



Independent national experts network in the area of adult education/adult skills

Full Country Report - Finland

Written by Johanni Larjanko
October - 2017

EUROPEAN COMMISSION

Directorate-General for Employment, Social Affairs and Inclusion

Directorate E — Skills

Unit E.3 — VET, Apprenticeship and Adult Learning

Contact: Mantas Sekmokas

E-mail: EMPL-E3-UNIT@ec.europa.eu

European Commission

B-1049 Brussels

Independent national experts network in the area of adult education/adult skills

Full country report - Finland

***Europe Direct is a service to help you find answers
to your questions about the European Union.***

Freephone number (*):

00 800 6 7 8 9 10 11

(*) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

LEGAL NOTICE

This document has been prepared for the European Commission however it reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

More information on the European Union is available on the Internet (<http://www.europa.eu>).

Luxembourg: Publications Office of the European Union, 2018

© European Union, 2018

Reproduction is authorised provided the source is acknowledged.

For any use of materials which are not under the European Union copyright, permission must be sought directly from the copyright holder(s) indicated.

CONTENTS

1.0	COUNTRY OVERVIEW (STATISTICAL ELEMENT HAS BEEN INSERTED BY ECORYS FROM UPDATED COUNTRY OVERVIEW).....	7
1.1	Trends for the entire population.....	7
1.2	Trends for low qualified adults.....	9
2.0	BRIEF OVERVIEW OF ADULT LEARNING SYSTEM.....	12
2.1	Main features and a concise summary of historic development	12
2.2	Main providers	13
2.3	Main types of publicly financed provision	13
3.0	ADULT LEARNING POLICIES	17
3.1	A summary of major developments/changes since 2010 and key current policy priorities in the field of adult learning and those specifically targeting low-skilled/unemployed	17
3.2	Major national economic-social strategies (and indicate if they refer to adult learning)	21
3.3	Distribution of responsibilities regarding adult learning (for further information see Eurypedia).	21
3.4	Lifelong learning strategy (for further information see Eurypedia)	22
3.5	Adult learning policy framework (regulatory and implementing acts) (for further information see Eurypedia).	22
3.6	Quantitative targets	24
3.7	Quality assurance	25
3.8	Future policy developments (envisaged or under discussion already)	26
4.0	INVESTMENT IN ADULT LEARNING SYSTEMS AND THEIR EFFECTIVENESS	27
4.1	Total investment in adult learning and change over time	27
4.2	Public national investment	27
4.3	EU support via structural funds (primarily ESF) planned/launched as part of 2014-2020 financial framework	30
4.4	EU support via structural funds (primarily ESF) provided as part of 2007-2013 financial framework	30
4.5	Effectiveness of investment.....	30
5.0	ASSESSMENT OF EXISTING POLICY	32
5.1	Develop learners' interest in learning	33
5.2	Increase employers' investment in learning.....	33
5.3	Improve equity of access for all.....	34
5.4	Deliver learning that is relevant.....	35
5.5	Deliver learning that is of high quality	37
5.6	Ensure coherent policy	38
6.0	STRENGTH AND WEAKNESSES OF THE ADULT EDUCATION SYSTEM	39
6.1	The main trends as regards main statistical indicators.....	39
6.2	The legal framework, governing adult learning, including policy targets.....	39
6.3	The investment in learning.....	40
6.4	The assessment of 6 areas of policy intervention	40
6.5	Increase employers' investment in learning.....	41
6.6	Improve equity of access for all.....	41
6.7	Deliver learning that is relevant.....	41
6.8	Deliver learning that is of high quality	41
6.9	Insurance coherent policy	41
6.10	Whether the identified weaknesses are being addressed currently in your country and if so, how.	42
6.11	Increase employers' investment in learning.....	42
6.12	Improve equity of access for all.....	42

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

6.13	Deliver learning that is relevant.....	42
6.14	Ensure coherent policy	42
7.0	FURTHER POLICY REFORMS AND ORIENTATIONS NEEDED	43
7.1	What key additional future policy reforms and orientations could be needed (including, but not limited to financing) to address those challenges, and	43
7.2	Whether there are any particular issues with policy implementation and the functioning of the adult education system.....	44
8.0	SUMMARY	45
8.1	An updated summary of the country statistical performance (concise country overview submitted as a separate document);	45
8.2	An updated summary of key challenges faced;	46
8.3	An updated summary of further policy reforms needed.....	46
9.0	BIBLIOGRAPHY	48
ANNEXES		54
	Annex 1: List of adopted legal Acts	54
	Annex 2: Inventory of policy interventions	56

1.0 COUNTRY OVERVIEW (STATISTICAL ELEMENT HAS BEEN INSERTED BY ECORYS FROM UPDATED COUNTRY OVERVIEW)

1.1 Trends for the entire population

Table 1.1: Evolution of employment rate - national average (2010-2016) compared to EU data

Geographical area	Years									Targets	
	2000	2005	2010	2011	2012	2013	2014	2015	2016	EU 2020	National 2020
EU-28 average	:	67.9	68.6	68.6	68.4	68.4	69.2	70	71	75% of the 20-64 year-olds in employment	78
Member State	72.3	73	73	73.8	74	73.3	73.1	72.9	73.4		

Source: Employment rates by age and educational attainment level (%) Eurostat code lfsa_ergaed, last updated 25 April 2017.

Explanatory note: This table compares the average employment rate of the population (ISCED all levels) aged 20 to 64 in a given Member State over the period 2000-2016 to EU targets and average, including the EU2020 target, national 2020 targets and the average EU employment rate for 2016.

-Comparison to EU2020 target

The employment rate in Finland is 73.4% compared to an EU2020 target of 75%

The employment rate in Finland increased between 2000-2012, from 72.3% to 74%. The evolution trend of employment rates in Finland is currently not increasing at a rate that supports the aim of 75%. Despite this Finland is currently much closer (73.4% in 2016) to the target than the EU average (71% in 2016). Therefore, it is possible that Finland may reach the target, but it is far from certain we will get there.

-Comparison to National 2020 target

The National 2020 target of 78% employment rate is very ambitious and even though the economic forecast for 2017 has been increased that target remains elusive, given that Finland achieved 73.4% in 2016. The employment rate over the last 15 years does not support the aim of achieving the 78% employment rate targeted.

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

-Comparison between 2016 national data and the EU-28 average for 2016

Since 2013, the rate has increased and decreased, though all the time keeping above the EU-28 average.

In 2016 the EU-28 average employment rate was at 71% and in Finland it was 73.4%. Finland performs well when compared to EU28 average, but that is also due to the fact that Finland has had a higher employment rate to start with. When looking at developments over time, the picture changes. Possible reasons include structural challenges, slow economic growth, affecting domestic consumption and an export sensitive economy, with a direct effect on employment rates.

-Evolution over time

Finland's employment rate has changed from 72.3% in 2000 to 73.4% in 2016. The rate increased between 2000 and 2012 and then fluctuated but increased between 2015-6. While the targets may not be entirely met, Finland is still performing well from a socially cohesive perspective. However, the numbers may indicate structural problems with specific segments of the population, like the amount of long-term unemployed, the amount of youth unemployment, and the amount of unemployed migrants.

1.1.1 *Participation rate – entire population*

Table 1.2: Evolution of participation rate in education and training - national average (2010-2016) compared to EU data

Geographical area	Years									Targets	
	2000	2005	2010	2011	2012	2013	2014	2015	2016	EU 2020	National 2020
EU-28 average	:	9.6	9.3	9.1	9.2	10.7	10.8	10.7	10.8	-	-
Member State	17.5	22.5	23	23.8	24.5	24.9	25.1	25.4	26.4	15% of adults in lifelong learning (LLL)	

Source: Participation rate in education and training by sex and age (%), Eurostat code trng_lfse_01, last updated 25 April 2017.

Explanatory note: This table compares the participation rate in lifelong learning of adults aged 25-64 to EU data over the period 2000-2016.

-Comparison to EU2020 target

Finland has always performed well in terms of participation in education and training, far surpassing the EU2020 target of 15%. The trend continues in 2016 with an increase of 1%

compared with 2015, landing at 26.4% participation rate for 2016. Within this metric Finland does enough to exceed the EU2020 target.

-Comparison between 2016 national data and the EU-28 average for 2016

Finland ranks among the countries in the EU with the highest participation rates in education and training, and while the rate in EU-28 on average (10.8% in 2016) has not increased significantly, making it hard to reach the target of 15%, Finland has managed to keep increasing its participation rate (26.4% in 2016).

-Evolution over time

Finland has successfully managed to increase participation in adult learning and training since measurements started in 2000. In 2000, the participation rate in Finland was at 17%, and in 2016 it was 26.4%, an increase of 9.4 percentage points. In EU28, the same statistics show an increase from 9.6% (2005) to 10.8% (2016), or 1.2%.

1.2 Trends for low qualified adults

1.2.1 Share of low qualified adults

Table 1.3: Share of low-qualified adults (ISCED 0-2) – national data (2010-2016) compared to EU-28 average 2016

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
EU-28 average	:	30.6	27.3	26.6	25.8	24.8	24.1	23.5	23
Member State	26.8	21.2	17	16.3	15.2	14.1	13.5	12.3	11.9

Source: Population by educational attainment level, sex and age (%), Eurostat edat_ifse_03, last updated 25 April 2017.

Explanatory note: this table compares the percentage of the population with low qualifications (ISCED levels 0-2) in 2016 to the EU-28 average for 2016 and the period 2000-2016.

-Comparison to EU-28 average

Finland has managed to achieve EU objective relating to decreasing the share of low-qualified adults. The share of low-qualified adults is at an all-time low in Finland with “only” 11,9% of the population in this cohort (2016). In Europe that number is more than double, at 23% (2016). Active labour market policies and ample provision of adult learning opportunities are the key drivers of this development in Finland.

-Evolution over time

Looking at a time span of 16 years Finland has managed to decrease the amount of low qualified adults from 26.8% (2000) to 11.9 (2016), an improvement of 14.9 percentage points. This indicates Finland has been successful in many of its education policies.

1.2.2 *Employment rate of low skilled adults*

Table 1.4: Employment rates of low skilled adults (ISCED 0-2) – national data (2010-2016) compared to EU-28 average 2016

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
EU-28 average	:	55.7	53.8	53.4	52.7	52	52.6	53.2	54.3
Member State	59.6	57.9	55	55.5	55.2	54.1	53.5	53.1	54.3

Source: Employment rates by age and educational attainment level (%) Eurostat code lfsa_ergaed, last updated 25 April 2017.

Explanatory note: This table compares the employment rates of those with low qualifications (ISCED levels 0-2) to the EU average over the period 2010-2016.

-Comparison to EU-28 average

Finland is currently on par with the EU-28 average in terms of the employment rate for low skilled adults, they both land at 54.3% in 2016.

-Evolution over time

Data shows that the employment rate for low skilled adults has not changed dramatically in the last decade, despite often repeated fears and warnings this shift was imminent. In 2000 the rate was 59.6% which fell until it reached 55% in 2010. In 2005 the employment rate for low skilled adults in EU-28 was 57.9%, and 54.3% eleven years later (2016). In Finland the decrease is slightly more visible, for that same time period the employment rate decreased from 57.9% (2005) to 54.3% (2016). The decline in Finland indicates structural changes in industry, automation and the effects of globalisation, with low skilled work relocated to countries with lower wage costs.

1.2.3 *Participation rate of low skilled adults*

Table 1.5: Participation rate of low skilled adults – EU average in comparison to national average

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
EU-28 average	:	3.7	3.9	4	3.9	4.5	4.5	4.3	4.2
Member State	7.6	9.8	9.8	10.7	11.3	11.2	13	12.8	12.9

Source: Participation rate in education and training by sex and educational attainment (%), Eurostat code and trng_lfse_03, last updated 25 April 2017.

Explanatory note: This table compares the participation rate in lifelong learning of adults aged 25-64 with low qualification levels (ISCED levels 0-2) to EU data and over the period 2000-2016.

-Comparison to EU-28 average

Compared to the EU-28 average Finland is doing well. While the numbers across the board are still low in absolute numbers, Finland has managed to keep a steady pace in increasing participation. In 2016 three times as many low qualified adults participated in education and training in Finland compared to the EU-28 average (12.9% vs 4.2%).

-Evolution over time

The participation rate has increased overall between 2000 and 2016 from 7.6% to 12.9%. This has increased year on year, with the exception of 2013. In 2005 Finland already had a higher percentage (9.8%) of low skilled adults participating in education and training compared to EU-28 average (3.7%). While the EU on average has not succeeded to increase that rate, Finland has, and is currently 8.7% above EU-28 average (12.9% vs 4.2%). During 2016 the participation rate decreased 0.1% in EU-28, but increased by the same 0.1% in Finland. While much remains to be done, Finland is making progress.

2.0 BRIEF OVERVIEW OF ADULT LEARNING SYSTEM

In Finland, adult learning covers vocational training and general education as well as formal, non-formal and informal learning (the latter two also called Liberal adult education). In practice an adult learner in Finland is someone over 25. The methods include self-motivated education, staff training and labour market training.¹ Adult learning opportunities are offered throughout the country. In general the participation fees are low to moderate.

Adult education and training offers citizens the opportunity to obtain education and complete qualifications at any stage of life. In Finland adults can study either in the same educational institutions as young people, or at institutions and units aimed at adults, which is the case in liberal adult education. From 2018 the VET reform means that young learners and adults will learn together. Vocational upper secondary qualifications, further vocational qualifications and specialist vocational qualifications can also be obtained through competence tests independent of how the vocational skills have been acquired. Polytechnics and universities also organise adult education.² One of the stated basic principles of Finnish education is that everyone must have equal access to high-quality education and training. The same opportunities to education should be available to all citizens irrespective of their ethnic origin, age, wealth or where they live.

2.1 Main features and a concise summary of historic development

While education, including adult education, has a century long history in Finland the first systematic education policy for adult education came in 1978. Since then the Finnish adult education system has had two main goals: to support personal development and improve vocational skills.³ Following the recent influx of migrants 2015-2016 adult education has increased its provision of basic skills for adults. During the last two decades, participation in adult education and training has more than doubled. The number of students in adult education and training was 700,000 (20 per cent of the population aged 18–83) in 1972, one million (26 per cent) in 1980, and 1.6 million, or 44 per cent of the adult population, in 1990. In 2000 the rate of participation in adult education and training by persons aged 18 – 64 years was 54 per cent, or 1.8 million. The reason for the increase is mainly due to structural changes in the labour market resulting in more complex work tasks, which require further training.

¹ Eurydice, see
https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Adult_Education_and_Training

² Eurydice, see
https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Organisation_of_the_Education_System_and_of_its_Structure

³ Eurydice, see
https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Developments_and_Current_Policy_Priorities

Table 2.1 Number of participants by category of provider and education level The latest data is from 2015 (Statistics Finland)⁴

	Main category of provider (which could be a public or private provider, a municipal/regional or national provider)	Level of education (i.e. basic, vocational, higher)	Number of participants
Not apprenticeship based	Various	Vocational	68957
Apprenticeship	Mostly private	Vocational	2799
Unemployment activation	Various	Basic, Vocational	35869
Requested by employer	Mostly private	Vocational	240951
Non-formal	Mostly municipal	Basic, Vocational, Higher	1625648

2.2 Main providers

- Adult education is offered at:
- adult upper secondary schools
- vocational institutions and vocational adult training centres
- national and private vocational institutions
- polytechnics and universities

and in liberal adult education (also called non-formal) in:

- adult education centres
- folk high schools
- summer universities
- study centres
- sports institutes ⁵

2.3 Main types of publicly financed provision

Finland offers a wide variety of learning opportunities for adults, including formal, non-formal and informal learning, the latter two are sometimes referred to as Liberal adult education. In the Finnish tradition the providers have a strong mandate to design the learning provided. Public funding remains high in international comparisons, though it has dropped slightly in recent years. The following section outlines some specific areas where adult education plays a role, and looks at how Finland is currently dealing with them.

⁴ Tilastokeskus, see http://tilastokeskus.fi/til/oiop/2015/oiop_2015_2016-12-08_tie_001_fi.html

⁵ Eurydice, see https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Main_Providers

2.3.1 *Raise Achievement in Basic Skills*

Basic skills training offers for adults have increased, partly as a response to an increase in migrants and refugees. Adults with low levels of basic skills are mentioned in official documents as an important target group. The focus on this target group may further increase once the recommendations of the working group on lifelong learning are submitted by the end of 2017.

2.3.2 *Achieve a Recognised Qualification in Adulthood*

As Europe is moving towards a harmonized validation system this area has seen some recent development. The European Qualifications Framework requires all member states to have a working National Qualifications Framework by 2018.⁶ While the EQF mostly affects higher education and VET (Vocational Education and Training), CVET (Continuous Vocational Education and Training) and Liberal Adult Education are also part of the system. Basic adult education is offered at two levels, both leading to recognised qualifications.

- Basic adult education covers the first 9 years of school. In Finland most basic adult education covers years 7-9, with lower levels only available in some places.
- Upper secondary adult education gives adults knowledge and skills at a level equivalent to upper secondary school. This education programme consists of courses at different levels. Students receive a grade after each completed course.
- Basic adult education for adults can contain separate subjects, whole courses or the full curriculum. An adult learner can enrol in basic adult education to complete an education, to improve grades, or to repeat some subjects. The qualification given at the end reflects the scope of the education. It can either be a full certificate of a completed education, a higher grade in specific subjects or a presentation of completed study units.⁷

2.3.3 *Facilitate the Transition to the Labour Market for the unemployed or those at risk of unemployment (ALMPs)*

Labour market initiatives in adult education primarily targets those over 20 that are either unemployed or run the risk of becoming unemployed. The goal of vocational labour market training often is to complete a vocational qualification, a further or a specialist vocational qualification, or a vocational qualification module. In addition, further or continuing education is also organised in many sectors. The Youth guarantee is now responsible for all adult Finns currently unemployed and not in education up to the age of 30.⁸ A new initiative from 2018 allows unemployed persons to participate in education for up to six months, without losing their unemployment benefits.

Free vocational labour market training is provided at

- vocational adult education centres

⁶ National Board of Education, see http://www.oph.fi/mobility/qualifications_frameworks

⁷ Opintopolku, see <https://opintopolku.fi/wp/aikuiskoulutus/peruskoulu-aikuisille/>

⁸ Nuorisotakuu, see <http://nuorisotakuu.fi/tietoa-nuorisotakuusta>

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

- higher education institutions
- private educational institutions.

Provision is overseen by the TE Office, which is also supposed to provide guidance for learners. However, in practice this is often limited to distributing leaflets with information on courses.⁹

2.3.4 *Higher education for adults*

Adults can study at Universities and Polytechnics. The study programme is usually made to accommodate adults who have a fulltime job. For example, it often includes less lectures and can thus be combined with work¹⁰. Admission to a University takes place through an application and entrance tests, the same way as regular University access. In addition, Finland also has an extensive network of Open Universities. Almost all Universities in Finland offer Open University access. They offer teaching based on the higher education institution's own syllabus. This study form is open for everyone regardless of education and age. You can complete individual study units or bigger study modules. People in Finland attend Open University to improve their know-how required in working life or to improve their general knowledge. Access is mostly limited to those who already live in Finland. The studies are not full-time and do not lead to a qualification.¹¹ The very name the Open University signals that access to further education through the Open University does not require an entrance test.

The number of students enrolled in higher education for adults have increased every year in the period 2010-2016.

Continuing VET (targeted at individuals and/ or companies and/ or public sector employees)

Universities of applied science offer adults the possibility to study at three different levels. As an adult there is the opportunity to complete basic vocational training, higher vocational training and further vocational training that does not lead up to an exam.¹²

2.3.5 *Liberal (Popular) Adult Education*

The tradition of Liberal, or non-formal adult education is very strong in Finland. A comprehensive network of schools, institutions and associations offer study circles, courses, meetings, lectures, seminars and events in most parts of the country. These are supported by public funds on state and municipal level according to centrally drawn agreements (for state support) and local and regional agreements (for municipal support) The public funding helps keep participation fees low to moderate.¹³ The education offered is non-formal, informal or formal.

2.3.6 *Other (if any)*

Something of a speciality in Finland is the Summer Universities. There are 20 such institutions throughout Finland, spread over 130 municipalities. They organise courses both in cities and

⁹ TE, see http://www.te-palvelut.fi/te/fi/tyonhakijalle/ammatinvalinta_koulutus/tyovoimakoulutus/index.html

¹⁰ Opintopolku, see <https://opintopolku.fi/wp/aikuiskoulutus/aikuisten-korkeakouluopinnot/>

¹¹ Opintopolku, see <https://opintopolku.fi/wp/yliopisto/avoin-yliopisto/>

¹² Studieinfo, see <https://studieinfo.fi/wp/vuxenutbildning-3/yrkesutbildning-for-vuxna/>

¹³ Opetushallitus, see http://www.oph.fi/koulutus_ja_tutkinnot/vapaa_sivistystyo

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

smaller towns across the country throughout the year. Each year close to 62,000 students, including more than 1,100 international students, enrol on courses organised by the summer universities.

Summer Universities give an opportunity for both personal and professional development. All summer Universities operate in close partnership and permanent collaboration with Finnish Universities, Universities of Applied Sciences and other institutions of learning.

Courses are open to everyone regardless of age or prior education. Summer Universities offer short-term courses, not degree programmes.¹⁴

¹⁴ Summer Universities, see <https://www.kesayliopistot.fi/summer-universities-in-finland/>

3.0 ADULT LEARNING POLICIES

3.1 A summary of major developments/changes since 2010 and key current policy priorities in the field of adult learning and those specifically targeting low-skilled/unemployed

The Government Programme of 2015 stated that reforms in education will focus on measures that support an earlier start in working life. Movement within and between different levels of education will be made as flexible as possible. Accelerated graduation and faster transition to working life will be encouraged.¹⁵

More specifically the programme states that

- The entrance examination process to higher education institutions will be reformed.
- A third term will be introduced in higher education institutions.
- Cooperation between the upper secondary level and higher education will be increased.
- Qualification requirements in the public sector will be updated.

The most significant policy supporting programme to date targeting low-skilled and unemployed ended in 2009. The NOSTE-programme ran 2003-2009 with the specific aim to raise the education levels of low-skilled adults and support employability.¹⁶ Even though this is before the period covered in this analysis, it remains important for several reasons. While it was running the programme was vividly discussed and partly criticized. Questions were raised as to whether the intended aims were best served through a centralized, complex and time-limited programme. NOSTE had its fair share of critics. At the same time, it was the largest intervention targeting this specific group. As such it highlighted the need for policy intervention and kept the issue on the agenda. While the quantitative aims were not fully met, and the evaluation pointed to several weaknesses in the process, perceptions of the usefulness of the programme have later shifted to include also more positive views. While NOSTE was running the efficiency of the programme was questioned. When NOSTE was not running any more there was a sense that something was missing. What remained were some good practices and methods that were adopted and mainstreamed as part of the regular education provision according to the Ministry.

Finland aims to make VET more attractive to respond to perceived market and industry needs. The main goal of the VET reform is to improve the status of VET in Finnish society. The funding system and structure will be renewed while keeping the various educational paths open. Preserving the eligibility for further studies and ensuring regionally comprehensive education network are seen as important aspects when planning the reform. One of the targets is to strengthen the interaction between educational institutions and working life. Until now there has been a separation between VET provision for young people and VET for adults.

¹⁵ See vnk.fi/publication?pubid=6407

¹⁶ Final report of the NOSTE-programme, see <https://julkaisut.valtioneuvosto.fi/handle/10024/75531>

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

In the new system all VET provision will be one and the same. The reform is built on a competence-based approach.¹⁷

The reform aims to be customer-oriented, which implies that VET is designed to meet the needs of students and working life. The aim is, for example, to increase learning in workplaces and enable students to apply for training throughout the year. Apprenticeship training will also be reformed by easing the administrative and financial burden of employees. The reform takes effect from the beginning of 2018.

There is an ambition to try and accelerate the transition from learning to working life. According to the current Government Programme adult learners spend too much time in education. Several actions are planned to curb this development. Creating flexible learning pathways and improving integration between working life and education are two examples. Interventions to accomplish these changes includes a renewed student selection process, increased cooperation between upper secondary and higher education, extending the possibilities to study all year round with the help of a third term, validation of prior learning and developing digital learning platforms.

All in all, current flagship initiatives and reforms relate to the four main targets of ET2020 in the following ways:

- Governance: The overlap of provision will be curbed. The content of the learning will be more tailored to the learner and the needs of society. Higher education will become more attractive to business life as partners and something to invest in.
- Supply and uptake: This is where the government reform plays a less important role. Reductions in public expenditure for all levels of adult education might lead to a decrease in quality, larger student groups, less competence development opportunities for education staff, a decrease in provision, lesser counselling and other related services, a halt to system development and so on. The new curriculum for primary education emphasises digital skills as central, this may have a positive effect in the long run¹⁸. Outreach remains weak in Finland. The role of guidance is increasing, and might help lower the threshold to participate. However, the guidance services in Finland remain at a rudimentary level, where guidance is connected to learning institutions and primarily focused on encouraging students to enrol in the very same institution.
- Flexibility and access: Workplace learning is given a boost through the new reforms and initiatives. APEL (Accreditation of Prior Education and Learning) is progressing slowly. Finland was early in discussing methods and piloted some of them in APEL, but there is still a lot to be done in order to meet the 2018 EU deadline of a comprehensive

¹⁷ Ministry of Education and Culture, see <http://minedu.fi/amisreformi>

¹⁸ For an overview, see

http://yle.fi/uutiset/peruskoulun_uusi_opetussuunnitelma_voimaan__nain_lapsesi_koulu_muuttuu/9070271

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

system for validation at all levels of adult education¹⁹. The focus right now is much more on increasing innovation and bring learning closer to working life. ²⁰

In the last couple of years, the most notable change within Liberal (non-formal) adult education relates to funding and licensing. The stated objective has been to create liberal education establishments of sufficient size to ensure operational quality and effectiveness. The reform updated the criteria for determining funding. To improve operational predictability, the boundary conditions of maintainer-specific funding constraints on the volume of liberal adult education activity was defined.²¹ This reform supported goal 2 of ET2020 through improving financial predictability for smaller non-formal adult education institutions, and pushing for increased cooperation and merging of smaller providers. There is a general sentiment among the providers that the state recently has increasingly introduced changes top down, set quotas, forced fusions of different providers etc. rather than discuss options and alternatives with the stakeholders, which was previously the case.

Most of the current reforms tend to focus on initial education, both within higher education and VET. In some cases these reforms affect and/or include adult education.

One example is the reform of upper secondary vocational education and training. The stated objective of the training agreement model is to promote workplace learning and practical ways of completing qualifications by creating flexible paths for the students at workplaces. This reform supports goal 2 of ET2020, improving the quality and efficiency of education and training.

The new Training Contract model is meant to simplify and reform existing work-based learning models as well as allow more flexible learning paths, according to the government. The new Training Contract would replace the current on-the-job learning periods and form a largely integrated approach with an apprenticeship.

The new model of training provided in the workplace, will be introduced by 1 January 2018 as part of the vocational education and training reform. ²² This reform was approved by Parliament on 30.6.2017.²³

The Vocational Adult Education Act was last changed on 3 October 2014. The main elements, which have been revised relate among other things to provision of competence tests,

¹⁹ For a short background to the implementation in Finland of EQF, see for example http://www.minedu.fi/OPM/Koulutus/artikkelit/ammattillisen_koulutuksen_koeopenhamina-prosessi/Eurooppalainen_tutkintojen_ja_osaamisen_viitekehys_xEQFx.html. For a description of the development of validation in non-formal adult learning, see https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Validation_of_Non-formal_and_Informal_Learning

²⁰ This is clearly described under flagship initiative 5: <http://valtioneuvosto.fi/hallitusohjelman-toteutus/osaaminen/karkihanke5>

²¹ Eurydice, see https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning

²² Eurydice, see https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning

²³ Ministry of Education, see http://minedu.fi/artikkeli/-/asset_publisher/ammattillisen-koulutuksen-reformi-hyvaksyttiin-suurin-koulutusuudistus-vuosikymmeniin

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

individualisation, guidance and counselling, definition of qualifications, eligibility to further studies and the structure of qualifications.²⁴ This reform supports goal 2 of ET2020.

Adults who have no vocational qualifications do not have to pay the fees for education and training leading to competence-based qualifications. Outreach actions (= to find, reach and motivate adults to participate in training) are developed in cooperation with business and industry.²⁵ These actions support goal 1 of ET2020.

The provision of basic skills for adults is now being reformed. The most significant changes include a unification of the system (combining basic skills training for youth and adults), a one-stop shop approach, and individual study plans. The reform is mostly motivated by the needs of newly arrived migrants.²⁶

The Ministry of Economic Affairs and Employment has prepared a law to allow the unemployed to enrol in education or training for a period of up to six months without losing their unemployment benefits. The training should support their employability or foster entrepreneurship. This is a concrete example where cutting some red tape may accomplish more than launching a new initiative.

The experiment concerning retraining and upgrading of qualifications of adults with tertiary degrees will be made a permanent feature. Finland's Laki julkisesta työvoima- ja yrityspalvelusta (transl. Act on public labour and enterprise services) has been temporarily amended. As a result of this adults with a tertiary degree may enrol in a programme so that studies leading to a new tertiary degree can be engaged in as labour force education and training for persons who already hold an earlier tertiary degree. The objective is to promote employment and to ensure the availability of skilled labour especially in rapidly growing fields of industry.

While guidance services remain a partly underdeveloped sector in Finland there are attempts at improving the situation. The responsibility is given to the Centre for Economic Development, Transport and the Environment²⁷. They have established 15 regional development steering groups, each with their own strategy. These are all based on the strategic goals of lifelong guidance, set by the Ministry of Education and Culture in 2011. In this context guidance is understood as a very wide concept, including to

- Enable citizens to manage and plan their learning and work pathways in accordance with their life goals, relating their competences and interests to education, training and labour market opportunities and to self-employment, thus contributing to their personal fulfilment;

²⁴ See The Vocational Adult Education Act, 788/2014 at <http://www.finlex.fi/fi/laki/alkup/2014/20140788>

²⁵ Eurydice, see

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning

²⁶ Ministry of Education, see http://minedu.fi/sv/artikel/-/asset_publisher/aikuisten-perusopetus-uudistuu

²⁷ Centre for Economic Development, , Transport and the Environment, see [http://www.ely-](http://www.ely-keskus.fi/web/ely/elinikainen-)

[keskus.fi/web/ely/elinikainen-](http://www.ely-keskus.fi/web/ely/elinikainen-)

[ohjtaus;jsessionid=7A50C07405BED9C733E64622C76C5209?p_p_id=122_INSTANCE_aluevalinta&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&p_r_p_564233524_resetCur=true&p_r_p_564233524_categoryId=14398](http://www.ely-keskus.fi/web/ely/elinikainen-ohjtaus;jsessionid=7A50C07405BED9C733E64622C76C5209?p_p_id=122_INSTANCE_aluevalinta&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&p_r_p_564233524_resetCur=true&p_r_p_564233524_categoryId=14398)

- Assist educational and training institutions to have well motivated pupils, students and trainees who take responsibility for their own learning and set their own goals for achievement;
- Assist enterprises and organisations to have well motivated, employable and adaptable staff, capable of accessing and benefiting from learning opportunities both within and outside the workplace;
- Provide policy-makers with an important means to achieve a wide range of public policy goals²⁸

Much of the focus in these regional strategies is on information exchange and training for guidance counsellors. The weaknesses according to the view of this expert relates to the poor visibility of guidance services, the weak position of the profession, the tradition of guidance services tied to education institutions, the education level of counsellors and the sometimes limited scope of guidance (providing information of education provision rather than life guidance).

3.2 Major national economic-social strategies (and indicate if they refer to adult learning)

The Government Programme of 2015 outlines 26 flagship initiatives for the period 2015-2018. These include attempts to bolster employment, entrepreneurship, digitalisation of learning, health, renewable energy, administration procedures and more.²⁹ The following have an impact on adult learning.

- Under Employment and competitiveness key action 4; Reform of employment service activities to support employment includes adult learning elements.
- Under Knowledge and education:
 1. Key action 2: Reform of vocational upper secondary education includes adults.
 2. Key action 3: Acceleration of transition to working life affects the adult learning system.
 3. Key action 5: Cooperation between higher education institutions and business life will be strengthened to bring innovations to the market. This affects adult learning.
 4. Key action 6: Youth guarantee towards community guarantee affects adult learning.

3.3 Distribution of responsibilities regarding adult learning (for further information see Eurypedia).

Parliament allocates resources to adult education in the state budget, and passes legislation, prepared by the Ministry of Education and Culture. The Ministry of Education and Culture has the overall responsibility for education policy and for self-motivated adult education.

²⁸ Cedefop: Improving lifelong guidance policies and systems, p. 11

The Ministry of Education and Culture is responsible for self-motivated education and the labour administration for labour market training geared to enhance the operation of the labour market and to reduce unemployment.

Adult education organisations are run by the government, local authorities, municipal consortia, private associations, foundations and companies. Education and training leading to qualifications is financed by the public administration, except university degree education, which is totally government-financed. Training leading to further and specialist qualifications is mostly publicly funded but may charge moderate fees.³⁰

3.4 Lifelong learning strategy (for further information see Eurypedia)

There is currently no national Lifelong Learning Strategy in Finland. According to the latest public records (2015) a strategy is forthcoming developed by the Council for LLL³¹. It should include possibilities to prolong and improve people's working careers. Education, labour and innovation policies have to function as an entity, according to the guidelines for creating a new strategy³². The Council for LLL has not been active since 2015, when the mandate of the last Council ran out. It is therefore rather unlikely that the promise of a Lifelong Learning Strategy from 2015 will be fulfilled. Since then various time-limited working groups have been formed to address specific topics such as basic skills for adults. Interestingly, some regional authorities have developed their own LLL agendas such as in Etelä-Savo. While it is commendable to be ambitious and to produce a plan for LLL regionally, it cannot replace a comprehensive and national strategy.³³

3.5 Adult learning policy framework (regulatory and implementing acts) (for further information see Eurypedia).

Education policy is defined by Parliament and Government. The Government Programme was submitted to Parliament in May 2015. One of the stated strategic objectives of the Government Programme is "reforming knowledge and education". Concerning knowledge, the programme wants to connect both VET and higher education more closely to the needs of working life. Concerning education, reforms have already reshaped primary learning, and now the main focus is on VET reform. The Programme comprises Ten-year objectives as well as Government-term objectives and Key projects for the government term. Aims include diminishing the drop-out rates and to improve the quality and effectiveness of research and innovation.

³⁰ See Eurydice

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Distribution_of_Responsibilities

³¹ The information online is dated, but an overview of the work and results from the Council can be found at https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Lifelong_Learning_Strategy

³² This document from 2015 is still the most accurate description of the framework in which a new policy is being developed: https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Lifelong_Learning_Strategy

³³ Centre for Economic Development, Transport and the Environment, see

https://peda.net/hankkeet/eejn/kokoontumiset/2016-kokoontumiset/1ies/iest1k11/1eoojns22:file/download/1920181dd98c2d902b2ee89b14614de97b35c2bc/101116_LUONNOS_Maakunnan%20tavoitteet_2017-2022_TT.pdf

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

The Ministry of Education and Culture is the highest authority and is responsible for 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.³⁴

3.5.1 *Legislative framework*

Adult Education in Finland is defined through a set of legal acts, and the majority of adult education provision is supported through public funding. This funding is channelled through the Ministry of Education and Culture and based on a mixture of quotas (Liberal Adult Education) and projected needs/set targets (Basic skills for adults, higher education for adults, and Continuing education and training).

The Ministry of Education and Culture prepares all educational legislation. The policy definitions are specified in the Strategic government programme and implementation plan in the state budget.

The legislation governing primary and secondary level education as well as part of the legislation governing adult education was stipulated on 1 January 1999. It is a uniform legislation concerning the objectives, contents, evaluation and levels of education as well as students' rights and responsibilities. The legislation substantially increased the independent decision-making powers of local authorities, other education providers and schools.

Legislation governing Universities took effect on 1 August 1998. The Universities Act (645/1997) and Decree (115/1998) stipulates the mission of Universities, their research and instruction, organisation and administration, staff and official language, students, appeals against decisions made by Universities and legal protection for students. Amendments to the Universities Act comprises , among other topics, the two-tier degree structure, came into force on 1 August 2005.

Legislation concerning academic degrees comprises the Decree on the System of Higher Education Degrees (464/1998) and one national decree covering all educational fields. The decree stipulates, for example, the objectives and scope of degrees, their general structure and content, as well as the distribution of educational responsibility between different universities.

The Decree on the System of Higher Degrees also provides for the polytechnic degrees. The degree programmes are confirmed by the Ministry of Education and Culture. The Government Decree on university degrees was adopted in 2005 and updated in 2014. The legislation on polytechnics (The Polytechnics Act, 351/2003 and Decree, 352/2003) defines, for example, the status, mission and administration of polytechnics. Further, the Ministry of Education and Culture reformed the degree structure of polytechnics.

³⁴ Eurydice:
https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Administration_and_Governance_at_Central_and/or_Regional_Level

3.5.2 *Implementing acts/programmes*

Under the new Implementation Act of the Universities Act, which was passed by Parliament in June 2009, Finnish Universities are independent corporations under public law or foundations under private law (Foundations Act). The Universities have operated in their new form since 2010³⁵.

Valtioneuvoston asetus ammattikorkeakouluista (1129/2014). Describes the implementation of the Act on Vocational Training. ³⁶

Valtioneuvoston asetustutkintojen ja muiden osaamiskokonaisuuksien viitekehyksestä (120/2017) ³⁷. Describes the reference framework for examina and other collections of competences.

Asetus vapaasta sivistystyöstä (6.11.1998/805) sets the limits of minimal duration of learning units, the calculation basis of learning provision, funding, reporting responsibilities. ³⁸

Asetus ammatillisesta aikuiskoulutuksesta (6.11.1998/812)³⁹. Defines the fields in which vocational education for adults will be offered and describes how the institutions regulatory and other bodies shall function.

Valtioneuvoston asetus opetus- ja kulttuuriministeriöstä (30.4.2010/310)⁴⁰. Describes the roles and functions of the Ministry of Education and Culture.

Valtioneuvoston asetus yliopistoista (15.10.2019/770).⁴¹ Sets out the requirements of language skills of University staff, cancellation rules of students, and more.

3.6 **Quantitative targets**

One recurring quantitative target relates to employment, with a target set at 78% by 2020. This is further commented in section 1 of this report. The second relates to completing tertiary education in the age group 30-34.

³⁵ Eurydice, see

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Organisation_and_Governance

³⁶ Finlex, see <http://www.finlex.fi/fi/laki/alkup/2014/20141129>

³⁷ Finlex, see <http://www.finlex.fi/fi/laki/alkup/2017/20170120>

³⁸ Finlex, see <http://www.finlex.fi/fi/laki/ajantasa/1998/19980805>

³⁹ Finlex, see <http://www.finlex.fi/fi/laki/ajantasa/1998/19980812>

⁴⁰ Finlex, see

<http://www.finlex.fi/fi/laki/ajantasa/2010/20100310?search%5Btype%5D=pika&search%5Bpika%5D=aikuiskoulutus>

⁴¹ Finlex, see <http://www.finlex.fi/fi/laki/ajantasa/2009/20090770>

Table 3.1 Targets linked to AL in broader economic policies/LL strategies/framework or implementing act

General information		Progress toward target			
Target (target figure and date to be achieved by)	Adoption date (e.g. 31/03/2013)	Initial value (at date of adoption)	Current value	Summary of progress against target	Source of information
Employment rate 78% by 2020	2011	73,8	73,4	Some progress has been made	Europe 2020 National Reform Programme ⁴²
40% of 30 - 34 year-olds having completed tertiary education	2011	46	46,1	The target is fully met	Europe 2020 National Reform Programme ⁴³

3.7 Quality assurance

Education providers' obligation to evaluate their education and its effectiveness and to participate in external evaluations is based on educational legislation. Because of the autonomy of education providers the practices of self-evaluations and quality assurance vary a lot. There is no systematic collected data on the practices within Liberal adult education. In 2014 FINEEC was founded (The Finnish Education Evaluation Centre), and quality assurance/evaluation was moved from the Board of education to the new institute. Since then the centre has conducted sector specific evaluations.

The aim of these adult education evaluations is to support the development of education and improve the preconditions of learning. Evaluations can be focused for instance on preparatory training, organisation of examinations, individualisation or learning results.⁴⁴

⁴² National Reform Programme of 2011, see http://ec.europa.eu/economy_finance/economic_governance/sgp/pdf/20_scps/2011/01_programme/fi_2011-04-06_nrp_en.pdf

⁴³ Ibid

⁴⁴ See Eurydice https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Quality_Assurance_in_Adult_Education_and_Training

3.8 Future policy developments (envisaged or under discussion already)

There are no major plans for future policy publicly envisaged or discussed. The current focus is on implementing or finalising the reforms set out in the Government Programme of 2015. The reform of vocational education, the development of the system for basic skills provision for adults, the integration policies are all reforms being implemented or developed according to the Government Programme. There used to be a detailed 5-year development plan where the Ministry of Education and Culture presented an outline of upcoming policy development needs and various educational challenges, together with perceived research needs. These plans are no longer produced, and are not replaced with an alternative plan. The last plan was published in 2011 and covered the period 2011-2016.⁴⁵ It remains unclear to the author of this report why this change has taken place.

In its place there are various initiatives, for example the Vision for higher education and research 2030. This initiative was launched in 2015 as a part of the then new Government Programme, and according to the timetable the vision will be ready in September 2017. The purpose is to formulate a future scenario which enables the development of a high-quality, effective and internationally competitive higher education system in Finland by the year 2030.⁴⁶

⁴⁵ Koulutus ja tutkimus 2011-2016, see <http://www.lamk.fi/projektit/aikoko/asiaa-aikuiskoulutuksesta/Documents/Koulutus%20ja%20tutkimus%20vuosina%202011-2016%20-%20Kehitt%C3%A4missuunnitelma.pdf>

⁴⁶ Ministry of Education, see <http://minedu.fi/en/vision-for-higher-education-and-research-in-2030>

4.0 INVESTMENT IN ADULT LEARNING SYSTEMS AND THEIR EFFECTIVENESS

4.1 Total investment in adult learning and change over time

For 2018, the Ministry of Education and Culture proposes an increase in funding for Liberal Adult Education and Vocational Education, and a slight decrease in funding for Higher Education (including research). The following table shows the trends in funding 2016-2018. It has not been possible to separate public investment for CVET or Higher Education for adults, therefore the figures show the full amount for the whole sector. These figures only cover state level investments. While municipal funding is not mandatory by legislation, especially Liberal Adult Education is also funded to a considerable extent this way. No figures exist for this. Data on education supported or organised by the private sector is not available. It is worth noting that the figures in the table below are not exactly comparable, as the Competitiveness Act (signed in June 2016) affects public spending on many levels (social costs change as well as the funding)⁴⁷

Table 4.1 Public expenditure, education: ⁴⁸

	2016 final	2017 estimated	2018 proposed	Difference 17-18	Difference in %
Liberal Adult Education	157 611	146 270	152 833	6 563	4
Vocational Education (all levels)	767 995	763 042	798 577	35 535	5
Higher Education (all levels), including research	3 200 983	3 323 287	3 290 673	32 614	-1

4.2 Public national investment

The state provides funding for adult education in several ways. In addition to the annual funding of regular provision, some special funding channels exist for specific activities. There is a special support mechanism for CVET.

Within non-formal adult education, the state supported institutions in 2017 working with the European Youth Guarantee for migrants, also supported the study voucher system.⁴⁹ For 2017

⁴⁷ Ministry of Finance, see http://vm.fi/en/article/-/asset_publisher/10616/kilpailukykykysopimus-sai-nimet-alleen

⁴⁸ Budget proposal 2018 by the Ministry of Education and Culture, see <http://minedu.fi/documents/1410845/3999619/Opetus-+ja+kulttuuriministeri%C3%B6n+talousarvioehdotus+2018/58d43b75-be44-4f71-9869-3191938fe6b4>

⁴⁹ See National Board of Education, http://www.oph.fi/rahoitus/valtiovastuukset/vapaa_sivistystyo/103/2/nuorisotakuun_opintoseteliavustukset_maa_hanmuuttajanuorten_koulutukseen_2017

the support amounts to 1.85 million euros. The Board of Education received applications totalling 4 million euros. This indicates there is a high interest and ability to provide this education, but that the available funding is too low. 15 Adult Education centres applied, 9 applications were approved.⁵⁰ 23 Folk high schools applied, 8 were approved.⁵¹

Table 4.2 Number Of Applications Vs Approvals For Grant Funding

Type	Number of applications	Number of approved applications	Total grant
Adult education centre	15	9	860 000
Folk high school	23	8	954 500

The general comments received from these sectors by the author of this evaluation are that the funding is too low. Of course that is to be expected. It is rare that institutions will report they have too much funding. This assessment is based on numerous informal discussions with providers who usually point to the high demand and to the fact they have had to say no to so many, as the institution application was not approved.

The study voucher allowance of liberal adult education has been in place since 2007. The target groups have remained practically the same since 2007: immigrants, the unemployed, senior citizens, individuals with a low level of basic education, individuals with learning difficulties, the ageing and young people who have finished comprehensive school but have no study place for continuing their studies.⁵²

The study voucher system is considered a functional system, and should be seen as an efficient investment method. 155 Adult Education Centres applied for a total of 2,3 million euros for 2017, while the final support sum ended up at 966 500. The majority of the applications could not be approved as a result, the budget was cut.

48 Folk high schools applied for a total of 3,7 million euros, while the total grant was 1 154 000⁵³. 11 Study Centres applied for a total of 300 000 euros. The approved grant total was 237 750 euros.⁵⁴

This also indicates a high interest to offer study vouchers, and the limits in the state budget. The study voucher system support goal 1 of ET2020.

⁵⁰ Board of Education, list of approved grants, see http://www.oph.fi/download/184386_lista_nettiin_kansalaisopistot_.pdf

⁵¹ Board of Education, see http://www.oph.fi/download/184387_lista_nettiin_kansanopistot_.pdf

⁵² ET2020 national report, finland (2014), see http://ec.europa.eu/dgs/education_culture/repository/education/policy/strategic-framework/doc/et2020-national-report-fi_en.pdf

⁵³ Board of Education, see http://www.oph.fi/download/184029_Lista_nettiin_kansanopistot.pdf

⁵⁴ Board of Education, see http://www.oph.fi/download/184030_Lista_nettiin_opintokeskukset.pdf

Table 4.3 Number Of Applications Vs Approvals For Grant Funding 2017

Study vouchers 2017	Number of applications	Number of approved applications	Total approved grant
Adult Education Centre	155	155	966 500
Folk High School	48	48	1 154 000
Study Centre	11	11	237 750

There is also specific funding for development and quality work. For 2016 the Liberal adult education sector applied for more than double the available support. In 2017 the Adult Education Centres was granted 950 000 euros⁵⁵. The study centres have been removed from the grant scheme, and their support baked into their annual state grants.⁵⁶

The Finnish government, in office since May 2015, has announced budget cuts in order to reduce state debt. Education is one of the main target areas for cuts (the state budget for education is summarised in Table 4.1 below). The budget for 2017 implemented the cuts announced in 2016. For the budget of 2018 the Ministry of Education and Culture has proposed a halt to further cuts, and in some cases a slight increase.

As a separate funding stream, a previous government set up a total of 20 million euros to strengthen the competence base of adults during 2014–2015 to targeted adult education for 30–50 year-olds without a post basic education qualification.⁵⁷

Table 4.4 Breakdown of public national investment

General information			Progress toward target			
Title of public investment source	Financing amounts	Targeted number of participants	Targeted level of provision	Total	Year the funding started	Reference document
Budget 2017	144 822 000		Non-formal AE		Annual	http://budjetti.vm.fi/indox/sisalto.jsp?year=2017&lang=fi&maindoc=/2017/tae/valtiovarainministerionKanta/valtiovarainministerionKanta.xml&opennode=0:1:241:665:693:
Budget 2017	6 287 000		Informal learning		Annual	http://budjetti.vm.fi/indox/sisalto.jsp?year=2017&lang=fi&maindoc=/2017/tae/valtiovarainministerionKanta/valtiovarainministerionKanta.xml&opennode=0:1:241:665:693:

⁵⁵ Board of Education, see http://www.oph.fi/download/182945_paatoslista_nettiin.pdf

⁵⁶ All figures from the Board of Education, see

http://www.oph.fi/rahoitus/valtiovastuukset/vapaa_sivistystyo/103/2/vapaan_sivistystyon_opintotietojen_vastuukset_2017

⁵⁷ Eurydice, see

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning

This table currently only covers part of the public funding allocated by the State in the Budget of 2017. Figures for municipal funding is not available.

4.3 EU support via structural funds (primarily ESF) planned/launched as part of 2014-2020 financial framework

According to the data on financial support available to Member States between 2014 and 2020, (available in July 2016 for the European Commission, from Operational Programmes for the European Social Fund (ESF)), the planned financial support from the European Union for the investment priority most directly targeting adult learning, i.e. Investment priority 10.3 – Enhancing access to lifelong learning, is 164.7 million euros. This priority is about “improving opportunities for lifelong learning for all age groups in formal and informal settings and in everyday life, increasing knowledge, professional skills and qualifications within the workforce, and promoting flexible educational paths through career counselling and approving existing qualifications.” This particular priority was selected to address “competence needs that are changing due to structural change and new sectors (such as green economy), extending careers especially at the beginning of careers, ensuring availability of skilled labour and supporting smart specialisation and low-carbon R&D&I activities.”⁵⁸

4.4 EU support via structural funds (primarily ESF) provided as part of 2007-2013 financial framework

The document database of DG Employment, Social affairs and inclusion has no impact assessment for ESF supported projects in Finland 2007-2013. The only document available is the final ESF synthesis report (2014). It concludes that “For 17 member states there was either no good practice available, or the evidence was too slight to merit reporting.” The country experts were also asked to assess the effectiveness of the actions undertaken under each policy field, where effectiveness was defined in terms of making significant and sustainable differences for sizable numbers of participants or for smaller numbers of particularly disadvantaged participants. In relation to adaptability, the country experts struggled to find robust evaluation evidence on effectiveness.

4.5 Effectiveness of investment

All public spending is subject to evaluation based on predefined criteria. Mostly these criteria are quantitative, as they are easier to measure. In Finland these targets, if they exist, are to be found in the annual economic outlook documents included in the budget proposal from the Ministry of Education and Culture. The effectiveness to be measured thus depends directly on the criteria selected. A common problem is that “Countries currently collect only a limited range of data for monitoring adult learning. Ad hoc research to monitor policy actions is also limited. The case studies show that while some countries have data systems which can be

⁵⁸ Sustainable growth and work 2014-2020 Finland’s Structural Funds Programme, see <http://www.pohjois-pohjanmaa.fi/file.php?fid=4239>

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

used for monitoring policy actions, others are in the making and some appear only to make use of project data.⁵⁹

As discussed in the previous section, 4.2, the stakeholders state the funding of some specific initiatives is insufficient, for example the study voucher system. The argument put forward by the stakeholders for this is the high demand they are seeing.

The Finnish Education Evaluation Centre is regularly evaluating all levels of education in Finland, but the Centre has no separate section for adults, nor any system-wide evaluation on impact or effectiveness. For further details of the effectiveness within the six identified priority areas, see next section.

⁵⁹ An in-depth analysis of adult learning policies and their effectiveness in Europe, see https://ec.europa.eu/epale/sites/epale/files/all_in-depth_analysis_of_adult_learning_policies_and_their_effectiveness_in_europe_12.11.2015_pdf.pdf

5.0 ASSESSMENT OF EXISTING POLICY

The present adult education structure is the result of a long history. Education as a whole is considered a cornerstone of Finnish society. The current network of providers still cover most of the country, education is still cheap for the participant, and there is relative autonomy for institutions to form and develop their provision. At the same time many parts of the education system is undergoing reforms. Some of these are a result of EU2020 commitments, some are national priorities addressing specific Finnish challenges. A major problem is the silo thinking still prevalent in the sector. Problems with cooperating across sectoral borders hamper many important and necessary reform initiatives. While, for example, the strategy of developing guidance services is largely up-to-date the majority of guidance for adults remains in the hands of the individual institution. The challenge here is to clarify the role of the guidance councillor to help assess the whole life situation of the learner, to be able to guide the learner in the right direction by putting the learner in the centre. It is the view of the author of this report that independent guidance centres would have a better chance to provide the services outlines in the lifelong guidance strategies adopted. Since 2015 an increasing number of institutions working in adult education⁶⁰ have expressed concern about a perceived shift in procedures, where consultations, long term planning and dialogue have in parts been replaced with flagship initiatives, Government Programmes or similar. Problems arise if these are not sufficiently grounded in open consultation processes. While the provision of adult education remains high, and the participation rate is well above EU average, some concerns have been raised about the lack of a comprehensive lifelong learning strategy. Adult education does not function in a vacuum. Rather it is a part of a complex system. As Finland sees itself as a country of lifelong learning with a system offering learning opportunities from a very young age and all throughout life, it is ironic that the country has not, despite numerous promises, been able to collect that into an accessible lifelong learning strategy. Lastly the current attention on the employability of young people is very important, but sometimes it tends to shift the focus from weak groups in society that also benefits from education. According to the findings of the PIIAC survey some 600 000 adults between the age of 16-65 have low foundation skills⁶¹. This emphasise the scope of the challenge and how important it is to develop education provision for all adults in Finland.

The following sub-sections assess the existing policy through the lens of the six key success factors for effective adult learning policy that have been identified in a recent study.⁶²

⁶⁰ The source of this is a number of informal discussions with stakeholders in adult education that the author of this report has held.

⁶¹ Building Skills for All: A review of Finland, OECD

⁶² Key success factors, indicating the strength of evidence (available in all languages):

<https://epale.ec.europa.eu/en/policy-tool/key-success-factors>; Study "An in-depth analysis of adult learning policies and their effectiveness in Europe": <https://epale.ec.europa.eu/sites/default/files/final-report-20150817-en.pdf>

5.1 Develop learners' interest in learning

Assessment:

The topic is high on the agenda of the current Government. In the Finland 2025 vision, Finland is a country where continuous learning is important⁶³. The question is how that should be accomplished. The six key projects outlined in the Government Programme mentions a number of actions, but none of them mention learners' interest. The omission is odd. If interest in learning is connected to attitudes towards learning no work is being done in Finland to foster that. Another perspective relates to the social heritage. PIIAC results clearly show that the educational level of the parents heavily influence the educational ambition level of the children. It is clear that Finland could do a lot more to develop learners' interest in learning, both on the attitudinal and socio-economic level.

Explanation:

There is currently not much done to improve learners' disposition towards learning. ESF is used for the development of specific areas, but, as always with time limited project funded development, there is a weakness in mainstreaming. Study vouchers have proven to be a functioning method to increase individual choice and thus disposition. The funding here is insufficient. The 2014 ET2020 National report of Finland, concludes that "even though some of the Member States, Finland included, have been able to reach the Education and Training 2020 targets, the development attained may not be sufficient from the global perspective. In other continents, the share of higher education graduates in the population is experiencing a notable increase. For example in Finland, the rise in the general education level of the population has come to a halt."⁶⁴

5.2 Increase employers' investment in learning

Assessment:

Finland is eager to support its employers and to be seen as employer friendly. Tax incentives, cutting red tape and flagship initiatives are methods employed by this and the previous two governments. However, there is a focus on larger enterprises. Most growth comes from start-ups and SMEs. These are also more in need of help and support for training their staff. Here there is a gap/weakness in Finnish policy. A strength is the announced plan to make try and make VET more popular among learners. This is to ensure sufficient inflow into the labour market. According to official documents the Government wants to accomplish this in dialogue with the social partners, an approach that if followed increases the opportunities for a successful implementation.

⁶³ Valtioneuvosto, see <http://valtioneuvosto.fi/hallitusohjelman-toteutus/osaaminen>

⁶⁴ ET2020 National Report of Finland, see

http://ec.europa.eu/dgs/education_culture/repository/education/policy/strategic-framework/doc/et2020-national-report-fi_en.pdf

Explanation:

Building trust and support to encourage employers' investment in learning has been a rising trend in Finland. A legislative package on the implementation of an operating model on developing the professional competence of employees and a related tax incentive entered into force at the beginning of 2014. The model is based on assessing the competence needs of personnel, anticipating changes and providing training in anticipation of future needs via a cooperative procedure. In a government resolution on labour policy, the objective was set for 60 per cent of the adult population to participate in training each year.⁶⁵ Changing the educational landscape is a slow process. Outlining, developing and testing reform aspects are necessary. This stage must then be followed up by a process of mainstreaming the change. Using ESF to support CVET measures is an efficient approach in the development stage, but it must be followed up by national policy and funding, to ensure that the effects become long-term and not limited to regional development and dependent on project funding.

5.3 Improve equity of access for all

Assessment:

In Strategy papers Finland's ambition to be a lifelong learning country is often mentioned. The country has a high international reputation within education. However, provision, funding, strategy and reform should always be analysed towards identified national gaps. As PIIAC clearly shows, the high participation level in adult education has not managed to help the 600 000 Finns with low basic skills. From this perspective it is clear that Finland must do a lot more.

Explanation:

Well developed and functional guidance and counselling services are still partly missing. Regional guidance development plans have been developed in 15 regions. About 40 guidance centres for young people (up to 30 years of age) have been opened.⁶⁶ This has been done as a part of the youth guarantee. There are now proposals to extend these low-threshold life guidance centres to all adults in Finland⁶⁷. These centres combined with the emergence of opintopolku.fi as a one-stop shop for information of all levels of education goes some way towards facilitation one aspect of equal access; information. The collection of information regarding all levels of education into one portal is a step in the right direction, as it should help learners to easier find suitable opportunities. The challenge is of course to maintain the service, and to make it comprehensive. An information service is important, but it is not likely that the service in itself will attract those in most need of adult education to enrol. Barriers to learning comes in many shapes, earlier poor experiences, socio-economic backgrounds, attitudes and ability to assess ones' own educational needs are some of the critical factors.

⁶⁵ ET2020 National evaluation report 2014, see http://ec.europa.eu/dgs/education_culture/repository/education/policy/strategic-framework/doc/et2020-national-report-fi_en.pdf

⁶⁶ For more information on Ohjaamo, see <http://ohjaamot.fi/>

⁶⁷ The Government programme of 2015 states this as one of its targets.

Traditionally Liberal adult education provides a second chance and is available throughout the country with low course fees. The study voucher allowance of liberal adult education has been in place since 2007. The target groups have remained practically the same since 2007: immigrants, the unemployed, senior citizens, individuals with a low level of basic education, individuals with learning difficulties, the ageing and young people who have finished comprehensive school but have no study place for continuing their studies. ⁶⁸

The result of PIAAC showed there is a relatively large part of the population with low basic skills (11% below level 1)⁶⁹. Socio-economic analysis in PIAAC also show inequalities in possibilities to participate in adult education. Thus, further measures are needed.

The Katainen Government with Jukka Gustafsson as Minister of Education stated 2011 that they explicitly aimed at implementing "measures to reduce the effect of the social status and educational background through participation in adult education and training by 2020. The long-term aim is to do away with these differences altogether"⁷⁰. It has since been very quiet about this initiative in later government programmes.

5.4 Deliver learning that is relevant

Assessment:

To define what is relevant you need to decide what perspective to use. If relevant learning equals catering for the needs of working life you need to assess how Finland is developing vocational training, involvement of social partners and forecasting. On the policy level, Finland aims to make VET more attractive, while also reforming the sector (in funding as well as a limit to the number of occupational offers). The involvement of social partners in policy development is active in some cases (where they are invited to working groups) and less active in others (where policy decisions and processes are not transparent). If relevant learning equals active citizens you need to assess how Finland is developing Liberal adult education, the provision of basic skills education for adults, and to some extent Higher education. Also, the assessment is mixed. On the one hand a new framework with longer funding periods helps the institutions by creating financial stability. Sudden budget cuts are at the same time creating extra stress in the same institutions. To create a relevant comprehensive system that delivers on both these aspects, the structural reforms need to be assessed. Here the issue of validation is a case in point. Preparations are underway to implement the National Qualifications Framework as a result of the EQF process. This will benefit learners.

Explanation:

⁶⁸ ET2020 national report, Finland (2014), see http://ec.europa.eu/dgs/education_culture/repository/education/policy/strategic-framework/doc/et2020-national-report-fi_en.pdf

⁶⁹ Analysis and results presented by Antero Malin, researcher at Koulutuksen tutkimuslaitos 17.11.2015 at the seminar "Hyvät perustaidot kunniaan".

⁷⁰ Education and Research 2011-2016, a development plan. See <http://www.minedu.fi/export/sites/default/OPM/Julkaisut/2012/liitteet/okm03.pdf>

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

There is a system of tax incentives for companies that invest in CVET⁷¹. Still, many SMEs do not consider training of the workforce as an investment in the same way as other types of investment. The Cedefop Skills forecast (2015) suggests that the largest portion of total job openings as well as replacement needs will be in medium qualification jobs. Finland scores above EU average when we look at the Share of ISCED 3 students in vocational education and training (VET). In 2014 that figure was 70,1% in Finland versus 48,9 in EU as an average⁷².

There is a worrying trend concerning the skill levels in VET. Finland is an exception to the general EU trend of the labour force becoming more highly qualified. By 2025, the proportion of Finland's labour force with high-level qualifications is forecast to fall to 37.1 % from 39.2 % in 2013, but it will still be higher than the 34.9 % recorded in 2005. The employment rate of recent upper secondary graduates¹³ (71.6 % in 2014) is above the EU average, but significantly lower than in 2012 (77.4 %).⁷³

PIAAC data shows that education is a strong driver of skills in Finland, but academic secondary and tertiary education is associated with higher literacy skills than vocational education at similar levels, reflecting on the one hand the content and quality of the education, and on the other that students make different choices based on their interests and abilities. While the government now strives to increase the popularity of VET, the challenge is equally to balance specific and general skills, the latter seen by the OECD and others as crucial future skills⁷⁴.

Liberal Adult education often uses self-assessment as a tool to measure outcomes, as participation is voluntary and the reasons for participating varies. A systematic study of the benefits as seen by the end users is BELL, Benefits of Lifelong Learning. The study shows a number of perceived benefits from the perspective of the learner.⁷⁵

Explanation:

There is a system of tax incentives for companies that invest in CVET⁷⁶. Still, many SMEs do not consider training of the workforce as an investment in the same way as other types of investment. The Cedefop Skills forecast (2015) suggests that the largest portion of total job openings as well as replacement needs will be in medium qualification jobs. Finland scores above EU average when we look at the Share of ISCED 3 students in vocational education and training (VET). In 2014 that figure was 70,1% in Finland versus 48,9 in EU as an average⁷⁷.

There is a worrying trend concerning the skill levels in VET. Finland is an exception to the general EU trend of the labour force becoming more highly qualified. By 2025, the proportion

⁷¹ CEDEFOP database on financing adult learning, see <http://www.cedefop.europa.eu/FinancingAdultLearning/>

⁷² Education and Training Monitor 2015, Finland. See http://ec.europa.eu/dgs/education_culture/repository/education/tools/docs/2015/monitor2015-finland_en.pdf

⁷³ Education and training monitor 2016, Finland, see https://ec.europa.eu/education/sites/education/files/monitor2016-fi_en.pdf

⁷⁴ See for example the OECD Skills Outlook 2017 report Skills and Global Value Chains.

⁷⁵ For more, see the BELL report at <http://www.bell-project.eu/cms/wp-content/uploads/2014/06/Final-Report1.pdf>

⁷⁶ CEDEFOP database on financing adult learning, see <http://www.cedefop.europa.eu/FinancingAdultLearning/>

⁷⁷ Education and Training Monitor 2015, Finland. See http://ec.europa.eu/dgs/education_culture/repository/education/tools/docs/2015/monitor2015-finland_en.pdf

of Finland's labour force with high-level qualifications is forecast to fall to 37.1 % from 39.2 % in 2013, but it will still be higher than the 34.9 % recorded in 2005. The employment rate of recent upper secondary graduates¹³ (71.6 % in 2014) is above the EU average, but significantly lower than in 2012 (77.4 %).⁷⁸

PIAAC data shows that education is a strong driver of skills in Finland, but academic secondary and tertiary education is associated with higher literacy skills than vocational education at similar levels, reflecting on the one hand the content and quality of the education, and on the other that students make different choices based on their interests and abilities. While the government now strives to increase the popularity of VET, the challenge is equally to balance specific and general skills, the latter seen by the OECD and others as crucial future skills⁷⁹.

Liberal Adult education often uses self-assessment as a tool to measure outcomes, as participation is voluntary and the reasons for participating varies. A systematic study of the benefits as seen by the end users is BELL, Benefits of Lifelong Learning. The study shows a number of perceived benefits from the perspective of the learner.⁸⁰

5.5 Deliver learning that is of high quality

Assessment:

Finland provides high quality adult learning.

Explanation:

In Finland this is mainly understood as a question of efficient funding mechanisms. In the ET2020 National report of Finland VET and higher education are singled out as areas where funding is to be, or have been renewed towards performance-based funding. The planned structural and funding reform of liberal adult education aimed to create sufficiently large institutions was met with resistance from the central actors (Finnish Adult Education Association, the Study Centres Association, the Folk High School Association)⁸¹, but went ahead nevertheless. A second aspect is the competence level of the teachers. A reform of teacher education is currently underway. This primarily affects initial education, but may also have ripple effects into adult education.⁸² The final report was submitted in October 2016, and includes a 60 million euro support package over three years to implement the development programme. The process included an open consultation the whole way through and it is as such a good example of an effective consultation process.

⁷⁸ Education and training monitor 2016, Finland, see https://ec.europa.eu/education/sites/education/files/monitor2016-fi_en.pdf

⁷⁹ See for example the OECD Skills Outlook 2017 report Skills and Global Value Chains.

⁸⁰ For more, see the BELL report at <http://www.bell-project.eu/cms/wp-content/uploads/2014/06/Final-Report1.pdf>

⁸¹ ET2020 National report of Finland, see http://ec.europa.eu/dgs/education_culture/repository/education/policy/strategic-framework/doc/et2020-national-report-fi_en.pdf

⁸² Ministry of Education news item, see http://minedu.fi/artikkeli/-/asset_publisher/opettajankoulutuksen-kehittamisohjelma-julkistettiin-opettajien-osaamista-kehittettava-suunnitelmallisesti-lapi-tyouran

5.6 Ensure coherent policy

Assessment:

A coherent policy for Adult Education can be constructed in several different ways. From the expert's perspective the best way to accomplish a useful policy is through a comprehensive Lifelong Learning Strategy. Such an overarching document would include both an overview of the current status and the interdependencies within the whole education system, its relation to various reforms and development agendas of the EU, as well as the preferred future state (and roles) of education in Finland. It would take into account the strategic Government Programme and have an outline of actions to respond to changes in participation, funding and emerging identified needs, based on forecasts, economic development and statistical data.

Explanation:

Even though Finland considers itself a learning country there has been some resistance to establish a comprehensive lifelong learning policy. Until now, the Ministry of labour has overseen some work related education, while the Ministry of Education and Culture has been in charge of most of the education provision. The ministerial unit responsible for adult education has been closed and the work reorganised. Compared to a decade ago adult education as a whole does not enjoy the same status, nor drive.

The close involvement of social partners at all levels in the design and implementation of reforms is important in ensuring successful outcomes. The involvement of social partners is well-established in Finland, but has seen a recent partial draw-back in terms of trust. The Commission has continuously called on Member States to closely consult national social partners when preparing their National Reform Programmes.

6.0 STRENGTH AND WEAKNESSES OF THE ADULT EDUCATION SYSTEM

6.1 The main trends as regards main statistical indicators

The statistics indicate a high and increasing participation rate in Adult Education in all target groups. Participation in adult education remains high, both within the formal and the non-formal system. The participation rate exceeds EU average. This is the result of a largely functioning educational system, high general availability, and high status of education in the mind of Finns. Many see the educational system as a key factor in the development of the modern, democratic and open society that Finland is today, with its high living standards.

Regional equality is ensured by a well-established national network of learning institutions. This is the result of general national policy on regional equality. This helps lower the barriers to learning, and if combined with outreach methods will support a higher participation rate.

6.2 The legal framework, governing adult learning, including policy targets

While studying reforms and policy initiatives in Finland in order to write this report it has become clear to the author that what is missing is coordination between initiatives, and long-term planning in the context of reduction in public expenditure and provision of adult education. While some sectors, such as VET, is currently going through the most extensive reform in 20 years, Liberal adult education is hardly mentioned.

When looking at how the current government has initiated changed, there are signs of a possible shift in approach and method. Throughout the last decade, open coordination processes have become more common, with a view to reach a shared understanding regarding development needs and challenges within adult education. By involving stakeholders, the authorities have managed to some extent to create a shared responsibility. This has also honoured the independence of the sector to find the best ways of accomplishing the desired results, based on the overall strategy as defined by the Ministry. Recent events indicate a wish to exert a more direct control from the government. Together with what the author of this report can only describe as an increasingly instrumental view of education there is a fear we will lose some crucial elements of a hitherto universally acclaimed adult education system. This confrontational approach may also affect institutional cohesion and in a worst-case scenario increase distances between civil society actors, education providers and government actors. A continuous reshuffle and downsizing of the units in the Ministry (and Board) of Education responsible for adult education has magnified the negative impact. This weakness affects the ability to efficiently develop and co-ordinate adult education policy.

Finnish adult education provision is still fundamentally supply-based. Efforts to shift towards a demand-based system have had limited success. An example of this is the proposal of individual learning accounts not being adopted.⁸³ This weakness affects the ability of delivering learning that meets the needs of employers and learners. There are attempts of a

⁸³ Education and research 2011-2016, see <http://www.minedu.fi/export/sites/default/OPM/Julkaisut/2012/liitteet/okm03.pdf>

reform through mainstreaming provision (for the moment in particular within VET and CVET), but this is still mainly done through the lens of a supply-based system. A general, and worrying trend is the increasing instrumentalist view of adult education. This implies that education is increasingly considered a specific tool for specific and measurable policy targets. Usually these targets remain in the quantitative sphere, as that is always easier to measure. With the emergence of PISA and later PIAAC there have been tendencies to only look at some very specific and narrow data, and construct policy targets to respond to these.

6.3 The investment in learning

In Finland most forms of adult education are still free, or available at a very low cost. This is a result of educational policy and national priorities. Government expenditure on all levels of education is above EU average and has been for quite some time, it is likely to remain high in comparison despite the recent cuts. Stakeholders have repeatedly pointed out that the recent budget cuts, the reallocation of funds, the index freezing and other austerity measures, as well as shifting political priorities threaten the system. If the current trend of downsizing public funding in adult education continues, the situation will worsen. If the investments that are being made are increasingly targeted mostly at improving competitiveness and entrepreneurship, cohesion in society will suffer. So while it is important to monitor the amounts spent on education, it is equally important to look at where that money is spent. The effects of reducing funding for education are not immediate. Initial analysis of the impact of earlier cuts in government spending shows that vocational education and training providers have neither reduced study places nor the number of teachers and trainers, but have saved on other aspects such as equipment and investments. Therefore quality, free access for all and territorial coverage have so far not suffered. These issues will warrant close monitoring during the following stages of the reform⁸⁴.

6.4 The assessment of 6 areas of policy intervention

Develop learners' interest in learning

The topic is high on the agenda of the current Government. In the Finland 2025 vision Finland is a country where citizens want to learn new things all the time⁸⁵. The question is how that should be accomplished. The six key projects outlined in the Government Programme mentions a number of actions, but none of them mention learners' interest. The omission is odd. If interest in learning is connected to attitudes towards learning no work is being done in Finland to foster that. Another perspective relates to the social heritage. PIIAC results clearly show that the educational level of the parents heavily influence the educational ambition level of the children. It is clear that Finland could do a lot more to develop learners' interest in learning, both on the attitudinal and socio-economic level.

⁸⁴ Country Report Finland 2017

⁸⁵ Valtioneuvosto, see <http://valtioneuvosto.fi/hallitusohjelma-toteutus/osaaminen>

6.5 Increase employers' investment in learning

Finland is eager to support its employers and to be seen as employer friendly. Tax incentives, cutting red tape and flagship initiatives are methods employed by this and the previous two governments. However, there is a focus on larger enterprises. Most growth comes from start-ups and SMEs. These are also more in need of help and support for training their staff. Here there is a gap/weakness in Finnish policy.

6.6 Improve equity of access for all

Compared to many other member states Finland offers adult education of high quality and moderate costs in most parts of the country. The level of provision is adequate. The result of PIAAC however gives pause for thought. With some estimated 600 000 adults lacking basic skills something is not working properly. There are some examples of good practice, and initiatives to support weaker groups in society. One example is the new programme to support the integration of migrants.

6.7 Deliver learning that is relevant

On the policy level, Finland is trying to make VET more attractive, while also reforming the sector (in funding as well as a limit to the number of occupational offers). Preparations are underway to implement the National Qualifications Framework as a result of the EQF process. This will benefit learners. The government should further develop investment incentives for employers.

6.8 Deliver learning that is of high quality

Finland continues to score well in international comparisons on education. From PISA to PIAAC results speak for themselves. The tradition of lifelong learning is strong in Finland, and the policies that have been in place until now can only be assessed as successful.

6.9 Insurance coherent policy

A coherent policy for Adult Education can be constructed in several different ways. From the expert's perspective the best way to accomplish a useful policy is through a comprehensive Lifelong Learning Strategy. Such an overarching document would include both an overview of the current status and the interdependencies within the whole education system, its relation to various reforms and development agendas of the EU, as well as the preferred future state (and roles) of education in Finland. It would take into account the strategic Government Programme and have an outline of actions to respond to changes in participation, funding and emerging identified needs, based on forecasts, economic development and statistical data.

6.10 Whether the identified weaknesses are being addressed currently in your country and if so, how.

Develop learners' interest in learning

While this issue is mentioned at the top of the Government Programme it remains unclear to the author of this report how the proposed actions would develop learners' interest in learning, as they seem to target institutions and structures, not attitudes and the involvement of learners.

6.11 Increase employers' investment in learning

The support and guidance for SMEs regarding further training needs and attitudes towards seeing learning as an investment on par with other investments is currently not addressed.

6.12 Improve equity of access for all

Support for weak groups and groups at the risk of marginalisation is in place. Adults with low education levels, NEETs and unemployed are the focus of several initiatives.

6.13 Deliver learning that is relevant

On the policy level, Finland is trying to make VET more attractive, while also reforming the sector (in funding as well as a limit to the number of occupational offers). Preparations are underway to implement the National Qualifications Framework as a result of the EQF process. This will benefit learners.

6.14 Ensure coherent policy

In order to ensure a coherent policy all necessary parties must be involved. The merging of institutions such as CIMO and the board of Education in 2017 may, if successful, help create cross-sectoral and ministerial networks. It is important to invite the social partners and the providers at an early stage.

7.0 FURTHER POLICY REFORMS AND ORIENTATIONS NEEDED

Statistics show that Finland has a high participation rate in adult education, but actions are still needed to reach the population with low skills. The employment rate is not far from the ET2020 and national targets, but current trends indicate the targets may not be met. In comparison to the EU Finland has high attainment levels, however, the part of the population with low basic skills remains too high.

To what extent current policy sufficiently addresses those challenges

Current policy does not sufficiently address the need to reach the part of the population that has low skills. The study voucher system has proven to be effective, but the disparity between the amounts applied for by providers and the allocated funds is too big, hampering the effectiveness of the system. Red tape and limitations in terms of restrictive unemployment benefit regulation for unemployed wishing to enter further training programs has caused unnecessary blocks in the system. It is expected that the new law taking effect on 1 January 2018 allowing the unemployed to enter training for up to six months without losing their unemployment benefits will address this challenge to some extent.

Attempts are made to reach the national employment rate target of 78%, especially with help of the Youth Guarantee. However, the government recently admitted that they do not expect to reach the target.

Work is going on towards a national qualification database, Koski. If and when this service becomes a reality (now scheduled for 2018, but it is not the first attempt at such a system) it will help guidance counsellors, learners and providers to better plan educational provision.⁸⁶ Koski includes data on all qualifications an individual has gained (completed as well as not yet completed), as well as information on all ongoing and completed education for that person. Liberal adult education is not included in the first version of the service, but is mentioned as an option for later development.

7.1 What key additional future policy reforms and orientations could be needed (including, but not limited to financing) to address those challenges, and

To improve the participation rate of NEETs and adults with low skills in education and training the Youth Guarantee needs to be extended to all unemployed adults. This is currently being discussed internally, including in the working group on developing basic skills. The national Ohjaamo-network has presented their outline on such a proposal⁸⁷.

To be able to analyse the effectiveness of Adult Education a regular and systematic data collection (quantitative and qualitative) of all policy measures, budget allocations and lifelong learning policy targets is needed.

⁸⁶ For more on Koski, see <https://confluence.csc.fi/display/OPHPALV/Koski>

⁸⁷ Internal discussion in the working group on basic skills for adults, autumn 2017.

There is still work required to implement the NQF (National Qualifications Framework). A current discussion of shifting the measurements of learning outcomes from study credits to "osaamis piste" (approx. competence or knowledge credit) in adult education has gained favours with social partners and representatives of Liberal adult education⁸⁸. The shift took place in Vocational training in 2015, and it seems for example Liberal Adult Education could have a lot to gain if the system gains wider acceptance. This all comes back to the need for all stakeholders to be involved in the policy reform processes from the start.

The guidance system must be developed and improved including a clear set of guiding principles, a defined funding mechanism, and an independent position visavi education providers.

7.2 Whether there are any particular issues with policy implementation and the functioning of the adult education system.

There is no contention that there is a need to improve the effectiveness of Adult Education. The question is rather how that is best accomplished. According to the author of this report a coherent policy is a key starting point, provided it allows for the wide scope of benefits adult education can offer society. Long-term planning is more important than applying education as a tool for short-term goals.

The Vision for Higher Education and Research in 2030 is a good example of how a vision can be developed with the help of the stakeholders. Through an open consultation processes and other public events a lot of valuable feedback has been received, feedback that if included in the strategy significantly, will improve the final paper. Already the stakeholders have underlined the importance of free or low-cost education to foster a lifelong learning attitude, and they have pointed out that higher education helps build an entrepreneurship approach, and that the system is especially important to reach those in society at risk of exclusion with offers of further training.

It is only to be hoped for that when other flagship initiatives and future visions and reforms are planned all relevant stakeholders are involved already in the planning stages. A high level of transparency and continuous use of open consultation methods are also key components for a successful outcome.

The shrinking state budget resources allocated during the last two years to the Ministry of Education and Culture to develop, monitor, evaluate and implement Adult education policies is a source of concern. While the reduction of staff is a way to reduce costs in the short term, it may medium term negatively impact system ability to monitor results and hence impact system efficiency.

⁸⁸ Internal discussion in the working group on basic skills for adults, autumn 2017

8.0 SUMMARY

In terms of statistical performance, Finland is already reaching adult education participation targets in ET2020 in total, but work remains to increase the participation of low-qualified. The ET2020 target of employment is not met, and currently the trend is negative. It seems policy initiatives are not sufficient.

Policy reform in CSR/NRP does not currently address adult education specifically.

A key challenge is to finally complete a comprehensive LLL strategy. The direction is there, but a specific strategy would help to define a vision for Finland, and connect the different policies, initiatives and strategies.

As Finland is still largely within a supply-based provision system, efforts are needed to shift to a demand driven provision. This needs a shared ownership of the question. The recommendations by the EU to develop educational provision in close cooperation with social partners and stakeholders should be reasserted.

Finland is in a process of reducing public expenditure on adult education. It is important to secure the quality and equal access to education in the face of decreasing funding.

It is important that ESF funding must not be treated as one-offs. Methods to mainstream results are needed.

The reform in the funding mechanism of Liberal adult education is showing some promising results. The aim was to provide financial stability and help long-term planning. At the same time the government is cutting support in other areas, which adversely affect also the education sector, including adult education. More careful planning needs to go into the various reforms planned, or carried out, by the Finnish Government, with focus on impact analysis and indirect effects.

8.1 An updated summary of the country statistical performance (concise country overview submitted as a separate document);

The latest employment figures (2016) shows an employment rate of 73,4%. The employment rate in Finland increased between 2000-2012, from 72.3% to 74%. The trend in employment rates in Finland is currently decreasing in a manner that does not support the EU2020 aim of 75%.

The participation rate of adults in education and training is at 26,4% (2016), well above the EU2020 target of 15%.

Finland has managed to meet EU goals in terms of decreasing the share of low-qualified adults in the population. The share of low-qualified adults is at an all-time low in Finland with "only" 11,9% of the population in this cohort (2016).

Finland is currently on par with the EU-28 average in terms of the employment rate for low skilled adults, they both land at 54.3% in 2016.

Participation rate of low skilled adults in Finland is high in EU comparison, with 12,9% of the cohort participating in Lifelong Learning (2016).

8.2 An updated summary of key challenges faced;

No major new reforms were introduced in the period since July 2016, mostly because the reforms were planned at the beginning of the current government (2015) and it is now half way through that government mandate period. Major reforms are scheduled within VET, as reported in the country overview presented last year. The reform of basic skills education for adults is now well underway, with the aim to take effect on 1 January 2018. It is also the intention of this government that several aspects of their reforms are to take effect at the beginning of 2018. There is an ambition to reform teacher training. The need for functional integration education has been recognised, and some additional funds have been allocated.

A new dimension is a number of working groups, assigned to look at the proposed reforms, as well as the CSRs, to comment, produce recommendations, and suggest actions. The idea is to collect reactions, ideas and foundations for recommendations using an open coordination method. All in all, the cuts in public spending on education, the Competitiveness Pact, the upcoming VET reform and the municipality reform has affected the education system, including adult education on many levels. The latest developments include a proposed halt to budget cuts and the introduction of several working groups, tasked with producing recommendations on issues like basic skills, adult education as a tool for integration and more. These are all encouraging steps in the right direction.

8.3 An updated summary of further policy reforms needed

Key policy priorities and actions to properly address most of the challenges in Finland can be found in the government programme.

Looking at numbers we can see that Finland has a high participation rate in adult education, but actions are still needed to reach the population with low skills. The employment rate is not too far from the set EU2020 and national targets, the current economic growth is projected to further improve the employment figures. Finland has, in comparison, high attainment levels; however, the section of the population with low basic skills remains too high.

Finland needs to manage rising distrust, convert a policy of innovation into real jobs, develop a further understanding of the need for general skills, find ways to include social partners in the reform work and create forums for working life to take part more actively.

The newly adopted (2016) curriculum for primary education in Finland puts emphasis on issues like collaboration, oral skills and group work. If OECD is right in their assessment of the skills needed in the future, simply increasing the number of adults with higher education

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

attainment will not suffice, if the content of the education is not simultaneously analysed and reformed.

There is a need to further include business leaders in the development process of educational provision and incentives, as well as enhancing the provision of WPL (work-placed learning). Creating incentives, especially for SMEs to invest in staff training is required. Attitudinal change to start seeing education as an investment is needed. Here reforms in taxation regulations, reforms in validation systems and criteria guiding quality assessments as part of the requirements for public funding should be developed.

9.0 BIBLIOGRAPHY

2015 Joint Report of the Council and the Commission on the implementation of the strategic framework for European cooperation in education and training (ET 2020) <https://publications.europa.eu/en/publication-detail/-/publication/b370b902-a2fe-11e5-b528-01aa75ed71a1>

Adult Skills in the Nordic Region. Key Information-Processing Skills Among Adults in the Nordic Region. (2015) Rosendahls-Scultz Grafisk <http://norden.diva-portal.org/smash/get/diva2:811323/FULLTEXT02.pdf>

An in-depth analysis of adult learning policies and their effectiveness in Europe, ICF Consulting Services Ltd (2015) European Commission https://ec.europa.eu/epale/sites/epale/files/all_in-depth_analysis_of_adult_learning_policies_and_their_effectiveness_in_europe_12.11.2015_pdf.pdf

Benefits of Lifelong Learning BELL Final report (2014) <http://www.bell-project.eu/cms/wp-content/uploads/2014/06/Final-Report1.pdf>

Building Skills For All: A Review of Finland (2015) Musset, Pauline, OECD <https://www.oecd.org/finland/Building-Skills-For-All-A-Review-of-Finland.pdf>

Country Report Finland 2017 Including an In-Depth Review on the prevention and correction of macroeconomic imbalances SWD (2017) 91 Final, Commission staff working document <https://ec.europa.eu/info/sites/info/files/2017-european-semester-country-report-finland-en.pdf>

Education and research 2011-2016, Finland 2012:3, Reports of the Ministry of Education and Culture http://www.oph.fi/download/148961_The_Education_and_Research_Development_Plan.pdf

Education and Training Monitor Finland, (2015) European Union http://ec.europa.eu/dgs/education_culture/repository/education/tools/docs/2015/monitor2015-finland_en.pdf

Education at a glance, Country Note Finland OECD (2014) <https://www.oecd.org/edu/Finland-EAG2014-Country-Note.pdf>

Europe 2020 –Strategy – Finland’s National Programme, spring 2011, Ministry of Finance publications 14c/2011 https://www.eduskunta.fi/FI/vaski/Kirjelma/Documents/e_83+2011.pdf

Eurooppa 2020 –strategia - Suomen kansallinen uudistusohjelma kevät 2016. Valtiovarainministeriön julkaisu 11a/2016 <https://julkaisut.valtioneuvosto.fi/handle/10024/74866>

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

European Commission (2013) The Survey of Adult Skills (PIAAC): Implications for education and training policies in Europe

<https://www.oecd.org/skills/piaac/PIAAC%20EU%20Analysis%2008%2010%202013%20-%20WEB%20version.pdf>

Europeiska Kommissionen (2016) Landrapport Finland 2016, Arbetsdokument från kommissionens avdelningar (SWD 2016 94 final)

Finnish Government (2015) Finland, a land of solutions. Strategic Programme of the Finnish Government

http://valtioneuvosto.fi/documents/10184/1427398/Hallitusohjelma_27052015_final_EN.pdf/f1071fae-a933-4871-bb38-97bdfd324ee6

How does Finland compare? Employment Outlook 2015 OECD (2015), DOI: 10.1787/19991266 <https://www.oecd.org/els/emp/Employment-Outlook-Finland-EN.pdf>

Improving lifelong guidance policies and systems (2005) Cedefop http://www.cedefop.europa.eu/files/4045_en.pdf

Koulutus ja tutkimus 2011-2016 (2011) Ministry of Education and Development

<https://www.google.fi/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0ahUKEwjFzd354eXWAhWiAJokHf7TBgwQFggIMAA&url=http%3A%2F%2Fwww.lamk.fi%2Fprojektit%2Faikoko%2Fasiaa->

[aikuiskoulutuksesta%2FDocuments%2FKoulutus%2520ja%2520tutkimus%2520vuosina%25202011-2016%2520-%2520Kehitt%25C3%25A4missuunnitelma.pdf&usq=AOvVaw3P7wkCwtMrdZZOG1Li1YT7](https://www.google.fi/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0ahUKEwjFzd354eXWAhWiAJokHf7TBgwQFggIMAA&url=http%3A%2F%2Fwww.lamk.fi%2Fprojektit%2Faikoko%2Fasiaa-aikuiskoulutuksesta%2FDocuments%2FKoulutus%2520ja%2520tutkimus%2520vuosina%25202011-2016%2520-%2520Kehitt%25C3%25A4missuunnitelma.pdf&usq=AOvVaw3P7wkCwtMrdZZOG1Li1YT7)

National Report on ET2020, Finland (2014), Ministry of Education and Culture

http://ec.europa.eu/dgs/education_culture/repository/education/policy/strategic-framework/doc/et2020-national-report-fi_en.pdf

New priorities for European cooperation in education and training (2015/C 417/04) [http://eurlex.europa.eu/legal-content/EN/TXT/?uri=celex:52015XG1215\(02\)](http://eurlex.europa.eu/legal-content/EN/TXT/?uri=celex:52015XG1215(02))

Noste-ohjelma 2003–2009 : Loppuraportti (2010), Ministry of Education and Culture <https://julkaisut.valtioneuvosto.fi/handle/10024/75531>

OECD Skills Outlook 2017, Skills and Global Value Chains (2017) OECD

<http://dx.doi.org/10.1787/9789264273351-en>

Suomi osaamisen kasvu-uralle. Opetus- ja kulttuuriministeriön työryhmämuistioita ja selvityksiä 2015: 14. <http://minedu.fi/julkaisu?pubid=URN:ISBN:978-952-263-372-9>

Pareliusson, J. K. (2016), "Age, skills and labour market outcomes in Finland", OECD Economics Department Working Papers, No. 1321, OECD Publishing, Paris. <http://dx.doi.org/10.1787/5jlv23953gq1-en>

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

Työttömien osaamisen kehittäminen. Opetus- ja kulttuuriministeriön julkaisuja 2017:17.
<https://julkaisut.valtioneuvosto.fi/handle/10024/79771>

Websites:

http://valtioneuvosto.fi/sv/artikeln/-/asset_publisher/tyoryhma-esittaa-historiallista-uudistusta-ammattillisen-koulutuksen-tutkintorakenteeseen?

<http://www.minedu.fi/OPM/Koulutus/koulutuspolitiikka/Hankkeet/?lang=fi>

<http://www.taloussanomat.fi/politiikka/2016/08/15/koulutuksesta-leikataan-sittenkin-yliopistoilta-lahtee-14-miljoonaa-tuli-taysin-puskista/20168512/12>

http://www.oph.fi/rahoitus/valtionavustukset/103/0/ammattillisen_koulutuksen_laadun_kehittaminen?language=fi

<https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Redirect>

http://ec.europa.eu/eurostat/statistics-explained/index.php/Europe_2020_indicators_-_education

http://www.stat.fi/til/tyti/index_en.html

http://tyoelama2020.fi/tyoelama_2020_-hanke

<http://julkaisut.valtioneuvosto.fi/handle/10024/75295>

http://tem.fi/en/article/-/asset_publisher/kasvun-edellytyksia-rakentamassa

<http://tem.fi/en/working-life>

http://yle.fi/uutiset/poll_one-fifth_of_finlands_professors_on_corporate_boards/9110617

<http://ec.europa.eu/eurostat/web/europe-2020-indicators/europe-2020-strategy/headline-indicators-scoreboard>

http://ec.europa.eu/europe2020/pdf/csr2016/cr2016_comm_sv.pdf

http://ec.europa.eu/europe2020/pdf/csr2016/cr2016_finland_en.pdf

<https://ktl.jyu.fi/julkaisut/julkaisuluettelo/julkaisut/2014/d112.pdf#page=69>

http://ec.europa.eu/epale/sites/epale/files/all_in-depth_analysis_of_adult_learning_policies_and_their_effectiveness_in_europe_12.11.2015_.pdf.pdf

<https://ktl.jyu.fi/piaac/english>

http://www.minedu.fi/OPM/Tiedotteet/2015/09/osaaminen_koulutus.html?lang=sv

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

<http://valtioneuvosto.fi/documents/10184/321857/Osaaminen-ja-koulutus-040915.pdf/78e7f113-c74d-4602-9905-e7089fe5c396>

<https://www.oecd.org/skills/piaac/PIAAC%20EU%20Analysis%2008%2010%202013%20-%20WEB%20version.pdf>

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Main_Page

<http://www.findikaattori.fi/fi/80>

<http://ek.fi/mita-teemme/talous/perustietoja-suomen-taloudesta/ulkomaankauppa/>

http://www.minedu.fi/OPM/Koulutus/aikuiskoulutus_ja_vapaa_sivistystyoe/?lang=en

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Adult_Education_and_Training

www.minedu.fi/OPM/Koulutus/.../lait_ja_ohjeet/?lang=en

<http://valtioneuvosto.fi/hallitusohjelman-toteutus/osaaminen/karkihanke5>

http://yle.fi/uutiset/peruskoulun_uusi_opetussuunnitelma_voimaan__nain_lapsesi_koulu_muuttuu/9070271

http://www.minedu.fi/OPM/Koulutus/artikkelit/ammattillisen_koulutuksen_koeopenhamina-prosessi/Eurooppalainen_tutkintojen_ja_osaamisen_viitekehys_xEQFx.html

<http://www.taloussanomat.fi/kauppa/2016/09/09/suomalaisyrityksilla-on-iso-ongelma-autossamme-on-liian-pieni-moottori/20169371/12?n=1>

<http://www.oph.fi/rahoitus/valtionosuudet>

http://www.minedu.fi/OPM/Koulutus/aikuiskoulutus_ja_vapaa_sivistystyoe/elinikaisenoppimisenneuvosto/?lang=fi

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Validation_of_Non-formal_and_Informal_Learning

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Lifelong_Learning_Strategy

<http://karvi.fi/en/fineec/>

http://www.cimo.fi/instancedata/prime_product_julkaisu/cimo/embeds/cimowwwstructure/77897_PIAAC_Antero_Malin.pdf

http://tilastokeskus.fi/til/oiop/2015/oiop_2015_2016-12-08_tie_001_fi.html

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

<https://opintopolku.fi/wp/aikuiskoulutus/peruskoulu-aikuisille/>

<https://opintopolku.fi/wp/yliopisto/avoin-yliopisto/>

http://www.oph.fi/koulutus_ja_tutkinnot/vapaa_sivistystyo

http://www.oph.fi/mobility/qualifications_frameworks

<https://opintopolku.fi/wp/aikuiskoulutus/aikuisten-korkeakouluopinnot/>

<https://studieinfo.fi/wp/vuxenutbildning-3/yrkesutbildning-for-vuxna/>

<http://minedu.fi/documents/1410845/3999619/Opetus-+ja+kulttuuriministeri%C3%B6n+talousarvioehdotus+2018/58d43b75-be44-4f71-9869-3191938fe6b4>

http://www.oph.fi/download/184386_lista_nettiin_kansalaisopistot_.pdf

http://www.oph.fi/download/184387_lista_nettiin_kansanopistot_.pdf

http://www.oph.fi/download/184030_Lista_nettiin_opintokeskukset.pdf

http://www.oph.fi/download/182945_paatoslista_nettiin.pdf

<http://www.pohjois-pohjanmaa.fi/file.php?fid=4239>

http://minedu.fi/artikkeli/-/asset_publisher/opettajankoulutuksen-kehittamisohjelma-julkistettiin-opettajien-osaamista-kehitettava-suunnitelmallisesti-lapi-tyouran

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Finland:Organisation_and_Governance

http://valtioneuvosto.fi/artikkeli/-/asset_publisher/tem-n-talousarviossa-erityispanostukset-nopeaan-tyollistymiseen?_101_INSTANCE_3wyslLo1Z0ni_groupId=1410877

http://vm.fi/en/article/-/asset_publisher/10616/kilpailukykysojimus-sai-nimet-alleen

<http://minedu.fi/en/vision-for-higher-education-and-research-in-2030>

<https://vipunen.fi/fi-fi>

<http://valtioneuvosto.fi/en/implementation-of-the-government-programme>

<http://nuorisotakuu.fi/tietoa-nuorisotakuusta>

<https://www.kesayliopistot.fi/summer-universities-in-finland/>

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

https://peda.net/hankkeet/eejn/kokoontumiset/2016-kokoontumiset/1ies/iest1k11/l1eoojns22:file/download/1920181dd98c2d902b2ee89b14614de97b35c2bc/101116_LUONNOS_Maakunnan%20tavoitteet_2017-2022_TT.pdf

<https://confluence.csc.fi/display/OPHPALV/Koski>

<http://www.finlex.fi/fi/laki/alkup/2017/20170120>

<http://www.finlex.fi/fi/laki/alkup/2014/20141129>

<http://www.finlex.fi/fi/laki/ajantasa/1998/19980805>

<http://www.finlex.fi/fi/laki/ajantasa/1998/19980812>

<http://www.finlex.fi/fi/laki/ajantasa/2010/20100310?search%5Btype%5D=pika&search%5Bpika%5D=aikuiskoulutus>

<http://www.finlex.fi/fi/laki/ajantasa/2009/20090770>

<http://ohjaamot.fi/>

http://www.ely-keskus.fi/web/ely/elinikainen-ohjaus;jsessionid=7A50C07405BED9C733E64622C76C5209?p_p_id=122_INSTANCE_aluevalinta&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&p_r_p_564233524_resetCur=true&p_r_p_564233524_categoryId=14398

<http://valtioneuvosto.fi/hallitusohjelman-toteutus/osaaminen>

<http://minedu.fi/amisreformi>

ANNEXES

Annex 1: List of adopted legal Acts

List of adopted legal Acts

Name	Date of adoption	Short description of content
Laki ammatillisesta aikuiskoulutuksesta (531/2017)	1.1.2018	Law on vocational training for adults
Ammattikorkeakoululaki (932/2014)	14.11.2014	Law on Universities of applied sciences.
Laki vapaasta sivistystyöstä (632/1998)	21.8.1998	Liberal Adult Education Act. The act prescribes on liberal adult education institutions and aims at supporting lifelong learning and promoting equality and democracy in society. (http://www.finlex.fi/fi/laki/ajantasa/1998/19980632)
Yliopistolaki (558/2009)	24.7.2009	Law on Universities
Asetus ammatillisesta aikuiskoulutuksesta (Förordning) (812/1998)	11.6.1998	Vocational Adult Education Decree. The decree prescribes on the requirements for competence-based qualifications. (http://www.finlex.fi/fi/laki/ajantasa/1998/19980812)
Asetus ammatillisesta koulutuksesta (Förordning) (811/1998)	11.6.1998	Vocational Education and Training Decree. The decree prescribes on the following: studies and their scope, counselling, on-the-job learning, apprenticeship training, special needs education, assessment and evaluation. Amended by 1139/1999. (http://www.finlex.fi/fi/laki/ajantasa/1998/19980811)

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

Asetus ammatillisesta koulutuksesta annetun asetuksen muuttamisesta (Förordning) (1139/1999)	12.09.1999	Decree on Amending Vocational Education and Training Decree. (http://www.finlex.fi/fi/laki/alkup/1999/19991139)
Asetus vapaasta sivistystyöstä (Förordning) : (805/1998)	11.06.1998	Liberal Adult Education Decree. The decree prescribes on the administration, studies and financing of liberal adult education. (http://www.finlex.fi/fi/laki/ajantasa/1998/19980805)

Annex 2: Inventory of policy interventions

Inventory of policy interventions

Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target? (tick all relevant)						Further details/description (purpose, duration, responsible entity etc.)
				Fosters learners' interest in learning	Employers' investment in learning	Improve equity of access for all	Learning that is relevant	High quality learning	Coherent policy	
Koulutuksen yrittäjyyslinjaukset 2017	http://minedu.fi/yrittajyyslinjaukset		Defining the targets in education that fosters entrepreneurship Building support for entrepreneurial mindsets within all education levels. Improving coordination between different actors.				X			
Korkeakoulujen ja elinkeinoelämän yhteistyön vahvistaminen	http://minedu.fi/korkeakoulut-ja-elinkeinoelama		Improved cooperation between working life and higher education & research. Removal of red tape to facilitate education export State funding for research innovation and development to be awarded on the basis of product viability as well as potential impact An increase in expert clusters, supported by the State and done cross-sectorally		X					

Independent national experts network in the area of adult education/adult skills
Full country report - Finland

Nuorisotakuu	http://minedu.fi/nuorisotakuu		A new one-stop-shop approach is being developed.	X		X				
National strategy for developing lifelong guidance in Finland	http://www.minedu.fi/export/sites/default/OPM/Julkaisut/2011/liitteet/tr15.pdf		1) making services equally accessible for all; 2) supporting individual career management skills; 3) strengthening competences of guidance practitioners; 4) developing a quality assurance system for guidance; and 5) creating a coherent and holistic lifelong guidance system	x		x				
Learning and Competence 2020	Finnish National Board of Education http://www.oph.fi/download/135542_learning_and_competence_2020.pdf		Supervision and development of coherent education policies and their internal relations			x	x			

HOW TO OBTAIN EU PUBLICATIONS

Free publications:

- one copy:
via EU Bookshop (<http://bookshop.europa.eu>);
- more than one copy or posters/maps:
from the European Union's representations (http://ec.europa.eu/represent_en.htm);
from the delegations in non-EU countries
(http://eeas.europa.eu/delegations/index_en.htm);
by contacting the Europe Direct service (http://europa.eu/europedirect/index_en.htm)
or calling 00 800 6 7 8 9 10 11 (freephone number from anywhere in the EU) (*).

(*) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

Priced publications:

- via EU Bookshop (<http://bookshop.europa.eu>).

Priced subscriptions:

- via one of the sales agents of the Publications Office of the European Union
(http://publications.europa.eu/others/agents/index_en.htm).

