

The Country Paper should not exceed 25 pages, including the cover page.
The finalized Country Paper should be submitted via email at ICCDPP2017@krivnet.re.kr in Word (.doc file).

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Finland

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Introduction

We are now at a crucial crossroads where decisions must be made.

The structures of work opportunity are undergoing massive changes in most countries. Information and communications technology have significantly changed how organisations and businesses function. The local and national economies are affected by the global economy in ways that could not have been envisaged 30 years ago. Many people struggle to make a living. Incomes have been stuck for many years while the cost of living is steadily increasing. Wealth and income inequality is growing with wealth increasingly concentrated among a small percentage of the population. Youth unemployment and underemployment rates are universally high. Career pathways are very unclear. There remains a disconnection between education & training and the world of work, and between career development practitioners in all sectors and employers. The era of the 4th Industrial Revolution and Artificial Intelligence (AI) has arrived. Automation is increasingly encroaching and reshaping work in many economic sectors. The future of work is uncertain and unclear.

To deal with these issues above, we need to seek approaches and methods that meet individual career needs and produce measurable results that are practical and socially relevant for individuals and societies.

The career development sector addresses the challenges of bridging the supply and demand sided of the labour market and enhancing the prospects of our economy and society. It equips individuals to make educational, training and work choices that will afford them decent work and future opportunity and helps employers to access qualified and productive workers.

How is the career development sector in your country facing the challenge of being relevant and current in the context of such massive change? How have the personal, social and economic impacts of its programs and services been demonstrated and/or transformed in response to changes in the labour market? What can funders and policy makers realistically expect from programs and services provided within the sector? What can the public and employers realistically expect? What are the implications for policy and practice going forward?

The 2017 Symposium invites countries to examine the crossroads at which the relevance and impact of career development interact with the significant changes occurring in their labour markets and to explore constructive and impactful career development responses. Countries are expected to develop a Country Paper in which the following four themes will be addressed:



Theme 1

Understanding how work opportunities are changing



Theme 2

Ensuring that content and delivery of career development programs and services are relevant



Theme 3

Improving career practitioner training and practice



Theme 4

Reforming career services in education and labour to focus on career competencies and successful transitions

In reference to these themes, countries are encouraged to pay specific attention wherever possible to:

- Key elements in your country that are guiding policy development and implementation
- Examples of specific outcomes that are resulting from policy implementation and how these outcomes are measured
- Examples of promising implementation strategies.

General question

1. Please indicate the theme that you are the most interested in discussing (Please note that country teams will participate in all sub-themes discussions during the symposium.)
 - Understanding how work opportunities are changing
 - Ensuring that content and delivery of career development programs and services are relevant
 - Improving career practitioner training and practice
 - Reforming career services in education and labour market sectors to focus on career competencies and successful transitions

2. Please indicate your reasons for participating for this symposium.

- Finland is currently preparing a substantial national reform on national and regional administration, including the reorganization of information, advice and guidance services

The reform of upper secondary level vocational education aims to create a competence-based customer-oriented system and to improve efficiency and this implies a new type of demand for guidance services

Finland has received recently an increased number of refugees and immigrants with new demand for education and employment and related services such as guidance and validation of prior learning

We want to share experiences in refining the national information, advice and guidance services and aware of the current global state of art of the services as well as the emerging trends in the field.

We want to develop the national services taking into account the global trends and use this opportunity for mutual policy learning. The fact that we are living, learning and working in a global world means meeting the needs of a global clientele. Thus guidance and counselling services offered nationally/regionally will have to be adapted/adjusted/refitted to serving such complex and multifaceted demands. Against this background knowledge sharing and collaborative benchmarking between countries are regarded increasingly important from the Finnish perspective for future guidance policy design and development

3. To what degree are the established career content, programs and services in your country in meeting the career needs of the population?

(4)/5

4. On a scale of 1(Lowest) – 5(Highest), how does career development provided in schools, produce 'career ready school leavers' in your country?

(5)/5

5. On a scale of 1(Lowest) – 5(Highest), what is the strength of the public policy evidence base for career development in your country?

(3)/5

Thematic questions

Questions to help you to organise your country responses to the four specific themes are outlined below:



Understanding how work opportunities are changing

6. What are the major changes that are taking place in access to, or maintenance of, or progression in employment and/or livelihood possibilities for youth and adults in your country?

- Finland is facing a long-term economic downturn (2009-2016) due to the temporarily collapse of the previous success in the information and communication technology industry. The previous main fields in export trade (metal, forestry) have had difficulties and there has been only limited growth in domestic markets. Also the Crimean crisis in 2014 and the related EU sanctions on the trade with Russia have severely affected the Finnish economy, especially in the Eastern parts of the country where the trade with Russia is traditionally very active. These developments have led to low employment rate, higher unemployment rates and increased long-term unemployment. Also youth unemployment has remained on a relatively high level compared to many other EU and OECD countries despite active measures taken to help young people find employment through the Youth Guarantee programme and other initiatives.

The number of jobs for lower and mid-level qualifications has decreased, 100 000 adolescents and altogether 300 000 citizens of active labour force have only basic level qualifications.

On the average, the level of qualifications in Finland is high, but the growth of this level has become slower compared to other countries. For example, the number of citizens with a doctoral degree is on the increase, but they have immense difficulties in finding employment in Finland. Thus many are looking for job and career opportunities abroad, which have initiated a lively discussion about brain drain in Finland.

The new demands from labour market and from so called new forms of labour (digitalization, flexibility, continuous learning, marketing yourself, internationalization) are two difficult and complex tasks compared to their existing career management skills for a number of adolescents and adults. This generates parallel employment and skills shortages. This skills mismatch is also problematic in terms of internal national migration – in capital area there are skill shortages but the housing is extremely expensive compared to other parts of the country.

The immigration to Finland increased substantially in 2014-15 due to refugee crisis, one of the challenges is how to guarantee proper integration, validation of competences, upskilling and employment for the refugees. Some 30000 immigrants with various statutes (refugees, asylum-seekers, family reunifications, ...) arrived in Finland in 2015 and were placed at reception centres across the country, often in smaller municipalities.

Positive changes in the national labour market are related in the growth in marine and shipbuilding industry, car industry, construction and forestry as well as in new emerging potential in bio-based economy and energy economy. Also gaming industry is performing well and growing, although its share of the national economy is still rather small.

http://www.kela.fi/web/en/news-archive/-/asset_publisher/IN08GY2nIzZo/content/finnish-basic-income-experiment-attracts-broad-international-interest?_101_INSTANCE_3a1vR0IztzeZ_redirect=%2Fweb%2Fen

Finnish basic income experiment attracts broad international interest.

The social security system administered by Kela, the Finnish Social Insurance Institution, is an important part of Finnish society and its development. Launched on 1 January 2017, the Finnish basic income experiment is being conducted among 2,000 persons between ages 25 and 58, who will receive a monthly basic income of €560 for two years. The experiment will be implemented by Kela, and it has drawn exceptional interest internationally from the USA, Canada, Japan, and many more. Those randomly selected 25-58 year-old citizens before becoming involved in this experiment had received labour market support (87 % of the beneficiaries) or basic daily allowance (13 % of the beneficiaries) from Kela in November 2016. The gender division among the beneficiaries is well balanced as 48 % are women and 52 % men. The age spread is as follows: 30 % of beneficiaries are 25-34, 29 % 35-44 and 41 % 45-58 years old. This experiment allows the beneficiaries to work and/or go entrepreneurial without losing the basic income. However, if the beneficiary, for example, decides to move abroad or starts his/her military service, then the person has no right for receiving this benefit anymore.

The second round of OECD's Survey of Adult Skills (PIAAC) took place in 2014-2015. Nine new countries participated in it and their results were amalgamated with results from the first round in 2012, in which Finland participated with 23 other countries. Back then Finland was highly successful and now the results of these nine new countries do not bring about any significant changes to Finland's PIAAC ranking. Finland still came second for literacy and numeracy skills. In problem-solving in technology-rich environments, Finland was bested by New Zealand. The steering and financing of the survey relied on cooperation between the Ministry of Education and Culture, the Ministry of Economy Affairs and Employment and the Finnish National Board of Education. [The OECD-coordinated Programme for International Assessment of Adult Competencies (PIAAC) assesses the literacy and numeracy skills of adults (aged 16–65, scale 1-5) as well as problem-solving skills in technology-rich environments (scale 1-3)]. OECD report 2016 <http://www.minedu.fi/OPM/Tiedotteet/2016/12/PISA2015.html?lang=en>

The focus in the OECD's PISA 2015 Programme for International Student Assessment was on scientific literacy. In the triennial survey, Finnish 15-year-olds ranked in third place among the OECD countries in scientific literacy. Finnish students were still among the best in reading literacy, and mathematical literacy has remained unchanged. There is a lack of enthusiasm for science, however, and this is reflected in a drop in score points. The mean score points (531) in scientific literacy placed Finnish 15-year-olds in third place among the OECD countries. Japan's score points (538) were higher than the rest of the OECD countries. The difference in the score points of Finland, Estonia and Canada (528) was not statistically significant. Singapore (556), Japan, Estonia and Taiwan (532) ranked higher than Finland among all the participating countries and economies. The score points of all these countries and economies were substantially higher than the average for the OECD countries. It is noteworthy and worrying that Finland's average score in scientific literacy has dropped by 32 score points relative to 2006, when the focus was last on science performance. The drop amounts to nearly one full academic year's performance. The PISA assessment shows that every year the basic skills in scientific literacy of over 6,000 students in Finland are inadequate (age cohort around 60,000). This increases the risk of coping with further studies and with the demands of modern working life later on in life.

7. From your knowledge, what are the major drivers/factors behind these changes? -
*examples required

- The changes in global economy has implications to Finland as well, the competitiveness has weakened as an outcome of increased global competition. There are fewer investments in the economy and lack of flexibility (rigid contracts on working hours). A relatively new phenomenon in Finland is that many traditionally Finnish companies have been sold to foreign investors, which means that there is a capital flow from Finland to the investor countries (incl. China, Japan, other EU and EEA countries,...).

The strongest driver in the Information and Communication Technology (Nokia) collapsed. The slow product development process in forestry and decreasing markets of former strong and traditional products.

The national labour market has not been agile enough to meet the challenges of globalization (not enough new investments, lack of flexibility in competence development, working hours and in salaries)

Too fast downsizing of public sector (e.g. education and other public services) during this recent economic downturn, and ongoing restructuring of national authorities. The most recent institutional merger that also has an impact on guidance and counselling in the education and training sector in Finland took place between the Centre for International Mobility CIMO and the Finnish National Board of Education FNBE. These two national authorities were merged to the Finnish National Agency for Education EDUFI as of 1 January 2017. This new agency continues the prior obligations and responsibilities of the two former institutions, CIMO and FNBE. Among

the numerous duties of this new national authority that are based on legislation, the development of guidance and counselling across all levels of education/training and different types of educational institutions remains to be one of its tasks (incl. curricular development). Further, the Finnish National Agency for Education acts as the Finnish Euroguidance Centre (part of a European guidance network) whose main task is to promote international mobility for learning and to foster the European dimension in lifelong guidance.

The factors behind positive changes relate to growth in the global economy and the recent national measures to improve competitiveness (e.g. moderate development of pay policies, reforms in working hours). In addition, the new innovations in ship building industry, forestry, bio-based economy and energy economy there has been new innovations in product development.

There are many explanatory causes for the falling learning outcomes among pupils in Finland (based on the PISA results). At least partly this is due to youngsters being attracted (or occasionally even addicted) to mobile technology and gaming so that they have largely lost their interest in schooling. Even if the Finnish schools do their best to apply modern technology and digital applications to teaching and learning, not all teachers are sufficiently equipped and trained for using them well and integrating them in the learning process in a meaningful way. On top of this, the economic crisis (2009-2016) has affected many families. Their economic situation has severely deteriorated, which in turn has weakened the children's well-being in the families and their school motivation has dropped. The polarization between "the poor and the rich" has been on the rise in the past years, and this has resulted in social and economic problems to those affected (incl. children). Further, the division/split between the flourishing urban and declining rural regions and people living in them has become stronger and more obvious. Among other things, this leads to less schooling opportunities for youngsters in the countryside as it is difficult to maintain the school network across the whole country and to attract the best teachers to smaller towns.

<https://www.etla.fi/julkaisut/neet-nuorten-tulkinnassa-korjattavaa/>

Over the past months there have been lively discussions about Finnish NEETs, i.e. those young people who are Not in Education, Employment, or Training. Recent OECD calculations show that of all the OECD countries, the NEET share of people aged 20–24 is among the highest in Finland, 18.3 %. In addition, the share is reported to be substantially higher among men than women, 21.1 vs. 15.4 %. In the discussions it has been overlooked that a young person classified as a NEET is not necessarily marginalized or even at risk of marginalization. A plausible estimate of the share of 20–24 year-olds facing a non-negligible risk of marginalization is around 10 % or slightly lower.

8. How are education, training and employment policies and practices in your country responding, if at all, to these changes?

- Finland has adopted new core curricula in comprehensive and upper secondary level education

in August 2016. The new core curricula focus on strengthening the acquisition of basic transversal skills (e.g. career management skills, employability skills, digital literacy, and programming). At the same time, there are cuts in financial resources in education with increased teacher/student ratios and decreased optional courses. These cuts may jeopardize the expected outcomes of the reforms in education.

The forthcoming reform of vocational upper secondary education in Finland (2018) will also have impact on need for new forms of guidance services. Instead of the current supply-oriented approach, the government is promoting demand-driven approach with competence-based modules and validation of non-formal and informal learning. Each student will have the possibility to design an individually appropriate path to finish an entire qualification or a supplementary skill set. The aim is to achieve flexible study paths and longer work careers. The education providers will have increased freedom in organizing their activities, including career education and guidance. At the same time, there are major cuts in financial resources for VET, and this endangers the implementation of the reform in a quality manner. A successful implementation of this reform would require increased and comprehensive career services. In January 2017, the sufficient role and mandate of guidance in this VET reform were not yet defined nationally.

The tertiary education institutes have increased and intensified their mutual co-operation. The overall investment in HE has decreased, although the government has allocated some additional resources to strategically selected research themes.

The employment training has been developed to better meet the skills needs in the labour market with increased emphasis on entrepreneurship learning. The management and administration of employment training leading to certifications will be moved from the Ministry of Employment and the Economy to the Ministry of Education and Culture.

The government has adopted new measures to promote flexibility in labour market and easier transition to labour market by a basic income experiment for citizens. On the other hand, the conditions in accepting placements offers are more explicit for unemployed.

There have been severe cuts in the number of staff members in public employment and business services in Finland. At the same time, the employment services have been under-resourced in relation to high unemployment and low employment rates compared with other Nordic countries e.g. with Sweden and Denmark. The current form employment services and business services will be terminated in the beginning of 2019 and combined to new Growth services. The new Growth services will be organised by 18 regions and the actual services can be delivered by private companies, or companies established by current public sector or third sector voluntary organisations.

The Government will continue activities within the youth guarantee initiative, but with decreased financial resources. The government will pay attention to the recently increased

number of NEETs and initiates measures to promote skills development and transition to employment.

The information, advice and online employment services of the employment sector has strengthened the career guidance elements in their service provision and this service will be maintained as a national service alongside with the regional services.

In order to promote active citizenship, inclusion and transition to employment, Finland has established new cross-sectoral One-Stop-Guidance centres (Ohjaamo-centers) which low-threshold services. In the beginning of 2017 there are around 40 pilot centres in Finland. The service providers from different sectors (national and local employment services, youth services, career practitioners in schools, social and health professionals, and voluntary third sector) are very committed to this new cross-sectoral and networked service model.

The National Lifelong Guidance Working Group for which the Ministry of Education and Culture and the Ministry of Economic Affairs and Employment jointly are responsible has developed and endorsed national guidelines for the development of cross-sectoral and integrated guidance services for all age groups in Finland.

Alongside with the face-to-face services there is a parallel national development project for integrated all-age online career services.

Since the 1990s the Finnish society has gradually become more multicultural. Migration to Finland for studying, training and working purposes as well as on humanitarian grounds has increased ever since. The sudden peak in migration was seen in 2015 due to the refugee crisis in Europe, which affected Finland as well. This unexpected influx of refugees and asylum-seekers created tremendous pressure on the national authorities as to provide shelter and other types of integration support to the newly arrived migrants. The national authorities, the Ministry of Education and Culture and the Ministry of Economic Affairs and Employment in the lead, have taken active measures to find solutions to providing education, training and employment opportunities for the newcomers (municipalities, employers, NGOs, etc. have contributed as well). There are high-level task forces set up by the two ministries to contribute to creating a strategy for supporting the integration of migrants in Finland. The Advisory Group on Migrants' learning paths and integration under the Ministry of Education and Culture and the Working Group on Migrants' paths and transitions under the Ministry of Economic Affairs and Employment will submit their final reports in February and June 2017. These reports, in which guidance and counselling are an integral element, will give an overview of the development needs there are in relation to supporting migrants' participation and smooth transitions in education and employment in Finland as well as make concrete proposals for measures to be taken to improve migrants' overall inclusion in society. (See <http://www.kotouttaminen.fi>)

Finland has a National Working Life Development Strategy for 2020 (http://www.tyoelama2020.fi/files/104/Strategy_2020.pdf). The strategy consists of four pillars:

innovation and productivity, trust and cooperation, health and well-being at work, and a competent workforce. By many indicators based on international comparative studies, the Finnish working life is doing well, yet it can always be further improved and made more competitive in the global market. Finland needs talented, highly qualified and well-educated people who can successfully operate in an international working life. Thus the National Working Life Development Strategy has also addressed the hugely important issue of how to facilitate the labour market access for migrants already residing in Finland and how to utilize their skills and competences in working life. Within this strategy, a wide range of projects and activities have been implemented to open the door for migrants to working life in Finland. Guidance and counselling support is a crucial element in all these initiatives.

9. What evidence is there, if any, of the impact of these policies and practices on improved access to work opportunities for youth and adults (please refer as appropriate to access issues covering gender, seniors, disabled and other minorities)?

- The above mentioned national initiatives have not yet had a strong impact on increasing the employment rates or on emerging employment opportunities for adults. For example the number of long-term unemployed has remained alarming high.

The feedback from clients on the content and quality of the employment services is positive and there are promising outcomes of the new activities.

Taking into account the decreased financial resources the client feedback is still good.

During the recent economic downturn, there has been only little increase on the youth unemployment rates. The government has been able to implement active labour market measures to promote employment, such as internships, work try-outs, coaching and subsidised work placements. In 2017 the youth unemployment has decreased. The feedback on the services of the new One-stop-guidance centres has been really positive. The centres have succeeded especially in activating young male clients with special needs. The One-stop-guidance centres have contributed also to guidance services for migrants and refugees.

10. What evidence is there, if any, of the impact of these policies and practices on improved access to appropriate workers by employers?

- There is no robust evidence available whether the above mentioned improved guidance services specifically have improved the skills match and helped the employers in getting more skilled labour force. However, the increased co-operation between public employment services and private recruiting companies has helped the employers to recruit labour force which relatively well meet their needs.



Ensuring that content and delivery of career development programs and services are relevant

11. What reforms, if any, have already taken place in the content and delivery of career services in the education and labour market sectors in response to the changes identified in Theme 1?

- Finland has developed career services since 1940s using vocational psychology as a basis. Since the beginning of 1970s career guidance and counselling was integrated as a compulsory school subject in comprehensive education and in the 1980s in upper secondary general and vocational education. In 1990s the range of service providers became wider and consisted of youth workshops, youth services, outreach youth work, local employment and rehabilitation services, social and health services, trade unions, third sector voluntary organisations and various guidance related pilot projects. In meeting the previously mentioned challenges, this wide range of service providers acted as a relevant basis for current pilots of more co-ordinated cross-sectoral services. In addition to the current pilot One-Stop centres there are a number of legally defined cross-sectoral services for clients who have specific difficulties in entering to and in engaging with the labour market.

In the latest reform of career services within the employment and economic development services (TE-services) the range of services were expanded with new division of labour. Alongside with the vocational psychologists also other experts in TE-services started to provide career guidance and counselling. In addition, complementary career guidance services could be delivered by sub-contracted private service providers.

In the forthcoming reform of national regional administration the current employment services and business services will combine to new Growth services. The new Growth services will be organised by 18 regions and the actual services can be delivered by private companies, or companies established by current public sector or third sector voluntary organisations. This reform will include major challenges, e.g. overall co-ordination and management of the services, staff competences, and minimum quality of the services and co-ordination of the continuous development of the services.

The development of cross-sectoral One-stop-guidance centres (see question 8) will provide new opportunities in the development of guidance services. The development of online career services will be connected to this process and will widen access to these modernised services.

Within education sector the career services and career education have been compulsory elements of the core curricula since 1970's. The results of the PISA 2012 career guidance study provide evidence on the wide range of perceived career management skills among students in

Finland. The national core curricula for comprehensive and upper secondary level education were revised with stronger focus on the acquisition of career management skills as a continuum. The demand for career guidance will increase in the reform of upper secondary vocational education due to more customised individual learning programmes. In the beginning of 2017 the role of guidance in this VET reform was not yet defined in details.

12. What additional reforms are needed in the content and delivery of career services in the education and labour market (including PES and HR) sectors to respond to those changes?

In 2019, the responsibility of current national employment services and business services will be transferred to regions, and the actual services (Growth services) can be delivered by private companies, or companies established by current public sector or third sector voluntary organizations. In order to maintain the service provision and continuous development of the services during this reform process, it is important to have an explicit legislation which defines the responsibilities of the overall administration and regional development as well as the content and structure of the recruitment and competence development services. In addition, in order to maintain the quality of guidance services it is crucial to enhance the skills to carry out public procurement processes and develop criteria for procurements and contractual arrangements.

Within the forthcoming reform it is necessary to guarantee the further development of cross-sectoral One-stop-guidance centres for youth. In the autumn 2016, the national lifelong guidance working group concluded, that the centres should expand their role in the future and act as service delivery points for all age groups in accordance with lifelong guidance approach. There is a need to further strengthen the work of the current 15 regional lifelong guidance forums also in the new structures.

The online career services should be included in the new e-Services for the citizens as an integrated element of national e-Governance strategies. The aim is to build a common open-access platform (a Market Place) for recruitment and competence development services.

The development of online career services should include the development the content and delivery of labour market information, e.g. virtual LMI. The development can be promoted and delivered by joint transnational projects or other delivery channels.

13. What are the policy levers in place or needed in your country that support necessary reforms (e.g. the provision of experiential careers learning) in the content and delivery of career services in education and labour market sectors?

- The forthcoming reforms can be supported by developing and updating current legislation, by networking and by using common guidelines. It is also crucial to have systematic staff

development programmes focusing on better skills to carry out public procurements and how to make contracts for outsourced career services.

The experiences of mutual policy learning and international guidelines, agreements, conclusions and recommendations made by international organisations (e.g. ILO, ELGPN, ICCDPP, IAEVG) have turned out to be helpful in developing national policies.

14. What are the main barriers and/or success factors to implementing such career service reforms i.e. policy, content and kind of services, delivery methods, and openness to change?

- In Finland careers information, guidance and counselling services are provided mainly by two established public systems, schools and the “Employment and Economic Development Offices (TE Offices)”. There has been a clear division of labour as well as long co-operation between these two systems. The sustainability of the services has been guaranteed with legislation, which define access to career guidance as a citizen entitlement and a subjective right. The legislation has also defined the qualifications, which have been required for guidance vacancies in public sectors. In 2019 there will be a major reform in the structures.

One of the key success factors in preparation of the reform has been the establishment of the sustainable national working groups both on national and regional levels. Since the beginning of 2013 the Finland has been focusing on regional and cross-sectoral developments linked to employment and education priorities, supported by co-operation on lifelong learning and lifelong guidance developments. The development, design and implementation of guidance services will be compiled by 15 regional authorities, ELY Centres (Centre for Economic Development, Transport and the Environment) which all have established regional lifelong guidance forums. The quality assurance of the LLG provision is one of the tasks given to the ELY Centres. This work is co-ordinated by a governmentally designated national working group. This group has the mandate from both the Ministry of Education and Culture and the Ministry of Employment and the Economy.

This national group was designated by both the Finnish Ministry of Education and Culture and the Finnish Ministry of Employment and the Economy. First working period was 2010-11 and the group launched a national strategy for LLG for both sectors covering the years 2012-2016. This group was extended to follow up the implementation of the strategy and to act as the Steering Group for national level development programmes for guidance. A new group was designated in February 2015 with a mandate covering the years 2015-20.

The group has about 30 representatives from the following organisations: Both ministries, Ministry of social and health, National Board of Education, national employer organization, sectoral councils, key trade unions, national association of municipalities, youth organisations, student organisations, voluntary sector, practitioner association, ELY-centres, training units of practitioners, research centres, Euro guidance centre. The group is co-chaired by the ministries.

At the moment the working group acts as an advisory board for national guidance policy development and promotes the cross-sectoral co-operation between the policy fields. The work has sub-groups for specific themes, which prepare proposals for the whole group meetings.



Improving career practitioner training and practice

15. How do governments/agencies/professional associations in your country ensure that the initial and continuing training of career practitioners in the public and private sectors stay relevant to the context (place, time and needs) of clients' social, economic and work lives?

- Finland has a strongly professionalized system of guidance qualified by international standards. The qualifications of the guidance counsellors in comprehensive and secondary level education as well as of the vocational psychologists are defined in legislation. In addition to the required qualification for teachers (a master's degree or a special qualification for vocational-school teachers), all guidance counsellors must have a certificate of the completion of specialist postgraduate diploma in guidance and counselling (60 ECTS). Another option is to have a Master Degree programme in guidance and counselling (300 ECTS which includes the pedagogical training (60 ECTS). In 2007, the parliamentary committee on education has agreed a recommendation for a ratio of 250 students per counsellor. This is to guarantee the entitlement for individual counselling.

A prerequisite of a vocational guidance psychologist in the public employment services in Finland is a master's degree in psychology. The Ministry of Employment and the economy organizes hosts an in-house training unit which provides in-service training for all labour administration staff.

The increasing internationalization of the Finnish society in terms of migrants arriving in Finland and Finns going abroad for learning and working creates new training needs for guidance counsellors in the education and training and employment sectors. To this end, the Finnish Euroguidance Centre (as part of the Finnish National Agency for Education) cooperates with universities and universities of applied sciences that run guidance counsellor training programmes as well as with the Finnish labour administration and delivers them training on topics linked to international learning mobility and multicultural counselling. This way guidance counsellors in both sectors can obtain new skills to be able to better cope with the changing needs of their clientele seeking information on international/multicultural aspects of learning and working.

16. What role does/should the business/employer community have in influencing the relevance of practitioner training?

- Most of the career practitioners in Finland have obtained their certificate within a work-based program (60 ECTS) in six training units. All of these programmes use blended learning approach

and many of the students have some previous experience of school counselling in temporary jobs. There are also two Master degree programmes available. The training units have co-operation with employers in their curriculum development and the following processes are embedded in the all of the training programmes:

- Awareness of the society, educational system and the labour market
- Life span in societal and cultural contexts
- Theories in education, educational psychology, sociology and philosophy
- Theories in counselling
- Research in the field of counselling, promoting the practice & research
- Counselling in practice, meeting the clients
- The work of a teacher
- Cross-sectoral networks in guidance and counselling

17. What national/regional mechanisms are in place to ensure that practitioners' competency frameworks, if such exist, stay relevant?

- In Finland there are not at the moment any nationally endorsed competence frameworks, the legislation has defined the qualifications of the practitioners and the training units have jointly developed the content of the training programmes leading to the legal qualifications.

In PES the in-house training unit of the Ministry of Employment and the economy has co-ordinated the continuous professional development of career practitioners in the employment sector. In education sector the obligation for continuous professional development is included in the annual working hours of the practitioners.

The national lifelong guidance working group has defined the further enhancement of the professionalism of practitioners as one of the five strategic priorities by 2020. The regional lifelong guidance working groups have responsibility of the co-ordination of regional in-service training modules.

The Finnish National Board for Education has endorsed quality criteria for career guidance services in schools and has allocated earmarked funding for national staff development programmes in the field.

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18. What are the main barriers/success factors to effecting reforms in the professional preparation and development of career practitioners?

- A major challenge in the 2019 reform will be the new service infrastructure. The nationally supported services will be converted to more diverse regionally organized services. The

outsourced and sub-contracted services will consist of service providers with more diverse background among the service providers. There is a need to develop better co-ordination, new type of legislation and training for practitioners. This can be built on the strong psychological and multi-disciplinary theoretical background of the national guidance community.

Another barrier at the moment is the decreased investment in education both on national and municipality level. It has become more difficult for the practitioners to attend staff development programmes provided by external training providers.

A long term challenge in this national reform is the establishment of a multi-channelled integrated guidance system with a joint concept both within stand-alone online services and regional One-stop centres. The challenges include how to promote the integrative role of technology in modelling the services and providing a joint platform to different service providers for mutual learning and professional support in addition to the services for the end users. A second challenge is how to create a common competence framework for career practitioners which would allow them to work across the sectors.



Reforming career services in education and labour to focus on career competencies and successful transitions

Transition is a process of moving within and between education, employment or training situations.

Career transition competences refer to the knowledge, skills and attitudes required to make successful transitions.

19. What have the Ministries of Education and Ministries of Employment done individually and collectively in your country to ensure that individuals learn how to make successful transitions to and within an uncertain labour market?

- In Finland career education (student counselling) is a compulsory element in the curriculum, comprising 76 hours of scheduled activities in students' timetables during classes 7-9. In addition, there is an entitlement for individual guidance and group counselling, and work-experience periods. In grades 1-6, guidance is embedded in the work of the classroom teachers. Since August 2016, in upper secondary level there is also 76 hours compulsory time slot for students in career education.

The Finnish National Board of Education (until the end of 2016) and successively the Finnish National Agency for Education (2017 ->) draws up the national core curricula, which give guidelines for the delivery of career education and guidance in school settings. According to the national core curricula the beneficiaries of career education and guidance include students, their families, the school and the whole society. Each school is required to have an institutional plan on the design and delivery of career education and guidance services. The plan must include descriptions on the structure, operating practices, division of labour and staff responsibilities as well as the local multi-professional networks. The implementation of career education is a continuum and the current focus is on the design of individual study programmes, learning techniques, self-knowledge, further education, acquisition of career management skills and transition to the labour market. In general, guidance services are provided by school counsellors in co-operation with group-advisers. Also, all teachers are expected to instruct their students in study skills in particular.

In VET career education is integrated into all vocational subjects and the transition skills are developed in co-operation with local employment and economic offices, companies and local youth services.

In higher education institutes (HEIs) guidance and counselling services vary in quantity and quality. The HEIs have autonomy in designing the services, but they are developing indicators identifying how this process is promoted and supported and monitored as a part of the quality assurance systems of the whole organisation. For example, the students are invited to use their

portfolios in reflecting their own professional competence development and the employability skills. Some institutes pay attention to the placement of their graduates as an indicator of the labour market relevance of their programmes

In employment sector the Public Employment Services have sub-contracted the delivery of career coaching and job-search coaching from external private providers. The acquisition of career management skills and coaching has been included in the labour market training courses.

The development of One-stop-guidance centres is a joint initiative of both ministries in meeting the increased guidance need and the national Youth Guarantee Initiative is further enhanced by three ministries (Education & Culture, Employment & Economy and Social & Health) with a focus on the development of Career Management Skills

20. How career transition competencies are currently addressed in curricula and in employability frameworks in the education and employment sectors (PES, HR, Employment training etc.) in your country?

- The legally defined time allocation for career education in national curricula is a cost-effective preventive measure to provide the whole student age cohort with an opportunity for acquisition of lifelong Career Management Skills (CMS) as an explicit competence of lifelong learning, not only how to make an individual choice of next school level.

In practice the students examine the links between different school subjects with further studies, entrepreneurship, working life and future skills needs. They learn to use the educational and labour market information, advice and guidance services through different channels, including the use of social media. They learn to evaluate the reliability and validity of career information and the various sources of it in the light of career planning.

During grades 7-9 the school is required to organize practical introduction-to-working life periods (TET) in order to create a basis for educational and career choices and to increase appreciation for the work life in general. During these periods students get insight into the industries, in the professions and entrepreneurship that interest them in co-operation with the other school subjects utilizing their content and working methods. Students are given lessons on job searching skills and after that arrange their placement themselves. Most schools organise employer contacts for themselves, but there is also a national website which provides a directory of local employer opportunities. In career education the students are given no credentials as in other subjects.


In employment sector the acquisition of career management skills has been included in the labour market training (see also question 19). During structural changes the PES provides targeted and intensified support services for redundant employees. The long term goal is to help the former employees in constructing new feasible individual paths to support future transitions in learning and work

21. How is the acquisition of these transition competencies assessed?

- The evaluation of career education is based on students' self-assessment as well as on interactive, guiding and encouraging feedback in conjunction with different guidance activities. The students reflect their progress in discussions with the teacher, they learn to evaluate their potential, their skills, their ability to act, their agency and their resources, the amount and quality of their need for guidance, their ability to work in groups and their communication skills. With the help of teachers students learn how to find guidance services in schools and later on in the community and to develop their skills to use the services relevant to their needs

In employment sector the feedback on the impact and efficacy of the labour market training (e.f. learning outcomes and personal development) is systematically collected by online student feedback mechanism (OPAL). The feedback is also collected from trainers and coaches of the training modules. The progress of career development and employability skills among the job-seekers is collected with an online tool (TUTKA/RADAR) piloted in 2016. This tool can be in different stages of the guidance and counselling process. The wider implementation of this tool will be carried out in 2017.

22. What research if any is undertaken in your country to identify the evolving career learning* (KSA) needs of different groups of the population? How are the results of such research acted on/used and by whom, in order to make career learning relevant?

 **Career learning** in this context refers to the knowledge, skills and attitudes that individuals require to enable them to both understand the worlds of work and learning and the relationships between them to enable them to navigate these worlds successfully.

- The research on career learning needs and outcomes is based on individual thematic studies conducted mainly by the staff members of the training units of career practitioners. The latest national evaluation of career education took place in 2002 and was conducted by the Finnish National Board of Education. Later, the tools used in the evaluation were converted to an online self-evaluation programme for schools to have annual barometers of their performance. These were used in some larger cities to target resource allocation, but without national reference data. For example, the city of Tampere in central Finland (about 215,000 inhabitants) has used this tool and its updated versions in 2004, 2008 and 2012 and 2016). In 2005 the city allocated 6 additional full-time school counsellors to meet the increased need identified in the evaluation. In addition, a city-level cross-sectoral working group was established to improve the services during the transition phase from comprehensive school to secondary education. Tampere currently has one of the highest enrolment percentages of the age cohort entering the secondary level.

In 2010 the Finnish National Board of Education funded a project to update the online tools to meet the changes in the existing provision. There were five pilot municipalities (both urban and rural) which tested the new online tools. As an outcome of this pilot, the questionnaires for students, parents and school staff members were validated and developed in paper format.

In general, the municipalities are required to evaluate their own performance in education annually and guidance is part of this process. The national association of school counsellors carry also their own surveys and give feedback to policy makers.

When schools evaluate the effectiveness of the work-experience periods, they collect data from employers. The student unions conduct annual studies on the provision and their feedback gets a lot of publicity. Guidance is also referenced in the annual studies on student well-being and in the youth barometer of the national employer organisations.

A recent PhD thesis analysed the development of career learning among students who were completing comprehensive education. From the perspective of counselling given by all teachers, the students' positive attitude towards school, achievements in school, and good experiences of collaboration predicted good results in career thinking, commitment to postgraduate education, and certainty in decision-making. On the other hand, the guidance counsellors should invest more time in increasing the students' self-awareness and his/her ability to act according to a plan. Guidance counsellors should also invest in the usage of information and communication technology and further enhance the working life co-operation of the whole school.

The Academy of Finland is currently funding a development and research project which tries to identify signals of social exclusion within comprehensive education and develop measures for early intervention. This project is in early stage, the outcomes are not available yet.

23. What needs to be done in your country so that transition, employability and entrepreneurial skills are integral and essential parts of curricula and programmes in education and labour sectors?

- Within comprehensive and upper level secondary general education career education is explicitly described in core curricula and there is a legally defined time allocation for the topic. It is important that in the reform of VET 2018 career education has also a clear status in the national curriculum guidelines.

In PES sector the role and importance of career guidance should be made more explicit in the reform of PES services in 2019. This implies that career guidance should have a legally defined role in legislation on regional administration, on growth and on recruitment and competence development services. The support for acquisition of career management and employability skills should be included in the new national goals of the services.

In order to maintain the quality of guidance services it is crucial to enhance the skills to carry out public procurement processes and develop criteria for procurements and contractual arrangements.

The training of the career practitioners needs to be strengthened in meeting the challenges of the reform in 2019. It is necessary to have a sufficient initial training (school counsellor,

vocational psychologist, etc), systematic continuous professional development with a common competence framework. One example of this reform is a targeted post-graduate diploma for career coaches and counsellors in higher education.

The quality assurance and evidence-base for lifelong guidance practice and policy development should be systemically developed. The national lifelong guidance working group has initiated the development of a national framework for quality assurance. The national centre for lifelong guidance expertise has been designated to provide a proposal for the framework structure by June 2017. The aim is to collect data for a national evaluation of guidance provision with this framework by the end of 2017.

The current One-stop-guidance centres need to be further developed and widen their services for all age groups

The work of the regional cross-sectoral guidance forums need further enhanced and makes them sustainable within the forthcoming reform of regional administration.

A very popular initiative highly appreciated by pupils in the comprehensive education is the Me & MyCity which is a Finnish education innovation that has received international acclaim. Me & MyCity is a learning concept aimed at sixth-graders and ninth-graders, covering society, working life and entrepreneurship. It simulates real life and helps young people to obtain skills they need as employees, employers or entrepreneurs. Whole school classes participate in this learning event with their teachers and guidance counsellors. For more see <http://yrityskyla.fi/en/me-mycity/>