 391	4 200	3 171
Polytechnic (Bachelor's) degree	1 343	1 300	939
University (Master's) degree	612	580	425
<b>Electrical and automation engineering</b>	<b>4 594</b>	<b>4 320</b>	<b>3 265</b>
Initial vocational training	2 770	2 300	1 838
Polytechnic (Bachelor's) degree	1 051	1 300	886
University (Master's) degree	773	720	541
<b>Information and telecommunications technology</b>	<b>3 798</b>	<b>3060</b>	<b>2 154</b>
Initial vocational training	1 405	1 000	800
Polytechnic (Bachelor's) degree	1 632	1 350	876
University (Master's) degree	761	710	478
<b>Graphics and communications technology</b>	<b>590</b>	<b>500</b>	<b>375</b>
Initial vocational training	289	300	231
Polytechnic (Bachelor's) degree	301	200	144
University (Master's) degree	0	0	
<b>Food sciences, food industry and biotechnology</b>	<b>1 244</b>	<b>950</b>	<b>747</b>
Initial vocational training	803	600	484
Polytechnic (Bachelor's) degree	271	200	149
University (Master's) degree	170	150	114
<b>Process, chemical and materials engineering</b>	<b>3 472</b>	<b>3 300</b>	<b>2 486</b>
Initial vocational training	2 482	2 400	1 799
Polytechnic (Bachelor's) degree	519	450	337
University (Master's) degree	471	450	350
<b>Textiles and clothing technology</b>	<b>662</b>	<b>560</b>	<b>428</b>
Initial vocational training	631	500	383
Polytechnic (Bachelor's) degree	20	50	37
University (Master's) degree	11	10	8
<b>Automotive and transport engineering</b>	<b>4 846</b>	<b>5 620</b>	<b>4 236</b>
Initial vocational training	4 259	5 100	3 883
Polytechnic (Bachelor's) degree	587	520	353
University (Master's) degree	0	0	
<b>Industrial management</b>	<b>687</b>	<b>550</b>	<b>428</b>
Initial vocational training	0	0	
Polytechnic (Bachelor's) degree	294	200	150
University (Master's) degree	393	350	278
<b>Other education in technology, communications and transport</b>	<b>1 394</b>	<b>850</b>	<b>643</b>
Initial vocational training	710	500	369
Polytechnic (Bachelor's) degree	540	250	195
University (Master's) degree	144	100	79

Field and level of education	Entrants 2009	Target for 2016	Output
<b>Natural Resources and the Environment</b>	<b>4 042</b>	<b>3 770</b>	<b>2 701</b>
Initial vocational training	2 799	2 670	1 969
Polytechnic (Bachelor's) degree	831	770	555
University (Master's) degree	412	330	177
<b>Agriculture</b>	<b>1 823</b>	<b>1 850</b>	<b>1 271</b>
Initial vocational training	1 381	1 350	993
Polytechnic (Bachelor's) degree	330	400	278
University (Master's) degree	112	100	
<b>Horticulture</b>	<b>670</b>	<b>600</b>	<b>428</b>
Initial vocational training	557	500	360
Polytechnic (Bachelor's) degree	113	100	68
University (Master's) degree	0	0	0
<b>Fishery</b>	<b>92</b>	<b>90</b>	<b>53</b>
Initial vocational training	54	70	40
Polytechnic (Bachelor's) degree	38	20	13
University (Master's) degree	0	0	0
<b>Forestry</b>	<b>932</b>	<b>950</b>	<b>746</b>
Initial vocational training	544	650	510
Polytechnic (Bachelor's) degree	244	200	159
University (Master's) degree	144	100	77
<b>Nature and the environment</b>	<b>525</b>	<b>280</b>	<b>203</b>
Initial vocational training	263	100	66
Polytechnic (Bachelor's) degree	106	50	37
University (Master's) degree	156	130	100
<b>Social Services, Health and Sports</b>	<b>17 324</b>	<b>18 590</b>	<b>15 337</b>
Initial vocational training	8 050	8 930	7 477
Polytechnic (Bachelor's) degree	7 552	7 700	6 046
University (Master's) degree	1 722	1 960	1 714
<b>Social services</b>	<b>1 768</b>	<b>1 850</b>	<b>1 451</b>
Initial vocational training	0	0	0
Polytechnic (Bachelor's) degree	1 768	1 850	1 451
University (Master's) degree	0	0	0
<b>Healthcare</b>	<b>4 329</b>	<b>4 550</b>	<b>3 569</b>
Initial vocational training	0	0	0
Polytechnic (Bachelor's) degree	3 902	4 150	3 237
University (Master's) degree	427	400	332
<b>Healthcare and social services (shared core studies)</b>	<b>6 008</b>	<b>7 450</b>	<b>6 220</b>
Initial vocational training	5 920	7 350	6 145
Polytechnic (Bachelor's) degree	88	100	75
University (Master's) degree	0	0	0
<b>Dentistry and other dental services</b>	<b>338</b>	<b>370</b>	<b>305</b>
Initial vocational training	26	40	35
Polytechnic (Bachelor's) degree	165	150	119
University (Master's) degree <sup>a</sup>	147	180	151
<b>Rehabilitation and sports</b>	<b>1 555</b>	<b>1 430</b>	<b>1 130</b>
Initial vocational training	361	380	318
Polytechnic (Bachelor's) degree	1 038	850	666
University (Master's) degree	156	200	146

## 9 Data from the university applicant and admission register

Field and level of education	Entrants 2009	Target for 2016	Output
<b>Technical health services</b>	505	550	458
Initial vocational training	0	0	0
Polytechnic (Bachelor's) degree	505	550	458
University (Master's) degree	0	0	0
<b>Pharmacy and other pharmacological services</b>	467	500	476
Initial vocational training	143	160	158
Polytechnic (Bachelor's) degree	0	0	0
University (Master's) degree	324	340	318
<b>Medicine</b>	6 192	770	710
Initial vocational training	0	0	0
Polytechnic (Bachelor's) degree	0	0	0
University (Master's) degree	619	770	710
<b>Veterinary medicine</b>	49	70	57
Initial vocational training	0	0	0
Polytechnic (Bachelor's) degree	0	0	0
University (Master's) degree	49	70	57
<b>Beauty care</b>	1 686	1 050	861
Initial vocational training	1 600	1 000	821
Polytechnic (Bachelor's) degree	86	50	40
University (Master's) degree	0	0	0
<b>Tourism, Catering and Domestic Services</b>	8 361	7 305	5 495
Initial vocational training	6 545	6 080	4 572
Polytechnic (Bachelor's) degree	1 749	1 115	851
University (Master's) degree	67	110	72
<b>Tourism</b>	1 994	1 200	951
Initial vocational training	1 034	650	525
Polytechnic (Bachelor's) degree	904	500	397
University (Master's) degree	56	50	29
<b>Hotel and catering</b>	5 463	5 000	3 804
Initial vocational training	5 035	4 600	3 524
Polytechnic (Bachelor's) degree	428	400	280
University (Master's) degree	0	0	0
<b>Domestic and consumer services</b>	370	465	366
Initial vocational training	320	330	256
Polytechnic (Bachelor's) degree	39	75	67
University (Master's) degree	11	60	43
<b>Cleaning services</b>	127	500	267
Initial vocational training	127	500	267
Polytechnic (Bachelor's) degree	0	0	0
University (Master's) degree	0	0	0
<b>Other education in tourism, catering and domestic services</b>	407	140	107
Initial vocational training	29	0	
Polytechnic (Bachelor's) degree	378	140	107
University (Master's) degree	0	0	0

## Targets for the supply of Swedish-language education in 2016

	Entrants 2009	Target 2016
Humanities and Education	392	390
Culture	399	300
Social Sciences, Business and Administration	944	890
Natural Sciences	261	220
Technology, Communications and Transport	1 139	1 120
Natural Resources and the Environment	184	220
Social Services, Health and Sports	852	950
Tourism, Catering and Domestic Services	373	310
<i>Total</i>	4 544	4 400





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Ministry of Education and Culture

Ministère de l'Éducation et de la culture