

Country paper: [Insert country name]

Country paper: FINLAND

In advance of the symposium all attending countries are asked to produce a country paper setting out the key issues for their countries in relation to the key themes of the conference.

Please use this template to enter your information. You should aim to be concise. Use bullet points and links rather than providing a lot of local detail.

The paper should be no more than 10 pages in length.

Background information

1. List all of the members of your country team with their organisation.

- Teija Felt, Ministry of Economic Affairs and Employment
- Kirsi Heinivirta, Ministry of Education and Culture
- Ville Heinonen, Ministry of Education and Culture
- Jaana Kettunen, Finnish Institute for Educational Research
- Anna Toni, Ministry of Economic Affairs and Employment
- Raimo Vuorinen, Finnish Institute for Educational Research

2. What are the key aims your country has for participating in this symposium?

- hearing and sharing experiences in career guidance policy and development globally
- participating in global co-planning of better services
- peer learning, exchange of expertise, transfer of good practices through common reference points

Theme #1 - Context and challenges for career development policy.

In your country...

3. Is the level of policy interest in career development:

- Growing?
- Shrinking?
- Staying about the same?

Comment

Finland is having reforms both in upper secondary level general and vocational education and the new legislation strengthens the student entitlement for career guidance through compulsory individual learning plans. The Higher education funding is partly connected to student progress and placement after graduation. The implementation of youth guarantee is supported by new one-stop-guidance centers. The Finnish Education Evaluation Centre is carrying an evaluation how regional guidance service providers are supporting students in transition phases between different education levels.

4. What are the key political, social, economic and technological issues that are likely to have an impact on people's lives and careers in your country?

Give up to five of the most important issues as you see them.

1	Globalisation of labour market and global mobility. This implies more focus on making Finland more active destination for work-based migration from other countries. Finland is interested in skilled labour force and supports integration process of migrants within the Finnish society.
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2	An ageing population
3	Transformation (robotisation, digitalisation, AI) and future of work (content, organisations, income and social security) -> which has implications to the changing competence needs of the labour market as well as new forms of work and income (e.g. gig economy)
4	Polarisation of society and increased number of drop outs and NEETs
5	Privatisation process of guidance services

5. What roles do career development programmes and services play in addressing these political, social, economic and technological challenges?

The overall goals of current career services is to support supporting citizens through changing world of work and more unsecure society. Second, it is empowering people and training their skills to reflect on own motivation and values, search for labour market and education information and to make relevant plans through life transitions. Career services are anticipating future changes/trends in the labour market and designing guidance services accordingly for citizens -> this requires capacity building among guidance practitioners who deliver these services (e.g. their digital and intercultural competences and ability to utilise labour market intelligence/information efficiently for the benefit of their clientele). The career services are taking into account the cultural background of the individuals and promoting their active role in the community.

The career services within PES provide services of vocational psychologists for profound support of above mentioned skills and motivation, for every citizen regardless of their status through digital and face-to-face services. There are digital projects to build services where people could do these reflections on their own, a challenge is to integrate the public digital services (ie. employment, education, benefits) to make a holistic, simple and easy to use digital experience for citizens. In addition, there are integrated services a) for all young people (Ohjaamo – One-Stop-Guidance Centers) b) multiprofessional joint services (TYP) to serve the needs of partially disabled and people with multiple needs regarding employment and career.

The national school curricula that belong to the auspices of the Finnish National Agency for Education (EDUFI) define the role of guidance and counselling within the education system: the development of career management skills is an integral element in guidance service provision at schools and educational institutions (i.e. comprehensive and upper secondary level general and vocational education). Higher education institutions provide career guidance support to students and graduates. Youth guidance services are provided by municipalities and youth organisations. Services are targeted at young people, but also at guardians and those who are working with young people professionally or voluntarily.

Theme #2 - Aims for, and access to, career development

In your country...

6. What are the key policy aims for career development programmes and services?

The current strategy for lifelong guidance was defined and endorsed both by the Ministry of Education and Culture and the Ministry of Economic Affairs and Employment and aims to achieve the following objectives:

- Make services equally accessible for all.
- Support individual career management skills.
- Strengthen competences of guidance practitioners.
- Develop a quality assurance system for guidance.

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- Create a coherent and holistic lifelong guidance system (Finnish Ministry of Education and Culture, 2011).

These strategic priorities were defined in 2011 and the need to update them has been identified in the previous symposium in 2019. The

The current government is promoting a reform of national regional administration with an aim to transform current employment services and business services into new Growth services. According to the proposal the new Growth services would be organised by 18 regions and the actual services could 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. This implies need for better integrated services.

Funding mechanisms both in secondary level vocational training and in higher education recognizes employment as one basis of state funding. As that it encourages education organizations to enhance their guidance services and career development services as a part of it. The overall aim is that every vocational oriented and higher education organization offers individualized, high level guidance services for all their students and, as much as possible, for applicants.

7. What groups of people can access career development programmes and services and what groups are excluded?

In Finland, careers information, guidance and counselling is a citizens' entitlement identified in the national legislation. The services are provided mainly by two established publicly funded systems. Schools have the main responsibility for vocational and educational guidance. **The Ministry of Education and Culture** is responsible for the organisation of guidance and counselling services in comprehensive and upper secondary schools and in higher education. The Basic Education Act states that every pupil is entitled for adequate counselling services (§ 30). Counselling services in vocational schools and upper secondary general education are similarly prescribed by law.

Career education 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 and the students are entitled to have access in career guidance one year after completing the upper secondary level education in the case they have not been enrolled to further education. In initial VET programmes there is one compulsory ECVET module on the development of lifelong career management skills. Each student is entitled for customised learning plan.

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 and out-reached services. In the beginning of 2019 there are around 60 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.

Youth information and counselling is preventive youth work based on Youth Act. Its objective is to provide professional and generalist information, guidance and counselling concerning information

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needs and different situations in young people's lives. Youth information and counselling supports young people's growth, independence and well-being. Services are provided by municipalities and youth organisations. Services are targeted at young people, but also at guardians and those who are working with young people professionally or voluntarily.

8. How are the opinions of citizens and service users heard and incorporated into policy and practice?

Upper secondary vocational system has been recently renovated. In the near-future the state will allocate funding for training providers based on student feedback on experienced quality of the education and training. The ministry and training organizations will collect this data annually with questionnaires which include questions concerning guidance services. The first data will be available in the spring 2019. Ministry of Education and Culture uses student opinions, including career guidance, as basis of funding in both vocational secondary and higher level.

The Higher Education institutes have established a network (<http://uraseurannat.wordpress.tamk.fi>) and carry out follow-up studies of the placements of their graduates. The institutes have established projects to improve the use of collected data in the career services and curriculum development. In addition to the quantitative data on placements, an online service <http://toissa.fi> collects narratives and career stories from graduates from different sectors how they have been able to utilise their competences in the labour market. The

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 (<http://omalinja.fi/in-english/>). This project is in early stage, the outcomes are not available yet.

The establishment of the One-Stop-Guidance Centers (Ohjaamo-centers) was a joint process with representatives of users and service providers. The centers collect online feedback from the users. The latest feedback of the Ohjaamo-centers is excellent. In autumn 2018, 495 young people from 30 different centres gave an average rating of 9.17 (scale of 4-10). In the open-ended questions their experiences were 96% positive. They felt they were able to participate in the decision making of their own lives.

In addition to organisational 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 (Työ- ja elinkeinohallinnon asiakaspalvelukeskus, 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. This assessment is 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

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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.

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.

People are also satisfied with multiprofessional joint services (TYP). Vast majority of customers rated the service as good or excellent. They liked the holistic and personal approach and a chance to take care of their problems at one place. Regarding the effectiveness, they felt the best results of the services was having clearer plans for future and life-goals. People have been very happy with integrated services, and that is something that has been taken in to consideration regarding the big regional, social and health care and employment service reforms. Ministries are figuring out ways to integrate both face-to-face and digital services better.

The Finnish Euroguidance Centre is placed within the Finnish National Agency for Education (EDUFI). The main aim of Euroguidance Finland is to promote cross-border learning mobility and to strengthen the European dimension in the communities of guidance policy, research, practice and professional development. In 2018, Euroguidance Finland conducted a survey on behalf of EDUFI that was addressed to guidance practitioners in education, training and employment sectors. The aim was to find out their information and training needs, and how they use digital tools and applications in their daily work. This mapping exercise generated valuable data that EDUFI will use to develop its service provision to guidance practitioners so that they can do their client work better in the coming years. Although end-users were not part of this survey, their needs were reflected in the responses given by the 400+ guidance practitioners who contributed to the survey.

9. Is there a framework for ethical practice in career development? How does this framework balance the interests of the individual with the demands of policy and signals from the labour market?

The national association of school counsellors (<http://sopo.fi>) is an organisational member of the International Association for Educational and Vocational Guidance, IAEVG and is following its new ethical guidelines. The association has also national ethical guidelines. The members of the Finnish Psychological Association (<http://psyli.fi>) use the same ethical guidelines as the other Nordic Psychological Associations. The ethical guidelines have been modified in 1996-97 in accordance to the Meta-Code of Ethics of the The European Federation Psychologists' Associations, EFPA.

The key guiding principles in both guidelines puts the well-being of the individuals in the centre and promotion of social equity. The practitioners respect the autonomy of the individuals in the career development process and provides the individual with access to current and impartial LMI. The individuals are supported in developing skills to interpret and evaluate LMI and its sources in the light of their future career plans. The ethical standards emphasise impartiality of the career practitioners. They need to be aware of both their own values and the existing societal values. They need to be aware of the expectations of the labour market and wider society and their potential implications to career guidance. They need also keep their competences up-to-date by attending continuous professional development activities. The practitioners are expected to be engaged in cross-sectoral co-operation with different stakeholders and parallel service providers. The guidelines for psychologists emphasise that they have to be aware of the professional and scientific responsibility of their clients, their own organisation and the society they live in and are working with. They try to avoid any potential damage, which might be connected to their work.

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Theme #3 – Integrating career development into wider society.

In your country...

10. Which ministries or jurisdictions are responsible for career development programmes and services? Clarify what programmes and services each ministry or jurisdiction has responsibility for.

The **Finnish Ministry of Education and Culture** is responsible for providing guidelines and objectives for educational affairs. In turn, the **Finnish National Agency of Education** is the national agency responsible for the implementation of these guidelines. In doing so, it transfers the responsibility for the actual design and implementation of teaching methods, including guidance courses, to local municipalities and individual educational institutions. As such, there is an increased level of freedom in the implementation of guidance activities, however, these are made in accordance with the national curricula.

The Public Employment Services Act (1295/2002) which is updated on a regular basis, regulates several issues such as objectives and principles within public employment services as well as services provided and labour market activities (International Labour Organisation). In general, the interests of employers and employees are integrated within labour policies, since the **Ministry of Employment and the Economy** collaborates with their representatives for the drafting of labour policies. Within the forthcoming reform of national regional administration in 2019 the current employment services and business services will be integrated within new Growth services and the legislation on these services will be passed in 2019.

The Youth Act (2006/72) that entered into force in 2006 had a major impact on youth information and counselling work in Finland. The Act states that its purpose is to support young people's development and independence, promote their active citizenship and strong social involvement and improve the conditions that they live and grow up in. Meeting these targets is the ultimate purpose of all statutory services mentioned in the Youth Act, including youth information and counselling services. The Ministry of Education and Culture has appointed **national youth work centres of expertise** to co-ordinate the guidance services in the youth sector in 2018-2019. Centres are funded by the Ministry of Education and Culture. The work of the centres is based on the National Youth Work and Youth Policy Programme.

11. What leadership, co-ordination and collaboration approaches exist within the career development system to ensure collaboration across different sectors and different types of clients. For example, how are career development systems within the education system connected to those within employment, health and youth work?

The coordination and collaboration at national level is managed through a National Lifelong Guidance Working Group. This national group is designated and co-chaired by both the Finnish Ministry of Education and Culture and the Finnish Ministry of Employment and the Economy. The first working period was 2010-11 and the group launched a national strategy for LLG for both sectors covering the years 2012-2016. A new group was designated to follow up the implementation of the strategy and to act as the Steering Group for national level development programmes for guidance. The current mandate of the Working Group covers the years 2015-20.

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. The plan includes also description on co-operation with local multi-professional networks.

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The operating model of the new one-stop-guidance centres is based on local contracts and requires strong partnerships between the various actors as well as 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 organisations (e.g. municipality, career and education guidance, educational institution, the Kela benefits service, etc), but are based in the joint Center premises

12. What are the main challenges to leadership in the field and the main obstacles to effective collaboration?

The challenge in the complex world of public services is the fragmented divide of leadership and financing. It is hard to monitor and assess the situation of for example specific groups of people like NEETs and immigrant mothers, when different aspects of their life and services they use are coordinated by different sectors. One way to cope with different sectors has been the establishment of cross-sectoral working groups and networks. Integrated services prove that co-operation on operational level is also possible; good team leadership, written agreements and making sure everyone is committed to common goals are some good ways to cope with the issues.

The national Lifelong Guidance Working Group is co-chaired by Ministry of Education and Culture and the Ministry of Employment and the Economy. It has representatives from different policy fields and sectors. It shares information and can identify priorities for further actions with concrete recommendations. It does not have a mandate to implement the proposals, the implementation of the recommendations is within the mandate of each participating organisation. The one-stop-guidance centers are examples where the obstacles have been minimized by means of local contracts between the sectors engaged in the joint service delivery.

13. What kind of cooperation (if any) is there between the career development services and stakeholders like employers, trade unions, the media, NGOs, professional organisations etc?

Since the beginning of 2013, Finland has been focusing also on **regional and local** 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 is co-ordinated 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 of the regional working group is co-ordinated by the above mentioned governmentally designated National Lifelong Guidance Working group. This group has the mandate from both the Ministry of Education and Culture and the Ministry of Employment and the Economy.

14. How is the professionalism of career development workers developed and maintained whilst working with other professionals?

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, to

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guarantee the entitlement for individual counselling. Moreover, the practitioners are required to participate in in-service training every year.

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 qualification requirements for counsellors working in Higher Education or other career experts in the PES sector are not laid down by law..

In 2018, there are two universities and five universities of applied sciences providing programmes which meet the legally defined qualifications. The annual total intake is between 200-240 students. In order to promote professionalism in Higher education and in private sector, the training units started in 2018 a targeted training 30 ECTS training programme for career practitioners. The curricula was developed as a joint process with the training providers, stakeholders and labour market representatives.

There has been significant improvement of the professionalism in among the professionals during the last decade. In 2016 there were 1050 career practitioners working in comprehensive and upper secondary level education and almost 97 percent of the guidance counsellors had legally defined qualification for the job(National Agency for Education 2016). In 2010, 88 percent of the practitioners were qualified. This is due to the increase of the training programmes both through national sources but also through targeted ESF funded training projects for guidance counsellors for adult learning and VET. The training programmes attract applicants. In 2016 only 11 percent of the applicants were enrolled in training programmes in universities and 24 percent in training programmes in universities of applied sciences. 84 percent of the students in 2016 were female. Professionalism in the new one-stop-career centers is promoted with a national targeted training project. The focus of this project is on multi-professional team work and networking in career services.

15. Do other types of professionals (e.g. teachers and social workers) deliver career development? How is a professional service ensured?

The Finnish National Agency for Education 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 there is one ECVET module on the development of career management skills. In addition, career education is integrated into all vocational subjects and the career management skills are developed in co-operation with local employment and economic offices, companies and local youth services.

The qualifications of the career professionals is defined in legislation on school staff qualifications.

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Theme #4 - Leading innovative change for the future.

In your country...

16. What are the key innovations or ways that career development programmes and services have changed over the last 10 years? This could include changes relating to technology, practice, management and governance and the use of new theories and evidence.

One major change during the last ten years is the differentiation of type of services and actors; including the increased role of private sector. A change from high standard professional public services towards more varied and flexible services. In addition to online career information, helpline and online self-assessment tools, there are national projects to develop new integrated digital services to support recognition of skills and lack of skills and to support continuous learning, matching tools for job searching, tools for multichanneled career guidance.

One key element in education sector has been that funding of training/education organizations is partly based on results, including the completion of certificate (or part of it), graduate employment percentages and student feedback. All that has motivated organizations to offer better and more integrated career and guidance services.

The development of regional One-Stop Guidance Centres has turned out to be a success. The Centres, part of the Youth Guarantee, give support to young people under 30 in transitions and encourage them to remain in education and work. As well as official bodies, educational institutions and workshops, social rehabilitation and health services, the Centres' wide collaborative network includes third sector organisations, voluntary organisations and other bodies that work with young people

17. How do national policies and initiatives, where they exist, ensure and support the development of innovation in career development services provision?

In Finland the Ministry of Finance steers public sector information management, structural development, and joint services and service provision. It also steers the general criteria for information security, prepares information and administrative policies and develops digital administration. Each ministry steers the development of information management and related projects in its own administrative branch.

The public guidance service provision in Finland relies more and more on online applications and tools. This follows the national strategic objectives in terms of making guidance services more easily available for all target groups to allow access to the services at a time, place and method most convenient to the users. There are several Internet portals developed by the national education and employment authorities, municipalities, different regional actors, youth information centres, etc. to serve the information, advice and guidance needs of their primary client groups. Mostly these services are available in Finnish and Swedish, often also in English.

There are pilots in 2018-2020 in the PES to develop more market based growth services and to form alliances between employment services, municipalities, counties and third sector for example. New ways of organising career guidance services are being tested on certain areas.

18. What new, innovative and promising interventions in career development programmes and services is your country planning for the future? How are such innovations making the most of open data initiatives, online technologies, artificial intelligence and other forms of innovation?

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The Ministry of Employment and the Economy is building a common open-access platform (a Market Place) for recruitment and competence development services of the citizens. A long-term challenge in this national reform is the establishment of a multi-channelled integrated guidance system with a joint concept within both stand-alone online services and regional One-stop centres.

The Ministry of Education and Culture and the Ministry of Employment have a joint high-level working group focusing on the interoperability of existing and future e-Services for the citizens. The long-term goal is to develop multi-channelled career services for citizens as an integrated element of national e-Governance strategies. In the beginning of 2019 the employment sector and educational sector had still their own national systems.

19. How is the training and continuing professional development (CPD) of careers professionals encouraging innovation and taking account of changes in technology and the labour market?

As technological advances change how individuals explore and acquire information about education, training and work opportunities, there is a pressing need to more closely align career guidance services and associated professional practices with these new technologies. Since 2016 the University of Jyväskylä has organised an international summer school on the use of ICT in career guidance. Content development for the course drew on the latest phenomenographic research exploring career practitioners' conceptions of social media and competency for social media in career services (Kettunen, 2017; Kettunen, Sampson, & Vuorinen, 2015). Phenomenographic studies help to improve practice by exploring variations in participants' experiences of phenomenon in question, revealed by the dimensions of variation, which highlight the differences between the different conceptions. Kettunen's (2017) evidence-based foundation for the design of pre-service and in-service training within a coherent framework of career practice emphasises a developmental approach to capacity building, taking into account that ICT is used both on a self-help basis and as part of face-to-face and distance service delivery (e.g. Sampson, & Makela, 2014). Information-centred, communication-centred, collaborative career exploration and co-careering approaches (Kettunen, 2017) gave bases and established a continuum to work with thus resulting in the provision of training with opportunities to experiment and practice with ICT and social media in a broader way. Specific practitioner competencies addressed during the course included proficiency in locating, evaluating, and using online content; being a versatile and thoughtful writer; being able to generate and sustain engaging and constructive online discussion; and creating a visible and trusted online presence (Kettunen, 2017). Emphasis was also placed on interventions that foster collaborative learning among peer group members (Kettunen et al., 2015). Throughout the course, the use of information and communication technology in guidance and counselling was linked to ethical issues.

Final reflections

20. Is there anything else that you could like to address through participating in this symposium?

A remaining challenge is access for migrants for guidance. Second, streamlining the educational and employment tracks for individuals implies an increased demand for coherent all-age guidance services.