

Finland

VET in Europe - Country Report

2010

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Abstract:

This is an overview of the VET system in Finland. Information is presented according to the following themes:

1. General context - framework for the knowledge society
2. Policy development - objectives, frameworks, mechanisms, priorities
3. VET in times of crisis
4. Historical background, legislative and Institutional framework
5. Initial vocational education and training
6. Continuing vocational education and training for adults
7. Training VET teachers and trainers
8. Matching VET provision (skills) with labour market needs (jobs)
9. Guidance and counselling for learning, career and employment
10. Financing - investment in human resources
11. National VET statistics - allocation of programmes

This overview has been prepared in 2010 and its reference year is 2009. Similar overviews of previous years can be viewed at:

<http://www.cedefop.europa.eu/EN/Information-services/vet-in-europe-country-reports.aspx>

More detailed thematic information on the VET systems of the EU can also be found at:

<http://www.cedefop.europa.eu/EN/Information-services/detailed-thematic-analyses.aspx>

Keywords:

vocational education and training (VET) systems; initial vocational training; continuing vocational training; lifelong learning; VET policy development; financial crisis and VET policies; VET legislative and institutional frameworks; validation of non-formal and informal education; teachers and trainers; anticipation of skill needs; vocational guidance and counselling; VET financing mechanisms; allocation of national VET programmes; national and international qualification systems.

Geographic term:

Finland

TABLE OF CONTENTS

1. GENERAL CONTEXT - FRAMEWORK FOR THE KNOWLEDGE SOCIETY	6
1.1 Political and socio-economic context	6
1.2 Population and demographics	6
1.3 Economy and labour market indicators	7
1.4 Educational attainment of population	9
1.5 Definitions	11
2. POLICY DEVELOPMENT - OBJECTIVES, FRAMEWORKS, MECHANISMS, PRIORITIES	15
2.1 Objectives and priorities of the national policy development areas of VET	15
2.2 The latest developments in the field of European tools	16
3. VET IN TIMES OF CRISIS	20
3.1. Overview	20
3.2. Effects of the crisis on VET and corresponding measures	20
3.2.1 Trends in learners' behaviour	20
3.3. Longer term consequences and future responses	22
4. HISTORICAL BACKGROUND, LEGISLATIVE AND INSTITUTIONAL FRAMEWORK	23
4.1. Historical background	23
4.2. Legislative framework for IVET	23
4.3 Institutional framework for IVET and organigram	25
4.4. Legislative framework for CVET	28
4.5. Institutional framework: CVET	28
5. INITIAL VOCATIONAL EDUCATION AND TRAINING	31
5.1. Background to the initial vocational education and training system and diagram of the education and training system	31
5.2. IVET at lower secondary level	34
5.3. IVET at upper secondary level (school-based and alternance)	34
5.4. Apprenticeship training	39
5.5. Other youth programmes and alternative pathways	41
5.6. Vocational education and training at post-secondary (non-tertiary) level	42
5.7. Vocational education and training at tertiary level	43

6. CONTINUING VOCATIONAL EDUCATION AND TRAINING FOR ADULTS.....	46
6.1. Formal education.....	46
6.2 Non-formal education	52
6.3. Measures to help job-seekers and people vulnerable to exclusion from the labour market	53
7. TRAINING VET TEACHERS AND TRAINERS	55
7.1. Types of teacher and trainer occupations in VET	55
7.2.Types of teachers and trainers in IVET	57
7.3. Types of teachers and trainers in CVET.....	60
8. MATCHING VET PROVISION (SKILLS) WITH LABOUR MARKET NEEDS (JOBS)	61
8.1. Systems and mechanisms for the anticipation of skill needs (in sectors, occupations, education level)	61
8.2. Practices to match VET provision (skills) with skill needs (jobs)	62
9. GUIDANCE AND COUNSELLING FOR LEARNING, CAREER AND EMPLOYMENT.....	65
9.1. Strategy and provision	65
9.2. Target groups and modes of delivery	66
9.3. Guidance and counselling personnel	67
10. FINANCING: INVESTMENT IN HUMAN RESOURCES.....	68
10.1. Funding for initial vocational education and training.....	68
10.2. Funding for continuing vocational education and training, and adult learning.....	70
10.3. Funding for training for unemployed people and other groups excluded from the labour market.....	71
10.4. General funding arrangements and mechanisms.....	72
11. NATIONAL VET STATISTICS - ALLOCATION OF PROGRAMMES	73
11.1. Classification of national VET programmes.....	73
11.2. Fields Of Education And Training.....	74
11.3. Links between national qualifications and international qualifications or classifications	74
12. AUTHORS, SOURCES, BIBLIOGRAPHY, ACRONYMS AND ABBREVIATIONS	75
12.1 Authors	75
12.2 Sources, references and websites.....	75
12.3 List of acronyms and abbreviations	77

1. GENERAL CONTEXT - FRAMEWORK FOR THE KNOWLEDGE SOCIETY

1.1 POLITICAL AND SOCIO-ECONOMIC CONTEXT

The Republic of Finland became independent in 1917. Its constitution dates from 1919 and was renewed in 1999. The constitution defines the basic rights of citizens and establishes the fundamental principles of legislation, administration, jurisdiction, public finances; national defence, education, religious communities and public office. According to the constitution, basic education is compulsory and provided free of charge to everyone. The state is charged with the responsibility to provide or support vocational education and training, general education, higher and university education.

Finland is a parliamentary democracy with a multi-party system. Legislative power rests in the unicameral parliament of 200 members elected for a 4-year term. The cabinet must enjoy the confidence of parliament. In the 2007 general election the Social Democrats received 21.4%, the National Coalition Party 22.3% and the agrarian Centre Party 23.1% of votes.

The government is appointed by the President, who is elected by direct, popular vote for a term of 6 years. In 2006, Ms *Tarja Halonen* was elected President for the second term.

Executive powers are vested in different levels of government: central, regional and local. Central government is represented by ministries and central administrative agencies that answer directly to the appropriate ministry. The Finnish National Board of Education is one such agency, answerable to the Ministry of Education and Culture. Ongoing changes will see these administrative units transformed into expert agencies. Regional administration was reformed at the beginning of 2010. Regional powers are divided between two different bodies: Regional State Administrative Agencies (AVI) and Centres for Economic Development, Transport and the Environment (ELY). There are 6 AVI agencies and 15 ELY agencies. The autonomous *Åland Islands* has its own administration and the Åland Provincial Enforcement Office (*Statens ämbetsverk på Åland*) represents regional government on the islands.

1.2 POPULATION AND DEMOGRAPHICS

Finland covers 338,000 square kilometres and is one of the biggest countries in Europe. Population density is 17.6 inhabitants/square kilometre. About 84 % of the population live in urban areas.

TABLE 1: THE POPULATION IN FINLAND			
2003	2006	2009	2010
5,206,295	5,255,580	5,326,314	5,350,475

Source: Eurostat

90.7 % of the population speaks Finnish, 5.4 % speaks Swedish and 0.03 % speaks Sámi. Other languages are spoken by 3.9 % of the population. Finnish and Swedish are the two

official languages. All public services (including education) are available in Finnish or Swedish.

There are two official national churches; the Lutheran Church (79.7 % of the population) and the Orthodox Church (1.1%). 17 % of the population has no church affiliation.

TABLE 2: AGE-SPECIFIC DEMOGRAPHIC TRENDS				
Age group	2000	2009	2015	2025
0-24	1,595,341	1,549,779	1,532,522	1,528,404
25-64	2,808,576	2,884,467	2,792,712	2,703,268
65 +	777,198	892,068	1,129,537	1,394,172
Total	5,181,115	5,326,314	5,454,771	5,625,844

Source: Statistics Finland

Statistics Finland has forecasted that the population will increase during the first half of the century. The proportion of the working-age population will continue to grow at the beginning of the 21st century, but after that it will decrease slowly. In 2025 almost 1/4 of the population will be over 65.

TABLE 3: PROJECTED OLD-AGE DEPENDENCY RATIO, 2010-2060							
	2010	2015	2020	2030	2040	2050	2060
EU 27	25.9	28.3	31.1	38.0	45.4	50.4	53.4
Finland	25.7	31.7	36.8	43.9	45.1	46.6	49.3

Source: Eurostat

In Finland the old-age dependency ratio according to Eurostat will increase more rapidly than the EU average till the 2030's, but after that the increase will slow down compared with the EU average.

1.3 ECONOMY AND LABOUR MARKET INDICATORS

During the economic upswing in the late 1990's and the early 2000's, the economic growth in Finland was one of the fastest in the EU. In particular, the technology industry developed positively. The annual growth of GDP was over 6% in 1997 and it remained over 4% in 2007. The global recession also meant a decrease in GDP for Finland. In 2009, the decrease in GDP even exceeded any year during the recession of the 1990's.

The total number of employed in Finland is more than 2.6 million. The structure of employment is very similar to the EU average. The trend that shows diminishing numbers of employed people in the primary sector and manufacturing is continuing. Especially the important export industry sector, the forest industry, is struggling on the global market.

TABLE 4: EMPLOYMENT RATES BY AGE GROUPS AND HIGHEST LEVEL OF EDUCATION ATTAINED (%)									
YEAR	2003			2006			2009		
AGE GROUP	15-24	25-49	50-64	15-24	25-49	50-64	15-24	25-49	50-64
TOTAL	44.3	81.8	61.3	42.1	82.8	63.9	39.6	82.5	64.1
ISCED 0-2	26.3	69.4	51.3	24.4	69.3	51.7	22.0	68.6	49.7
ISCED 3-4	61.9	80.8	62.3	58.4	80.7	63.9	64.2	82.3	65.1
ISCED 5-6	81.8	89.9	74.8	86.6	88.1	75.4	78.5	89.4	76.5

Source: Eurostat

The Finnish labour market faces two major challenges. The transition from school to work, especially from higher education to work, is too slow. The average age of higher education graduates is essentially higher than in most EU countries. In Finland the number of retirees is already bigger than that of the new employees entering the labour market. Therefore the national policy is to prolong the careers of senior employees.

TABLE 5: GROSS DOMESTIC PRODUCT PER CAPITA (AT CURRENT PRICES)	
YEAR	EUR
1995	18,778
2000	25,524
2005	29,991
2009	32,088*

* provisional value

Source: Statistics Finland

The growth of GDP per capita had been steady from the end of the recession in the first half of 1990's up until the current global economic crisis. The provisional value for 2009 shows a decrease of €2,500 per capita compared with 2008.

TABLE 6: TOTAL PUBLIC EXPENDITURE ON EDUCATION, AT SECONDARY LEVEL OF EDUCATION, BY PROGRAMME ORIENTATION, 2007								
ISCED 2-4 TOTAL			ISCED 2-4 GENERAL EDUCATION			ISCED 2-4 VOCATIONAL ED.		
IN MILLION EUR PPS	AS % OF GDP	AS % OF TOTAL EXPENDITURE	IN MILLION EUR PPS	AS % OF GDP	AS % OF TOTAL EXPENDITURE	IN MILLION EUR PPS	AS % OF GDP	AS % OF TOTAL EXPENDITURE
3 906,9	2.5	5.3	2 248.8	1.4	3.1	1 658,1	1.1	2.3

Source: Eurostat

Finland cannot base its economy on natural resources. Therefore the well-educated people have been seen as a major resource for development and growth. Even if education is the second biggest sector in the state budget, the investments on education are moderate compared with several EU countries. At the same time as Finland invests on education, the state tries to make the use of funding as effective as possible.

1.4 EDUCATIONAL ATTAINMENT OF POPULATION

The educational attainment of age groups aged between 25 and 54 is high in international comparison. The educational attainment among the 'the baby boomers', born after the Second World War, is much lower than among the younger generations because there was not enough supply of formal education and training for these people from the 1950's to the 1970's. Investments in higher education in recent decades can be seen in the numbers of tertiary education graduates among 25-34-year-olds.

In 2008, 66% of the population aged 15 or over had completed some post-basic level qualification. The highest attainment level is among 30-34-year-olds; 86% of the group had completed more than basic education.

TABLE 7: GRADUATES AT ISCED LEVEL 3 AND LEVEL 4 BY LEVEL OF EDUCATION, PROGRAMME ORIENTATION AND SEX (NUMBERS), 2005 AND 2007												
YEAR	2005						2007					
GEO	3 GEN	3 PV	3 VOC	4 GEN	4 PV	4 VOC	3 GEN	3 PV	3 VOC	4 GEN	4 PV	4 VOC
MALES	19218	:	28230	:	:	2406	18731	:	30354	:	:	2657
FEMALES	14079	:	25009	:	:	2121	13520	:	26338	:	:	2096
TOTAL	33297	:	53239	:	:	4527	32251	:	56692	:	:	4753

Source: Eurostat

In Finland, women constitute the majority on all levels of education except basic education and doctoral studies. Men are in the majority among those holding specialist vocational qualifications (competence-based qualifications). Almost two thirds of tertiary graduates are females and clearly over 50% of vocational education and training graduates on ISCED levels 3 and 4 are females.

Compared with the EU average, early school leaving is not a major problem in Finland. The aim of education policy is to secure study places for the whole age group of 16-year-olds who complete basic education. The national joint application system for upper secondary studies is a tool which helps rationalise student selection procedures.

There are essential gender differences in the proportions of school leavers. Girls tend to continue their studies immediately after basic education more often than boys.

TABLE 8: PERCENTAGE OF THE POPULATION AGED 18-24 WITH AT MOST LOWER SECONDARY EDUCATION AND NOT IN FURTHER EDUCATION OR TRAINING						
	2002	2003	2004	2005	2006	2007
EU 27	17.1	16.6	15.9	15.5	15.2	14.8
FINLAND	9.9	8.3 (b)	8.7	9.3	8.3	7.9 (p)

b) Break in series p) Provisional value

Source: Eurostat

Compared with the EU average the early school leaving is not a big problem in Finland. The aim of the educational policy is to secure study places for the whole age group of 16-year-olds who pass the basic education. The national joint application system for upper secondary studies is a tool which helps to rationalise the student selection procedures.

There are essential gender differences in the proportions of school leavers. Girls tend to continue their studies immediately after the basic education more often than boys.

TABLE 9: YOUTH EDUCATION ATTAINMENT LEVEL - PERCENTAGE OF THE POPULATION AGED 20 TO 24 HAVING COMPLETED AT LEAST UPPER SECONDARY EDUCATION									
	2002			2005			2008		
	total	females	males	total	females	males	total	females	males
EU 27	76.7	79.3	74.0	77.5	80.2	74.8	78.5	81.3	75.6
FINLAND	85.8	89.0	82.6	83.4	85.7	81.0	86.2	87.6	84.6

Source: Eurostat

The proportion of those who have completed at least upper secondary education decreased in 2007-2008, but the proportion has increased over a longer term. One reason may be that more emphasis has been placed on young people at risk of being excluded from education or working life.

TABLE 10: LIFE-LONG LEARNING (ADULT PARTICIPATION IN EDUCATION AND TRAINING) - PERCENTAGE OF THE POPULATION AGED 25-64 PARTICIPATING IN EDUCATION AND TRAINING OVER THE FOUR WEEKS PRIOR TO THE SURVEY									
	2002			2005			2008		
	total	females	males	total	females	males	total	females	males
EU 27	7.2	7.8	6.6	7.2	7.8	6.6	7.2	7.8	6.6
FINLAND	17.3	20.0	14.5	22.5	26.1	19.0	23.1	26.9	19.3

Source: Eurostat

In Finland the participation of adults in education and training is essentially over the European average. According to Labour Force Survey the participation rate has increased in recent years, but according to Adult Education Survey the level of participation in 2006 has stayed on the same level as in 2000.

1.5 DEFINITIONS

GENERAL EDUCATION - YLEISSIVISTÄVÄ KOULUTUS; ALLMÄNBILDANDE UTBILDNING;

Education which is mainly designed to lead participants to a deeper understanding of a subject or group of subjects, especially, but not necessarily, with a view to preparing participants for further (additional) education at the same or a higher level. Successful completion of these programmes may or may not provide the participants with a labour-market relevant qualification at this level. These programmes are typically school-based. Programmes with a general orientation and not focusing on a particular specialisation should be classified in this category.

In Finland general education refers to the 9-year basic education common to all children and general upper secondary education.

Source: United Nations Educational, Scientific and Cultural Organization (UNESCO), "International Standard Classification of Education - ISCED 1997", Paris, November 1997; Finnish National Board of Education.

VOCATIONAL EDUCATION - AMMATILLINEN KOULUTUS; YRKESUTBILDNING;

Mainly designed to lead participants to acquire the practical skills, know-how and understanding necessary for employment in a particular occupation or trade or class of occupations or trades. Successful completion of such programmes leads to a labour-market relevant vocational qualification recognized by the competent authorities in the country in which it is obtained (e.g. the Ministry of Education, employers' associations, etc.).

In Finland vocational education refers to school-based vocational upper secondary education and training provided by VET institutions and adult education centres as well as apprenticeship training and competence-based qualifications.

Source: United Nations Educational, Scientific and Cultural Organization (UNESCO), "International Standard Classification of Education - ISCED 1997", Paris, November 1997; Finnish National Board of Education.

TECHNICAL EDUCATION

Technical education is a synonym to vocational education

TERTIARY EDUCATION - KORKEAKOULUASTEEN KOULUTUS; UTBILDNING PÅ HÖGSKOLENIVÅ;

In Finland, a prerequisite for admission to tertiary education is the upper secondary graduation. Tertiary education takes at least two years. In Finland tertiary education includes polytechnics bachelor's degrees, university bachelor's and master's degrees, specialist's degrees in medicine, dentistry and veterinary science, general staff officer and recently abolished vocational college education.

Source: ISCED 1997, Finnish Implementation Manual 2000

HIGHER EDUCATION

Higher education is a synonym to tertiary education.

POST-SECONDARY NON-TERTIARY EDUCATION

These programmes straddle the boundary between upper secondary and post-secondary education. They are often not significantly more advanced than programmes at upper secondary level but they serve or broaden the knowledge of participants who have already completed a programme at upper secondary level. In Finland there is one qualification, specialist vocational qualification, which falls into this category. The specialist vocational qualifications are always taken as competence-based qualifications in which the student must demonstrate that he or she masters the most demanding tasks in the vocational field in question.

Source: United Nations Educational, Scientific and Cultural Organization (UNESCO), "International Standard Classification of Education - ISCED 1997", Paris, November 1997; Finnish National Board of Education.

TRAINING

Training is in an education system context a synonym to education.

INITIAL VOCATIONAL EDUCATION AND TRAINING - *Ammatillinen peruskoulutus; grundläggande yrkesutbildning;*

Initial vocational education and training (IVET) is defined as training undertaken typically after full-time compulsory education (although it may start before) to promote the acquisition of the necessary knowledge, skills and competences for entry to an occupation or group of occupations. It can be undertaken purely within a school-based and/or work-based environment. Initial vocational education and training also encompasses adult education in Finland. It includes apprenticeship training.

Source: Glossary of the EknowVET database; Finnish National Board of Education.

CONTINUING VOCATIONAL EDUCATION AND TRAINING - *AMMATILLINEN JATKO- JA TÄYDENNYSKOULUTUS; YRKESINRIKTAD TILLÄGGSSUTBILDNING;*

Continuing vocational education and training (CVET) can be broadly defined as professional or vocational development through education and training undertaken typically after one has completed initial vocational education and training (IVET). It can be provided and undertaken at the initiative of public authorities, social partners, sectors, enterprises, individuals as well as a range of voluntary and community organisations. It also includes learning on-the-job not synonyms, much of which can be classified as non-formal or informal learning. It may lead to certification.

Continuing vocational education and training (CVET) thus relates to the further professional, vocational or personal development of people. It can take place in a societal, industrial sector and/or in a specific organisational or company context.

Source: Glossary of the EknowVET database

SCHOOL-BASED PROGRAMMES - *KOULUMUOTOINEN KOULUTUS; SKOLBASERAD UTBILDNING;*

In school-based programmes instruction takes place (either partly or exclusively) in educational institutions. These include special training centres for vocational education run by public or private authorities or enterprise-based special training centres if these qualify as educational institutions. These programmes can have an on-the-job training component, i.e. a component of some practical experience at the workplace.

Source: UOE data collection on education systems, Volume 1, Manual, Concepts, definitions and classifications

APPRENTICESHIP TRAINING - *OPPISOPIMUSKOULUTUS; LÄROAVTALSUTBILDNING;*

Systematic, long-term training alternating periods in a school or training centre and at the workplace; the apprentice is contractually linked to the employer and receives remuneration (wage or allowance). The employer assumes responsibility for providing the trainee with training leading to a specific occupation.

Source: Terminology of vocational training policy, Cedefop.

CURRICULUM - OPETUSSUUNNITELMA; LÄROPLAN;

Curriculum is a plan on the arrangement of teaching. In Finland the Finnish National Board of Education stipulates the core curricula which form the framework of local curricula done by the schools themselves or education providers.

Source: Finnish National Board of Education

QUALIFICATION - TUTKINTO; EXAMEN;

Qualification is a formal outcome of an assessment and validation process which is obtained when a competent body determines that an individual has achieved learning outcomes to given standards.

Source: EQF, 2006

SKILLS - TAIDOT; FÄRDIGHETER;

The ability to apply knowledge and use know-how to complete tasks and solve problems. In the European Qualifications Framework, skills are described as cognitive (use of logical, intuitive and creative thinking) and practical (involving manual dexterity and the use of methods, materials, tools and instruments).

Source: EQF, 2006

COMPETENCES - OSAAMINEN; KOMPETENS;

The proven ability to use knowledge, skills and personal, social and/ or methodological abilities, in work or study situations and in professional and personal development. In the context of the European Qualifications Framework, competence is described in terms of responsibility and autonomy.

Source: EQF, 2006

2. POLICY DEVELOPMENT - OBJECTIVES, FRAMEWORKS, MECHANISMS, PRIORITIES

2.1 OBJECTIVES AND PRIORITIES OF THE NATIONAL POLICY DEVELOPMENT AREAS OF VET

2.1.1. NATIONAL LLL STRATEGY

In Finland the underlying values of education are equity, tolerance, internationalisation, gender equality and responsibility for the environment. The ideology of life-long learning is embedded into the notion that everyone has an equal right to participate in education according to their abilities regardless of their age or situation in life.

The Government adopts a plan for development of education and university research every four years to cover both that year and the following five calendar years. The plan is a comprehensive strategy for the education sector and thus the expression of the lifelong learning policy. The latest, Development Plan for Education and Research for 2007-2012 was adopted in 2007. The plan is based on the objectives set for education and science policy in the Government Programme. The implementation of the plan will be evaluated in 2010.

2.1.2. POLICY DEVELOPMENT IN THE MAIN VET POLICY AREAS

Over the next few years, priorities for development include guaranteeing equal opportunities for education and training, high quality of education and training and availability of skilled labour, developing higher education and safeguarding competent teaching resources.

One of the aims is to raise the proportion of people holding vocational qualifications or tertiary degrees among younger age groups (25-to-34-year-olds) from the current 73 per cent to 88 per cent by 2020. This would mean that those with vocational qualifications and tertiary degrees should account for 46 per cent and 42 per cent, respectively, of the relevant age groups.

The system of adult education and training is being overhauled. Its challenges are related to adults without any vocational training, on the one hand, and adult education opportunities for tertiary degree holders, on the other. Administrative division of work and financing will also be revised (see also 2.1.3).

The matching of vocational education and training and the needs of working life has been improved by expanding on-the-job learning, by constantly reforming and developing initial and competence-based qualifications and through performance-based funding. In earlier years adult education and the education for young people were developed separately, which was visible also in that they were separated as their own departments within the national education administration. Today, however, the vocational qualifications system is being developed as an entity. This is done in view of the competence needs of the world of work and individuals, so that qualifications comprise general vocational and sector-specific competencies (see further 5.3).

The matching of initial vocational qualifications with the world of work is being improved, so that the qualifications provide the field-specific vocational competence required by working life and broad vocational skills and competence for further studies.

Cooperation between the education sector and the world of work has been strengthened since the late 1990s. The labour market is actively involved in the development of the structure, the qualifications and the curricula (see further 4.3, 4.5, 5.3 and 8.2). One of the platforms for cooperation at national level is the Council for lifelong learning that operates in conjunction of the Ministry of Education and Culture. It deals with questions related to the cooperation between the world of work and education. Further, it works to improve and develop opportunities and access to lifelong learning and adult education and training. Members of the Council represent the Ministries of Education and Employment and the Economy, labour market organisations, education and training institutions, higher education institutions and students.

The flexibility of the vocational qualifications system is being increased by diversifying the possibilities to include modules of other vocational qualifications in initial vocational qualifications. During the Development plan period, possibilities for obtaining initial vocational qualifications will be diversified by allowing completion of a qualification producing the vocational competence required by working life one module at a time. The primary objective should, however, always be the completion of an entire qualification.

Education providers will have the obligation to ensure that their staff regularly receives continuing education to improve their professional skills. The Ministry of Education and Culture will launch a broad network project for developing the quality of the working conditions of teaching and educational staff.

Considerable effort and added funding is being directed at continuing teacher education (see also Theme 7). It will be made more systematic and regional cooperation in continuing education will be promoted. Resources are being allocated to national and regional networks for developing continuing education and institutions. Among the priorities are to improve teachers' capabilities to face different learners, to develop the skills required in a multicultural society and to develop the use of e-learning.

2.1.3. CURRENT DEBATES

The major current issue in Finnish VET is the preparation of a comprehensive reform of adult education and training. The reform covers vocational adult education and training, apprenticeship training, adult education within higher education, labour market training as well as in-service training. The ministries of Education, Employment and the Economy and Social Affairs and Health together with labour market organisations are in charge of the reform.

The reform encompasses vocational adult education and training, apprenticeship training, adult education provided by higher education institutions, labour market training for adults and in-service training.

The general aim is to improve employment and to ensure the supply and skills of the labour force. Among the main objectives are to strengthen work-based learning, recognition of informal and non-formal learning, flexibility in combining studies, adult education offered by higher education institutions as well as to improve access to education and guidance.

2.2 THE LATEST DEVELOPMENTS IN THE FIELD OF EUROPEAN TOOLS

Internationalisation of the education system and international research cooperation are in Finland considered central factors for success in the global competition. Thus international

cooperation is an important part of most Finnish VET institutions' strive for quality improvement and excellence. The ideology is that education and training should take into account the changes caused by internationalisation and multiculturalism in the structures, skills needs and operation models in the world of work. International cooperation should also support regional development and business.

The international dimension is seen more and more as part of the everyday operations of vocational institutions. For example, internationalisation and mobility have been included in the new national core curricula for upper secondary VET in Finland. This can be found both in the general skills for lifelong learning and in the professional competences.

The functionality and clarity of the Finnish degree system has been and is being improved by implementing the national qualifications framework. Preparation of a national framework started in 2008. In addition to the national education administration and relevant ministries, employer and employee organisations, other stakeholder groups, such as student organisations, have been involved in the work.

In August 2009 the committee's proposal was published and the consultation phase was initiated. In the proposal vocational upper secondary qualifications and further vocational qualifications are placed on level 4 and specialist vocational qualifications on level 5. A vocational qualification may be placed on a higher level if the qualification clearly has higher requirements than other qualifications of the same type.

The Ministry of Education and Culture presents the statutes relating to the national framework in autumn 2010. The Ministry is further responsible for the drafting and presentation of the legislative amendments and for hearing the opinions of the other ministries and stakeholders in the drafting stage of the legislation. The legislative changes will be confirmed by the end of 2010.

Work on the introduction of ECVET in Finland has been going on for several years. The importance of ECVET is being emphasised in the current Development plan for education and research. ECVET is considered significant in supporting the national aim of increasing the annual mobility by 30 per cent during the period 2007–2012.

Adopting the ECVET system in Finland is facilitated by the structure of the national qualification requirements. The learning outcomes in the requirements are described as knowledge, skills and competences. The ECVET system has further been tested in Finland in several FINECVET projects.

The importance of the introduction of ECVET is also reflected in the funding that has been allocated to in-service training of teaching staff. For example in 2010 some 25 per cent of the total funding for state-funded in-service training will be targeted at training related to ECVET. Training related to quality assurance and EQARF are also prioritised.

In the internationalisation of education and training in Finland, the Leonardo programme has played an important role. It has been used to promote networking and international cooperation. Participation rates in the programme are high and the interest among teachers, experts and students has been at a steady increase over the years.

In addition to EU programmes the internationalisation of VET is being supported for example by making the recognition of studies taken aboard more efficient. Further, the

Ministry of Education and Culture grants funds for the internationalisation of VET every year. This funding is meant for international development projects and other activities aimed at promoting international cooperation. The funding and its allocation are administered by the Finnish National Board of Education (FNBE).

According to the Government's current Development plan for education and research the mobility of students, graduates and teachers within VET will be increased. In addition, the possibility for international peer learning for education organisers will be advanced.

The strengthening of an international dimension is supported by statistic on student and staff mobility. The number of students in VET who did part of their studies abroad increased from 4 284 students in 2007 to 5 343 in 2008. Also the number of foreign VET students increased from 2 038 in 2007 to 2 510 in 2008 (Table 11). Most active in terms of mobility were the tourism, home economics and catering sector and the humanist and education sector. A national objective is to increase annual mobility by 30 per cent during the period 2007-2012. The teacher exchange was in balance, so that 1 600 teachers were mobile from and to Finland. In future special attention will be paid to teachers' international work placements.

TABLE 11: VET STUDENT MOBILITY FROM AND TO FINLAND 2002-2006							
	2002	2003	2004	2005	2006	2007	2008
FROM FINLAND	3 682	4 569	4 076	4 492	4 492	4 284	5 343
TO FINLAND	1 500	2 200	1 847	1 838	2 059	2 038	2 510

Source: CIMO - Centre for International Mobility

Although the number of students and teachers who are mobile is on the increase, a concern is that the mobility from Finland is orientated towards already familiar, most often West European countries, and the language most often used during the period abroad is English. The most common target countries in 2008 in VET were Estonia, Sweden Spain and Germany.

The funding for mobility in VET is predominantly from the Leonardo programme and from the state support for internationalisation (Table 12).

TABLE 12: NUMBER OF STUDENTS INVOLVED IN EXCHANGE (> 2 WEEKS) PER PROGRAMME/FUNDING IN 2007 AND 2008		
	2007	2008
Leonardo programme	645	984
Comenius/Grundtvig	140	43
NordPlus programme	40	41
Other*/FNBE	762	1068
Students own arrangements	270	280
Unknown	70	-
Total	1927	2416

**mostly by the institutions themselves*

Source: CIMO - Centre for International mobility

The most important challenges for international mobility recognised in Finland include

- Making mobility an integral part of day-to-day work
- Integrating mobility with other activities such as transnational projects and networks to support the development of common tools and working methods and create new contacts
- More attention to quality of mobility periods and follow-up of the mobility period

These challenges are taken into account both in administering the LLL programmes and when allocating national funding to support the internationalisation of institutions.

The state funding reserved for the internationalisation of vocational education and training in 2010 is 800 000 euro which is 100 000 more than in the previous year. When the funds are granted, priority is given to projects that are carried out with EU partners and that support for example the following development areas:

- Preparing for the implementation of EQF and ECVET
- On-the-job learning and assessment abroad, particularly when related to ECVET
- Teachers on-the-job learning periods abroad
- Developing international cooperation in quality assurance

3. VET IN TIMES OF CRISIS

3.1. OVERVIEW

Finland has not been forced to reduce state budget appropriations for education and training. On the contrary, VET intake was increased with a view to investment in the future and in the shortage of labour expected to emerge after the recession. It is fair to say that, to some extent, the recession intensified the globalisation trend in one of Finland's key sectors, the forest industry, which has scaled down production in Finland in recent years. The government has allocated special grants to areas that suffered the most from cutbacks in industrial production.

Redundancies and temporary lay-offs increased during the recession, which also affected young people's transition from education to the world of work. In relative terms, youth unemployment increased more than unemployment in general.

3.2. EFFECTS OF THE CRISIS ON VET AND CORRESPONDING MEASURES

3.2.1 TRENDS IN LEARNERS' BEHAVIOUR

The attractiveness of vocational education and training has increased in recent years. Finland has a national joint application system where young people finishing their basic education apply for upper secondary studies. They may include both general upper secondary education and VET programmes on their applications. Up until 2009, the majority of those applying immediately after basic education opted for general upper secondary education. 2009 was the first year when the majority of applicants listed a VET programme as their primary choice.

Those opting for VET programmes account for almost two thirds of applicants within the joint application system. VET applicants also include those who may have finished comprehensive school earlier. This total number of VET applicants has increased practically throughout the first ten years of the 21st century.

Planning of educational provision is based on anticipation of demand for trained labour and, consequently, the aim for education and training is also to be highly likely to lead to employment. However, there are some young people who fail to secure a study place through the joint application procedure, because they apply for popular fields but do not have good enough grades to be selected.

The numbers of those starting studies and completing qualifications within additional vocational training have also increased in recent years. This increase in demand can be attributed, first and foremost, to rapid changes in the world of work and, to some extent, to changes in the production structure due to the recession.

3.2.2. TRENDS IN ENTERPRISES' BEHAVIOUR

The current statistics show that the participation in in-service training organised by employers increased at least until 2006. The number of layoffs has risen to over 3 per cent of the labour force. Also redundancies have increased. This means that the participation in education and training seems to decrease in absolute numbers, but, at the same time, the share of adult training participants increases, because some companies invest in further training instead of laying off their staff or making them redundant.

3.2.3. MEASURES TAKEN AT GOVERNANCE LEVELS (NATIONAL, REGIONAL, LOCAL)

In midterm, the government assessed the results of its programme and set up new aims for tackling the challenges of the economic crisis. The government proposed that adult education be developed in such a way as to improve the flexibility of the labour market and reduce the risk of structural unemployment. The government aims at better anticipating labour market changes, increasing the productivity and meeting labour market needs. The government also plans to improve the opportunities of those unemployed people who apply for self-motivated education and training so that they would have similar benefits as those in labour market training. The amount and continuity of guidance should be taken into account so that the chain from basic education to working life remains unbroken.

A particular challenge in Finland is the transition from upper secondary level to higher education. The aim is to speed up this transition among new general upper secondary graduates. The application system will be reformed with the help of universities and polytechnics so that the electronic application system and the matriculation examination will be utilised more effectively in the future.

Preparatory instruction and guidance for VET (*Ammattistartti*) along with other preparatory VET studies will be further developed. On-the-job training will also be developed as part of VET. The aim is to secure upper secondary education for everyone completing basic education. National recommendations for the principles and procedures of recognising prior learning will be prepared in concert with education providers, higher education institutions, representatives of the world of work and other stakeholders.

The Ministry of Education and Culture has decided to increase the number of initial VET study places for consecutive years. The target set in the 2010 state budget is that 42% and 3% of those finishing basic education be admitted to programmes leading to upper secondary vocational qualifications and various pre-vocational preparatory programmes, respectively, during the same year. Another target is a 77.5% rate of placement in employment and further studies among those completing an upper secondary vocational qualification in 2010.

Opportunities for the entire working-age adult population to upgrade their competence will be enhanced by continuing implementation of the overall reform of vocationally oriented adult education. As from 2011, education and training providers will be granted study voucher subsidies with a view to promoting opportunities for adults without vocational qualifications to complete a further or specialist qualification.

Opportunities for teaching staff to develop their professional competence will be improved by continuing implementation of the national programme for teachers' continuing education (Osaava; see further section 7.1.3). The Osaava programme aims to guarantee systematic development of the competences of all staff working within the educational sector. The programme's objectives cover areas such as well-being at work, forms of training relevant to the world of work and systematic development of teaching competence. In addition, one of the programme's priorities is training for managerial staff.

A temporary language training programme for immigrants will be put into effect in 2009-2011. According to studies and programmes on immigration employment and training, lack of language training as well as long waiting lists for language courses are the main hindrances in finding employment or continuing studies.

In order to secure the jobs of those most vulnerable to the fluctuations of the unsteady labour market, study prospects will be improved among part-time employees. This will be encouraged by giving adults 'adjusted' student financial aid.

3.3. LONGER TERM CONSEQUENCES AND FUTURE RESPONSES

Finland has not, at least so far, needed to reduce appropriations for vocational education and training; on the contrary, more funds have been allocated both to educational opportunities for young people and to retraining for employees made redundant due to production rationalisations. The policy has been not to relinquish investments in education and training despite the recession.

4. HISTORICAL BACKGROUND, LEGISLATIVE AND INSTITUTIONAL FRAMEWORK

4.1. HISTORICAL BACKGROUND

Although the first institutions aiming to provide vocational education and training were established in Finland as early as in the 19th century, systematic development of vocational education and training did not start until after the Second World War. One characteristic of this development was that education in each field was outlined and developed according to its own needs. Therefore, the individual needs of each field could be taken into account in the development of education. However, this led to a disintegrated system of vocational education and training, where the duration and standards of education varied considerably between different fields. As part of the reform of upper secondary education in the 1980's, a uniform system was created for vocational upper secondary education as well as vocational post-secondary and higher education in all fields.

Administration of vocational education and training was also dispersed under several ministries and central administrative boards. In 1966, the National Board of Vocational Education was established as part of the remit of the Ministry of Trade and Industry. Two years later, it was transferred to the Ministry of Education and several other fields of vocational education and training were integrated into it from other ministries and central administrative boards. In 1991, the National Board of Vocational Education and the National Board of General Education were merged to form the National Board of Education.

The entire Finnish system of vocational education and training - both upper secondary and tertiary education - was reformed in the late 1990's. Up until the transitional period of 1998-2001, it was possible to obtain both secondary and tertiary vocational qualifications upon completion of either comprehensive school or general upper secondary school. Programmes based on the upper secondary school matriculation examination were half a year or a full year shorter than those based on the comprehensive school syllabus.

As from 1st August 2001, all programmes leading to upper secondary vocational qualifications take three years to complete and comprise 120 credits (one credit is equal to 40 hours of students' average workload). The three-year vocational qualifications provide general eligibility for both polytechnics and universities.

4.2. LEGISLATIVE FRAMEWORK FOR IVET

The legislation governing primary and secondary level education, as well as part of the legislation governing adult education was reformed on 1st January 1999. The detailed legislation based on institutions has thus been replaced with more uniform legislation concerning the objectives, contents and levels of education as well as students' rights and responsibilities. The education system has remained unchanged, but the new legislation has substantially increased the independent decision-making powers of the local authorities, other education providers and schools. For example, education providers will decide independently on the institutions to provide education. Regulation of working hours in general upper secondary schools and in vocational education and training has been abolished, and arrangements for working hours are decided locally.

Vocational upper secondary education and training is governed by the Vocational Education and Training Act (630/1998) and Decree (811/1998). The Act concerns initial vocational

education and training for both young and adult students and the available qualifications. A special Act on the Financing of the Provision of Education and Culture (635/ 1998) covers all funding for all levels of education except universities.

Statutes governing apprenticeship training are incorporated into acts and decrees issued on vocational education and training, vocational adult education and the financing of educational and cultural provision. In addition, apprenticeship training is also governed by the provisions of other statutes on working hours, annual leave, safety at work and labour protection with regard to employees. Parts of these statutes also apply to the on-the-job learning periods in vocational upper secondary education.

The Vocational Education and Training Act 630/1998 provides that the aim of Finnish upper secondary vocational education and training is to provide students with the knowledge and skills necessary to gain vocational expertise, as well as the capabilities to find employment or to become self-employed. In accordance with the provisions of the Vocational Education and Training Act 630/1998 and Government Resolution 213/1999, upper secondary vocational education and training provides students with extensive basic vocational skills for various assignments in their field and more specialised competence and vocational skills as required by working life in one sector of the qualification.

Collective agreements are widely used in the labour market, but they are not relevant to IVET. The only type of vocational education and training affected by collective agreements is apprenticeship training, where the level of salary during the on-the-job learning period is defined in sector-specific collective agreements.

Legislation that governs polytechnics is the Polytechnics Act (351/2003) and Polytechnics Decree (351/2003), which came into force August 2003. The Decree on the System of Higher Education Degrees also covers polytechnic degrees. The Ministry of Education confirms the degree programmes. The law on the trial polytechnic postgraduate degrees came to force at 1 January 2002 (645/2001). Since August 2005, the postgraduate degrees have been based on permanent legislation and all polytechnics are offering polytechnic Master's degrees in Finland.

The Polytechnics Act (351/2003) approved in 2003 clarified the status and functions of polytechnics. The role of the polytechnics in the education system is now defined so that the polytechnics, together with universities, constitute higher education institutions. The functions of polytechnics are specified by legislation as teaching, research, development as well as regional and local development. Adult education is also emphasised in the Act: by investing more extensively in adult education, polytechnics take part in developing the rapidly changing world of work and will thus be able to respond to the changing requirements and needs for development in professional skills.

Polytechnic Master's degrees are intended for people who have completed a polytechnic degree or another applicable Bachelor's level degree and have obtained at least three years of work experience in their field after the completion of the degree. Polytechnic Master's degrees are determined on the basis of working life needs and implemented in line with the objectives of adult education.

University reform took effect from the beginning of 2010, when the Universities Act (58/2009) and Decree (770/2009) came into force. The statutes include provisions on the mission of universities, research and instruction, organisation and administration, staff and official language, students, appeals against university decisions and students' legal protection. The autonomy of universities was strengthened by making changes to their legal status. As a result of the 2009 Universities Act, universities became independent corporations either under public law or under the Foundations Act.

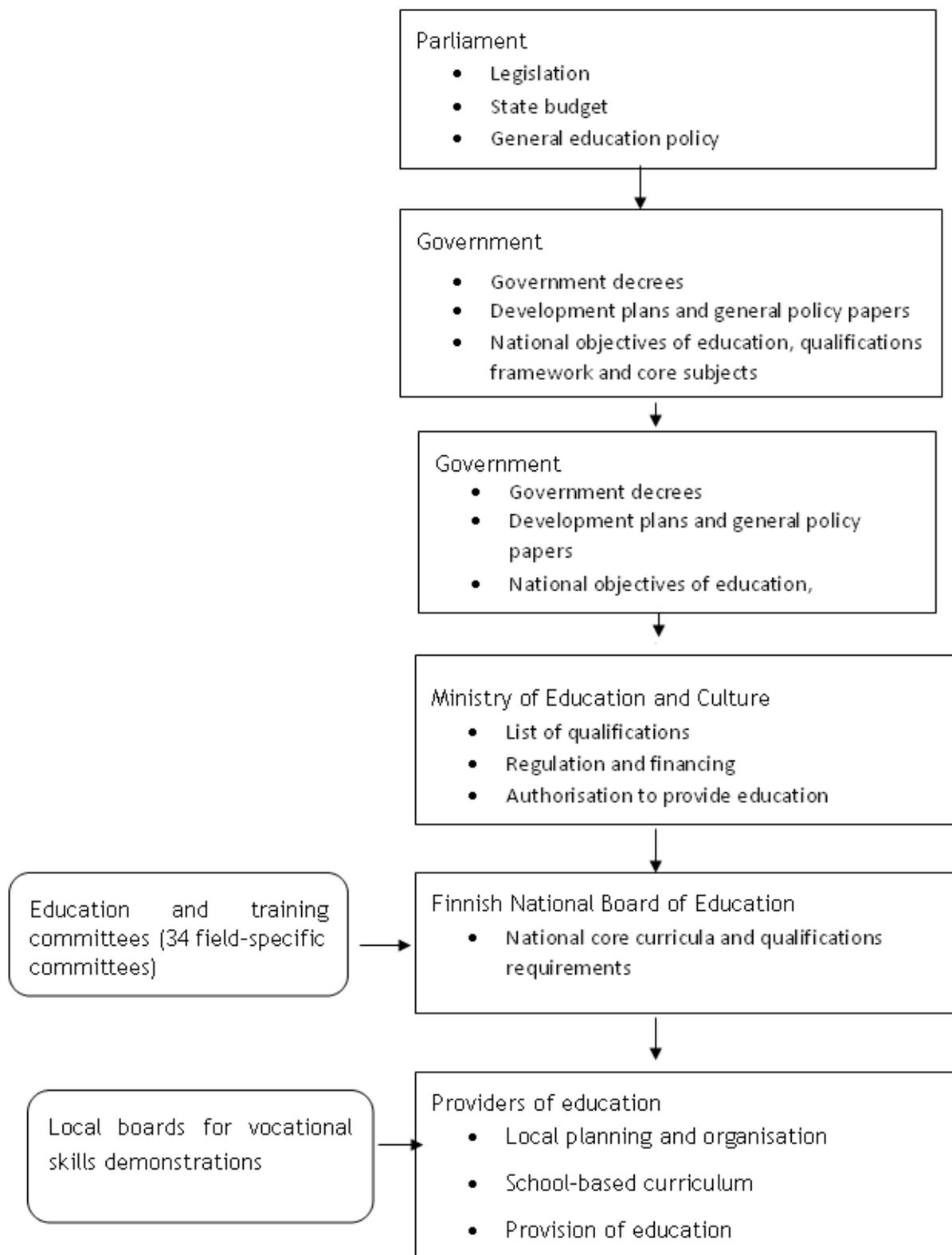
4.3 INSTITUTIONAL FRAMEWORK FOR IVET AND ORGANIGRAM

In Finland, vocational education and training refers to training provided by upper secondary level vocational institutions, adult education institutions and as apprenticeship training. The higher education system is 'dual' in the sense that it comprises universities providing academic and more research-oriented education and polytechnics providing programmes which are more practical and closely connected to the world of work. However, in spite of their practice oriented character, polytechnics' programmes are not considered to be vocational programmes and are therefore not referred to in this chapter.

Education policy is defined by Parliament and the Government. In addition to educational legislation, these policy definitions are specified in various development documents and in the state budget. A central development document in the educational sector is the 'Development Plan for Education within the Administrative Field of the Ministry of Education and University Research' (KESU), which the Government approves every four years for the year of its approval and for the following five calendar years. The current plan for 2007-2012 was adopted at the end of 2007. The national objectives of VET, the structure of the qualifications and the core subjects included in them are determined by the government.

The Ministry of Education and Culture is the highest authority and is responsible for the strategic and normative steering of VET and all publicly funded education in Finland. The Ministry is responsible for preparing educational legislation, all necessary decisions and its share of the state budget for the Government. For the purposes of organising education and training, the Ministry grants authorisations to education providers for provision of education and training, determining the fields of education in which they are allowed to organise education and that of their total student numbers. Education providers determine which vocational qualifications and which study programmes within each field of education will be organised at their vocational institutions.

DIAGRAM 1: THE ORGANIGRAM OF IVET



There are several expert bodies supporting the work of the Ministry. Usually social partners are represented in these bodies.

The Finnish National Board of Education (FNBE) is a governmental body and functions under the Ministry of Education. The FNBE is a planning and expert body responsible for primary and secondary education as well as for adult education and training (not for institutions of higher education, however). The FNBE designs the core curricula and sets the requirements of competence-based qualifications, which describe the aims and key content of the qualifications.

The national core curricula are drawn up by the FNBE in co-operation with employers' organisations, trade unions, the Trade Union of Education and student unions. They are dealt with by National Education and Training Committees, which are tripartite bodies established for each occupational field by the Ministry of Education for a term of three years at a time to plan and develop vocational education and training. Local tripartite bodies as well as other representatives of the world of work take part in the curriculum work as advisers and consultants. Local curricula are approved by the boards of education providers.

The intermediate level administration operates under the central administration. The intermediate level administration was reformed as from the beginning of 2010. All State Provincial Offices, Employment And Economic Centres, Regional Environmental Centres, Environmental Permit Agencies, Road Districts and Occupational Health and Safety Districts were phased out and their functions and tasks were reorganised and streamlined into two new regional state administrative bodies: the Regional State Administrative Agencies (AVI) (6 altogether) and the Centres for Economic Development, Transport and the Environment (ELY) (15 altogether). The areas of responsibility of the AVIs are basic public services, legal rights and permits, occupational health and safety, environmental permits, fire and rescue services and preparedness and police services. The areas of responsibility of the ELYs are economic development, labour force, competence and cultural activities, transport and infrastructure, as well as the environment and natural resources. Both AVIs and ELYs have responsibilities in the educational sector.

The local authorities (municipalities, altogether 342) are responsible for organising basic education at a local level, and are partly responsible for financing it as well. There is no statutory obligation for the local authorities to organise vocational education and training, but they are obligated to assist in financing it. The local authorities and the joint municipal boards maintain the majority of vocational institutions. Vocational education and training providers are responsible for organising training in their areas, for matching provision with local labour market needs, and for devising curricula based on the national core curricula and requirements of competence-based qualifications. They also decide independently on the types of institutions or units that they run. A VET provider may be a local authority, a municipal training consortium, a foundation or some other registered association, or a state enterprise. In addition, there are five specialised institutions and a training centre in the Saami domicile area run by the government. Swedish-language training is provided at Swedish-language and bilingual institutions. Each vocational institution must always have a principal responsible for its operations. The general criteria for the organisation of education, administration, authority and duties of bodies and staff and other necessary matters are determined in the institutional regulations. In addition, institutions providing vocational education and training always have a student body.

The main method of assessment in vocational education and training is skills demonstrations. Skills demonstrations are devised and implemented in co-operation with

business and industry and other employers. Education providers set up special bodies, known as ‘local boards for vocational skills demonstrations’, to plan and implement demonstrations and also appoint assessors.

Apprenticeship training is one form of arranging vocational education and training. Providers of apprenticeship training (local authorities, joint municipal authorities, registered associations or foundations) are also responsible for managing apprenticeship training and supervising apprenticeship contracts. Formal vocational education and training comprises upper secondary vocational qualifications, further qualifications and specialist qualifications. All three types of qualifications may also be completed as apprenticeship training. Apprenticeship training is available both to adults and to young people.

4.4. LEGISLATIVE FRAMEWORK FOR CVET

The Vocational Adult Education Act (631/1998) and Decree (812/1998) govern the upper secondary vocational qualifications completed in the form of competence-based qualifications, as well as further and specialist vocational qualifications, preparatory training for further and specialist vocational qualifications and other types of upper secondary level additional vocational education and training.

The main objective of the Vocational Adult Education Act (631/1998) is to maintain and enhance the vocational skills of adult population, provide the adult students with capabilities to employ themselves, develop the world of work, promote employment and support lifelong learning. In addition, the aim of the Act is to encourage adults to take qualifications or parts (modules) of the qualifications.

The 2004 Act on National Certificates of Language Proficiency (964/2004) and the Decree on National Certificates of Language Proficiency (1163/2004) provide citizens with the opportunity to test their language skills through language proficiency tests.

4.5. INSTITUTIONAL FRAMEWORK: CVET

Parliament passes acts concerning adult education and training and decides on appropriations for adult education and training within the framework of the state budget. The Government issues decrees specifying the acts and defines the general principles of educational planning and development in a five-year development plan for Education and Research.

The overall responsibility for the development of adult education and training rests with the Ministry of Education and Culture. The Ministry is assisted by the Council of Lifelong Learning consisting of representatives of different interest groups. The Finnish National Board of Education assists the Ministry in preparing decisions on education policy. The Ministry of Education and Culture and the Finnish National Board of Education regulate certificate-oriented adult education, i.e. education leading to qualifications. The Ministry of Education confirms the qualifications structure, which includes the titles of qualifications. The Finnish National Board of Education is in turn responsible for drawing up national core curricula and guidelines for vocational qualifications.

Labour market training is purchased by the employment authorities and the financing is channelled through the Ministry of Employment and the Economy. Adult employment

training falls within the administrative sector of the Ministry of Employment and the Economy.

The intermediate level of administration, comprising the AVIs and ELYs (see section 4.3), has an important role in promoting vocational adult education and training and implementing continuing teacher education.

Adult education organisations are owned by the State, local authorities, joint municipal boards, as well as private organisations, such as associations, foundations and companies. Local authorities maintain the majority of general upper secondary schools for adult students, adult education centres, vocational adult education centres and other vocational institutions.

Central labour market organisations have the following roles as partners and supporters of adult education and training:

- The social partners participate in the planning and development of education through representation on the following committees:
 - The Council for Lifelong Learning is an expert body within the Ministry of Education and Culture, which considers issues relating to cooperation between education and working life as well as the conditions for lifelong learning and developing adult education. The members possess diverse expertise in the areas of education, the labour market and research;
 - the national education and training committees operating in conjunction with the Finnish National Board of Education, which have been created to develop contacts between vocational education and training and working life;
 - the qualification committees operating under the Finnish National Board of Education, which have been established to organise and supervise competence tests in vocational adult education and training (in the competence-based qualification system);
 - the consultative committees operating in vocational institutions, with the task of developing the operations of the institution and its contacts with local working life.
- The central labour market organisations have so-called training agreements in the different main sectors. These are part of the field-specific collective agreements, regulating the terms of in-service training. The first training agreements were signed in 1971.
- The labour market organisations may maintain their own adult education institutions like other organisations and associations.

Enterprises support and organise adult education and training by:

- paying for in-service training and organising company-specific training for personnel;
- maintaining specialised vocational institutions;
- organising apprenticeship training;

- covering some adult employment training costs;
- offering training places for young people and adults studying at vocational institutions;
- financing part of their personnel's self-motivated training by granting paid leave and by paying some training costs;
- granting study leave for the self-motivated study of the personnel.

Institutions authorised to provide education may provide upper secondary and additional vocational education and training for adults. Vocational institutions have established special adult education programmes or units. The vocational qualifications to be taken are the same in adult education and training as for young people. The further and specialist qualifications are meant for adults.

There are 45 vocational adult education centres, most of which are owned by local authorities, with financing based on sales of services. Traditionally, education organised by vocational adult education centres has mainly consisted of adult employment training (labour market training). Vocational adult education centres also provide upper secondary vocational education and training leading to qualifications, as well as additional training and in-service training. The theoretical studies in apprenticeship training may also be organised at vocational adult education centres.

5. INITIAL VOCATIONAL EDUCATION AND TRAINING

5.1. BACKGROUND TO THE INITIAL VOCATIONAL EDUCATION AND TRAINING SYSTEM AND DIAGRAM OF THE EDUCATION AND TRAINING SYSTEM

According to the Basic Education Act (*Perusopetuslaki*), children must attend education from the age of 7. The compulsory schooling consists of single structure comprehensive school that lasts for nine years. After completing basic education, a young person can continue studying or enter working life. If schooling is continued, a choice is usually made between general upper secondary school and vocational education and training.

Almost 95% of those leaving compulsory education continue their studies immediately after compulsory education. In 2008, 50% and 42% of those who had successfully completed compulsory education moved on to general upper secondary school and upper secondary vocational education and training, respectively, while 2% of the age group continued in the voluntary 10th grade of basic education.

General upper secondary education builds on the basic education syllabus. The scope of the general upper secondary school syllabus is 3 years, and it should be completed within a maximum of 4 years, unless a student is granted a continuation of the completion period for a legitimate reason. At the end of general upper secondary education, students usually participate in the national matriculation examination, which provides general eligibility for higher education.

The objective of general upper secondary education is to promote the development of students into good, balanced and civilised individuals and members of society and to provide them with the knowledge and skills necessary for further studies and working life. In addition, the education should support and provide the student with skills for lifelong learning and self-development in later life.

The scope of upper secondary level vocational qualifications taken after basic education is 3 years (120 credits). Even if the education and training mostly takes place in institutions, all qualifications include at least 20 credits of instruction in the workplace. Vocational qualifications may also be completed as apprenticeship training, which also contain courses arranged in the institutions. In Finland, most of the apprentices are adults. Majority of the youngsters complete their IVET studies in the school-based education.

Upper secondary vocational qualifications may also be obtained through competence tests independent of how the vocational skills have been acquired. Those who complete competence-based qualifications are usually adults.

For the purpose of organising education and training, the Ministry of Education and Culture grants the permission to education providers, determining the sectors of education in which they are allowed to organise education and their total student numbers. The education providers determine which vocational qualifications and which study programmes within the sectors of education will be organised at their vocational institutions.

The majority of vocational institutions (usually VET institutions) are maintained by local authorities, joint municipal authorities and the state. 39.5% are maintained by private organisations, but only 20% of students study at institutions maintained by private organisations. Funding criteria are uniform irrespective of ownership.

Private vocational institutions operating under the Vocational Education and Training Act are steered by the Ministry of Education and Culture, receive government subsidies and have the right to award official qualification certificates. Other private educational institutions do not have the right to award qualification certificates. In Finland there are, however, a number of private educational institutions, e.g. in the service sector. They do not receive public funding even if they fall under the supervision of the consumer authorities.

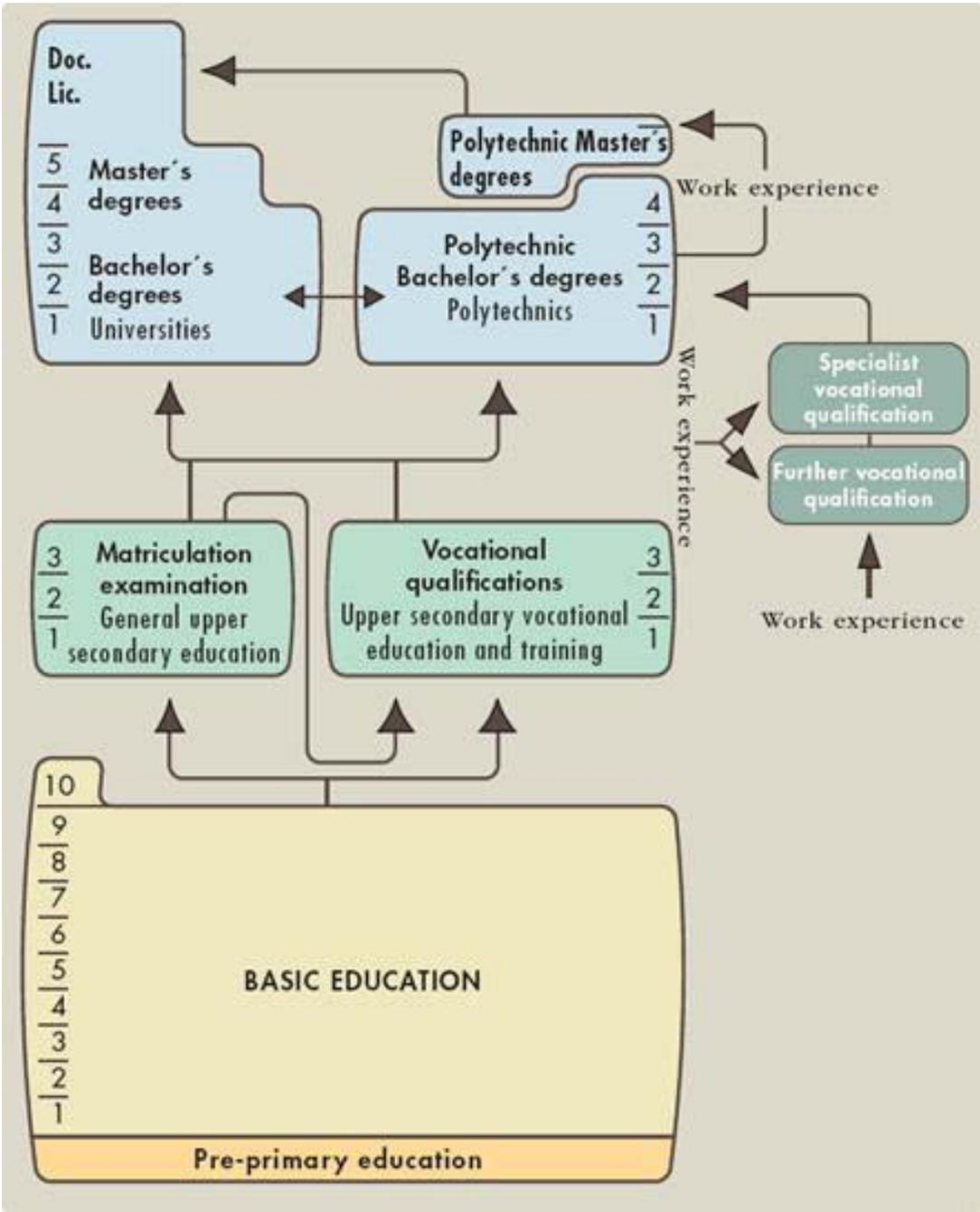
The Vocational Education and Training Act provides that working life is a focus within education. Education must be organised in cooperation with representatives from enterprises and labour unions. The most important channels through which the social partners participate is in the planning of VET through the national training committees set up by the Ministry of Education and Culture and the governing bodies and advisory councils of educational institutions. Usually, vocational institutions establish local networks to become involved in regional business life.

There is no inspection body for schools in Finland. The steering of the education is decided by the Government and the Ministry of Education and Culture. However, many things have been entrusted to the providers of education. They have a statutory duty to evaluate their own operations and participate in external evaluation. Their activities are steered through the national core curricula and objectives laid down in legislation. Feedback concerning the operations of the education system is collected by means of statistics and evaluations.

The expert body in evaluation of general, vocational and adult education is the Finnish Education Evaluation Council, which functions as a network of experts. The duties of this independent Evaluation Council include evaluation of education, training and learning, development of evaluation and promotion of research into evaluation and assessment.

The Quality Management Recommendation for Vocational Education and Training has been adopted in 2008 by the Ministry of Education and Culture to support and encourage VET providers to pursue excellence when improving the quality of their operations. The recommendation is based on the Common Quality Assurance Framework (CQAF) in vocational education and training and it forms an important part of Finland's implementation of the Copenhagen process measures. The recommendation has been prepared by the Finnish National Board of Education working in cooperation with VET providers, representatives of the world of work and business as well as students.

DIAGRAM 1: THE FINNISH EDUCATION SYSTEM



5.2. IVET AT LOWER SECONDARY LEVEL

In Finland IVET does not exist at lower secondary level.

5.3. IVET AT UPPER SECONDARY LEVEL (SCHOOL-BASED AND ALTERNANCE)

TYPE OF EDUCATIONAL PROGRAMME	MAIN ECONOMIC SECTORS	CORRESPONDING ISCED LEVEL / ORIENTATION	BALANCE BETWEEN GENERAL AND VOCATIONAL SUBJECTS	BALANCE BETWEEN SCHOOL-BASED AND WORK-BASED TRAINING	AVERAGE DURATION OF STUDIES	TRANSFER TO OTHER PATHWAYS
Initial vocational qualification	Primary sector and utilities: Natural resources and the environment Manufacturing: Technology, communication and transport Construction Technology, communication and transport Distribution and transport: Technology, communication and transport Business and other services: Natural sciences; Social science, business and administration; Tourism, catering and domestic services Non-market services: Humanities and education; Culture; Social services, health and sport	ISCED 3	90 credits vocational; 20 credits general; 10 credits free-choice subjects (can be either or)	Minimum 20 credits on-the-job learning	120 credits (=3 years)	Work, General upper secondary, Further voc.qual., Specialist voc. qual., Polytechnics, Universities

Students in vocational upper secondary education and training are mainly aged 16-25 years. The school-based education system means full-time studies for three years at a vocational institution. Education and training of compulsory studies is primarily organised in year classes. In other cases, students follow their individual study plans.

Applicants who have completed the basic education syllabus or a corresponding earlier syllabus may be admitted as students to education and training leading to an upper secondary vocational qualification. More precise student admission criteria are determined by the Ministry of Education and Culture. The criteria include previous study record in basic education or general upper secondary education (average grade of all subjects and grades emphasised in the relevant field), work experience and entrance or aptitude tests.

Education providers may ignore the order of scores in student admission for individual student-related reasons ("flexible selection"): applicants deemed by the education provider to have sufficient capabilities to complete the education and training may also be admitted as students.

Admission as a student requires a good state of health, so that it does not form an obstacle to participation in the education concerned.

Students are free to choose which educational institution they apply to. If a person does not gain admittance to the school of his or her first choice, other possible schools are considered.

IVET is primarily free of charge for students; a small amount of student fees may be charged for a specific reason with permission from the Ministry of Education and Culture. Students have to pay for textbooks, work clothes and other materials.

The Government decides on the general goals of vocational education and training, the structure of qualifications, and the core subjects. The Ministry of Education and Culture decides on the studies and their scope.

Vocational upper secondary qualifications and study programmes are defined in a Ministry of Education and Culture decree. The fields of education are as follows:

- Humanities and education;
- Culture;
- Social science, business and administration;
- Natural sciences;
- Technology, communication and transport;
- Natural resources and the environment;
- Social services, health and sport;
- Tourism, catering and domestic services

Vocational upper secondary education and training in humanities, education and sports is mainly provided by liberal adult education institutions.

The curriculum consists of the national core curricula, each education provider's curricula and individual study plans. The Finnish National Board of Education approves the qualification-specific core curricula and the requirements of each competence-based qualification. The national core curricula determine the composition of studies and objectives, core contents and assessment criteria for study modules, provisions on student assessment, student counselling, on-the-job learning, special education and training, educational arrangements for immigrants and apprenticeship training. They are based on a learning outcomes approach and aim for a nationally uniform vocational competence. The key competences of lifelong learning will be included into core curricula of IVET.

The core curricula are drawn up in cooperation with employers' organisations, trade unions, the Trade Union of Education and student unions. They are dealt with by National Education and Training Committees, which are tripartite bodies established for each occupational field by the Ministry of Education and Culture for a term of three years at a time to plan and develop vocational education and training. Local tripartite bodies as well as other representatives of working life take part in the curriculum work as advisers and consultants.

In addition, local curricula are approved by the boards of education providers. However, the national core curricula constitute a legal norm for educational institutions. The core curricula must also function as the basis for the evaluation of national learning outcomes.

The national core curricula for upper secondary vocational qualifications and the requirements for competence-based qualifications are common to education and training for young and adult students. The scope of the qualifications is 120 credits (40 credits per year; 1 credit is equivalent to 40 hours of study).

A curriculum includes

- vocational studies and on-the-job learning which vary according to the qualification (90 credits; min. 20 credits on-the job);
- core subjects, common to all qualifications (20 credits, out of which 16 are compulsory and 4 are optional). These are studies in
 - o the native language;
 - o the other national language;
 - o foreign language;
 - o mathematics;
 - o physics and chemistry;
 - o social, business and labour-market subjects;
 - o health education; physical education;
 - o arts and culture; environmental studies;
 - o ICT; ethics, other cultures;
 - o psychology and entrepreneurship;
- free-choice studies, which vary (10 credits).

These studies include at least 1.5 credits of student counselling and a final project with a minimum of 2 credits.

Qualifications can be completed in the form of school-based education and training, apprenticeship training or competence-based qualifications (these allow adult students to demonstrate their vocational skills regardless of how and where they have acquired them).

All qualifications include a period of on-the-job learning with a minimum scope of 20 credits. On-the-job learning is focused, supervised and assessed study carried out in service or production capacities at the workplace. The objective is to familiarise students with real working life to enhance their employment opportunities. Vocational skills demonstrations were introduced as a way of assessment in August 2006 and they mostly take place during the periods of on-the-job learning.

Vocational special institutions provide facilities and services for students with severe disabilities or chronic illnesses. Students with no such disabilities are also admitted. Students apply to the institutions directly and the institutions accept applications throughout the year.

The method of instruction is not regulated. Teachers themselves may choose the methods that they apply in order to achieve the objectives defined in the curriculum. At present, the emphasis is on student-centred working methods, development of students' own initiative and entrepreneurship, their sense of responsibility and the importance of learning to learn. Key factors include flexible teaching arrangements, a wide range of working methods and teaching not tied into year classes, integration of theory and practice as well as cooperation and interaction between institutions in the planning and implementation of instruction.

The students' knowledge and skills are assessed and the students are given feedback on their progress at sufficiently regular intervals both during and after the studies. The students' acceptable performances are graded on the following scale: excellent (3), good (2) and satisfactory (1). Free-choice studies may, with the consent of the student, be given a pass mark without indicating a grade.

Assessment is conducted by the teachers and, for on-the-job learning periods and vocational skills demonstrations, the teacher in charge of the period or demonstration together with the on-the-job instructor, workplace instructor appointed by the employer or the demonstration supervisor. The assessment must guide and motivate the students as well as develop their abilities in self-assessment.

In the school-based vocational education and training, studies have traditionally been organised in year classes. However, the aim is to discard this tradition and the tendency is towards providing students with advancement opportunities that are as individual as possible. There are various ways of promoting students' opportunities for organising their studies individually. Recognition of prior learning aims to shorten the duration of education and to avoid overlaps in education. The modularity of the qualifications, in turn, increases options; the qualifications consist of large modules, which the students may partially choose themselves and complete in the manner best suited to them.

Teachers work together with the students to draw up individual study plans, on the basis of which the students themselves can partially decide when, how and in which order they study. As the aim is to study without division into year classes, the institutions provide students with opportunities to progress according to their individual abilities and according to their individual study plans in different groups. Instruction may be organised flexibly also in the evenings or during the weekends as well as in the summer time.

Certification in vocational education and training and the content of the certificate are regulated by the National Board of Education and governed by the Vocational Education

Act. Passed performances are graded on the scale excellent (3), good (2) and satisfactory (1). In Institutional vocational education and training students are awarded a qualification certificate upon the completion of all the studies required for the qualification. The certificates are awarded by the education provider / vocational institution.

There are altogether 53 vocational upper secondary qualifications and 119 study programmes in them. The curricula are based on a learning outcomes approach. Theory and practice are studied and assessed together within the same study unit and a common one mark in the certificate. Knowledge, skills and competence are included in the objectives. Further, the curricula will be made compliant with the EQF.

The upper secondary vocational education and training provide students with extensive basic vocational skills for various assignments in their field and more specialised competence and vocational skills as required by working life in one sector of the qualification. This enables those who are qualified to find placements in working life in all economic sectors, to perform various tasks in their field in changing conditions, and so to develop their vocational skills throughout their lives.

TABLE 13: STUDENTS IN UPPER SECONDARY EDUCATION BY PROGRAMME ORIENTATION 2007							
	TOTAL ISCED 3	ISCED 3 GENERAL	%	ISCED 3 PRE- VOCATIONAL	%	ISCED 3 VOCA- TIONAL	%
EU-27 COUNTRIES	22085482	10719847	48.5	1130868	5.1	10234767	46.3
FINLAND	352598	117260	33.3	-	-	235338	66.7

Source: Eurostat

In recent years, about 50% of young people leaving compulsory education have continued their studies in general upper secondary education, about 40% in upper secondary VET and about 2% in the voluntary 10th grade immediately after basic education. The figure of vocational education (66.7) in table 13 includes also adult students studying in programmes leading to vocational or further vocational qualifications.

The popularity of vocational education and training has increased since the early 2000s. This is due to determined work done by various actors. The following facts explain the change: 1) The upper secondary vocational education and training has been developed towards the world of work during the last decade; 2) There has been several campaigns organised by the Ministry of Education and Culture and social partners to improve the image of vocational training; 3) Skills competitions, like SkillsFinland, organised yearly, WorldSkills 2005 in Helsinki and EuroSkills have also increased the popularity of vocational education and training. On the other hand many youngsters feel that some academic professions offer lower level of employment and salary than vocational education qualification.

The National Qualification Framework is in the process of formal adoption and there is no exact evidence available on the impacts of the NQF.

5.4. APPRENTICESHIP TRAINING

TYPE OF EDUCATIONAL PROGRAMME	MAIN ECONOMIC SECTORS	CORRESPONDING ISCED LEVEL / ORIENTATION	BALANCE BETWEEN GENERAL AND VOCATIONAL SUBJECTS	BALANCE BETWEEN SCHOOL-BASED AND WORK-BASED TRAINING	AVERAGE DURATION OF STUDIES	TRANSFER TO OTHER PATHWAYS
Initial vocational qualification	Primary sector and utilities: <i>Natural resources and the environment</i> Manufacturing: <i>Technology, communication and transport</i> Construction <i>Technology, communication and transport</i> Distribution and transport: <i>Technology, communication and transport</i> Business and other services: <i>Natural sciences;</i> <i>Social science, business and administration; Tourism, catering and domestic services</i> Non-market services: <i>Humanities and education;</i> <i>Culture;</i> <i>Social services, health and sport</i>	ISCED 3	15 % general, 85 % vocational subjects	20 % school-based, 80 % work-based	2-4 years based on personal study plan	Work, General upper secondary, Further voc.qual., Specialist voc. qual., Polytechnics, Universities
Further vocational qualification	See above	ISCED 3	general subjects are integrated into the vocational subjects	20 % school-based, 80 % work-based	4-12 months based on personal study plan	Work, General upper secondary, Specialist voc. qual.,
Specialist vocational qualification	See above	ISCED 4	general subjects are integrated into the vocational subjects	20 % school-based, 80 % work-based	4-12 months based on personal study plan	Work, General upper secondary

Apprentices must have completed the basic education syllabus or equivalent and be at least 15 years of age at the time of signing an apprenticeship contract. Apprenticeship training is available to both adults and young people.

In apprenticeship training, the employer pays the student a wage for the apprenticeship period. The pay varies in different fields, but is usually approximately 80 % of the wages of

a skilled worker in that particular field. The employer is not obliged to pay wages for time spent in theoretical training, unless otherwise agreed. The theoretical studies of apprenticeship training are free of student fees and for the time they spend in theoretical studies, students may receive daily allowance, family allowance as well as financial support for transportation and accommodation expenses. The State is responsible for all these costs.

Formal vocational education and training comprises vocational qualifications, further vocational qualifications and special vocational qualifications. Qualifications of all three levels may be completed as apprenticeship training. The provider of apprenticeship training (a local authority, joint municipal authority, registered association or foundation) is responsible for managing the training and supervising the apprenticeship contracts.

The apprenticeship training is based on a written working contract of fixed duration between the apprentice and the employer, and the practical training periods take place at the workplace in connection with ordinary work assignments. These contracts are based on agreements between employers and education providers. This is complemented by theoretical studies, which may be arranged at institutions providing vocational education and training, at vocational adult education centres, or at other educational institutions, where necessary.

The training emphasises on-the-job learning and the integration of practical and theoretical instruction. Approximately 70-80% of the time is spent in the training workplace under the responsibility of an on-the-job instructor(s).

To be able to participate in apprenticeship training, enterprises must be engaged in production and service activities of sufficient size. The necessary work equipment for apprentices must be available as must be the necessary personnel to be assigned as responsible instructors of apprentices.

In terms of financing the apprenticeship system, the State is responsible for fully covering funding: the statutory government transfer accounts for 100 percent of the unit cost confirmed by the Ministry of Education and Culture.

The student's performance in on-the-job training and in theoretical studies is assessed with the following scale of grades: excellent (3), good (2) and satisfactory (1).

In apprenticeship training, students proceed according to the individual learning plan drawn up on the basis of the national core curriculum or the requirements for the competence-based qualification. The students' previous education and work experience must be taken into account and accredited in the learning programme. The apprenticeship qualification consists of functional modules relevant to occupational proficiency. The studies for the qualification may either be conducted all at once or in smaller parts.

Students are awarded two certificates: 1) *Certificate of participation in training* and 2) *Qualification Certificate (tutkintotodistus/examensbetyg)*.

The certificate of participation in training is given by the education provider. The assessments of the employer and the institution organising the theoretical education are included in the certificate. The qualification certificate is given by the provider of education or, if the certification is based on the competence-based system, by the Qualification Committee.

The apprenticeship training provides students with vocational skills and competences to access the labour market in all economic sectors and fields.

The number of participants in apprenticeship training has traditionally been relatively low in Finland, but student volumes have increased considerably in recent years as a result of increased Government inputs. The number of students more than tripled during the period 1994-1999. In 2008, some 70,000 students took part in apprenticeship training

5.5. OTHER YOUTH PROGRAMMES AND ALTERNATIVE PATHWAYS

Other types of IVET programmes are available for both young people and adults in the form of workshop training. They were originally introduced in the 1980s to combat youth unemployment, but since the 1990s their target group has grown to include adults although the focus remains on the unemployed. Workshop activities try to address problems faced by those at risk of social exclusion who are already excluded from the labour market.

TYPE OF EDUCATIONAL PROGRAMME	MAIN ECONOMIC SECTORS	CORRESPONDING ISCED LEVEL / ORIENTATION	BALANCE BETWEEN GENERAL AND VOCATIONAL SUBJECTS	BALANCE BETWEEN SCHOOL-BASED AND WORK-BASED TRAINING	AVERAGE DURATION OF STUDIES	TRANSFER TO OTHER PATHWAYS
"Workshop"	Primary sector and utilities: Natural resources and the environment Manufacturing: Technology, communication and transport Construction Technology, communication and transport Distribution and transport: Technology, communication and transport Business and other services: Natural sciences; Social science, business and administration; Tourism, catering and domestic services Non-market services: Humanities and education; Culture; Social services, health and sport	–	Majority vocational	Mostly work-based	Much variation 6-12 months	Vocational education; work

The workshops offer young people and adults practical work-related training as well as guidance and support for managing their own lives. As a labour market tool, they are not part of the education system and do not automatically lead to formal qualifications. The workshop programme offers subsidised employment and practical training, rehabilitative work-related activities, job coaching, training cooperation, individual counselling, preventive work among substance abusers and apprenticeship training.

The workshops do not have official status recognised by law and, consequently, no detailed statistical data on their activities exists. It has been estimated that some 70% of clients are young people, while adults account for the remaining 30% each year. According to estimates for 2010 made by the *Työpajayhdistys* association, the total volume of workshop clients is 10,000 -20,000/year and the number of workshops is 250. Most workshops are

owned by municipalities and they are primarily funded by municipalities and the labour administration.

5.6. VOCATIONAL EDUCATION AND TRAINING AT POST-SECONDARY (NON-TERTIARY) LEVEL

TYPE OF EDUCATIONAL PROGRAMME	MAIN ECONOMIC SECTORS	CORRESPONDING ISCED LEVEL / ORIENTATION	BALANCE BETWEEN GENERAL AND VOCATIONAL SUBJECTS	BALANCE BETWEEN SCHOOL-BASED AND WORK-BASED TRAINING	AVERAGE DURATION OF STUDIES	TRANSFER TO OTHER PATHWAYS
Specialist vocational qualification	Primary sector and utilities: Natural resources and the environment Manufacturing: Technology, communication and transport Construction Technology, communication and transport Distribution and transport: Technology, communication and transport Business and other services: Natural sciences; Social science, business and administration; Tourism, catering and domestic services Non-market services: Humanities and education; Culture; Social services, health and sport	ISCED 4	general subjects are integrated into the vocational subjects	Mostly totally work-based training, based on personal study plan	0-12 months, based on personal study plan	Work, general upper secondary

Post-secondary non-tertiary VET in Finland is available for specialist vocational qualifications, which are considered competence-based qualifications (see 5.1.2). Specialist vocational qualifications are primarily intended for adults - mainly for people skilled in different fields to demonstrate their practical competence and vocational skills in the skill tests. With specialist vocational qualifications adults can improve their position in the labour market.

The majority of students participate in preliminary training in order to complete the competence tests. Preliminary training is organised for instance in the adult education centres and in VET institutions.

TABLE 14: STUDENTS ENROLLED IN POST SECONDARY NON TERTIARY EDUCATION BY PROGRAMME ORIENTATION (VALUES AND SHARE OF THE TOTAL), 2007					
	TOTAL ISCED 4	ISCED 4 GEN	%	ISCED 4 VOC	%
EU-27 COUNTRIES	1516312	174028	11.5	1342284	88.5
FINLAND	21486	-	-	21486	100.0

Source of information: Eurostat

5.7. VOCATIONAL EDUCATION AND TRAINING AT TERTIARY LEVEL

Institutions of higher education include universities (*yliopisto*) and polytechnics (*ammattikorkeakoulu*). General access requirement to higher education is an upper secondary qualification. Over 90% of students at universities and 70% of students at polytechnics have a general upper secondary qualification. The path from upper secondary VET to higher education is less used, only about 20% of polytechnic students have a VET background. Instruction at institutions of higher education is free.

UNIVERSITIES

According to legislation, the purpose of universities is to promote independent research and scientific knowledge and to provide the highest education in their fields of study. Access is available through the matriculation examination. In addition, those with a polytechnic degree, post-secondary level vocational qualification or at least a 3-year vocational qualification also have general eligibility.

The structure of university degrees has been reformed in almost all fields of study. The new system introduced the Bachelor's degree into almost every field (at least 180 ECTS and 3 years of full-time study). The Master's degree is worth 120 ECTS and at least 5 years of full-time study (2 years after completing the Bachelor's degree). Postgraduate programmes, i.e. those leading to Licentiate and Doctor's degrees, are available for students with a higher academic degree or a corresponding foreign degree.

Adult education at universities is provided by their own continuing education centres, the first of which were founded in the 1970s. Nowadays all universities have their own continuing education centres. Commercial services provide most of their financing. In addition, these centres may have several affiliates operating outside the university town.

Continuing education centres organise vocational continuing education for individuals already holding an academic degree and provide and co-ordinate open university education in cooperation with university departments and different adult education organisations. In addition to continuing education centres, some universities have separate open university units.

At open university students may complete different modules, but they cannot take a degree. However, students may gain the right to study for a degree after completing usually at least 60 credits' worth of studies included on a degree programme at open university. However, the required number of credits varies by university and subject.

POLYTECHNICS

Studies leading to a polytechnic degree provide the knowledge and skills for professional expert functions. Polytechnics carry out research and development and play an important role in regional development as providers of high-quality education and developers of the economic life of the regions, in particular small and medium-sized enterprises. Polytechnics usually offer courses in a number of fields with a professional emphasis. Degrees tend to take 3-4 years to complete. Polytechnics also organise adult education.

There are 27 accredited polytechnics in Finland. The operating licence granted by the Government to each polytechnic defines the mission of the institution, the fields of education, the number of study places and the language of instruction.

Enrolment criteria are the achievement of general or vocational upper secondary education and training (i.e. those who have completed the matriculation examination, general upper secondary school or an upper secondary vocational qualification, or those with a corresponding international or foreign qualification). Students apply to polytechnics through the joint national application system. Student selection is based on previous study record and work experience and, in many cases, entrance examinations are also arranged.

Polytechnics provide education in the following educational sectors:

- humanities and education;
- culture;
- social sciences, business and administration;
- natural sciences;
- technology, communication and transport;
- natural resources and the environment;
- social services, health and sports;
- tourism, catering and domestic services.

Polytechnic degree programmes consist of basic and professional studies, optional studies, practical training to promote professional skills and a diploma project. The Ministry of Education and Culture has usually confirmed the scope of the degree programmes as being equivalent to 210-270 ECTS (3½-4 years of full-time study). Full-time students must complete their studies within no more than one year over and above the standard duration of the studies, unless the institution makes a specific exception. Polytechnic post-graduate degrees are worth approximately 60-90 credits.

Polytechnics have developed their teaching methods to increase students' independent and self-motivated study. There are various forms of project and teamwork and studies have

also increasingly been transferred outside the institution. The role of the teacher has clearly become more instructor-oriented. Compulsory practical on-the-job training, worth a minimum of 30 ECTS, enables many students to combine their diploma project included in the degree programme with hands-on work experience and to apply their theoretical knowledge in real situations.

In recent years, polytechnics have developed their provision of open education. Open polytechnics offer the opportunity to study individual study units included in polytechnic degrees. Polytechnic postgraduate degrees provide practically oriented education and training aimed at mature students. Polytechnic master's degree programmes provide practically oriented education and training aimed at mature students. The Polytechnic Master's degree is at the equal level with the University Master's degree.

The polytechnics grant students a degree certificate when they complete a degree. On request, students may also be granted a certificate for the studies they have completed while still continuing on the degree programme.

On request, polytechnics may also grant a diploma supplement intended especially for international use for people who have completed a polytechnic degree or studies. The supplement includes the necessary information on the institution as well as studies and credits referred to on the degree certificate and their level and status in the education system.

TABLE 15: PARTICIPATION RATES IN HE BY PROGRAMME ORIENTATION - 2006						
	TOTAL ISCED 5	ISCED 5A	%	ISCED 5B	%	ISCED 6
EU-27	18359029	15893156	86.6	2465873	13.4	525809
Finland	287264	287216	100.0	48	0.0	21899

Source: Eurostat

6. CONTINUING VOCATIONAL EDUCATION AND TRAINING FOR ADULTS

6.1. FORMAL EDUCATION

6.1.1 GENERAL BACKGROUND (ADMINISTRATIVE STRUCTURE AND FINANCING)

The Finnish adult education policy is designed to provide a wide range of study opportunities for the adult population. The main objectives of CVET and adult education are:

- to enhance the knowledge and skills of the adult population
- to increase educational opportunities for groups that are under-represented in adult learning, and to promote equality and active citizenship
- adults' opportunities to maintain and develop their competencies are particularly improved in working life with a view to promoting the objectives of occupational mobility, longer careers and a higher employment rate

Current adult education policy is based on the work of Parliamentary Adult Education Committee which completed its work in February 2002. The Committee set 4 general objectives which were used to derive concrete proposals for action. The general objectives were as follows:

- self-development will become the lifestyle of an increasing number of Finns and working communities will develop into learning organisations;
- adult education and training will provide skilled labour for all employee levels and for all occupations;
- methods will be developed so as to provide adults with high-quality opportunities for self-development; and
- adult education and training will be used to uphold and reinforce participatory democracy, prevent social exclusion and support active citizenship

These general objectives were used to derive the following development areas:

- all citizens would have the opportunity for training for 1 to 2 weeks each year and for more thorough upgrading of their competence every 10 to 15 years;
- to provide adults with sufficient educational opportunities at all levels, organising education and training with due consideration given to the pedagogical and other learning conditions of adults who were often gainfully employed;
- promotion of equality in adult learning, in particular, through the action programme for adults with a low level of initial education;
- reinforcement of teaching methods and counselling and the development of new learning environments and virtual education, development of recognition of learning and investment in the competencies of teachers and trainers;
- development of social benefits for adult students and retention of fees charged for adult education and training at a reasonable level.

For legislation see chapter 4.4 and financing chapter 10.2.

CVET AND THE LABOUR MARKET

In IVET and in the competence-based qualification system the qualifications have been designed and are developed in co-operation with working life representatives (employers and employees) and teachers. The number of qualifications and study programmes and the skills requirements involved are bound to the needs of the world of work.

The national qualifications requirements are drawn up by the Finnish National Board of Education in co-operation with employers' organisations, trade unions, the Trade Union of Education and student unions. They are dealt with by National Education and Training Committees, which are tripartite bodies established for each occupational field by the Ministry of Education and Culture for a term of three years at a time to plan and develop vocational education and training.

BRINGING LEARNING CLOSER TO LEARNERS

The main purpose of the reform of VET in the late 1990s was to bring education and the world of work closer to each other and to increase the correspondence of VET to the needs of the labour market. The introduction and increase of work-based learning has meant that labour market partners participate in developing VET and can better anticipate training needs. Throughout the 2000s workplace learning has been emphasised in educational policies. It has been promoted by continuously developing the curricula and qualification requirements.

The apprenticeship training is based on a working contract, and the practical training periods take place at the workplace in connection with ordinary work assignments. Some 70-80 per cent of the learning happens at workplace. This is complemented by theoretical studies, which may be arranged at institutions providing vocational education and training, at vocational adult education centres, or at other educational institutions, if necessary. The popularity of apprenticeship training has rapidly increased in the 2000s. From 2001 to 2008 the number of students in apprenticeship training has risen from 39 000 to 70 000. First and foremost this has resulted from educational policies aiming to increase the number of entrants.

Finland has been developing competence-based qualifications since 1994. This system is intended to enable working age adults to gain qualifications without necessarily attending formal training. It is possible to take competence-based vocational qualifications, further vocational qualifications and specialist vocational qualifications or only parts of them through the competence test system, within which competence acquired through various ways, e.g. at the workplace, is recognised and validated. The competence test is completed by demonstrating competence required in the profession. Although taking part in competence tests does not require formal preparation, most candidates attend some preparatory training, in which they are provided with individual learning programmes. Upper secondary vocational education and training provides preparation for upper secondary vocational qualifications and additional vocational training prepares for further and specialist vocational qualifications. In 2000, nearly 32 000 people participated in competence tests and some 18 000 obtained their vocational qualification. In 2008 the corresponding figures were: 65 000 participated in competence tests and 32 000 obtained their qualification.

Adults, who are gainfully employed, may be granted study leave. Study leave is a period, during which the employer has released the employee from carrying out his/her duties according to their terms of employment for educational or study purposes. The employee, whose full-time employment with the same employer has lasted at least one year, is entitled to no more than a total of two years of study leave during a five-year period of employment with the same employer.

The Education Fund is a fund administered by the social partners of the Finnish labour market. Its purpose is to support employees' vocational studies by granting them financial assistance (Adult Education Allowance) and to support the development of the vocational qualification system by granting scholarships for competence-based qualifications (Scholarship for Qualified Employee). The Fund also provides information and advice on benefits and makes proposals for the development of legislation within its field.

An adult education allowance is available to employees and self-employed persons who have a working history of 8 years at least and wish to go on study leave at least for two months. The maximum allowance period is 18 months with the working history of at least 8 years. If the working history is less than 8 years, the allowance period is determined on the basis of the applicant's working history and ranges from 2 to 3.5 months, depending on the length of the working history.

As from 1 August 2010, the amount of the allowance is equal to the amount of the earnings-related unemployment allowance, without increases. The adult education allowance is taxable income.

The scholarship for qualified employee is available for those who have passed the tests of competence based qualifications. The scholarship is granted on condition that the person has at least five years of working history in Finland and is less than 64 years old before he or she has passed the tests. It doesn't matter whether the applicant is unemployed, employed or on study leave. The amount of the scholarship is EUR 365 and it is tax-free. The scholarship must be applied within a year after passing the tests. In 2009 the costs totalled EUR 8.3 million and the scholarship was granted to 23 660 persons. The scholarship is financed from the unemployment insurance contributions paid by the employers (2/3) and employees (1/3).

Many branches of economy and industry have agreed in their collective agreements that an employee having successfully taken a further or specialist vocational qualification can have an increase in salary.

6.1.2 MAJOR CHARACTERISTICS OF FORMAL CVET

The VET sector offers competence-based qualifications of three different levels: upper secondary vocational qualifications, further vocational qualifications and specialist vocational qualifications. The upper secondary vocational qualifications completed in the form of competence-based qualifications correspond to those taken in vocational education and training intended for young people. For a vocational qualification (ISCED 3), the mature student demonstrates the level of the knowledge and skills required for a given occupation; for further qualification (ISCED 3) vocational skills required of a skilled worker; and for a specialist qualification (ISCED 4) the knowledge and skills needed for the most demanding work assignments in the field.

There are no formal training requirements for competence-based qualifications. An adult taking a competence test relies on knowledge and skills acquired in former training, in

working life and in leisure pursuits, but most candidates participate in some preparatory training. The competence-based qualifications are supervised and certificates are issued by qualification committees representing employers, employees and teachers.

The Finnish adult education and training system is the result of a historical process. It is not the result of consistent decisions for effecting structural changes, but each adult education organisation has emerged to satisfy specific educational needs. Hence, each adult education organisation has its own aims, mode of operation and target group.

Vocational adult education and training can be divided into upper secondary and additional vocational education and training. The education or training may be either certificate-oriented or non-formal. Upper secondary vocational education and training is certificate-oriented, whereas additional vocational training may be both.

Educational institutions and other corresponding education providers involved in adult education and training may be divided into the following groups:

General and interest-oriented:

- General upper secondary schools for adults
- Folk high schools
- Adult education centres
- Study centres, and educational organisations
- Physical education centres
- Institutions providing basic art education, like music institutions
- Summer universities

Vocational:

- Vocational adult education centres
- Specialised vocational institutions
- Continuing education centres of universities
- Polytechnics
- Home economics counselling organisations
- Organisations for crafts and design

Others:

- Commercial organisations

The reform of the 52 core curricula in IVET, which are meant for both young students and adults, has been implemented from 2010. The curricula are based on the learning outcomes approach, similarly to the further vocational qualifications (187) and specialist vocational qualifications (129). The key competencies of lifelong learning are included into core curricula of IVET.

In certificate-oriented additional vocational training (and in initial training preparing for competence-based qualifications), the key quality assurance mechanism comprises the respective qualification requirements, and sees whether they are met. Responsibility for organising and supervising competence tests rests with qualification committees which contain social partner representatives to ensure that qualifications are designed in accordance with the requirements of working life.

The Vocational Education Act and the Vocational Adult Education Act oblige education providers to evaluate their educational provision and its effectiveness and to participate in external evaluations of their operations. Responsibility for external evaluations rests with the Evaluation Council for Education and Training.

The Quality Management Recommendation for Vocational Education and Training has been adopted in 2008 by the Ministry of Education to support and encourage VET providers to pursue excellence when improving the quality of their operations. The recommendation is based on the Common Quality Assurance Framework (CQAF) in vocational education and training and it forms an important part of Finland's implementation of the Copenhagen process measures. The recommendation has been prepared by the Finnish National Board of Education working in co-operation with VET providers, representatives of the world of work and business as well as students.

http://www.oph.fi/julkaisut/2008/quality_management_recommendation_for_vocational_education_and_training.pdf

The purpose of the Quality Management Recommendation is to provide a framework for long-term development of quality management in all types of vocational education and training. The recommendations can be applied to vocational education and training implemented in different ways: initial VET and further and continuing training, competence tests and training preparing for competence-based qualifications, as well as curricular or school-based VET, special needs VET and apprenticeship training. In addition, the recommendations have been prepared such that they can be applied at both VET provider and individual unit levels and they are relevant to users at different stages of quality improvement.

No specific admission requirement has been set for adult education. In general, all students are required to have completed the nine-year compulsory education. What comes to competence tests, no formal admission requirements can be set since completing the competence-based qualification is independent of the way competence has been acquired.

As a rule, the entrance requirement for the applicant to general upper secondary school for adults is to have reached the age of 18. Instruction organised at summer universities is open to all; participants are selected in the order of registration. Each institution providing adult education decides autonomously about the admission requirements, and there are no national guidelines.

The specialisation studies at polytechnics are extensive continuing education programmes supplementing the degree system, which are provided for people with a university degree, a vocational post-secondary qualification or a vocational higher education degree, or for others with sufficient aptitude for study.

The largest component in initial vocational qualification (which also adults can take) is vocational studies. The overall extent of the qualification is 120 credits, comprising 90

credits of vocational studies, 20 credits of general core subjects and 10 credits of free-choice studies. In further qualifications and specialist qualifications the proportion of vocational competences is even bigger; usually all the modules of the qualification are related to the vocational competences and there are no separate general modules.

The duration of preparatory training leading to competence-based qualifications varies individually based on the personal study plans made for each adult. On average adults study app. 1½ years when completing the initial vocational qualification (young students need 3 years), and ½ - 1½ years when completing further vocational qualification and specialist vocational qualification.

A new Decree 488/2008 came into effect at the beginning of August 2008. According the new Decree acceptable performances in IVET are graded on the scale of excellent (3), good (2) and satisfactory (1). In the school-based system the qualification certificates are awarded by the education provider/vocational institution. In the vocational upper secondary education for adults the same certificates are used as for young people. In further and specialist vocational qualifications the certificates are different and assessment applies the scale of pass/fail.

An upper secondary vocational qualification, further vocational qualification and specialist vocational qualification give general eligibility for polytechnic and university studies. The Finnish VET-system is open to all: if an adult person has completed the nine-year compulsory education, he or she can apply to any kind of vocational education.

Because of the economic crisis, the Government allocated 1,000 supplementary student places for vocational adult education in the 2009-2010 budget. In addition, the Government has increased the student intake by 10 per cent (2 250 students) in further vocational education and training, organised as apprenticeship training.

Other measures/instruments promoting access to CVET (study leave, adult education allowance and scholarship for qualified employees) are described in chapter 6.1.1.

The possibilities to improve the competencies of the whole working age population will be enhanced by continuing the implementation of the General reform concerning vocational adult education (AKKU). As of 2011 education providers will be granted study vouchers in order to facilitate the possibilities of adults without vocational qualification to complete further vocational or specialist vocational qualification.

WSTATUS / GEO	EMPLOYMENT	INACTIVE POPULATION	TOTAL	UNEMPLOYMENT
EU 27	6,2	6,4	6,3	6,3
FI	8,8	17,1	10,2	5,7

Source: Eurostat

6.2 NON-FORMAL EDUCATION

6.2.1 GENERAL BACKGROUND (ADMINISTRATIVE STRUCTURE AND FINANCING)

Non-formal education in Finland is mainly organised through liberal adult education. The purpose of liberal adult education is to support the development of individuals and the realisation of democracy and equality, strengthen social cohesion and active citizenship on the basis of the principle of lifelong learning. Liberal adult education offers non-formal (non-certificate-oriented) studies, which provide adults with opportunities to develop themselves without qualification- or occupation-specific aims. There are courses on offer in subjects related to citizenship skills and society and in different crafts and subjects on a recreational basis.

The Liberal Adult Education Act (632/1998) provides for both operations and funding, but there are no regulations concerning the curricula or content of education.

About half of liberal adult education costs are covered by the government while the rest mostly come from student fees and from the maintaining organisations. The purpose of state funding is to guarantee the largest possible provision without burdening the students with high fees.

6.2.2 MAJOR CHARACTERISTICS OF NON-FORMAL CVET

Finnish adult education and training has traditionally been divided into two main areas: general adult education and vocational adult education and training. Educational institutions and other corresponding education providers involved in liberal adult education and training may be divided into the following groups (the total number of institutions is app. 340):

- Folk high schools;
- Adult education centres;
- Study centres;
- Physical education centres;
- Summer universities.

The maintaining organisations of educational institutions, i.e. municipalities, joint municipal authorities, associations, foundations or corporations, decide on the objectives and content of education. The liberal adult education organisations are independently responsible for the development of their activities and the usage of the state subsidy.

The provision of liberal adult education is extensive and instruction is provided in many forms. The essential feature of non-formal education (i.e. liberal adult education) is the diversity of curricula, the voluntary nature of participation and the use of learner-based methods. Liberal adult education institutions offer courses in subjects related to citizenship skills and society, and in different crafts and subjects on a recreational basis. The study forms range from evening classes in the students' locality to full-day courses. Some studies are intensive courses taking place on consecutive evenings or on weekends. Moreover, folk high schools offer studies that last several months.

The liberal adult education institutions offer education and training mainly to the adult population in their area. Anyone can attend the courses, irrespective of their age, profession or educational background.

The students usually need to pay a moderate course fee. For example in adult education centres fees can vary from 10 Euros to 300 Euros depending on the number of teaching hours, size of the class room and the facilities needed for the course

Liberal adult education does not lead to a qualification but the studies completed in liberal adult education may be taken into account in preparatory training for competence-based qualification (see chapters 6.1.1 and 6.1.2) and when making an individual plan for completing competence-based qualifications.

This provision has enabled older people to have their skills and knowledge gained through experience to be accredited thereby enabling them to compete with younger people who tend to have higher level qualifications.

The principle of accreditation is further supported by the introduction of competence-based qualifications and the modularisation of further vocational qualifications. Qualifications are awarded when all the modules have been taken in the form of competence-based qualifications which allow for adult students to demonstrate their vocational skills regardless of how and where they have acquired the skills. Candidates can take their exams during or after formal training or without any training at all. Tests are based on national standardised field-specific qualification requirements.

Another form of accrediting prior learning exists in the national language proficiency test system which allows adults to have their language skills tested regardless of how they were acquired. National tests are arranged twice a year in 9 languages (English, Finnish, French, German, Italian, Russian, Sami, Spanish and Swedish). In 2008, about 4,900 people were awarded by the National Certificates of Language Proficiency.

The annual number of participants in adult education and training is 1.7 million, which comprises half of the working age population. This is a very high figure in international terms. The aim is to raise the participation rate in adult education and training to 60% by 2012. To achieve this figure, the target base needs to be expanded and the study opportunities of the least participating population groups must be improved. The goal is to increase the study opportunities of people with no vocational education and training or whose education is outdated, entrepreneurs, the staff of small and medium-sized enterprises, immigrants and people aged over 55. The challenges facing adult education in the future will be to respond to the constant ageing of population and to growing multiculturalism, to motivate adults to study, to improve the learning-to-learn skills among the poorly educated and trained, and especially to ensure equity and equality.

6.3. MEASURES TO HELP JOB-SEEKERS AND PEOPLE VULNERABLE TO EXCLUSION FROM THE LABOUR MARKET

Administrative and funding responsibility for the training of the unemployed (and those at risk of unemployment) rests with the Ministry of Employment and the Economy. Participation of the unemployed in education and training organised by the educational administration is often difficult as full-time students cannot receive unemployment benefits.

Labour market training is part of active labour policy and is divided into 2 main parts: vocational training, and career guidance and preparatory training. The former develops the vocational skills of participants and about half of provision leads to a formal educational qualification. Certificate-oriented studies provided as labour market training

include training for initial, further or specialist vocational qualifications and, subject to certain conditions, upper secondary school studies and education leading to polytechnic and university degrees. Labour market training is intended for unemployed persons and those aged over 20 who are threatened by unemployment. The objective of career guidance and preparatory training is to find appropriate employment and educational options for each individual.

Labour market training (adult employment training) may be purchased from a licensed organisation such as a university, a polytechnic, institution providing vocational education and training, vocational adult education centre, institution of liberal adult education or another appropriate education provider. In other words, training is mostly purchased from the same education providers that receive state subsidies granted by the educational administration. Most of the labour market training is vocational adult education and the aim of the training is to receive a qualification or part of it. Training is funded through procurement, where a representative of the labour administration, most typically a regional Employment and Economic Development Centre purchases training from a provider of educational services.

Labour market training is governed by the Public Employment Services Act which states that each registered job-seeker is to have an individual job-seeking plan within 5 months, which outlines the person's competencies and possible additional training needs. The plans provide as individually tailored service process as possible and refer each client to the type of education or training that is best suited to him or her.

Different groups apply for labour market training based on their own needs and on negotiations with employment officials. Extensive provision makes it possible to offer customised educational services to different target groups. The majority of labour market training is purchased from publicly supervised educational institutions, which are required to evaluate their operations. In addition, the labour administration started to collect electronic feedback from students in 2001, with the intent of assuring quality and improving the development conditions for training.

The Employment Contracts Act imposes an obligation on employers to provide training in situations where termination of employment can be prevented by means of additional training. In-service training is required to be such that it can be considered as being feasible and reasonable from the point of view of both contracting parties.

7. TRAINING VET TEACHERS AND TRAINERS

7.1. TYPES OF TEACHER AND TRAINER OCCUPATIONS IN VET

7.1.1. TEACHING AND TRAINING OCCUPATIONS IN VET

The qualification requirements for the learning facilitators found within VET, vocational upper secondary schools, vocational adult education centres and polytechnics, are mostly defined by law (Polytechnics Decree 352/2003; Decree on Vocational Teacher Training 357/2003; Decree on the Degrees in Education and Teacher Training 576/1995; Teaching qualifications Act 948/1998; Decree on Competence Requirements of Municipal Education Administration Personnel 1998/986).

Teaching staff whose qualification requirements are regulated include:

- vocational studies teachers;
- core subject teachers;
- teachers providing special needs education;
- guidance counsellors;
- polytechnic VET teachers;
- polytechnic senior lecturers;
- principals, who are also members of the teaching staff.

Learning facilitators whose qualifications and training are not regulated are trainers in apprenticeship training and workplace instructors in IVET.

In Finland there is a clear distinction between teachers and trainers. In addition to the above-described difference in qualification requirements, their working contexts differ. Thus teachers work in VET institutions while trainers and workplace instructors work in enterprises. Trainers supervise students during their on-the-job learning periods or apprenticeship training in enterprises. They are generally experienced foremen and skilled workers. They frequently have a vocational or professional qualification, but hold no pedagogical qualifications. According to a regional study, 75 per cent of the trainers or instructors had more than 10 years experience in their own field.

Even if there is a clear distinction in status, today the roles of teachers and trainers show more similarities than earlier. This is partly due to the introduction and importance of the on-the-job learning periods and vocational skills demonstrations into vocational qualifications (see also Themes 5 and 6). Thus, trainers' activities today also encompass guiding and assessing the students as well as cooperation between the institution and enterprise (Table 17).

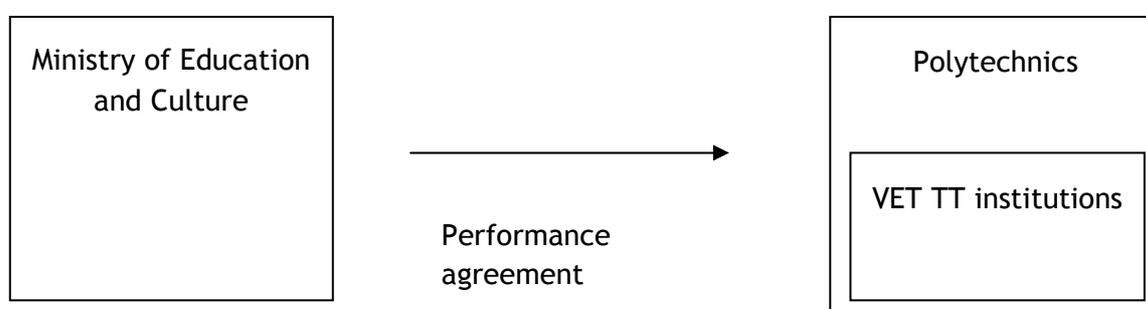
TABLE 17: ROLES AND TASKS OF VET TEACHERS AND TRAINERS (IN ADDITION TO THE INSTRUCTION OF STUDENTS)		
ROLES AND TASKS	TEACHERS	TRAINERS
CURRICULUM DEVELOPMENT	x	
SUPPORTING STUDENTS IN PREPARING THEIR INDIVIDUAL STUDY PLANS	x	x
EVALUATION OF EDUCATION	x	
STUDENT ASSESSMENT	x	x
COOPERATION BETWEEN VET AND ENTERPRISE	x	x

The VET teacher career is generally considered attractive. It is also reflected in the number of applicants into VET teacher training. The number of applicants always exceeds the intake numbers. In spring 2010 ca 32 per cent of all applicants and 44 per cent of those formally eligible were accepted into training. In terms of salaries and conditions of work there are no remarkable differences to those of teachers in general education.

Although there is no official data for the trainers and workplace instructors on the attractiveness of their profession, the general impression is that trainers are generally satisfied with their training tasks. The responsibilities are considered positive, in many cases as a recognition or promotion, and time spent with young students away from normal routines is considered rewarding. The status of the trainers and workplace instructors is also on the increase with new vocational skills demonstrations that involve workplace instructors in assessing the students. This assessment is significant in the final qualification of the student.

7.1.2. RESPONSIBLE BODIES AND ORGANIGRAM

The Ministry of Education and Culture and the polytechnics, of which the VET teacher training institutions are part of, conclude three-year performance agreements, in which they agree on targets results and their monitoring as well as on major national development projects. The intake numbers and training programmes are agreed on annually.



The teacher education institutions have autonomy in deciding on their curricula and training arrangements. The legislation steers the qualification requirements. The pedagogical training is defined at a very general level in the legislation. The legislation

only defines the scope of the training (60 ECTS) and that it must contain basic studies in pedagogy, studies in vocational education, teaching practice and other studies.

The quality of all teacher education is monitored mainly through the self-evaluation of each university or polytechnic. External evaluations are conducted by the Finnish Higher Education Evaluation Council (FINHEEC). External evaluations are not carried out regularly.

7.1.3. RECENT REFORMS TO VET TEACHER/TRAINER TRAINING

The teacher training institutions review and develop their programmes continuously. The continuing training obligation of teaching staff is defined in the collective agreement for salaries negotiated between the Union of Education in Finland and the employer's organisation. A recent recommendation by a working group of the Ministry of Education and Culture, however, proposes that the obligation for education providers to organise continuing education for personnel in education is to be made statutory. The aim is to ensure the availability of CPD to all education personnel through changes in legislation, increased funding and follow-up.

The working group proposed changes in legislation to obligate education providers to systematically ensure that the teaching personnel and personnel employed in the management and support functions of teaching participate sufficiently in continuing education organised for them. The intention is not to set quantitative obligations. Instead, the training would be based on the professional competence of the individual and institution as well as the demands of the job description. The proposed legislation is due to enter into force in January 2011.

The working group also proposed that a new fixed-term national OSAAVA programme be set up. The programme supports the obligation of education providers to see to the continuing education of their education personnel and to ensure staff opportunities to improve their professional competence. The Ministry of Education and Culture has allocated an extra 8 million euro for CPD for education staff for the year 2010. The plan is to increase this funding in the following years. The programme is foreseen to continue until 2016. The national objectives for the programme have been drawn up by the advisory board for the development of continuing training for education personnel.

The programme focuses on developing individuals, working communities and exchanging good practices. In the development of individuals, the training of leaders and mentoring for new teachers are prioritised. In the development of working communities the priority is on supporting networking of educational institutions to create models and action plans to support competence development. Working communities will also be supported when they organise CPD to promote quality assurance and the use of national quality criteria, well-being at work and ICT. In addition to regional networking among education providers, the programme encourages to include also other stakeholders, such as enterprises.

For monitoring the continuing education CPD will be included in the teacher data collection commissioned on a regular basis. Also an evaluation of the continuing education of personnel in the education sector may be commissioned in 2014.

7.2. TYPES OF TEACHERS AND TRAINERS IN IVET

7.2.1. TYPES OF TEACHERS, TRAINERS AND TRAINING FACILITATORS IN IVET

As the distinction between IVET and CVET is not made in the Finnish VET system, the table below (Table 18) illustrates the situation for both IVET and CVET. The table summarises the qualification requirements and main working contexts of the different learning facilitators in VET.

TABLE 18: TEACHER GROUPS IN VET, PLACE OF TEACHING, EDUCATIONAL BACKGROUND				
	UPPER SECONDARY VET INSTITUTIONS	VOCATIONAL ADULT EDUCATION CENTRES	POLYTECHNICS	APPRENTICESHIP TRAINING ¹ /ENTERPRISES
POLYTECHNIC VET TEACHER			V	
POLYTECHNIC SENIOR LECTURER			V ²	
TEACHER, VOCATIONAL STUDIES	X	X		
TEACHER, COMMON CORE SUBJECTS	V	V	V	
SPECIAL NEEDS TEACHER	V X	V X ³		
GUIDANCE COUNSELLOR	V X	V X ³	V X ⁴	
PRINCIPAL	V X	V X	V X	
TRAINER (WORKPLACE INSTRUCTOR)				O

V= Master's degree including pedagogical studies

X= Master's or Bachelor's degree in relevant field and pedagogical studies at voc teacher education college

O = not regulated

(1) The practical training period in apprenticeship training is complemented by theoretical studies, which may be arranged at institutions providing vocational education and training or at vocational adult education centres.

(2) Polytechnic senior lecturers are required to hold a postgraduate licentiate or doctorate.

(3) Adult education centres are not required to provide guidance counselling or special needs education by law, but especially the bigger centres employ special needs teachers and guidance counsellors.

(4) Some polytechnics employ guidance counsellors even if they are not required to by law.

7.2.2. PRE-SERVICE AND IN-SERVICE TRAINING OF IVET TEACHERS AND TRAINERS

Teachers of vocational studies in upper secondary and adult VET must have a Master's or polytechnic degree or the highest possible qualification in their occupational field. In addition, they must complete pedagogical studies of 60 ECTS points and have at least 3 years' work experience in the field.

The teacher education institutions are autonomous and can decide on further selection criteria such as degree gained, studies in education, work experience (both teaching and non-teaching) and interest in other activities.

Teacher training provides students with the skills and knowledge to facilitate and guide learning and to develop their own field of teaching, taking developments in occupations and working life into account. Students may complete the education in 1 academic year by studying full-time or flexibly as multiform education in 1-3 years. Vocational teacher

education is provided at 5 VET teacher education institutions. Also on-line teacher education programmes are available.

Teachers of common core subjects, such as languages and mathematics, have the same education as subject teachers working in general education. Thus they are required a Master's degree of 300 ECTS points, with 60 ECTS points of pedagogical studies is included. Pedagogical studies focus on didactics as well as teaching practice.

The prospective students apply to university following the usual procedure. There are degree programmes that lead to a teaching qualification. In some cases the students apply directly into the teacher education programme. In some universities and faculties those admitted to a degree programme will separately apply for subject teacher education. Admission to subject teacher education is based either on aptitude tests alone or combined with the applicant's study record.

In addition to the concurrent training model described above, a consecutive path is available: people with a Master's degree may complete separate pedagogical studies for teachers with a scope of 60 ECTS within a teacher education unit.

Teachers providing special needs education have general or vocational subject qualifications and specialise in special needs education. Vocational teacher education institutions offer specific qualifications of 60 ECTS points. The aim is to train experts who, in addition to their own educational work, can supervise the special pedagogical work of other teachers and the institution as a whole. Most special needs teachers work at vocational special institutions. Admission requirements include teacher qualifications and at least 1 year of teaching experience at a vocational institution.

Guidance counsellors have the same basic qualification requirements as subject or vocational subject teachers. In addition they are required to gain a pedagogical qualification of 60 ECTS points and organised by vocational teacher education institutions. Students familiarise themselves with the underlying social factors involved in student counselling as well as with various counselling methods used both within their own institutions and in cooperation with other organisations. Admission requirements include teacher qualifications and at least one year of teaching experience at a vocational institution.

Polytechnic lecturers must hold a Master's degree and senior lecturers a postgraduate licentiate or doctorate degree.

Principals, who are also members of the teaching staff, have a Master's or Bachelor's degree and pedagogical qualifications. They should also have sufficient teaching experience and a certificate of educational administration accredited by the Finnish National Board of Education (or studies in educational administration at a university, or comparable administrative experience). Principals of polytechnics should have a licentiate or doctorate, sufficient knowledge of the educational field as well as administrative experience.

Trainers/workplace instructors have no formal qualification requirements.

Teachers and trainers are not formally assessed in Finland. The principals are the pedagogical heads of their institutions and thus also responsible for the instruction in their institutions. The vocational institutions assess the quality of the on-the-job learning in enterprises as part of their self-evaluation.

Teaching staff are obliged to participate in in-service training/continuing professional development (INSET/CPD). For teachers in vocational upper secondary schools this is based on collective agreements and is at the most 5 days of training, outside school hours per school year depending on the vocational sector.

Teachers at vocational adult education centres are not formally required to participate in in-service training, but generally it is promoted as they have to compete with other institutions as training providers. Polytechnic teachers are also obliged to participate. Polytechnic teachers are expected to develop their professionalism as well as familiarise themselves with the world of work.

To support VET teachers in their increased activities related to work-based learning and cooperation with the enterprises, the Finnish National Board of Education has drawn up two continuing training programmes for vocational teachers, the specialist in competence-based qualifications (*näyttötutkintomestarikoulutus*) and studies for teachers to increase their competence in the world-of-work (*opettajan työelämäosaamisen opinnot*). Both have a scope of 23 ECTS points.

A proposal has been made that the obligation for education providers to organise continuing education for personnel in education is to be made statutory. A national programme and additional funding to develop the professional competence of personnel in education was initiated in 2010 (see above 7.1.3).

Most continuing training is free of charge and teachers enjoy full salary benefits during their participation. Funding responsibility rests with teachers' employers, mainly local authorities. Training content is decided by individual employers. State-funded INSET is available free in areas which are connected to political priorities, educational reforms or areas in need of development.

Trainers/workplace instructors who supervise students during on-the-job learning periods in enterprises are not obliged to take in-service training. Their training activities depend on themselves, their employers and what training is on offer. For some years, workplace instructors have been able to participate in programmes that are based on national curricula approved by the Finnish National Board of Education.

7.3. TYPES OF TEACHERS AND TRAINERS IN CVET

7.3.1. TYPES OF TEACHERS, TRAINERS AND TRAINING FACILITATORS IN CVET

CVET is mainly provided by vocational institutions and particularly adult education centres. In addition, non-certificate-oriented additional training is given in liberal adult education institutions. These centres are publicly funded and they need permission to provide education from the Ministry of Education and Culture. Their aims and duration vary considerably.

The types of teachers and trainers in CVET, including the liberal adult education institutions, are identical to those in IVET (see 7.2).

7.3.2. PRE-SERVICE AND IN-SERVICE TRAINING OF CVET TEACHERS AND TRAINERS

See above 7.2.2.

8. MATCHING VET PROVISION (SKILLS) WITH LABOUR MARKET NEEDS (JOBS)

8.1. SYSTEMS AND MECHANISMS FOR THE ANTICIPATION OF SKILL NEEDS (IN SECTORS, OCCUPATIONS, EDUCATION LEVEL)

The Development Plan for Education and University Research, which the Government approves every 4 years, defines education policy guidelines. The current development plan for 2007-2012 includes development measures for each field and level of education, as well as the main principles for education and research policies and the allocation of resources.

The plan was prepared with the aid of the quantitative anticipation information on skills needs produced by the Finnish National Board of Education. The FNBE uses a calculation model derived from the forecasts of changes and natural wastage in the total labour force. These forecasts are then presented for different fields of study and levels of education in qualification-oriented initial vocational education and in higher (polytechnic and university) education.

Quantitative skills anticipation information is also provided by the Labour Force 2025 project co-ordinated by the Ministry of Labour. The main aim is to anticipate economic development and the need of the labour force until 2025.

The important governmental bodies for skills anticipation are national education and training committees and the Advisory Board for Educational Co-operation. Their task is, among others, to monitor, evaluate and anticipate the development of vocationally oriented education and training and competence required in working life in their own field. The labour market partners, both employers and employees, are represented in the education and training committees.

The National Qualitative Anticipation project, co-funded by the ESF, was launched in the summer of 2008. The aim of the project is to develop and establish a permanent operating model to anticipate the skills needs in different sectors of the world of work. The anticipation results will be used in development of curricula, qualifications and qualifications frameworks. The model of anticipation developed within the project will serve different educational structures and meet the anticipation needs of both national language groups (Finnish and Swedish).

The Confederation of Finnish Industries EK conducts a regular labour force and skill needs survey. It is directed to all enterprises with more than 250 employees, a quarter of enterprises with 10-149 employees and one fifth of enterprises with 3-9 employees.

Examples of sectoral studies focused on skill needs:

Aalto, Ahokas & Kuosa: Yleissivistys ja osaaminen työelämässä 2030 - Menestyksen eväät tulevaisuudessa. TUTU-julkaisu 1/2008. Tulevaisuuden tutkimuskeskus, Turun kauppakorkeakoulu. (General Education and Expertise in Working Life 2030 - How to Be Successful in the Future. Finland Futures Research Centre, Turku School of Economics).

Maailman parasta metsä-, puu- ja paperiosaamista. Metsäsektorin koulutuksen kehittäminen Suomessa. Opetusministeriön työryhmämuistioita ja selvityksiä 2008:1. (Development of Training in the Finnish Forest Sector, the Ministry of Education).

Maria Ruuskanen: Lapsi- ja perhetyön perustutkinnon ammatillisia tulevaisuudennäkymiä - osaamistarpeiden ennakointi vuosille 2015-2020, Opetushallitus, 2008. (Career Prospects with the Child and Family Social Work Qualification - How to Anticipate Expertise Needs 2015-2020, the FNBE 2008).

Marja-Liisa Vesterinen - Ullamaija Kauppinen - Maria Lankoski: Paperiteollisuuden perustutkinnon osaamis- ja uudistamistarpeet 2015-2020, Opetushallitus 2007. (The Expertise and Reform Needs of Paper Industry Qualification 2015-2020, the FNBE 2007).

Mervi Karikorpi (ed.): Kone- ja metallituoteteollisuus 2020. Teknologiateollisuus ry, 2008. (Mechanical Engineering 2020. The Federation of Finnish Technology Industries, 2008).

8.2. PRACTICES TO MATCH VET PROVISION (SKILLS) WITH SKILL NEEDS (JOBS)

The national core curricula constitute a legal norm for educational institutions and apply to all upper secondary vocational education providers for competence-based qualifications for young and adult students.

The Finnish National Board of Education approves the qualification-specific national core curricula and the requirements of each competence-based qualification. They are drawn up in co-operation with the social partners in different fields, other representatives and experts of economic life as well as teachers and students.

The core curricula and the competence-based qualification requirements include the following topics: internationality, promotion of sustainable development, utilisation of technology and information technology, entrepreneurship, high-quality and customer-focused activity, consumer skills and management of occupational health and safety. They also include the following core skills: learning skills, problem-solving skills, interaction and communication skills, co-operation skills and ethical and aesthetic skills.

The core curricula provide the framework for more detailed curricula which are defined in each institution's individual curriculum. Teachers themselves may choose methods to achieve objectives defined in the curriculum.

There are co-operation organs for implementing and developing work-based learning. For planning and implementation of skills demonstrations the training providers must set up one or several local boards for vocational skills demonstrations. These boards should comprise representatives of training providers, teachers, students as well as the sectoral labour market representatives. These boards can also be joint boards of several training providers. These boards approve the plans for the implementation and assessment of skills demonstrations; they supervise the skills demonstration activities and decide on the assessors. The boards also deal with the demands for the rectification of assessment made by students.

National expert bodies are National Education and Training Committees for different sectors and National Co-ordination Group for Education and Training which have been established in the 2000s. The role of these is to promote interaction between training and world of work in co-operation with the Finnish National Board of Education. The National Co-ordination Group for Education and Training deals with large-scale cross-sectoral questions. The Group comprises representatives of the chairs of the above-mentioned

Education and Training Committees and representatives of employees and employer organisations.

National Education and Training Committees were set up in 2007, following the legislation issued in 2005 and 2006, which defines the composition and tasks of the committees. There are altogether 34 National Education and Training Committees. They are required in vocational upper secondary and adult education as well as higher education. Their task is to follow, evaluate, anticipate and analyse the development of skills needed in the labour market; to make suggestions for the qualitative and quantitative development of training; to survey the core curricula and qualifications requirements and give statements regarding issues in their sector. The Committees comprise representatives of the national education and training administration, teachers, employers and employees. The members are expected to have expertise in certain sectors as well as interest in developing training and willingness to familiarise themselves with the regulations and guidelines of vocational education and training.

The Committees are different, varying according to the local conditions. The experiences from the different types of Committees (sector-specific or qualification/programme-specific) so far are: The strength of the qualification-and-study-programme-specific Committees is their specific expertise related to the field in question. There is a challenge, however, for the education provider to co-ordinate the activities so that different operating models are not created within the different committees and qualifications. Sector-specific committees are suitable in situations where joint sector-specific decisions and policies are necessary. In the sector-specific committees qualification-or-programme-specific expertise must be ensured. Joint committees of several education providers harmonise operating models and facilitate the co-operation with the world of work in cases where the area or region has several education providers offering education and training leading to the same qualification. Such committees are also useful when the sector or qualification is offered only by a few providers. Committees that comprise several sectors facilitate the development of common principles and policies when the education provider offers training in many sectors. One challenge is to ensure that there is enough sector-and-qualification-specific expertise in the committee. In pilot projects this type of expertise has been ensured by different sector-and-qualification-specific sub-sections. The committees' tasks should, however, not be restricted to the endorsement of the decisions made in the sub-section. The work of multi-sectoral committees can be obstructed by a too large membership. Particularly the sector-specific representatives from the enterprises feel that they cannot utilise their specific expertise when the committees have to operate in other sectors.

Since 1st August 2006, all vocational qualifications have included skills demonstrations. With a view to implementing skills demonstrations, training providers will set up organisations made up of members representing training providers, teachers, students, and business and industry. Through skills demonstrations, students show through practical tasks how well they have attained the vocational skills required in working life. Labour market organisations have been actively involved in promoting the adoption of skills demonstrations. In the national core curricula for vocational upper secondary qualifications, skills demonstrations are seen as a part of student assessment. The planning, implementation and assessment are regulated by legislation. Skills demonstrations are implemented in co-operation between education and the world of work. In skills demonstrations the student demonstrates in a practical and authentic work situation how well he or she has reached the objectives and aims regarding the vocational competence set in the core curriculum. The skills demonstrations are part of the training and are given during the whole studies. The skills demonstrations are given in all vocational study modules.

The results of anticipation of educational needs have been utilised in drawing up the Development Plan for Education and Research, setting performance targets for tertiary education and deciding on authorisations to provide IVET. In general terms, anticipation results provide important information for education providers, helping them to target provision and inform people about their future career prospects.

The National Education and Training Committees are involved in drawing up national core curricula and qualifications requirements, which means that they can bring the sectoral needs of the world of work into development of education and training.

9. GUIDANCE AND COUNSELLING FOR LEARNING, CAREER AND EMPLOYMENT

9.1. STRATEGY AND PROVISION

Guidance and counselling is in Finland seen as a means of raising the quality of education and training, improving retention rates and alleviating exclusion. Guidance and counselling are recognised as central and efforts are being made to provide equal and sufficient access to guidance counselling at all levels and forms of education. It is considered of particular importance in adult education.

The thinking is today that guidance and counselling should not only be the task of specialist guidance counsellors. Instead, every teacher should be able to guide and support different types of learners.

Guidance and counselling are seen as a continuum. It covers the whole span of education and training, from student selection to the students' progress, support in their choices along the way and transition to further studies or working life.

The policies regarding guidance and counselling, similarly to other educational issues, are influenced and steered by evaluations, research and indicators etc. The anticipation and foresight of educational needs, both quantitative and qualitative, has become important.

Guidance counselling aims to support, help and guide pupils so that they perform as well as possible in their studies. It also supports the students in making correct and appropriate decisions concerning their education and careers. Guidance counselling provides the abilities necessary for career choices, working life and further education.

In vocational education and training, guidance counselling also provides students with support for drawing up their personal study plans. In addition students receive information on the possible effects of their choices on vocational competence, further studies and job placements. Educational institutions organise counselling and guidance services for students to support their entry into working life. Students can also receive special support when they apply for education.

The time allocated to guidance counselling for groups of students is decided by the government. The objectives and content are determined in the national core curricula approved by the Finnish National Board of Education. Each education provider decides on the practical implementation of guidance counselling, organisation of individual counselling and on the resources available. The education and labour administrations are involved in guidance counselling although the main responsibility lies with the educational administration. They are complemented by the career counselling services provided through the labour administration.

The labour administration provides guidance and counselling services for employed, unemployed and disadvantaged people as well as young people and adults (http://www.trainingvillage.gr/etv/Information_resources/NationalVet/Thematic/criteria_reply.asp - top#top). The labour administration has a wide supply of training and vocational information services. These aim to support the individuals' appropriate educational choices and job placements. Further, the aim is to promote vocational development by disseminating information on educational opportunities, the content of work and occupations. The labour administration organises career counselling primarily for adults and those who have already entered working life through their employment offices.

They also organise what is known as career guidance training, which is primarily intended for unemployed people and which aims to guide individuals into suitable training or to working life according to their own needs and abilities.

There are also private operators in educational guidance. These are labour market organisations, associations of guidance counsellors and student unions. The Economic Information Office (*Taloudellinen tiedotustoimisto*), maintained by employers' organisations, produces guidance material presenting working life and occupations and provides training for guidance counsellors.

9.2. TARGET GROUPS AND MODES OF DELIVERY

Both young people and adults are the target groups for guidance services in vocational education and training. Section 9.1 above describes ways in which people can access career guidance and counselling services.

In vocational education and training, all qualifications include at least 1.5 credits of guidance counselling. In addition, each student has the right to receive sufficient personal and other necessary educational guidance as part of their studies. Each educational institution must attend to the guidance of students faced with study difficulties (such as dyslexia), absences from education and training or difficulties related to life management.

Guidance counselling should ensure that students

- receive enough information on their education and training prior to its start and during their studies;
- receive information and experience of working life, entrepreneurship and occupations;
- are provided with the opportunity for international contacts, study and work;
- receive support for problems related to their study and lives.

Students should be provided with information on the qualifications to be completed, the composition and contents of the studies involved, as well as the studies they may choose from other educational institutions. Students are provided with a personal study plan in accordance with their choices. All staff participates in guiding students, but the main responsibility rests with guidance counsellors.

Vocational institutions develop their career and recruitment services in cooperation with local employment offices and also promote students' access to employment and further education.

In addition to the guidance counselling provided for in the VET institutions, there are many on-line resources on educational and career opportunities available. The labour administration maintains occupational and educational databases and local employment offices have information service units that are also used by young people. The Finnish National Board of Education runs the "*Koulutusnetti*" web service and the EDU.fi portal. The "*Koulutusnetti*" is a web-based service for those applying for education and training and for the use of different counselling and guidance experts and organisations. The service contains up-to-date information on educational opportunities at different levels and in various fields of study. The "*Koulutusnetti*" is being integrated with another service, the *Opintoluotsi* which aims at helping people find information on education and training

opportunities in Finland. The aim is to create a single portal where users can have access to both information on education and training opportunities and guidance.

EDU.fi is an educational portal for non-academic education and training in Finland published by the Finnish National Board of Education. The portal gathers together services categorised according to the different levels, fields and themes of the education and training system. The portal also provides a gateway to services by other actors in Finland or abroad.

The Finnish National Board of Education also publishes annual educational guidebooks to support the students' choices at upper secondary and higher education levels. These contain information on the fields of study as well as practical information on the supply of different study programmes.

The Ministry of Employment and the Economy maintains an on-line service specifically for information on vocational education and training. The service offers tools and resources for career planning and job-seeking.

9.3. GUIDANCE AND COUNSELLING PERSONNEL

All institutions providing formal education and training have guidance counsellors. Guidance counsellors must have a vocational teacher qualification plus at least one year of teaching experience before they can apply for specialisation studies.

The vocational teacher education institutions organise guidance counsellor education of 60 ECTS credits. People fulfilling the qualification requirements set for guidance counsellors in general education are also qualified to work as guidance counsellors at vocational institutions (see also 7.2).

Guidance counsellor education familiarises the students with the underlying social factors involved in guidance counselling as well as with the methods of counselling. Other issues are for example the judicial and ethical aspects of guidance and counselling, specificities of counselling at different levels of education, curriculum development as well as local and regional multidisciplinary professional cooperation. Also practical training is included.

In-service training for guidance counsellors is offered mainly by universities, polytechnics, local and regional authorities, the Finnish National Board of Education, the state-owned National Centre for Professional Development in Education (Educode) and private providers.

Other important professionals involved in guidance and counselling are vocational psychologists and career advisers, who mainly work at local employment offices. The former are required to have a master's degree in psychology.

The Ministry of Employment and the Economy organises specialist training and other in-service training for vocational psychologists and career advisers. A number of them also participate in academic post graduate training at universities. In addition, they participate, on a voluntary basis, in training in therapy and on-the-job guidance organised by different organisations.

10. FINANCING: INVESTMENT IN HUMAN RESOURCES

10.1. FUNDING FOR INITIAL VOCATIONAL EDUCATION AND TRAINING

The Ministry of Education and Culture has the overall responsibility for funding education and training except for labour market training which is the responsibility of the Ministry of Employment and the Economy.

The majority of vocational institutions (usually VET institutions) are maintained by local authorities and joint municipal boards. Of all students in VET, 16% study in privately maintained institutions. Funding criteria are uniform irrespective of ownership.

Providers of vocational education and training receive *statutory government transfer* to cover their operating costs on the basis of unit prices determined by the Ministry of Education and Culture. The transfer is calculated to cover 42% of the operating costs on the average. The unit prices are scaled per provider, allowing for the cost differences between various fields of education. Factors such as the educational task and provision of special needs education are taken into account separately for each education provider. The state subsidy is payable to the education provider, it is not earmarked for a particular purpose. In addition, some vocational institutions are awarded performance-based funding.

The performance-based funding system was established in 2002 when education providers were granted separate state subsidies based on their performance. In 2006 the performance-based funding system was expanded and integrated into the overall system of funding based on unit prices. The performance-based funding corresponds to approximately 2% of the whole funding of vocational education.

The allocation of performance-based funding distribution is based on the performance-based funding index, which has been combined from the following indicators:

- Effectiveness (transfer to labour market or further studies);
- Processes (drop-out rate, completion rate);
- Staff (formal teaching qualifications and continuing education and training of staff).

When the performance-based funding index is calculated, indicators are assigned different weights of importance.

A system for funding vocational further education and training has been applied since the beginning of 2001. Such training is for example training preparing for further and specialist qualifications as well as language proficiency tests. The education provider receives funding from the state as state subsidies.

According to the Act on the Financing of the Provision of Education and Culture (1705/2009), the unit prices per student-year in school-based additional vocational training are calculated separately for self-motivated additional training and for in-service training on the basis of the average unit price in upper secondary vocational education and training. Unit prices are scaled for programmes falling within different price groups and for special needs education as provided by Government decree. In addition, the Ministry of Education may increase the unit price in special circumstances.

The unit prices for additional vocational training provided in the form of apprenticeship training are determined by the Ministry of Education separately for preparatory training for further and specialist qualifications and for other types of additional vocational training within the framework of the state budget.

As from 2010, additional vocational training has also been funded on the basis of operational performance. The share of performance-based funding may account for no more than 3% of the total amount of the government transfer. The amount of the performance-based government transfer is determined on the basis of the number of qualifications completed. Further provisions on criteria for performance-based funding and provider-specific maximum amounts of performance-based contributions are issued by Government decree.

In the apprenticeship system, the state is responsible for fully covering funding: the *statutory government transfer* accounts for 100% of the unit cost confirmed by the Ministry of Education and Culture. The funding is confirmed separately for upper secondary and vocational further education and training. Each year, the Ministry of Education and Culture confirms the quotas for vocational further education and training within the frame of apprenticeship training.

The state funding covers costs caused by school-based education period. The state grants training compensation for the employers, which is compensation for the given training at the workplace. The amount of training compensation paid to the employer is agreed upon separately for each apprenticeship contract before the contract is approved.

The apprentice is entitled to a wage during the time spent at work. The apprentice's wage is paid by the employer on the basis of the collective labour agreement in force in the field concerned. The pay varies in different fields, but is in practice about 80% of the wages of a skilled worker in that particular field. The employer is not obligated to pay wages for the time spent in theoretical training, unless otherwise agreed.

There is a dual system for organising and funding training for the unemployed in Finland. The training is mainly provided by institutions supervised by the Ministry of Education and Culture and funded by the Ministry of Employment and the Economy. The regional and local labour administration, under the Ministry of Employment and the Economy, are responsible for purchasing training courses for the unemployed from a variety of training providers. The Ministry of Employment and the Economy allocates the budget to the Centres for Economic Development, Transport and the Environment. These district organisations fund employment training directly, they also allocate money to the Employment and Economic Development Offices to acquire training locally.

Many municipalities maintain workshops for young people (under the age of 25) and adults. The workshops are not part of the formal education system and can thus not award formal qualifications. The workshops provide practical work-related training as well as guidance and support. They have become an important tool for providing training for people at risk of social exclusion and assist their integration into working life and society.

The costs of upper secondary VET in 2007 were on the average 8,400 Euros per students. Average costs including special needs institutions were 2,900 Euros per student. The increase compared to the previous year was 3.6%.

10.2. FUNDING FOR CONTINUING VOCATIONAL EDUCATION AND TRAINING, AND ADULT LEARNING

10.2.1. FUNDING FOR PUBLICLY PROVIDED CVET

The financing system of adult education and training is similar to that of upper secondary vocational education and training for young people. Adult education in polytechnics observes the same principles as other polytechnic education. Music institutions provide young people and adults with basic and vocational education and training in music.

The Act on the Financing of Educational and Cultural Provision also covers most educational institutions providing adult education and training. Each year as part of the budget, the Ministry of Education and Culture confirms the maximum number of lessons or other performance indicators for each type of institution and the education provider is then granted state funding for the adult education operating costs.

Funding for the operating costs of upper secondary vocational education and training and general upper secondary education (upper secondary school) arranged for adults is granted along the same lines as for the corresponding education for young people. The local authorities participate in funding qualification-oriented adult education and training along the same lines as in education for young people.

Continuing vocational education and training is provided mainly by vocational adult education centres and liberal adult education institutions.

Adult education centres are mostly maintained by local authorities, public companies or foundations. The national specialised institutions are maintained by industry or trade. Liberal adult education institutions such as folk high schools are maintained mainly by private organisations and foundations, while adult education centres are mainly maintained by local authorities. Study centres and summer universities are mainly maintained by private organisations and foundations.

State funding for the operating costs of non-formal adult education is granted according to specific funding criteria for each type of institution. The local authorities have no statutory obligation to participate in covering these costs. It is also possible for the institutions providing adult education to receive discretionary state subsidy for investments depending on the decision of the Ministry of Education and Culture and within the limits of the state budget.

A system for funding vocational additional training has been applied since the beginning of 2001. Such training is for example training preparing for further and specialist qualifications as well as language proficiency tests. The education provider receives funding from the state as state subsidies and institutions offering liberal adult education, polytechnics and universities as subsidies from the Provincial State Offices.

Vocational adult education centres and national specialised vocational institutions can also provide education or services, for which they charge fees. These services do not affect the subsidies they receive from the state or the local administration.

10.2.2. FUNDING FOR CVT IN ENTERPRISES

Generally speaking enterprises are themselves responsible for how much they invest in in-service training. Some sectors of trade and industry maintain their own institutions, which are called “Institutions for Specialised Training” (*Ammatilliset erikoisoppilaitokset*). These institutions receive a state subsidy, which is included in the funding figures for central government above. In addition the financing of Institutions for Specialised Training is composed of funding from the owner, the revenue from selling products and services and from trainee fees.

According to the Eurostat data collection on total costs of CVET in enterprises in 1999 and 2005, the investment of Finnish enterprises was lower in continuing training in 2005 compared to the situation in 1999. As can be seen in the table below, the trend has been similar regardless of the size of the enterprise.

TABLE 19. TOTAL COST OF CVT COURSES AS % OF TOTAL LABOUR COST (ALL ENTERPRISES) (2005 vs. 1999)								
	SIZE CLASS (NUMBER OF EMPLOYEES)							
	TOTAL (%)		10 TO 49 (%)		50 TO 249 (%)		250 OR MORE (%)	
	2005	1999	2005	1999	2005	1999	2005	1999
EU27	1.6	:	1.1	:	1.4	:	1.9	:
EU25	1.6	2.3	1.1	1.5	1.4	2.4	1.9	2.5
FI	1.5	2.4	1.2	1.8	1.5	1.9	1.6	2.8

Source: Eurostat; 2nd and 3rd continuing vocational training survey in enterprises (CVTS2 and CVTS 3)

The table also shows that the average development has been similar within the EU, although slightly less drastic.

10.3. FUNDING FOR TRAINING FOR UNEMPLOYED PEOPLE AND OTHER GROUPS EXCLUDED FROM THE LABOUR MARKET

Within the limits of the state budget, the labour administration purchases employment training mainly for unemployed people and for those at risk of unemployment. Training for these groups is provided by adult vocational training centres, IVET institutions, universities and other providers of training. The training can be provided either as vocational or preparatory training. Most of the providers are supervised by the Ministry of Education and Culture.

The regional and local labour administrations, under the Ministry of Employment and the Economy, are responsible for purchasing the training courses. The Ministry of Employment and the Economy allocates the budget to the Regional Employment and Economic Development Centres (*Työvoima- ja elinkeinokeskus*). These fund employment training

directly and also allocate money to Local Employment Offices (*työvoimatoimisto*) to acquire training locally.

Employers can also contribute to the financing of employment training with the labour administration. There are three types of co-financed training. The first one, *RekryKoulutus* (Recruitment Training), is meant for employers who need new skilled workers. Training purchases are co-financed by the employer and the employment and economic development administration. The employer's contribution accounts for 30% of the total price specified in the purchase contract. The second, *TäsmäKoulutus* (Custom Training), is meant for companies which need to develop or redirect the skills of their existing personnel. This type of training is also used to prevent temporary lay-offs or redundancies. In other words, the training may also be organised during or instead of fixed-term lay-offs. The third, *MuutosKoulutus* (Retraining), is for situations in which personnel will be dismissed and the so-called change security model is used. Participants receive a salary or financial aid from the administration. Retraining is co-financed by the employer and the employment and economic development administration. The employer's contribution accounts for 20% of the total price.

10.4. GENERAL FUNDING ARRANGEMENTS AND MECHANISMS

Instruction is usually free of charge for the students at all levels of education. Students receive financial aid for full-time post-compulsory studies lasting at least 2 months. It is granted for studies at upper secondary schools, folk high schools, vocational institutions, polytechnics or universities through to doctorate level. Financial aid is also available for study abroad. Financial aid comprises a study grant, a housing supplement and a government-guaranteed student loan. Students may also receive school transport subsidy and a tax deduction on student loans once they have completed their studies. There is also an adult education subsidy available for persons who have been active in working life for at least 5 years. Those adults, who qualify for the adult education subsidy for an uninterrupted period of at least 8 weeks, may further be eligible for a government guarantee for a student loan.

In adult education and training small fees can be charged for a qualification. A working group for the development of adult education has, however, proposed that those who do not have a vocational qualification should be freed from these.

11. NATIONAL VET STATISTICS - ALLOCATION OF PROGRAMMES

11.1. CLASSIFICATION OF NATIONAL VET PROGRAMMES

11.1.1. MAIN CRITERIA USED TO ALLOCATE VET PROGRAMMES

All formal VET is classified conformably. The three years IVET programmes belong nationally to upper secondary education and training as well as competence-based qualifications except the specialist vocational qualifications. Also apprenticeship trainings lead to same qualifications as the mostly school-based programmes and they are classified similarly. The specialist vocational qualifications are nationally in the same category than the other VET programmes but internationally they are classified to ISCED 4. On higher education level there are vocationally oriented programmes leading to Polytechnic Bachelor's degree.

11.1.2. VET LEVELS IN THE NATIONAL EDUCATIONAL SYSTEM

THE LEVELS OF VET IN FINLAND						
LEVEL	LEVEL IN FINLAND	EQUIVALENT IN ISCED	MINIMUM DURATION	MAXIMUM DURATION	AVERAGE DURATION	TYPICAL STARTING AGE OF PUPILS
UPPER SECONDARY	Upper secondary general (gymnasium) and vocational	3A	3 years	3 years	3 years	15-17
POST SECONDARY	Specialist vocational qualifications	4	competence-based			adults
HIGHER EDUCATION	Polytechnic Bachelor's degree	5A	4 years	6 years	4.5 years	19-21

11.2. FIELDS OF EDUCATION AND TRAINING

LEVEL	FIELDS OF EDUCATION/STUDY
UPPER SECONDARY POLYTECHNICS	<ul style="list-style-type: none">• Natural Resources Sector• Technology and Transport Sector• Business and Administration Sector• Catering and Home Economics Sector• Health and Social Services Sector• Culture Sector• Leisure and Physical Education Sector

11.3. LINKS BETWEEN NATIONAL QUALIFICATIONS AND INTERNATIONAL QUALIFICATIONS OR CLASSIFICATIONS

The NQF working group finished its work and submitted its proposals to the Ministry of Education and Culture in June 2009. The aim is to submit a Government proposal for an Act on the National Qualifications Framework to Parliament in the autumn of 2010. The law should take effect at the beginning of 2011. The NQF will be divided into eight levels, similar to the EQF. More detailed descriptions and placement of qualifications, syllabi and other study modules on different NQF levels will be determined by Government decree.

Finland has implemented the International Standard Classification of Education (ISCED) in national statistics. All formal qualifications are placed in the ISCED. The ISCED remains a statistical classification and, as such, it differs from the EQF and NQF.

12. AUTHORS, SOURCES, BIBLIOGRAPHY, ACRONYMS AND ABBREVIATIONS

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Eurydice: http://eacea.ec.europa.eu/education/eurydice/index_en.php

OECD: <http://www.oecd.org>

MINISTRIES AND NATIONAL AGENCIES

Finnish Government: <http://www.vn.fi/etusivu/en.jsp>

Ministry of Education: <http://www.minedu.fi/OPM/?lang=en>

Ministry of Finance: http://vm.fi/vm/en/01_main/index.jsp

Ministry of the Interior: http://www.intermin.fi/intermin/home.nsf/pages/index_eng
(links to the web-sites of the regional organisations)

Ministry of Employment and the Economy: <http://www.tem.fi/?l=en>
Ministry of Social Affairs and Health: <http://www.stm.fi/en/frontpage>
Finnish National Board of Education: <http://www.oph.fi/english>
Centre for International Mobility CIMO: <http://www.cimo.fi/Resource.phx/cimo/start.htx>
Statistics Finland: http://www.stat.fi/index_en.html

CENTRAL LABOUR MARKET ORGANISATIONS

The Confederation of Finnish Industries (EK): <http://www.ek.fi/www/en/index.php>
Central Organisation of Finnish Trade Unions (SAK):
<http://www.sak.fi/english/whatsnew.jsp?location1=1&sl2=1&lang=en>
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Åbo Akademi University: <http://www.abo.fi/public/?setlanguage=en>

12.3 LIST OF ACRONYMS AND ABBREVIATIONS

FINHEEC Finnish Higher Education Evaluation Council (Korkeakoulujen arviointineuvosto, Rådet för utvärdering av högskolorna)

FNBE Finnish National Board of Education (Opetushallitus, Utbildningsstyrelsen)

KESU Development Plan for Education and Research (Koulutuksen ja tutkimuksen kehittämissuunnitelma, Utvecklingsplanen för utbildning och forskning)

OSAAVA Programme for professional development of education personnel (Opetustoimen henkilöstön ammatillisen osaamisen kehittämisohjelma, Program för utveckling av undervisningspersonalens yrkeskompetens)