

FINLAND

Population: **5,439,000** | Income Level: **High Income** | Policy Decisions: **All Levels** |
Level of Career Development Initiatives on Scale of 1-5: **5**

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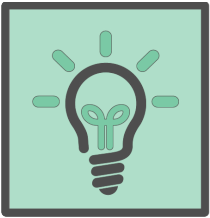
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EMERGING TECHNOLOGIES

Please describe how technologies are CURRENTLY used to support workforce preparation, placement, and development policies for young people in your country.

The current emphasis of the online services is on career information and advice. The main services are developed and maintained by the Finnish Ministry of Employment and the Economy, The Finnish Ministry of Education and Culture and the different education providers. There are few private online career information and career services available. The main services are listed below:

Website www.TE-services.fi has three major services for the users: registration as a job seeker, start job search and look for jobs online (job searches by profession, region, town/city, the length of time or using keywords). The service includes also information about study financing, apprenticeship training, start up grant for establishing a business, information of unemployment benefit, PES –services etc. When using the service called JobWatch- person gets notifications to one’s email or mobile. In the CV-net the user can upload their own CV on the net for employers who are looking for workforce. The EURES-portal provide job vacancies in the EU member states.

An unemployed person can apply for labor market training by filling an online application. Training Watch services sends information on training courses in relation to person’s interest to one’s email address. For young people there are also own information pages on the TE-services website.

Top 3 Barriers for Youth Employment:

1. Disconnect between jobs available and education received.
2. Lack of actual jobs available.
3. Lack of engagement from employers

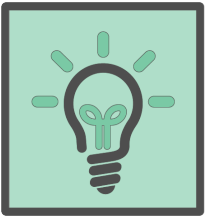
Descriptions of professions and occupations (over 500) or occupational fields (about 100) and “individual career stories” are available in www.ammattinetti.fi. Most of job descriptions (350) are connected to a “career tool” AVO (www.te-palvelut.fi/avo), which helps the user to assess one’s own interests, skills, job preferences and potential restrictions. The online tool connects different occupations with available relevant study programs.

The national help line called Työlinja (Jobline) provides general information on employment and economic development (PES) services. Also educational advice and career guidance (by psychologists) are available. Facebook pages are targeted especially for young users. The helpline maintains a blog “favorable direction” (<http://suotuisasuunta.blogspot.fi/>), a chat service and a Twitter account (<https://twitter.com/tepalvelutfi>)

The “ForeAmmatti” (<http://www.foreammatti.fi/>) is an online labor market forecast service provided by the ministry. When reflecting employment and one’s employability the users can obtain labor market information on opening job vacancies, emerging competence areas, future job descriptions and average wages etc.

The main online educational information is available at www.opintopolku.fi (partly in English: <https://opintopolku.fi/wp2/en/>). The Finnish Ministry of Education and the Finnish National Board of Education are developing this main service in co-operation with key stake holders. The aim is to merge the existing and forthcoming online educational information, career services and information management systems into one coherent integrated online entity targeted for joint use of learners, education providers and public administration. The main services are to be developed in 2011-15 through pilots with a step by step approach. The first services will be online national joint application systems for upper secondary education and higher education.

The national Youth Guarantee Initiative is supported with a website in Finnish and in Swedish languages (www.nuorisotakuu.fi www.ungdomsgaranti.fi) Part of the content is available also in English (www.youthguarantee.fi).



EMERGING TECHNOLOGIES

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How does the use of technology connect with existing structures or provisions of career guidance?

Finland has been developing online career services since early 1990's and within the early systems the emphasis was on web-based educational and occupational information. Currently the use of technology is connected to existing structures. For example the new online service "opintopolku.fi" connects the educational information and training programs to the enrollment mechanism and with the national joint application systems for upper secondary and higher education. The online services of the Finnish Ministry of employment and the economy connect the career tools with educational and occupational information. The services are widely used among the users and the current emphasis of the ministry is on promoting the online services. However, as a whole the integration of technology within existing structures and guidance provision is not yet consistent.

During the current European Social Fund period (2014-20) Finland has started a major initiative to enhance the use of technology in guidance. The goal is to develop an integrated multi-channeled information, advice and guidance system in 2014-20 with a joint concept both in stand-alone online services and regional low-threshold one-stop centers. The web-based portal for information, guidance and counseling services will merge the existing web-based services into one entity in meeting the emerging needs among the citizens in relation to education, training, work or rehabilitation. This new online service will be developed as a part national eGovernance program (SADE program / Service -portal for Citizens).

In the 2003 national core curricula the use of ICT became a compulsory element in career education and each student completing basic education must be introduced the existing online national career information and career services. The goal is to help the students to use the services after their graduation from lifelong learning perspectives and to develop skills to evaluate and select the relevant quality services in the Internet to meet one's individual needs.

The Internet is also used effectively in the management of co-operation between schools and enterprises by an application called "TET-tori" (<http://peda.net/tet/english>). The tool provides information for students on placement options during their Practical

Professional Orientation periods in the companies and the links to related further training programs. It provides also the companies a platform to inform the schools on open vacancies. Thirdly it includes tools for career practitioners to manage this process. The overarching goal is to promote the co-operation and links between working life, different actors in the society and educational facilities.

What are the challenges your country faces related to Emerging Technologies?

1. Integration

The conceptual framework for the new integrated career services (2014-20) is jointly designed by ministries and key national stake holders. The development requires the integration of technology within services from different providers and the use of technology in merging the services into one coherent entity which is accessible and easy to use. It is important that the different systems have interfaces which allow transfer of information and communication between the systems. The development of the web-based guidance services and the one-stop centers is carried out systemically as parallel projects with an aim that in the future they should support each other's activities. One of the challenges is related to the merging of different systems from different sectors into one integrated entity.

2. Engagement of Different Sectors

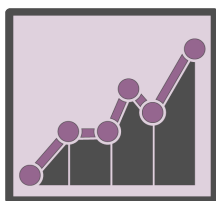
A second challenge is the engagement of different sectors in a jointly agreed strategy in the maintenance and further sustainable development of the services. This includes commitment in long term planning and joint funding mechanisms. It is also important to agree the organization which would be in charge of the maintenance and user support for the services.

3. Data Collection

A third challenge is connected to the data collection and transfer of information in the service. All the stake holders in the process need to agree which personal data is collected in the system, who collects the data, who has access to the data and what are procedures in transferring the data between different sectors and service provider. As a whole, how is the user data used to support the individual process and as an evidence-base for national lifelong guidance policy development.

4. Implementation

A long term challenge is related to the implementation of online services. This includes how to guarantee public access to the services for different user groups. How the citizen entitlements are described in marketing of the services. The competences of the practitioners in the use of technology in guidance are crucial in the implementation of online services and this requires the engagement of training providers in the implementation process. The service providers need to allocate resources for the in-service programs for the guidance professionals in the use of emerging technology.



WHY ROI MATTERS

Please describe how the value and impact of policies for workforce preparation, workforce placement, and development of young people is assessed (if at all) in your country.

In addition to the initiatives to develop a national quality assurance system, since 1950's the ministries have been funding research projects which have a policy focus. Different organizations have developed their own quality measures and client feedback mechanism mainly for internal purposes. However, Finland has not yet been able to create a consistent and coherent feedback mechanism, which would be providing evidence from all the sectors in charge of guidance services. During the last two decades The Finnish Ministry of Employment and the Economy has introduced continuous quality development projects at every level of the labor administration, focusing on labor services in general. The principle has been to support regional and local individual and also small-scale quality development and standard setting projects including vocational guidance.

The criteria for quality standards for all service products were established in 2000-2001 and used as a basis for client follow-up studies and staff training in client services. Some regions/ local PES have used their own implementation of career guidance standards, followed up at the regional/ local level only.

In 2014 the Finnish National Board of Education launched a set of quality criteria for career education and guidance in basic and upper secondary level education. The Finnish Ministry of Employment and the Economy monitors on a monthly basis the implementation of their policy targets which relate to transition from school to work and access to career services after unemployment.

In connection with the implementation of the Youth Guarantee Initiative Finland has published online (www.tietoanuorista.fi) national indicators to monitor the progress of the initiative (e.g. unemployment rates, placement, number of NEETs, well-being etc.). The municipalities can follow their progress using this national reference data.

The Finnish Ministry of Employment and the Ministry of Education and Culture established in 2010 a national lifelong guidance working group

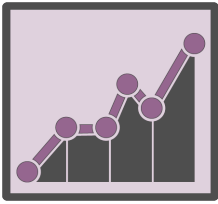
which was extended in 2011 into National Lifelong Guidance Coordination and Cooperation Group. One of the strategic objectives proposed by the group in 2011 was the establishment of a national quality assurance system for lifelong guidance. In 2014 the group sent an invitation to research institutes and stake holders to develop the quality framework and system as a joint effort. This work is in progress. Second, the Finnish Ministry of Education and Culture has designated one university to collect and conduct research which can be used as evidence base for regional and national decision-making in lifelong guidance.

How is the value of career guidance provision in supporting such policies measured?

In addition to organizational level client satisfaction measures there are some national attempts to measure the value of career guidance provision. Since early 2000's The Finnish Ministry of Employment and the Economy has carried customer feedback surveys on main PES services (ASPA), including guidance services. The aim of the surveys has been to examine the different customer groups' experiences of the services they had taken part in at the Employment offices; the general quality of services, the access to services and the feedback on different factors of services as well as the monitoring of the development of customer satisfaction from year to year in order to find out the strengths and to distribute the good working practices. The ASPA results have been systematically used at all levels of the organization for strategic planning and improvements of PES services.

A new prototype for monitoring and assessment of PES guidance services, "Working-life Relations Radar", was implemented in 2014. An individual user can examine one's own situation on eight dimensions which are identified as crucial elements in the transition to the working life (goals and alternatives, confidence, level of activity, flexibility and adaptability, skills and competences, health, significant others and current material situation). The Radar includes also an optional 9th dimension specific for and individual client. This assessment will be carried out by the client at the beginning of the counseling process and a second time at the later phase of the process constitutes a basis for summaries of different client groups. This pilot proposes a new infrastructure for a longer term sustainable feedback mechanisms as a part of the overall national framework for quality development and evidence in vocational guidance.

The latest national evaluations of guidance provision and policies were conducted in 2000-2004 in conjunction with the OECD activity on career policies. After that the ministries and the National Board of education have funded national development programs in schools, higher education and in adult learning. The impact of



WHY ROI MATTERS

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these development projects has been evaluated externally and the data has been used in informing the national policy making in guidance. In addition the universities in charge of counselor training have conducted research projects to support evidence-based practice and policy development.

What are the challenges your country faces related to measuring Return on Investment (ROI)?

In Finland there is a national joint-ministerial strategy for lifelong guidance and at the same time many guidance related measures are included in the strategies of each governmental sectors responsible for guidance related services. The implementation and impact evaluation of the services is decentralized under each sector. Thus there are many parallel feedback mechanisms to measure the return of investment. The main challenge is to develop a joint sustainable feedback mechanism with jointly agreed indicators which serves the different governmental sectors and service providers. The work towards a common framework was started in the autumn 2014 in accordance to the proposal of the National Lifelong Guidance Coordination and Cooperation Group.

2015 International Symposium Goal:

“ Share experiences and get new insights on new approaches and ideas in developing coherent guidance practices, systems, and policies.”



ENGAGING EMPLOYERS

Please describe the formal and informal roles and mechanisms that employers play/participate in to support workforce preparation, workforce placement, and development of young people in your country.

In Finland the employers and the enterprises participate in so called tripartite cooperation. This means cooperation between public administration (state and municipalities), employer organizations and trade unions in defining both short and long term goals for educational and labor market policies. A concrete example of this cooperation is the Finnish model of Youth Guarantee Initiative which is described in more details in the answer for question 16. The tripartite cooperation takes place both nationally and regionally. In the Finnish education system the employers and enterprises participate in labor force development, training and employment by providing placement for Practical Professional Orientation periods for students

in basic education, internships for VET students and traineeships for students in higher education. In the apprenticeship programs the employers have a crucial role, because a major part of the vocational training takes place in the work place. In the validation process of prior learning of adults the competence-based exams takes place in the work places as well.

The clients of the employment and economic offices can attend to labor market training which is jointly funded by the companies and employment services. The content of the training is customized to meet the competence needs of local employers and companies. The companies provide placements for short traineeships to test different occupations and also short term placement with wage-subsidy from the employment services. The employment services have a long tradition on local and national co-operation and this co-operation has been even strengthened during the last decade. The current emphasis is to develop the forecasts on labor market



ENGAGING EMPLOYERS

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information by structured cooperation.

What policies exist, if any, to support employer engagement? Please refer to occupational and labor market information, work experience, interventions in education and training institutions, and career guidance.

The employer engagement is supported by intensive tripartite co-operation and by means of emerging online services, placements, pilots and work experience as mentioned in the response to the question 15. The employers get direct financial benefits in jointly funded labor market training programs in wage-subsidy mechanisms. The employers can get a subsidy to cover some of the costs in recruiting an unemployed person for a certain period of time under certain specific conditions.

The current employment policies identify three priority groups for active measures, those who are unemployed due to structural changes in the labor market, long term unemployed and migrants. The unemployed youth are especially in the policy focus and the measures are merged in the Youth Guarantee Initiative. In Finland the Youth Guarantee Initiative is a tripartite measure. The Public administration (the state and municipalities), companies, employer organizations, trade unions are committed and engaged in the design, follow-up, evaluation and development of the Youth Guarantee.

Everyone under the age of 25 and recent graduates between the ages of 25 and 29 must be offered an active choice most appropriate to the person's situation no later than three months into a period of continuous unemployment.

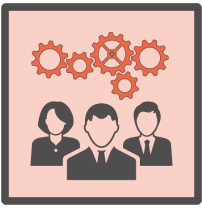
The objective of the youth guarantee is to help young people gain access to education and employment. Successful execution of the youth guarantee requires cooperation among national and municipal authorities, the business sector and organizations. Means of implementing the Youth guarantee include measures related to the educational guarantee, the skills program for young adults, employment and economic development services for youth (PES) and rehabilitation services, including municipal social and health care services and other individual services for young people, such as youth outreach work and youth workshop activities.

What are the challenges your country faces related to Engaging Employers?

In Finland the structural changes in the labor market and the economic recession limit the opportunities of the companies to commit themselves in the labor force development and employment. The companies have now limited opportunities to participate to the development of training and joint development projects. The companies are participating more actively when there is opportunities for subsidies from the governments. The HRD strategies have often only short term goals - the companies do not foresee the benefits of long term staff development programs and targeted career services.

Top 3 Priority Groups for Active Measures:

1. Unemployed due to structural changes in the labor market
2. Long term unemployed and migrants
3. The youth entering the workforce



INTEGRATED POLICIES: CREATING SYSTEMS THAT WORK

Please describe how policies for workforce preparation (including entrepreneurship) and workforce placement are integrated or coordinated, if at all, in your country. Who and/or what is driving the integration or coordination? How are local communities and public service users involved, if at all, in those policies?

The reform of the funding mechanisms and organizational structures for upper secondary level general and vocational education is implemented in the beginning of 2017. The reform seeks for better efficiency and better functioning of the structures in meeting the needs of both learners and the labor market.

The education providers are awarded of outcomes of the education instead of the number of students. At least half of the training budgets will be based on the number of completed training programs or parts of the programs and the effectiveness of the training programs (for examples placements after transition to the labor market and the permeability in programs). The reform seeks to shorten the individual training paths and better recognition and validation of prior non-formal and informal learning. The reform of training structures seeks for stronger units in charge of the training provision and flexibility in responding the local and national training needs.

The design and implementation of the Youth Guarantee Initiative is co-ordinated by a tripartite national working group chaired by the Finnish Ministry of Employment and the Economy. The working group has representatives from relevant ministries, employer organizations, trade unions and training providers.

The Finnish Ministry of Employment and the Ministry of Education and Culture established in 2010 a national lifelong guidance working group which was extended in 2011 into National Lifelong Guidance Coordination and Cooperation Group. The new mandate of the Group covers the years 2015-18. The goal of this national forum is to enhance national, regional and local information, advice and guidance services with lifelong approach, support the implementation of the Youth Guarantee Initiative and strengthen multi-administrative and multi-professional co-operation among the service providers and policy makers. The Group acts as a steering group for the national development programs in guidance under the European Social Funds. The National Lifelong Guidance Coordination and Cooperation Group has defined the following strategic objectives for developing lifelong and life wide guidance in Finland:

Objectives for Developing Lifelong Guidance

1. Services will be equally accessible for all and they meet the individual needs
2. Individual career management skills will be strengthened
3. Those who work in the field of guidance will have the required knowledge, skills and competences
4. A quality assurance system for guidance will be developed
5. The guidance system will function as a coherent and holistic entity

In 2013 the regional Centers for Economic Development, Transport and the Environment (ELY-centres) were given a task to coordinate the development work on lifelong guidance provision in their own region. The co-ordination task is supported by regional lifelong guidance working groups with representatives of the service providers and key stake holders. This new coordination model of guidance services is implemented in accordance with the five strategic goals for lifelong guidance in Finland as defined by the Ministry of Education and Culture and the Ministry of Employment and the Economy in 2011.

Major Challenges:

1. The Youth Guarantee Initiative, how to reach the adolescents who are not using the existing career service
2. Engaging employers in developing lifelong learning and guidance services
3. Guarantee political emphasis for lifelong guidance and the sufficient economic resources



INTEGRATED POLICIES: CREATING SYSTEMS THAT WORK

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To what extent do these sectors coordinate such policy or program initiatives? To what extent do they include career guidance/advice/information provision? How useful and efficient are these to support the policy initiatives?

In Finland the national and regional co-operation in the design and implementation of career services has a tradition of many decades. The previous answer to question 18 describes the current features of the co-operation.

During the last two decades the guidance services have been developed in a number of national projects. One of the most recent initiative in adult guidance was implemented 2007-14 with the support of European Social Funds. This "Opinovi" (www.opinovi.fi) initiative hosted 52 regional sub-projects focusing on local guidance strategies, cross-sectoral guidance services and co-operation, staff development and multi-channeled services. According to the impact evaluation of the project the main outcomes are the evolution of local networks in the service provision. Second, the project was important in raising awareness of cross-sectoral guidance services and promoting citizen-centered approach in guidance.

What are the challenges your country faces related to Integrated Policies: Creating Systems that work?

Finland is rather big with area, and with total 5.4 million people some parts of it is sparsely populated. During the last decades as an outcome of internal migration the population is concentrated in few growing cities, especially in the metropolitan area in Southern Finland. Some rural parts of the Northern and Eastern Finland are becoming almost desolated. The opportunities in access to education and employment in different parts in Finland are uneven for citizens, especially for young generations. Some areas are facing difficulties to allocate sufficient resources to maintain the key public services. The main challenge on the national level is how to maintain equal access in public services in different parts of the country, including information, advice and guidance. One solution in widening access and maintaining social equity in information, advice and guidance services is systematic use of information and communication technology.

During the last decade there is national evidence that part of the youth who might benefit from guidance services are for some reason not using the existing services. This will require further analysis of the needs and demand for guidance among different user groups and which would be the most efficient delivery mode to reach these user groups.



Are there any other unique challenges within your country to which you would like to draw attention?

1. Youth Guarantee Initiative

The Youth Guarantee (http://www.nuorisotakuu.fi/en/youth_guarantee) is an example of successful programs and policies. (See answers to previous questions).

2. One-Stop Guidance Centers

A second example is the development of One-Stop Guidance Centers and integrated online services as an easy access service point for young people below the age of 30. The Center gives support to young people in transitions and encourages them to remain in education and work. The Center functions as an aid for young people until a longer term solution to the situation is found, or until the young person starts studying or moves into employment. As well as official bodies, educational institutions and workshops, social rehabilitation and health services, the Center's wide collaborative network includes third sector organizations, voluntary organizations and other bodies that work with young people. The Center also functions as a link to the business community through local companies and trade associations and promotes meetings between employers and young people. The young people themselves are actively involved with the Center and can implement various peer-based group activities.

As a service model, the Center strengthens and simplifies services for young people and eliminates the duplication of activities. The services complement the national net-based guidance service. Development of this service is co-ordinated by the Central Finland ELY Centre through its "Kohtaamo" project. In addition, face to face services support existing multi-channel approaches such as the national telephone helpline and education advisory service provided through the TE Customer Service Centre and the Finnish National Board of Education's *Studyinfo.fi* portal.

The One-Stop-Guidance Centers are based on the knowledge, advisory and guidance services of various organizations as well as on the complementary skills and cooperation between social and health care providers. The operating model requires strong partnerships between the various actors and will develop new operating practices and skills in multi-sector management. The fundamental idea of the operation of the Center is that the professionals

working at a Center work as employees of their host organizations (e.g. municipality, career and education guidance, educational institution, the Kela benefits service, etc), but are based in the joint Center premises. The labor input into a Center's operation can vary from full time to collaborative periodic on-duty sessions. The development of the competences of those working at the Center is supported by the Ministry of Education and Culture.

The model of the One-Stop-Guidance Center will be merged with the Youth Guarantee municipal experiment that will be implemented during 2015–2016 through the Ministry of Finance. The objective of the municipal experiment is to strengthen cooperation between municipalities and the career and education guidance service to improve the effectiveness of services for young people.

The Finnish Institute for Educational research has carried longitudinal research on the design of networked lifelong guidance services and policies. The summary reports include a framework for the service design and for management and leadership of these kind of Networks: The Networked Guidance Service Provision (NEGSEP) Model (<https://ktl.jyu.fi/en/publications/d095>) Towards leadership and management in guidance and counseling networks in Finland (<https://ktl.jyu.fi/en/publications/d096>)

What is the extent and nature of government funding to support these developments? From which sources and for what purposes (distinguishing system development, system maintenance, and service delivery)? Where possible, please quantify the government funding provided.

The Youth Guarantee Initiative is part of the current government program with 60 Million Euros/year. The government allocates also 27-52 Million Euros annually for the competence development program for adolescents and 4,7 Million Euros/year for rehabilitation.

The total budget for the development for One-Stop Guidance Centres and integrated online services 2014-20 is 26 Million Euros. The main funding (23,6 Million Euros) for the project is included in the national European Social Fund budget. The local authorities and stake holders invest 2,4 Million Euros on this project.

This year (2015) the Finnish Ministry of Employment and the Economy decided to give a Subsidy to the regional Centers for Economic Development, Transport and the Environment (ELY-centres) for developing regional Lifelong Guidance Systems and Services. The Finnish Ministry of Education and Culture has been given same kind of Subsidy to the ELY-Centres for the same target already for a few years.

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