

Finland

VET in Europe - Country Report

2011

This country report is part of a series of reports on vocational education and training produced for each EU Member State plus Norway and Iceland by members of ReferNet, a network established by Cedefop (European Centre for the Development of Vocational Training).

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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. Modernising VET to support LLL, internationalisation and mobility
3. VET to support recovery from the crisis
4. Historical background, legislative and institutional framework
5. Initial vocational education and training
6. Continuing vocational education and training
7. Training VET teachers and trainers
8. Matching VET provision (skills) with labour market needs (jobs)
9. Lifelong guidance for lifelong learning and sustainable employment
10. Financing - investment in human resources
11. National VET statistics - allocation of programmes

This overview has been prepared in 2011 and its reference year is 2010. Similar overviews of previous years can be viewed at:

http://www.cedefop.europa.eu/etv/Information_resources/NationalVet/Thematic/

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

http://www.cedefop.europa.eu/etv/Information_resources/NationalVet/Thematic/analysis.asp

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

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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 2011 general election the National Coalition Party received 20.4%, the Social Democratic Party 19.1%, the and the Finns Party 19, 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 for the 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 government was reformed in the beginning of 2010. The regional power is 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 area Åland Islands has its own administration and Åland state office (Statens ämbetsverk på Åland) represents regional government on the islands. Local authorities have certain specified responsibilities e.g. day care, general education and health services. They also have the power to make financial decisions, based on the right to levy taxes. Local self-government is guaranteed by the constitution. There are 336 municipalities in Finland in 2011.

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	5,351,427

Source: Eurostat

90.7 % of the population speak Finnish, 5.4 % speak Swedish and 0.03 % speak Sámi. Other languages are spoken by 4.2 % 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 (78, 1 % 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.

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

Table 3: Projected old-age dependency ratio %

	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 of data: Eurostat (EUROPOP2008 - Convergence scenario, national level (proj_08c))

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. Especially the technology industry developed gainfully. The annual growth of GDP was over 6 % in 1997 and in 2007 still over 4 %. The global recession meant decrease of GDP for Finland, too. In 2009 the decrease of GDP was even bigger than any year during the recession in 1990's.

The total number of employed in Finland is nearly 2, 6 millions. The structure of employment is very much similar to the EU average. The trend that shows diminishing numbers of employed in primary sector and manufacturing is continuing. Especially the important export industry sector, forest industry, is struggling on the global market.

Table 4: Employed persons aged 15+ by economic sector of activity (in thousands and as % of total employment), 2010

geo	Primary sector and utilities		Manufacturing		Construction		Distribution and transport		Business and other services		Non marketed services	
	persons	%	persons	%	persons	%	persons	%	persons	%	persons	%
EU-27	15175.8	7.0	33992.7	15.7	16573.2	7.7	57099.0	26.4	38733.1	17.9	53694.1	24.8
FI	141.6	5.8	362.0	14.8	172.1	7.0	632.0	25.8	457.8	18.7	669.5	27.4

Source: Eurostat (Labour Force Survey); extracted on: 19-05-2011

In the year 2010 the unemployment rate in Finland has been lower than EU average in all levels of education among the age group 25 - 49. In the year 2003 it was opposite; there was little more unemployment in Finland than in EU average.

Table 5: Employment rates by age groups and highest level of education attained (%)

Year	2003			2006			2010		
	15-24	25-49	50-64	15-24	25-49	50-64	15-24	25-49	50-64
Age group									
ISCED 0-2	26.3	69.4	51.3	24.4	69.3	51.7	21.2	63.7	49.7
ISCED 3-4	62.4	80.1	62.2	61.2	81.3	64.5	58.2	80.3	63.6
ISCED 5-6	78.2	89.2	75.1	79.2	89.1	76.5	79.0	87.5	77.5
Total	44.3	81.8	61.3	42.1	82.8	63.9	38.8	81.6	64.4

Source: Eurostat (Labour Force Survey)

Table 6: Unemployment rates by age groups and highest level of education attained (%), 2003, 2006 and 2010

GEO	TIME	2003			2006			2010		
	ISCED / AGE	15-24	25-49	50-64	15-24	25-49	50-64	15-24	25-49	50-64
EU-27	0-2	20.2	11.6	7.2	21.2	11.2	7.5	27.4	16.3	10.2
	3-4	17.7	8.4	7.7	15.4	7.3	6.9	18.1	8.2	6.7
	5-6	12.0	4.8	3.7	13.4	4.3	3.6	16.2	5.3	3.6
	No a.	13.9	7.8	7.	20.1	:	:	:	8.2	:
	Total	18.0	8.3	6.6	17.2	7.3	6.3	20.8	8.9	6.9
FI	0-2	42.0	13.0	9.3	28.0	12.0	8.5	31.3	14.8	9.0
	3-4	19.7	9.1	8.2	14.1	6.8	7.5	16.9	7.4	7.6
	5-6	:	3.9	4.6	:	3.7	3.6	:	4.5	4.1
	Total	27.8	7.7	7.5	18.7	6.1	6.5	21.4	6.8	6.6

Source: Eurostat (LFS)

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.

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.

Table 7: Total public expenditure on education as % of GDP, at secondary level of education (ISCED 2-4), 2002-2008

Geo	2002	2003	2004	2005	2006	2007	2008
EU27	2.32 (s)	2.35 (s)	2.29 (s)	2.25 (s)	2.23 (s)	2.20 (s)	:
FI	2.52	2.63	2.64	2.65	2.59	2.52	2.62

Source: Eurostat (UOE); extracted on: 19-05-2011

1.4 EDUCATIONAL ATTAINMENT OF POPULATION

The educational attainment of age groups between 25-54-year-olds is high in international comparison. The educational attainment among the 'big age groups,' 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. The investments on higher education in recent decades can be seen in the numbers of tertiary education graduates among 25-34-year-olds, which is 39 % of the age group.

Of the population aged 15 or over 66 per cent had completed some post-basic level qualification in 2009. The highest attainment level is among 30-34-year-olds, 86 per cent of them had completed more than basic education.

Percentage of the population aged 18-24 with at most lower secondary education and not in further education or training is in Finland clearly under the EU average. Less than 10 per cent of this age-group belongs to the group of early school leavers.

Table 8: Early school leavers (%), 2003-2009

	2003	2004	2005	2006	2007	2008	2009
Finland ¹	10.1	10.0	10.3	9.7	9.1	9.8	9.9
EU 27	16.6	16.1	15.8	15.5	15.1	14.9	14.4

Source of data Eurostat (LFS); extracted: 19-05-2011

¹ The educational attainment level is measured at the beginning of the year (register data). This implies an over-estimation of the indicator.

In the beginning of 2010 upper secondary level qualifications were held by 39 per cent and tertiary level qualifications by 27 per cent among over 15 year -olds. The share of population with educational qualifications increased by two per cent from the year 2009.

Table 9: Graduates at ISCED level 3 and level 4 by level of education, programme orientation and sex (numbers), 2007, 2009

Year		2007						2009					
geo	S	3 GEN	3 PV	3 VOC	4 GEN	4 PV	4 VOC	3 GEN	3 PV	3 VOC	4 GEN	4 PV	4 VOC
FI	T	32251	:	56692	:	:	4753	31130	:	61213	:	:	4761
	M	13520	:	26338	:	:	2096	13105	:	29779	:	:	2231
	F	18731	:	30354	:	:	2657	18025	:	31434	:	:	2530
EU-27*	T	239329 1	:	259556 9	4949 3	:	424537	231974 6	:	248037 3	:	:	39468 2
	M	102220 2	:	140031 7	2395 8	:	194372	995733	:	134453 2	:	:	18819 5
	F	13710 89	:	11952 51	2553 5	:	23016 5	13240 13	:	11358 42	:	:	20648 7

Source: Eurostat (UOE Data collection); extracted: 19-05-2011; last update: 29-04-2011.

* Available total - calculated by Cedefop;

S= sex; T= total; M=males; F=females; GEN=general; PV=pre-vocational; VOC=vocational

Eurostat original label: educ_grad2-Graduates in ISCED 3 and 4 by age and sex

Link to data: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=educ_grad2&lang=en

Further selections: Level=ISCED 3 general, ISCED 3 prevocational, ISCED 3 vocational, ISCED 4 general, ISCED 4 prevocational, ISCED4 vocational, sex =Total, male, female, age =total

Link to metadata: http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/EN/educ_esms.htm

AGE=Total; INDICATORS= OBS_FLAG

Table 10: Graduates at ISCED level 5 and level 6 by level of education, programme destination, 1st/2nd stage and sex (numbers), 2007, 2009

Year	2007							2009					
	geo	S	5 A1	5 A2	5 B1	5 B2	6	5 - 6	5 A1	5 A2	5 B1	5 B2	6
FI	T	39728	554	89	:	1925	42296	28962	12034	70	:	1943	43009
	M	14280	194	78	:	921	15473	10039	4978	59	:	918	15994
	F	25448	360	11	:	1004	26823	18923	7056	11	:	1025	27015
EU-27*	T	2348435	916150	691661	10355	109512	4076113	2465221	915360	706581	10850	100723	4198735
	M	971270	357768	280571	2703	59335	1671647	1020740	365808	278346	2568	54413	1721875
	F	1377165	558382	411090	7652	50177	2404466	1444481	549552	428235	8282	46310	2476860

Source: Eurostat (UOE Data collection)

* Available total;

S= sex; M=males; F=females; T= total; 5A1= 5a all first degrees; 5A2=5a second degree; 5B1= 5b first qualification; 5B2= 5b second qualification, 6=level 6, 5-6= level 5-6

Eurostat original label: educ_grad4-Graduates in ISCED 5 and 6 by age and sex

Link to data: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=educ_grad4&lang=en

Further selections: Level=ISCED 5a first degrees, 5a second degree, 5b first qualification, 5b second qualification, 5-6 combined, sex =Total, male, female, age =total

Link to metadata: http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/EN/educ_esms.htm

AGE=Total; INDICATORS= OBS_FLAG

In Finland, females are the majority on all levels of education except basic education and doctoral studies. Also among the graduates of the specialist vocational qualifications (competence-based qualifications) the men are in the majority. 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 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 11: Youth education attainment level by sex (%), 2002, 2005, 2009

time	2002			2005			2009		
geo	T	F	M	T	F	M	T	F	M
EU-27	76.7	79.3	74.0	77.5	80.2	74.8	78.6	81.4	75.9
FI	85.8	89.0	82.6	83.4	85.7	81.0	85.1	85.9	84.4

Source: Eurostat (LFS)

More emphasis has been put on the youth in the risk of being excluded from education or working life and in longer term the proportion of those who have completed at least upper secondary education has increased.

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 the level of participation in 2009 has stayed on the same level as in 2005.

Table 12: Lifelong learning-Adult participation in education and training by sex (%), 2002, 2005, 2009

	2002			2005			2009		
	total	females	males	total	females	males	total	females	males
EU 27	7.2	7.8	6.6	9.8	10.5	9.0	9.3	10.2	8.5
Finland	17.3	20.0	14.5	22.5	26.1	19.0	22.1	25.9	18.5

Source: Eurostat (LFS)

1.5. DEFINITIONS

alternance training

Education and training combining periods in an educational institution or training centre and in the workplace. The alternance scheme can take place on weekly, monthly or yearly basis. Depending on the country and applicable status, participants may be contractually linked to the employer and/or receive the remuneration.

Comment: the German “dual system” is an example of alternance training.

Source: Cedefop. Terminology of European education and training policy: a selection of 100 key terms. Luxembourg: Publications Office. Available from Internet: <http://europass.cedefop.europa.eu/europass/home/hornav/Glossary.csp> [cited 22.07.2010].

apprenticeship

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: Cedefop. Terminology of European education and training policy: a selection of 100 key terms. Luxembourg: Publications Office. Available from Internet: <http://europass.cedefop.europa.eu/europass/home/hornav/Glossary.csp> [cited 22.07.2010].

(Please note: this definition is not prepared specifically for the context of statistical data collection. Further definitions exist at Eurostat, but no single standard definition has been agreed).

competence

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.

continuing vocational education and training (CVET)

Vocational education or training after initial education and training – or after entry into working life aimed at helping individuals to:

- improve or update their knowledge and/or skills;
- acquire new skills for a career move or retraining;
- continue their personal or professional development

Comment: CVET 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.

Source: adapted from Cedefop. Terminology of European education and training policy: a selection of 100 key terms. Luxembourg: Publications Office. Available from Internet: <http://europass.cedefop.europa.eu/europass/home/hornav/Glossary.csp> Glossary of the EknowVET database [cited 22.07.2010].

first stage of tertiary or higher education (ISCED 5)

Includes tertiary programmes with: (a) academic orientation (type A), which are largely theoretical; (b) occupational orientation (type B), usually shorter than type A and geared towards entry to the labour market. Type A programmes provide access to advanced research studies and professions with high skill requirements.

Type B programmes prepare students for direct entry into a specific occupation. Entry to ISCED level 5 normally requires successful completion of ISCED levels 3 or 4.

Comment: Level 5 A programmes with academic orientation are typically outside the scope of VET.

Source: Cedefop, 2008, based on Unesco, 1997; Eurydice, 2006. Terminology of European education and training policy: a selection of 100 key terms. Luxembourg: Publications Office. Available from Internet: <http://europass.cedefop.europa.eu/europass/home/hornav/Glossary.csp> [cited 22.07.2010].

formal learning

Learning that occurs in an organised and structured environment (e.g. in an education or training institution or on the job) and is explicitly designated as learning (in terms of objectives, time or resources). Formal learning is intentional from the learner's point of view. It typically leads to validation and certification.

Source: based on Cedefop, 2004.

general education

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 specialization should be classified in this category.

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

initial education and training

General or vocational education and training carried out in the initial education system, usually before entering working life.

Comment: some training undertaken after entry into working life may be considered as initial training (e.g. retraining); initial education and training can be carried out at any level in general or vocational education (full-time school-based or alternance training) pathways or apprenticeship.

Source: Cedefop. Terminology of European education and training policy: a selection of 100 key terms. Luxembourg: Publications Office.

Available from Internet:

<http://europass.cedefop.europa.eu/europass/home/hornav/Glossary.csp> [cited 22.07.2010].

initial vocational education and training (IVET)

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. It includes apprenticeship training.

Source: Glossary of the eKnowVet database.

lower secondary education (ISCED 2)

Lower secondary education generally continues the basic programmes of primary, although teaching is typically more subject-focused, often employing more specialised teachers to conduct classes.

Comment: in some countries, this level may appear as an artificial division which does not correspond to the national education system (nine years of basic education including ISCED level 2). In such cases, ISCED 2 level is called 'second stage of basic education'.

Source: Cedefop, 2008, based on Unesco, 1997; Eurydice, 2006. Terminology of European education and training policy: a selection of 100 key terms. Luxembourg: Publications Office. Available from Internet: <http://europass.cedefop.europa.eu/europass/home/hornav/Glossary.csp> [cited 22.07.2010].

non-formal learning

Learning which is embedded in planned activities not explicitly designated as learning (in terms of learning objectives, learning time or learning support). Non-formal learning is intentional from the learner's point of view.

Comments:

- non-formal learning outcomes may be validated and lead to certification;
- non-formal learning is sometimes described as semi-structured learning.

Source: based on Cedefop, 2004.

occupation

Group of activities that necessitate a homogeneous series of techniques and skills within a specific field and speciality.

Source: Cedefop, working definition.

post-secondary (non-tertiary) education (ISCED 4)

These programmes straddle the boundary between upper secondary and tertiary education. They serve to broaden the knowledge of upper secondary education graduates. These programmes are designed to prepare students for studies at first stage of tertiary education or for direct labour market entry. They do not lead to a tertiary qualification.

Comment: students entering will have usually completed upper secondary education. Programmes usually have a full-time equivalent duration of between 6 months and 2 years.

Source: Cedefop, 2008, based on Unesco, 1997; Eurydice, 2006. Terminology of European education and training policy: a selection of 100 key terms. Luxembourg: Publications Office. Available from Internet: <http://europass.cedefop.europa.eu/europass/home/hornav/Glossary.csp> [cited 22.07.2010].

pre-vocational or pre-technical education

Education which is mainly designed to introduce participants to the world of work and to prepare them for entry into vocational or technical education programmes. Successful completion of such programmes does not yet lead to a labour-market relevant vocational or technical qualification. For a programme to be considered as pre-vocational or pre-technical education, at least 25 per cent of its content has to be vocational or technical.

Source: ISCED 1997.

profession

Professional activity or group of professional activities, access to which, the pursuit of which, or one of the modes of pursuit of which is subject, directly or indirectly, by virtue of legislative, regulatory or administrative provisions to the possession of specific professional qualifications.

Source: European Parliament and Council of the European Union (2005). directive 2005/36/EC of the European parliament and of the Council of 7 September 2005 on the recognition of professional qualifications.

Available from Internet: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2005:255:0022:0142:en:PDF> [cited 03.05.2011].

qualification

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.

school-based programmes

Programmes in which 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.

skill

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.

upper secondary education (ISCED 3)

Final stage of secondary education that normally begins at the end of compulsory education. The entrance age is usually 15 or 16 years. Entrance qualifications (completion of compulsory education) and other minimum entry requirements are generally needed. Instruction is often more subject-oriented than lower secondary education (ISCED 2). The typical duration of ISCED level 3 varies from two to five years.

Source: Cedefop, 2008, based on Unesco, 1997; Eurydice, 2006. Terminology of European education and training policy: a selection of 100 key terms. Luxembourg: Publications Office. Available from Internet: <http://europass.cedefop.europa.eu/europass/home/hornav/Glossary.csp> [cited 22.07.2010].

2. MODERNIZING VET TO SUPPORT LLL, INTERNATIONALIZATION, AND MOBILITY

2.1 VET POLICY DEVELOPMENTS AND PRIORITIES IN SUPPORTING LLL

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 Government programme was evaluated in 2010-2011.

According to this evaluation the Government had increased the intake into upper secondary VET by 11 160 study places in 2008-2010. An additional 500 places were allocated in 2011. Another remarkable reform was the permanent adoption of the *Ammattistartti* programme that aims at lowering the threshold to vocational education and training and preventing drop-out. Finally, further funding was granted to pilot projects providing more flexible studies through increased on-the-job training as part of upper secondary VET qualifications.

A national strategy for lifelong guidance was approved in spring 2011. The strategy underlines the importance of equal access to guidance services. According to this strategy life-long guidance can only be realised if guidance and counselling services are available equally to everybody and they fulfil the needs of the individual; if the individual learn to manage their own careers; if those involved in guidance and counselling have the appropriate competences; if a quality management system is developed for guidance and counselling; and if guidance and counselling works as a coordinated whole.

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 is also being revised. For example the financing for adult learners was made more flexible in 2010, so that financial support can be paid for part-time studies. Also the level of financing has been raised to the level of unemployment benefits to make studies more accessible and attractive.

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 5.2 and 5.3). 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 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. Thus the qualifications provide the field-specific vocational competence required by working life and broad vocational skills and competence for further studies.

Considerable effort and added funding is being directed at continuing teacher education (see also Chapter 7). The original plan was to obligate the education providers to ensure that their personnel receive sufficient in-service training. This plan did not, however, receive enough support within the Government. Instead an in-service training programme for education personnel was set up for 2010-2016 (for more details see 7.1).

The aim of the programme is to make in-service training more systematic and to promote regional cooperation in continuing education. 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.

Current debates

Boys and young men have become a major concern in Finland today. Not only are their learning results below those of girls in many subjects, but also their risk of becoming excluded from society and the labour market is higher. Therefore completion rates in vocational education and training are monitored closely.

In 2008 an average of ten per cent of students in vocational upper secondary education and training did not finish their studies. The variation between vocational fields is, however, fairly big. The drop-out rates varied from 6 per cent in humanities and education to 13.5 per cent in the field of natural sciences.

To reduce the drop-out rates in VET, Government subsidies are granted in 2011 to improve the completion rates. Altogether four million euro has been reserved for this purpose.

In addition to reducing drop-out, this programme aims to support those students who are in danger of interrupting their studies and becoming excluded from education and the labour market. The programme also intends to find means to support students who have not dropped out but whose studies have been prolonged.

On a practical level the subsidy programme is meant to improve the efficiency and effectiveness of vocational education and training, to enhance the national regional cooperation also between stakeholders in different vocational fields. Further the programme wants to bring VET closer to the world of work and to develop new approaches and models to training.

Students will be supported by implementing flexible and supportive practices such as improved recognition of prior learning and flexible and individual pathways to qualifications to enable studies for those in employment. Also guidance and counselling and student welfare services need to be developed to better respond to individual needs.

2.2 IMPLEMENTATION OF EUROPEAN TOOLS AND PRINCIPLES

Internationalisation of the education system and international research cooperation are in Finland considered central factors for success in the global competition. Consequently, the attitude towards European tools and principles is very positive and these are seen as means to develop and improve the education system.

One of the ongoing developments is the implementation of a National Qualification Framework (NQF). The work on NQF is considered a means to improve the functionality and clarity of the Finnish degree system. 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 proposal for the NQF 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 will be likely to present the statutes relating to the national framework in autumn 2011. 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 could be confirmed by the end of 2011 at the earliest.

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. Funding for piloting has also been granted in 2011.

The importance of the introduction of ECVET is also reflected in the funding that has been allocated to the internationalisation of VET. In 2011 over 10 per cent of the total funding for the internationalisation of VET institutions is targeted at training related to ECVET. Training related to quality assurance and EQARF are also considered important.

The most established European tool in Finland is the Europass. Europass documents are widely used in education institutions. Today the focus is on the correct use of the documents: as the number of users is increasing it has become important to ensure that users can utilise the full potential of Europass. It has been noticed that especially young people require support and guidance in its use. Consequently, education institutions have a key role in teaching their students about Europass. One of the challenges is that institutions' knowledge of Europass varies greatly, as does the level to which Europass has been implemented. In future this difference between education institutions need to be leveled out.

One of the outcomes of the dissemination and awareness raising activities has been that the use of the Europass-CV is increasing in the labour market. Thus it has become important to inform the employers also of the other existing Europass documents that they can benefit from, particularly in international recruitment.

2.3 INTERNATIONALISATION AND TRANSNATIONAL MOBILITY IN VET

Internationalisation and mobility are recognised as central issue both at political and practitioner level in Finland. 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.

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. These can be found both in the general skills for lifelong learning and in the professional competences.

2.3.1 POLICY FRAMEWORK FOR INTERNATIONALIZATION AND TRANSNATIONAL MOBILITY IN VET

Internationalisation is generally mentioned in all central policy documents. Similarly, the new Government programme published in June 2011 states that education in Finland is “openly international”. In conjunction with this there is a strong emphasis on education as a means to combat racism and integrate immigrants into the society. Further, the programme states that a language strategy will be drawn up to diversify the language skills of the population.

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

In addition to national funding for international activities and EU programmes, the internationalisation of VET is being supported for example by making the recognition of studies taken abroad more efficient.

The national funding for the internationalisation of VET is granted every year by the Ministry of Education and Culture. 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). This funding has increased in the last years so that the total funding for VET was 800 000 euro in 2010 and 1 million euro in 2011.

2.3.2 TRANSNATIONAL MOBILITY PROGRAMMES AND SCHEMES IN VET

The national aim is to increase the annual mobility in VET by 30 per cent during the period 2007–2012. In addition to European cooperation and mobility, the objective is to increase activities with countries outside the EU. During the last 10 years cooperation with China and India have been considered of particular importance as rising markets. A new direction for transnational cooperation is Canada. This focus is also seen in the allocation of the national funding for the internationalisation of VET: in 2011 more than half of the one million euro reserved for this purpose was granted to cooperation with countries outside the EU.

Although internationalisation is high on the education agenda in Finland, there are still many challenges to be met. Regarding mobility, the most important challenges recognised 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 2011 is 1 00 000 euro which is 200 000 more than in the previous year. When the funds are granted, priority is given to projects the following development areas:

- Developing key skills and competences for the changing labour market
- Developing international cooperation in quality assurance
- Strengthening the international dimension as part of the organisation’s strategy and developing the institutions’ international activities
- Developing mobility activities and quality of these
- Piloting ECVET (FINECVET)

International mobility is seen as central for the development of education and qualifications. A national objective is to increase annual mobility by 30 per cent during the period 2007-2012. Mobility in VET is on the increase and fulfilling to the targets set for mobility.

The total number of Finnish students in VET who did part of their studies abroad decreased from 2009 in 2010 (Table x). However, the number of students participating in mobility periods of two weeks or more increased 12.6 per cent in 2010 compared to 2009. Also the number of foreign VET students increased from 2 425 in 2009 to 2 749 in 2010. The average length of mobility periods classified as long (over two weeks) was six weeks in 2009.

Table 13: VET student mobility from and to Finland 2002–2010

	2002	2003	2004	2005	2006	2007	2008	2009	2010
From Finland	3,682	4,569	4,076	4,492	4,492	4,284	5,343	6,094	5,491
To Finland	1,500	2,200	1,847	1,838	2,059	2,038	2,510	2,425	2,749

Source: CIMO - Centre for International mobility

Most students involved in mobility were from the big vocational fields, such as the tourism, home economics and catering sector and the technology sector. However, looking at mobility figures in relation to student numbers, the most active field turns out to be the cultural sector and the natural resources and environment sector.

The majority of exchange students from Finland come from school-based VET. The number of students from apprenticeship training or those completing a competence-based qualification is extremely low. While the proportion of students who have taken a vocational upper secondary qualification mobile is 6.8 per cent, the figures for those with a qualification from apprenticeship training or a competence-based qualification are 0.2 and 2.6 per cent respectively.

In teacher and education personnel exchange there was an increase of 26 per cent in mobility to Finland and 9.5 per cent from Finland. All in all 2 113 staff members arrived in Finland in 2010 and 1 767 staff members from Finland went abroad. One of the policy priorities is to increase the number of teachers' and other personnel in international work placements and teaching exchange. The numbers are, however, still disappointing: In 2010 only 8 per cent of those mobile were in work placements and 16 per cent in teaching exchange. The most common reason for international mobility among staff is still either preparatory visits or visits related to projects.

Although the number of students and personnel 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 2010 in VET were Estonia, Sweden Spain and Germany. The biggest group of students coming to Finland are from Germany and France.

The funding for mobility in VET is predominantly from the Leonardo programme and from the VET institutions themselves.

Table 14: Proportion of students involved in exchange per programme according to source of funding in 2007 and 2008.

Source of funding	2010
Leonardo programme	39.9
Comenius/Grundtvig	2.4
NordPlus programme	2.4
Finnish National Board of Education	5.7
Students' own institution	40.5
Students own arrangements	4.6
Unknown	4.5

Source: CIMO - Centre for International mobility

The majority of Finnish students participate in work-based learning in enterprises during their exchange abroad. It is also more and more usual to take vocational skills demonstrations that are part of the qualifications and their assessment during the exchange period. Thus the studies completed during mobility are an integral part of the studies. Also Europass documents are widely used in education institutions to support the recognition of studies taken abroad.

Almost half of the foreign exchange students coming to Finland participate in work-based learning in enterprises. The other half are involved in joint projects or come to visit the VET institutions in Finland.

Adult learners have been a challenge in terms of mobility. The obstacles for mobility are high, not only might there be shortages in language skills, but also the everyday circumstances of adult learners complicate participating in mobility. Many adult learners, for example, are employed full-time and have families.

There is however, a new focus on internationalisation within adult education and training and hopes to raise the mobility within this learner group. A study is being done on the state of internationalisation in adult education and training. Funds have also been reserved for organising seminars and other awareness-raising events. Decisions regarding the measures to be taken to develop internationalisation in adult education will be taken after the results of the study are published.

2.3.3 ARRANGEMENTS TO SECURE WORK PLACEMENTS FOR TRANSNATIONAL MOBILITY IN VET

There are no direct arrangements or measures specifically for employers. Employers are mainly involved through the international projects and mobility of VET providers. When allocating national and European funding for the internationalisation of VET, both the FNBE and CIMO encourage and steer applicants to form permanent networks and partnerships, not only with other VET institutions but also with enterprises.

3. VET TO SUPPORT RECOVERY FROM THE CRISIS

3.1 OVERVIEW

The Finnish economy is recovering from a deep economic crisis along with the rest of Europe. Exports are gathering momentum again with the continuing recovery of world trade and export markets, and domestic demand is also increasing with the improving labour market situation and the unleashing of pent-up investment needs. Output in the Finnish economy started rising in 2010 following the sharp downturn in 2009, and this trend will continue to accelerate in 2011. This growth is driven broadly by both domestic demand and exports.

In 2011 Finnish exports are expected to accelerate from last year. Germany, Sweden and Russia, all among Finland's key export markets, have shown strengthening economic growth, which is increasing export demand from Finland. Industry export expectations were relatively high at the start of the year. The main driver of export growth is the traditional metal industry, as export orders for machinery and metal products increased sharply during 2010. At the start of the year export expectations remained very strong in the chemical industry, too. On the other hand export demand for electronics products remain subdued, and exports of wood and paper industry products are no longer growing at the rate they did last year. In 2011 goods exports are set to increase at almost the same rate as last year. The growth of service exports will probably be slower than the growth of goods exports, and overall exports are projected to rise by 8%. The global recovery of economic growth has driven up energy and raw materials prices, which is reflected in the export prices of corresponding metals and chemical products.

Labour productivity returned to growth track in spring 2010 after two years on a downward trend. Over the whole year output per working hour was 2% higher than the year before, by the end of the year the figure was up 4% on 2009. Productivity increased most in primary production by about 9½%, which is rather untypical of the early stages of a cyclical upturn. This was due, firstly, to the 10% growth recorded in the forest sector production, which in 2010 was still boosted by the temporary tax relief on roundwood sales, and secondly, to the continuing decline in the number of working hours in primary production.

In Finland the rise in labour productivity has been almost twice as high as the European average throughout the 2000s, even though restructuring in production has meant that lower-productivity services now account for a larger proportion of total output. Nonetheless productivity in the whole economy in 2009 was over 5% lower than the euro area average. This difference has increased in the wake of the recession because in 2007, it was down to just over 2%.

The employment situation began to improve in 2010, even though the annual average number of people in employment continued to fall somewhat and the unemployment rate edged up. This happened against the backdrop of some dramatic changes in the employment situation in 2009: in the last quarter of the year the seasonally adjusted number of people employed was 93,000 lower than the year before, at the same time as the number out of work was 55,000 higher. Labour input measured in hours also decreased considerably.

According to the Ministry of Employment and the Economy, unemployment has decreased in the whole country from spring 2010 to spring 2011 by 10%. From the highest level at the end of 2009, unemployment has come down by about a quarter.

Between spring 2010 and 2011, unemployment among men and women decreased by 12% and 7%, respectively. The structure of unemployment has changed during the last year. The situation for the long-term unemployed and older employees has worsened in relative terms. Also, unemployment rates are higher among immigrants than among native Finns.

Youth employment (under 25-year-olds) has decreased by 20% during the last year.

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

Since 2009, the number of those in employment training and temporarily laid off has decreased considerably. This is a sign of an improved employment situation. During the worst recession, some companies invested in further training instead of laying off their staff or making them redundant.

The latest statistics on apprenticeship training are from 2009. These statistics show that participation in apprenticeship training decreased during the recession. One explanation for this may be that enterprises do not have enough training resources, on the one hand, and that they simply do not have enough work to offer trainees, on the other.

3.2.3 MEASURES TAKEN TO ADDRESS THE NEGATIVE EFFECTS OR AS A RESULT OF THE CRISIS

In its Government Programme, the new Government outlined austerity measures to alleviate the financial deficit brought about by the economic recession. The Government also outlined general objectives for development of vocational education and training.

According to the Government Programme, it should be possible to complete upper secondary level vocational education and training in a flexible manner at a vocational institution, in apprenticeship training, as a competence-based qualification, at a workshop, or as a combination of these. The aim is to enhance the role of on-the-job learning and the use of labour-intensive learning environments and teaching methods and to diversify opportunities for implementing these in vocational education and training.

The Government also plans to reform VET funding to offer better support for provision of education for the whole age group, improve success rates, and speed up transfer to employment. Educational institutions are to be rewarded for quality and for improvement of the quality of education.

The reform of the qualifications structure of vocational education and training will be continued in close co-operation with the world of work with a view to creating a clearer qualifications structure and qualifications better equipped to meet the needs of the world of work. In addition, development of apprenticeships with multiple employers will be investigated and opportunities for young people, migrants and people with disabilities to participate in apprenticeship training will be improved.

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.

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 7.1). 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.

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.

The Ministry of Education and Culture appointed a committee to prepare a proposal for a quality strategy for vocational education and training (VET), covering all sectors of the national quality assurance (QA) system and all forms of VET provision.

The committee proposed for instance that the system of VET financing will support the VET providers in achieving the aims set for the quality of operations and continuous quality improvement. To this end, the funding system will be clarified to apply uniform criteria to the funding of different forms of VET. In addition, the relative weight of good performance will be moderately increased in the financing of initial and further VET, and measures of performance-based funding will be developed.

The committee proposed that knowledge needed for the development of VET provision, administration and operation will be strong and up-to-date and will be constantly enhanced. To attain this aim, measures will be taken to ensure that the competencies of the teaching personnel, institutional management and on-the-job mentors are up-to-date.

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.

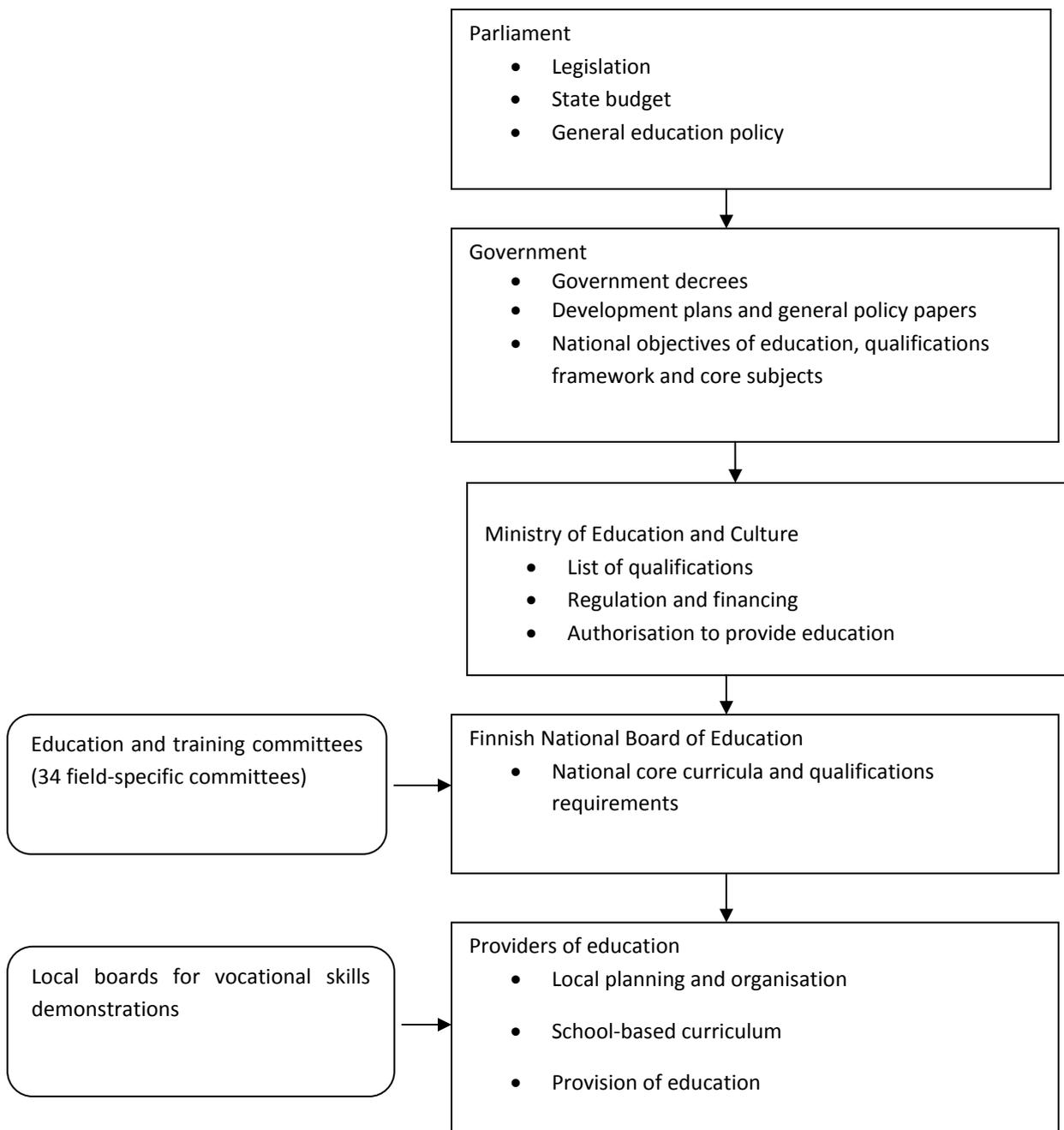
4.3 INSTITUTIONAL FRAMEWORK FOR IVET AND ORGANIGRAM

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 next plan for 2011-2016 will be adopted at the end of 2011. 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 336) 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 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 32 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 92 % of those leaving compulsory education continue their studies immediately after the compulsory education. In 2009, 50 % and 41% 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 vocational 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 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 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 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.

All the vocational qualifications have been reformed during 2008-2010. The most important motivating factors behind latest reform have been changes in the labour market and demography. Due to globalization, some of the traditional industrial manufacturing and base production have moved outside Finland while need of workforce in the service industry continues to grow. Many jobs have disappeared and old skills do not necessarily meet new demands. Structural changes in the labour market call for better competences in learning a new profession or acquiring new skills throughout working life. Therefore promoting lifelong learning has been an important task in recent educational reforms. EU recommendation on key competences has been given much attention in policy development, as well as the recommendation on the European Qualifications Framework. Key competences of lifelong learning and framework for their assessment are included in the core curricula to make sure they are taken into account in all vocational education.

Another challenge for vocational education is posed by diminishing of school-going age groups and the retirement of large age groups born in the late 1940's. For many years to come the number of people entering the labour market will be considerably smaller than the number of people leaving. Education must be allocated in a way that the diminishing workforce has appropriate skills and competences in a changing environment.

Besides new educational objectives, changes have been made in student assessment in vocational education. The new core curricula of 2010 changed the grading system in vocational

education from a five step to a three step scale. The renewed vocational qualifications have been introduced in August 2010.

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
- the native language;
- the other national language ;
- foreign language ;
- mathematics ;
- physics and chemistry ;
- social, business and labour-market subjects ;
- health education; physical education;
- arts and culture; environmental studies;
- ICT; ethics, other cultures;
- 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. In order to integrate instruction into larger modules, it is possible to use methods of joint teaching and project work, which bring together the objectives of several study modules. Further, eLearning is the area of priority in the development of new teaching methods.

On-the-job learning is a learning method building on the objectives of the curriculum. It aims at taking the needs of both the student and the workplace into account as broadly as possible. The student can establish a personal contact with real work and, correspondingly, the workplace gets the opportunity to influence education and training and, in due time, gains employees better prepared for practical work than before. The aim is to ensure vocational skills that stem from working life needs and to promote students' employment opportunities, as well as to facilitate the recruitment of skilled labour into enterprises and other workplaces.

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 municipalities, federations of municipalities, and the state. 39.5% are maintained by private organisations but only 20% of students study in 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.

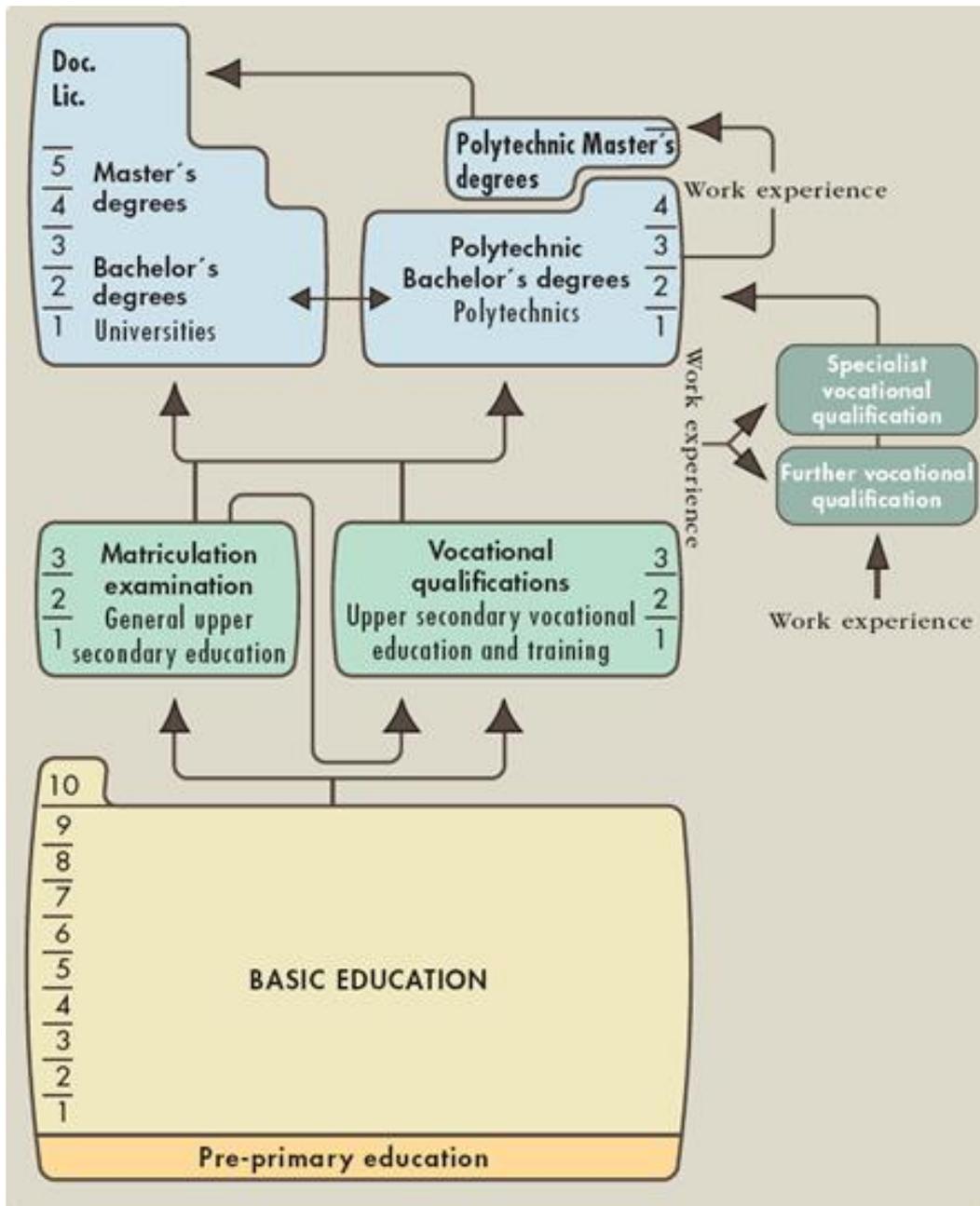
The Vocational Education and Training Act provides that working life is a focus within education. Education must be organised in cooperation with representatives from enterprises and labour unions. The most important channels through which the social partners participate is in the planning of VET through 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 2. 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 (MAINLY SCHOOL-BASED)

Table 15: Types of IVET programmes

Name of IVET programme	Admission requirement	Main economic sectors	Corresponding ISCED level and orientation /destination	Balance between general and vocational subjects	Balance between school- and work-based training (share in %)	Average duration of studies	Access to (horizontal /vertical) to other pathways
Initial vocational qualification	Completion of basic education	<p>Primary sector and utilities:</p> <p><i>Natural resources and the environment</i></p> <p>Manufacturing :</p> <p><i>Technology, communication and transport</i></p> <p>Construction</p> <p><i>Technology, communication and transport</i></p> <p>Distribution and transport:</p> <p><i>Technology, communication and transport</i></p> <p>Business and other services:</p> <p><i>Natural sciences;</i></p> <p><i>Social science, business and administration ; Tourism, catering and domestic</i></p>	ISCED 3	<p>90 credits vocational;</p> <p>20 credits general;</p> <p>10 credits free-choice subjects (can be either or)</p>	Minimum 20 credits on-the-job learning	120 credits (=3 years)	<p>Work, General upper secondary, Further voc.qual., Specialist voc. qual., Polytechnics, Universities</p>

		<i>services</i> Non-market services: <i>Humanities and education;</i> <i>Culture;</i> <i>Social services, health and sport</i>					
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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 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 52 vocational upper secondary qualifications and 120 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 15: Students enrolled in upper secondary education by programme orientation (values and share of the total), 2009

GEO	Total ISCED 3	ISCED 3 gen (num)	ISCED 3 gen (%)	ISCED 3 pv (num)	ISCED 3 pv (%)	ISCED 3 voc (num)	ISCED 3 voc (%)
EU-27	20633767	10946188	53.0	:	:	9687579	47.0
FI	366112	114240	31.2	:	:	251872	68.8

Source: Eurostat (UOE)

During recent years about 50 % of youngsters leaving compulsory education continue their studies in general upper secondary education, about 40 % in upper secondary VET and about 2 % in the voluntary 10th grade immediately after the basic education. The figure of vocational

education (68.8) in table 12a includes also adult students studying in programmes leading to vocational or further vocational qualifications.

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

5.4 ALTERNANCE TRAINING (INCL.APPRENTICESHIP)

Table 16. Types of alternance training

Name of alternance programme	Admission requirement	Main economic sectors	Corresponding ISCED level and orientation/destination	Balance between general and vocational subjects	Balance between school- and work-based training (share in %)	Average duration of studies	Access to (horizontal/vertical) to other pathways
Initial vocational qualification	Completion of basic education and age of 15 years	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</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

		<i>services</i> Non-market services: <i>Humanities and education;</i> <i>Culture;</i> <i>Social services, health and sport</i>					
Further vocational qualification	No admission requirements	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	No admission requirements	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

Source: Finnish National Board of Education

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 (tutkintodistus/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 2009 some 65,000 students took part in apprenticeship training.

Table 17: students in vocational upper secondary education by type of programme, 2008 [%]

geo	BE	CZ	DK	DE	EE	IE	ES	FR	CY	LV	LU	HU	NL	AT	PL	SI	SK	FI	SE
School based	96	55	1	26	99	94	96	72	N	N	77	43	70	55	88	N	60	80	N
Combined	4	45	99	74	1	6	4	28	:	:	23	57	30	45	12	:	40	20	:
Total VET	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100

Source: Cedefop's calculation based on Eurostat

(:) - not available

(N) - negligible

5.5 PROGRAMMES AND ALTERNATIVE PATHWAYS FOR YOUNG PEOPLE

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.

Table 17: Programmes of alternative educational programmes

Name of programme	Admission requirements	Main economic sectors	Corresponding ISCED level and orientation/destination	Balance between general and vocational subjects	Balance between school- and work-based training (share in %)	Average duration of studies	Access to (horizontal /vertical) to other pathways
"Workshop"	-	Primary sector and utilities: <i>Natural resources and the environment</i> Manufacturing : <i>Technology, communication and transport</i> Construction <i>Technology, communication</i>	-	Majority vocational	Mostly work-based	Much variation 6-12 months	Vocational education, work

		<i>n 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>					
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Source: Finnish National Board of Education

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 in 2010 made by the *Työpajajyhdistys* association, the total volume of workshop clients is 10,000-20,000/year and the number of workshops is around 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 (MAINLY SCHOOL-BASED)

Table 18: IVET programmes on post-secondary (non-tertiary) level

Name of IVET programme	Admission requirement	Main economic sectors	Corresponding ISCED level and orientation/destination	Balance between general and vocational subjects	Balance between school- and work-based training (share in %)	Average duration of studies	Access to (horizontal/vertical) to other pathways
Specialist vocational qualification	No admission requirements	<p>Primary sector and utilities: <i>Natural resources and the environment</i></p> <p>Manufacturing: <i>Technology, communication and transport</i></p> <p>Construction <i>Technology, communication and transport</i></p> <p>Distribution and transport: <i>Technology, communication and transport</i></p> <p>Business and other services: <i>Natural sciences; Social science, business and administration; Tourism, catering and domestic services</i></p> <p>Non-market services: <i>Humanities and education; Culture; Social services, health and sport</i></p>	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

Source: Finnish National Board of Education

Post-secondary non-tertiary VET in Finland is available for specialist vocational qualifications, which are considered competence-based qualifications. 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 19: Students enrolled in post secondary non tertiary education by programme orientation (values and share of the total), 2009

GEO	Total ISCED 4	ISCED 4 gen (num)	ISCED 4 gen (%)	ISCED 4 voc (num)	ISCED 4 (%)
EU-27	1501995	173928	11.6	1328067 (s)	88.4
FI	23504	:	0.0	23504	100.0

Source: Eurostat (UOE).

5.7 VOCATIONAL EDUCATION AND TRAINING AT TERTIARY LEVEL (MAINLY SCHOOL-BASED)

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 25 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 19: Students at ISCED level 5 by programme destination (values and share of the total) and at ISCED level 6 (values), 2009

GEO	Total ISCED 5	ISCED 5a (num)	ISCED 5a (%)	ISCED 5b (num)	ISCED 5b (%)	total ISCED 6
EU-27	19505749	16370782	83.9	2617882	13.4	517085
FI	296691	275777	93.0	122	0.0	20792

Source: Eurostat (UOE)

5.8. LANGUAGE LEARNING IN IVET

Upper secondary vocational qualifications include language studies in mother tongue (Finnish or Swedish), second national language (Swedish or Finnish) and in foreign language (mostly English, but the education provider may offer other languages too). The objectives of language learning are to provide the students with capabilities to communicate and act in interactive situations in a way that they can work in their profession, contribute to working life, be active citizens and pursue further studies. Furthermore, the students have to possess the language skills required in the vocational field and they have to know how to act in a multicultural and multilingual environment.

In addition to his/her mother tongue, the student has to study the second national language and one foreign language. The skills requirements for immigrant students and students belonging to other language and culture groups, such as Saami, Romany and sign language students, are in the main the same as for other students. The requirements for vocational upper-secondary qualification are applied to teaching. Students, whose mother tongue is other than the language of teaching at the institution, must receive support particularly in language studies and through special teaching arrangements. If necessary the students' background, like mother tongue, culture and the language skills developing during the training, must be observed. Teaching arrangements are made to support students' own lingual identity along side with the majority language and culture. The education provider's curriculum is to comprise the implementation immigrants' and other language and culture group students' teaching arrangements.

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. Flexible teaching arrangements and a wide range of working methods are used to promote content and language integrated learning. In order to integrate instruction into larger modules, it is possible to use methods of joint teaching and project work, which bring together the objectives of several study modules.

Assessment of language learning follows the same principles as assessment of vocational skills. It is based on qualitative criteria and achieved learning outcomes. The vocational qualifications include targets of assessment, which in case of foreign language are: acquiring information, comprehension of text and written communication, interaction and acting in working life language situations, knowledge of language and culture and language studies. For each target a three-level assessment criteria (satisfactory 1, good 2, excellent 3) is described. Validation of prior learning is part of student assessment. Studies in the qualification to be completed can be substituted or accredited by validation of prior learning. The Common European Framework of Reference for Languages is used when defining the level of language requirements.

6. CONTINUING VOCATIONAL EDUCATION AND TRAINING

6.1 GENERAL BACKGROUND

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 chapter 10.3.

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.

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.

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. First and foremost this has resulted from educational policies aiming to increase the number of entrants.

6.2 FORMAL LEARNING IN CVET

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 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.

The competence-based qualification 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. The tests are primarily arranged in authentic production and service situations in the world of work. Although taking part in competence tests does not require formal preparation, most candidates attend some preparatory training, and then progress according to their own individualisation plan. 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 2009 the corresponding figures were: 72 000 participated in competence tests and 33 000 obtained their qualification.

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.

A Qualification Requirements document is drawn up separately for each vocational qualification. The qualifications are based on competencies required in working life and consist of qualification units in keeping with the work and functional units of the world of work. The Qualification Requirements determine the units included in each qualification, any possible study programmes or competence areas made up of different units, the composition of the qualification, vocational skills required for each qualification unit, guidelines for assessment (targets and criteria of assessment) and methods of demonstrating vocational skills. The vocational skills requirements of qualifications and units are defined in terms of knowledge, skills and competences.

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.

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.

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 appr. 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.

According the Decree 488/2008 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

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.

Table 20: Participation rate in formal education and training by highest level of education attained (%), 2007

ISCED97/ GEO	0-2	3-4	5-6	TOTAL
EU-27	2.7	6	12.7	6.6
FI	3.7	11.7	12.7	10.2

Source of data: Eurostat (AES)

Table 21: Participation rate in formal education and training by labour status (%), 2007

WSTATUS / GEO	EMPLOYMENT	INACTIVE POPULATION	TOTAL	UNEMPLOYMENT
EU-27	6.6	6.3	6.6	7.1
FI	8.8	17.1	10.2	5.7

Source of data: Eurostat (AES)

6.3 NON-FORMAL LEARNING IN CVET

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.

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 appr. 320):

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

The maintaining organisations of educational institutions, that is 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 chapter 6.2) 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 2010, about 5,400 people was awarded by the National Certificates of Language Proficiency.

Table 22: Participation rate in non formal education and training by highest level of education attained (%), 2007

ISCED97/ GEO	0-2	3-4	5-6	TOTAL
EU-27	15.6	31.4	51.5	31.3
FI	33.6	46.3	69.4	51.2

Source of data: Eurostat (AES)

Table 23: Participation rate in non formal education and training by labour status (%), 2007

WSTATUS / GEO	EMPLOYMENT	INACTIVE POPULATION	TOTAL	UNEMPLOYMENT
EU-27	38.8	12.4	31.3	19.5
FI	59.5	26.9	51.2	31.3

Source of data: Eurostat (AES):.

Tables 22 and 23: 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 participation base needs to be expanded and the study opportunities of the population groups who participate the least 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.

6.4. LANGUAGE LEARNING IN CVET

Vocational qualifications, further and specialist vocational qualifications can be completed as competence-based qualifications. The requirements of competence-based qualifications describe vocational skills as working life competence requirements. The qualifications are made up modules, which are independent work entities. There are neither separate language modules nor regulations of which languages shall be taught in the requirements. The vocational skills requirements defined in modules focus on profession specific key activities, control of processes and vocational practices relevant in the field concerned. They include the skills commonly required in working life, language skills for example. The learning outcome of languages in competence-based qualifications is defined as follows: "Can communicate at an international level and interact in one official language and at least one foreign language"

Competence-based qualifications are completed by taking part in competence tests where required skills are demonstrated in authentic work assignments. The Common European Framework of Reference for Languages is used when defining the level of language requirements. Competence tests are assessed by training experts and representatives of working life. The assessment criteria defined in the requirements for the competence-based qualification are to be used. In assessment, a variety of different and primarily qualitative assessment methods should be used. If a person completing a qualification has reliable evidence of competence demonstrated earlier, e. g. a national certificate of language proficiency, the assessors assess its correspondence with the skills requirements described in the requirements for the competence-based qualification. The assessors suggest the document to the qualification committee for recognition as part of a competence-based qualification. The qualification committee makes the final decision on the recognition of earlier demonstrated and reliably documented skills. If necessary, the candidate must demonstrate the correspondence of his/her skills with the skills requirements of the qualification in question.

6.5. TRAINING PROGRAMMES TO HELP JOB-SEEKERS AND PEOPLE VULNERABLE TO EXCLUSION FROM THE LABOUR MARKET

Labour market training

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. 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. Since the beginning of 2010 it has also been possible for a student to study full-time in an area of personal interest, perhaps completing unfinished studies, and to receive unemployment allowance for the duration.

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.

Vocational education and training for immigrants

The term 'immigrants' is used to refer to refugees, migrants, repatriates and other foreign nationals and, in certain contexts, asylum seekers. Immigrant students may study at vocational institutions and complete vocational qualifications. They are subject to the same vocational skills requirements as other students. Prior to starting upper secondary VET programmes, immigrants may participate in preparatory education for immigrants. They may also apply for other types of pre-vocational programmes, provided that they fulfil the admission criteria specified. Adult immigrants falling within the scope of the Act on the Integration of Immigrants and Reception of Asylum Seekers are provided with integration training. The average duration of this training is 40 weeks, that is, one school year. The programmes generally comprise several courses, most of which focus on labour policy training. Integration training covers the Finnish or Swedish language, knowledge of society, everyday life skills, cultural knowledge, and careers and employment counselling. In many cases, the programme also includes practical training at a workplace. It also involves developing students' learning skills and drawing up an individual study plan and employment plan during the training.

7. TRAINING VET TEACHERS AND TRAINERS

7.1 PRIORITIES IN TRAINING VET TEACHERS AND TRAINERS

Vocational teacher training was reformed in the mid 1990s. The core of this reform was that VET teachers in upper secondary VET are required to hold either a Master's or Bachelor's degree in their field as well as pedagogical training of 60 ECTS credits. In fields where no such degrees exist, it has been possible to be formally qualified with the highest degree in that field.

One of the challenges has been to find qualified teachers in some fields. Another challenge relates to the sometimes limited shop-floor experience of teachers with a university degree.

Consequently, the Ministry of Education set a working group in 2009 to look into the qualification requirements of VET teachers and principals. In 2010 the working group proposed that the qualification requirements be modified so that the requirements would mainly remain as before, but that in some fields, for example technology, communication and transport, tourism and catering, it would be possible to get a VET teacher qualification with a specialist vocational qualification (ISCED 4) or some other qualification or training that provides a strong competence in the field.

In the case of VET principals the proposal is also to make entry to the profession more flexible. Thus the teacher training required today, could be completed within three years of being nominated as principal.

The contents of teacher training are updated continuously by the vocational teacher education institutions. The teacher education institutions have wide autonomy in deciding on their curricula and training arrangements. The legislation steers the qualification requirements, but the pedagogical training is defined at a very general level (see also 7.2.2). The training of future teachers and the development of this training is based on research, as all higher education.

There is a lot of autonomy also regarding the continuing training of VET teachers. The continuing training obligation of teaching staff is defined partly in the legislation and partly in the collective agreement for salaries negotiated between the Union of Education in Finland and the employer's organisation.

A new fixed-term national OSAAVA programme has been operational since 2010. 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 extra funding to ensure the continuing professional development for education personnel. The programme is foreseen to continue until 2016.

The OSAAVA 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.

Trainers in Finland are not required any formal qualification. Also their continuing professional development is totally up to themselves and their employers (see also 7.2). There are training programmes for in-company trainers available that follow national guidelines. These are being renewed at the moment.

7.2 TEACHERS AND TRAINERS IN IVET

7.2.1 TEACHERS, TRAINERS AND TRAINING FACILITATORS IN IVET

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 in-company trainers in apprenticeship training and workplace instructors in IVET.

Table 24 summarises the qualification requirements and main working contexts of the different learning facilitators in VET. As the distinction between IVET and CVET is not made in the Finnish VET system, the table below illustrates the situation for both IVET and CVET.

Table 24: Teacher groups in VET, place of teaching, educational background

	upper secondary VET institutions	vocational education centres	adult polytechnics	apprenticeship training ¹ /enterprises
Teacher, vocational studies	X	X		
teacher, common core subjects	V	V	V	
Special needs teacher	V X	V X ²		
Guidance counsellor	V X	V X ²	V X ³	
Polytechnic VET teacher			V	
Polytechnic senior lecturer			V ⁴	
Principal	V X	V X	V X	
Trainer (workplace instructor)				O

Source: Finnish National Board of Education

V= Master's degree including pedagogical studies

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

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⁾ 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.

⁽³⁾ Some polytechnics employ guidance counsellors even if they are not required to by law.

⁽⁴⁾ Polytechnic senior lecturers are required to hold a postgraduate licentiate or doctorate.

In Finland there is a clear distinction between teachers and trainers or workplace instructors. 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 difference 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 chapter 5). Thus, trainers' activities today also encompass guiding and assessing the students as well as cooperation between the institution and enterprise (Table 25).

Table 25: 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

Source: Finnish National Board of Education

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 2011 ca 33 per cent of all applicants and 43 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.

As mentioned earlier, the level of regulation is quite low regarding VET teacher training. 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 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.

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

The legislation steers the qualification requirements for VET teachers and principals. 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. Thus the teacher education institutions have autonomy in deciding on their curricula and training arrangements.

Teachers of vocational studies in upper secondary and adult VET must have a Master's or polytechnic Bachelor's 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 programmers 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.

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. They are also required pedagogical studies of 60 ECTS points.

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.

During teacher training the assessment is continuous. Thus coursework, the thesis and teaching practice are assessed according to the principles adopted by each institution. There are no national regulations or guidelines regarding the assessment. When in service 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.

The responsibility for the professional development lies with both the employers and the teachers themselves. Teaching staff are obliged to participate in in-service training/continuing professional development. 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 in in-service training. Polytechnic teachers are expected to develop their professionalism as well as familiarise themselves with the world of work.

Continuing teacher education is organised by different types of training centres such as university continuing education units, vocational teacher education colleges, university departments of teacher education, teacher training schools, summer universities and various private organisations. Continuing education is largely based on the logic of supply and demand. For example the number of applications for continuing education programmes focusing on the priorities of education policy is considerably higher than the capacity for funding such programmes.

Education that is important in terms of education policy and priorities is funded by the State. This type of education promotes the practical implementation of the objectives defined in Parliament and Government decisions. This training is also provided in areas in need of improvement. The state-funded in-service training for 2011 is expected to

- promote the functionality of the education system
- support national education and training policy
- provide competence needed in reforms
- apply and disseminate models and information acquired through research and evaluations

- promote national and regional cooperation with the world of work
- ensure the availability of in-service training for education personnel in the different phases of their careers
- improve participation rates and accessibility to in-service training
- promote operating models that support the development of the working communities
- increase, work placements and other flexible, collegial and individualised opportunities for learning
- increase the use of ICT

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.

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.

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.

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

8.1 SYSTEMS AND MECHANISMS FOR THE ANTICIPATION OF SKILL NEEDS

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 coordinated 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, Hanna-Kaisa - Ahokas, Ira - Kuosa, Tuomo: 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).

Backman, Heidi - Englund, Kristel - Nordström, Alexandra: Barnen är framtiden. Framtidsscenarier och kompetensbehov inom dagvård och annan barn- och familjeverksamhet. Resultaten av en pilotgrupp inom VOSE-projektet [Children are the future. Future scenarios and skill needs on day care and other child and family activities]. Finnish National Board of Education, 2011. Available (in Swedish and Finnish) at

http://www.oph.fi/download/134462_Barnen_ar_framtiden_Slutrapporten_2011.pdf and
http://www.oph.fi/download/135663_Lapsissa_on_tulevaisuus_smart1.pdf.

Backman, Heidi - Westerholm, Annika: Yrke 2020. En prognos över behovet av svenskspråkig arbetskraft och yrkes- och högskoleutbildning för svenskspråkiga [Vocation 2020. Anticipation of skill needs of swedish-speaking labour force and vocational and higher education for the swedish-speaking population]. Finnish National Board of Education, 2009. Available (in Swedish, an abstract in English) at http://www.oph.fi/download/112962_yrke2020.pdf.

Hakala, Raili - Tahvanainen, Sirpa - Ikonen, Tiina - Siro, Annemari: Osaava lähihoitaja. Sosiaali- ja terveystieteiden perustutkintokoulutuksen kehittämisstrategia [Skilled practical nurse. Development strategy of the vocational upper secondary qualification of the social and health care education]. Finnish National Board of Education, Raportit ja selvitykset 2011:6, Helsinki 2011. Available (in Finnish, summary in English) at http://www.oph.fi/download/132619_Osaava_lahihoitaja_2020.pdf.

Hanhijoki, Ilpo - Katajisto, Jukka - Kimari, Matti ja Savioja, Hannele: Education, Training and demand for labour in Finland by 2020. Finnish National Board of Education, 2009. Available at http://www.oph.fi/download/110071_Education_training_and_demand_for_labour_in_Finland_by_2020.pdf

Hanhijoki, Ilpo - Katajisto, Jukka - Kimari, Matti ja Savioja, Hannele: Koulutus ja työvoiman kysyntä 2025. Ennakointituloksia tulevaisuuden työpaikoista ja koulutustarpeista, väliraportti. (Education and demand of labour force. Results of anticipation of working places and educational needs in the future) Opetushallitus, Raportit ja selvitykset 2011:12.

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

Leveälahti, Samuli - Järvinen, Jari - Vesterinen Nina: Selvitys ammatillisten osaamistarpeiden ennakoimismalleista [Survey on models of anticipation of needs of vocational skills]. Foredata Oy ja VOSE-hanke, Finnish National Board of Education, 2009. Available (in Finnish) at http://www.oph.fi/download/117285_VOSE_selvitys_Ammatillisten_osaamistarpeiden_ennakoimismallit.pdf

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).

Oivallus, final report. Confederation of Finnish Industries, Helsinki 2011. Available at <http://ek.multiedition.fi/oivallus/fi/liitetiedostot/arkisto/Oivallus-Final-Report.pdf>.

Paaso, Aila - Korento Kati: Osaava opettaja 2010-2020. Toisen asteen ammatillisen koulutuksen opetushenkilöstön osaaminen. Loppuraportti [Skilled teacher. Skills of the teaching personnel on the upper secondary level]. Finnish National Board of Education, 2010. Available (in Finnish) at http://www.oph.fi/download/122130_Osaava_opettaja_2010-2020.pdf.

Ruuskanen, Maria: 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).

Taipale-Lehto, Ulla - Saari, Seija: Kiinteistö- ja rakentamisan osaamistarveraportti [Report on needs of skills on the field of real estate and construction]. Finnish National Board of Education,

2011. Available (in Finnish) at http://www.oph.fi/download/135486_Kira_osaamistarveraportti_paivitetty_syyskuu2011.pdf

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

Vesterinen, Marja-Liisa (ed.): Sosiaali- ja terveysalan sekä varhaiskasvatuksen tulevaisuuden ennakointi [Anticipation of the future of social and health care and preprimary education]. Etelä-Karjalan koulutuskuntayhtymän julkaisuja Sarja A: Raportteja ja tutkimuksia 3, 2011. Available (in Finnish) at http://www.oph.fi/download/133556_SOTE-ENNAKOINTI_loppuraportti.pdf

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 Steering Group deals with co-ordination, planning, steering and development of sectoral committees. The Group comprises representatives of employees and employer organisations, vocational and higher education and national educational authorities..

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. The Committee structure was renewed with a Government decree in 2010. There are altogether 26 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. LIFELONG GUIDANCE FOR LIFELONG LEARNING AND SUSTAINABLE EMPLOYMENT

9.1 STRATEGY AND PROVISION

The Finnish Government policy programmes have identified the following as future objectives: longer working careers, flexible opportunities to develop skills and competencies, and securing jobsatisfaction and better coping at work. Information, guidance and counselling services are one of the tools to achieve these goals. Finland has the fastest ageing population in Europe. Finland therefore seeks to counteract the effects of an ageing population in working life and the demand for skills and competencies. Advances in technology and heightened competition force employees to keep on learning. Learning becomes part of working. Working life is also fragmented and full of different junctions. Navigation in the labour market is supported by career guidance and counselling, also available in the workplace.

Key items of guidance and counselling in educational institutions will consist of those skills and competencies which will help the young people to plan individual learning paths and to be prepared for uncertainty and various junctions in working life. Different life management skills are boosted by, for example, learning to cope and solve problems in time of change. Students can also be provided with preparatory training in life and career management.

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. Guidance and counselling is provided in all levels of education: from preprimary to university and adult education.

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. In Finland careers information, guidance and counselling services are provided mainly by two established public service systems: student counselling within the public school system, and the information, guidance and counselling services run by the public labour administration. There is a clear division of labour between these two systems. Schools have the main responsibility for student counselling and guidance and counselling services of the employment offices are mainly targeted at clients outside the education and training institutions. The national educational and labour market policies emphasise individual learning programs from lifelong learning perspective.

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. http://www.trainingvillage.gr/etv/Information_resources/NationalVet/Thematic/criteria_reply.asp - top#top

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.

The vocational guidance and counselling for immigrants is described in chapter 6.1.

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 VET FINANCING POLICY

According to current plan for education and research the funding of training providers will be developed to take into account the quality and extent of the operations and to provide an incentive for improving performance. Performance-based steering will be intensified to continuously improve the quality of performance.

The share of performance-based funding will be increased in the funding of vocational education and training. The effectiveness of education and training, particularly in terms of employment and customer satisfaction, will be taken into account in the evaluation of performance. The indicators and measurement methods in performance-based funding will be further developed. Performance-based funding was adopted in vocational further education and training in 2010.

Currently, the funding of vocational education and training for adults is based on the number of student working years. This financing system does not encourage providers to develop operational models conducive to shorter study times.

Applications for vocational education and training have increased over the last few years, raising the level of VET investment both by central government and by education providers. Table xx. below shows government funding for vocational education and training according to the State Budget. Government funding for adult education has been increased steadily due to factors such as retraining needs caused by structural changes in society.

Table 26. The expenditure of school-based initial VET in 2006-2010, thousands euros (in real terms).

2004	2005	2006	2007	2008	2009	2010
1,106,656	1,160,586	1,228,475	1,288.850	1,413,041	1,514,227	1,607,742

Source: Finnish National Board of Education

Global changes have most strongly affected the wood-processing industry, a traditionally important sector for Finland. On the one hand, the industry has relocated operations to countries with lower raw material costs, and, on the other, demand for paper has also decreased due to dwindling paper consumption. Over the 2005-2011 period, the number of people employed in the paper and sawmill industry decreased by 30%. The majority of those made redundant from the paper industry have been forced to retrain for a new occupation and, consequently, provision of adult education and government funding has been increased.

10.2 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 and funding from the municipalities* to cover their costs on the basis of unit prices determined by the Ministry of Education and Culture. The unit price is calculated to cover 100% of the 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, provision of special needs education and performance are taken into account separately for each education provider. The state funding is payable to the education provider, it is not earmarked for a particular purpose. The government covers 42% and the municipalities 58 % of the 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 3% 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
 - 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.

The apprenticeship training for vocational upper secondary qualifications is financed by the municipalities (58%) and the state (42%) like in the school-based vocational upper secondary education and training. The unit price is based on the average costs of vocational education and training (almost two thirds of it). 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. In the vocational further education and training of the apprenticeship training usually the wages are on the normal level of the branch.

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 school-based upper secondary VET in 2009 were on the average 10,000 Euros per students (the increase from the previous year 3.8 %) and in apprenticeship training 5,500 Euros (- 3.3 % from the previous year). Average costs in special needs institutions were 29,000 Euros per student in year 2009. The increase compared to the previous year was 4.6%.

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

10.3.1 PUBLIC FUNDING SCHEMES AND MECHANISMS TO FINANCE 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 performance indicators like number of students or student working years for each type of institution and the education provider is then granted state funding for the adult education operating costs.

Funding for the costs of upper secondary vocational education and training arranged for adults is granted along the same lines as for the corresponding education for young people.

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.

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.

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.

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.

In the apprenticeship system, the state is responsible for fully covering funding for the vocational further education and training: the statutory government transfer accounts for 100% of the unit cost confirmed by the Ministry of Education and Culture.

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 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.

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.

10.3.2 PUBLIC-PRIVATE COST-SHARING

In Finland, certificate-oriented education is overwhelmingly provided through public funding. Education providers receive central government transfers for provision of vocational further education and training on equal grounds regardless of whether the provider is a joint municipal authority, a local authority or a private body. The majority of education providers are joint municipal authorities or local authorities. Students may be charged reasonable fees in self-motivated preparatory training for further and specialist qualifications and in other types of self-motivated training. Upper secondary vocational, further and specialist qualifications are subject to specific test fees.

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, FI; Särskilda yrkesläroanstalter, SE*). 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.

10.3.3 COLLECTIVE INVESTMENT TO FINANCE CVET

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.

The Education Fund is financed by the Unemployment Insurance Fund and the state, and its operations are supervised by the Financial Supervisory Authority (FIN-FSA).

In 2010, the Education Fund paid out a total of EUR 51.3 million in benefits, of which adult education allowances accounted for EUR 42.6 million and scholarships for qualified employees for EUR 8.7 million. The Fund's expenses totalled EUR 52.9 million. In 2010, allowance was granted to 8,852 students and the scholarship to 23,907 people.

10.3.4 REACHING THE GROUPS AT RISK THROUGH FUNDING SCHEMES AND MECHANISMS

Provision of vocational education and training for groups at risk is guided by the same main principles as other types of VET. Opportunities for risk groups to participate in education and training are supported through special grants from the State Budget and through individual educational plans.

The premises of vocational special education and training are identical to those for other types of certificate-oriented programmes. Vocational education and training for those in need of special support is primarily implemented at regular vocational institutions in the same groups as other students or in special groups. Vocational special institutions are primarily responsible for education for severely disabled people as well as for preparatory and rehabilitative education and guidance. Funding for special needs education has been organised in the same way as for other types of adult education.

Vocational institutions offer a preparatory education programme for immigrants seeking basic vocational education. The programme is intended for immigrants who, due to inadequate language skills or educational background, are not directly eligible for a basic vocational education.

The programmes last one academic year, equating to 40 credits. Because the programme is full-time, students are eligible for student and housing aid. School meals are free of charge to all students. The preparatory education programme does not prepare the student for a profession, but rather focuses on teaching Finnish. The education is considered full-time study, which entitles the student to study grants or integration support. School meals are free.

10.4 FUNDING FOR TRAINING FOR THE UNEMPLOYED

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 (*Elinkeino-, liikenne- ja ympäristökeskus, FI; Närings-, trafik- och miljöcentralen, SE*). These district organisations fund employment training directly, they also allocate money to the Employment and Economic Development Offices to acquire training locally.

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.

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.

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Ministry of Education and Culture: <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/frontpage>

Statistics Finland: http://www.stat.fi/index_en.html

Central labour market organisations

The Confederation of Finnish Industries (EK): <http://www.ek.fi/ek/en/index.php>

Central Organisation of Finnish Trade Unions (SAK): <http://www.sak.fi/english/whatsnew.jsp?location1=1&sl2=1&lang=en>

Finnish Confederation of Professionals STTK: <http://www.sttk.fi/en-GB/>

Trade Union of Education in Finland (OAJ): http://www.oaj.fi/portal/page?_pageid=515,452376&_dad=portal&_schema=PORTAL

Research institutions

University of Jyväskylä, Institute for Educational Research: <http://kti.jyu.fi/kti/english>

University of Tampere, Work Research Centre: <http://www.uta.fi/yky/en/research/wrc/index.html>

University of Turku, Research Unit for the Sociology of Education (RUSE): <http://ruse.utu.fi/>

Government Institute for Economic Research (VATT): <http://www.vatt.fi/en/>

Åbo Akademi University: <http://www.abo.fi/public/?setlanguage=en>

European and international institutions

Cedefop: <http://www.cedefop.europa.eu>

Europass: <http://europass.cedefop.europa.eu>

European Union: <http://www.europa.eu>

Eurostat: <http://epp.eurostat.ec.europa.eu/portal/page/portal/eurostat/home/>

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

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

11.3 LIST OF ACRONYMS

AVI The Regional State Administrative Agency

CIMO Centre for International mobility

ELY The Centre for Economic Development, Transport and the Environment

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

FIN-FSA Financial Supervisory Authority

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)