

**ATTRACTING, DEVELOPING AND RETAINING  
EFFECTIVE TEACHERS**

**COUNTRY BACKGROUND REPORT FOR FINLAND**

JUNE 2003

## PREFACE

This report is Finland's country background report for the OECD teacher project entitled 'Attracting, Developing and Retaining Effective Teachers'. For the purposes of the project and for the preparation of the country report, the Ministry of Education set up a broadly-based steering group involving representatives of universities, polytechnics, teacher and student organisations, the Association of Finnish Local and Regional Authorities, the National Board of Education and the Ministry of Education.

The steering group also decided to harness the expertise of wider groups of stakeholders for the preparation of the country report. In order to consult these stakeholders, an extensive seminar was held on 16<sup>th</sup> October 2002 to discuss the key themes of the project, such as the type of expectations that are set upon schools, how to make teacher training and teaching work interesting to applicants, how initial and continuing teacher training should be developed and how to safeguard the retention of qualified teachers within the profession. The seminar was attended by members of the parents' association, students, teacher trainers, teachers, rectors and representatives of employers and the Trade Union of Education.

The country report was prepared by the Ministry of Education in accordance with policies defined by the steering group. In addition, surveys and studies concerning teachers and teacher education and training needs carried out during recent years were used. Statistics Finland collected comprehensive data on teachers in the spring of 2002. The statistical data presented in this report is mostly based on that material.

Finland's country report examines teachers in basic education and in general and vocational upper secondary education and training, as well as teacher education and training. Adult education and training and teachers working in this sector are not included in this analysis due to the definition of the OECD project.

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## EXECUTIVE SUMMARY

### **National context**

In Finland, education providers may be local authorities (municipalities), joint municipal boards (federations of municipalities), the State or private bodies, such as registered associations or foundations. Each local authority is obligated to provide pre-school education and basic education for all children residing within its area. In 2001, 98%, 90% and 70% of comprehensive schools, upper secondary schools and vocational institutions respectively were municipal establishments.

In 2002, there were about 66,000 Finnish- and Swedish-speaking teachers working in basic education and at upper secondary educational institutions in Finland. More than 90% of them were full-time teachers. The teaching workforce is predominantly female. The proportion of teachers with formal qualifications for their positions varies between 95% in general upper secondary education and 75% in vocational education and training. There are also regional variations in the proportion of qualified teachers. The situation among Finnish-speaking teachers is better compared with their Swedish-speaking counterparts. The proportion of ageing people among the teaching workforce is quite high. In all, more than 20,000 teachers are due to retire between 2000 and 2010. The average age of the teaching workforce is highest in remote areas.

Several extensive surveys, studies and anticipation projects concerning teachers and teacher education and training needs have been carried out in Finland during recent years. These have endeavoured to outline the initial and continuing education and training needs of teachers in the future and the quantitative demand for teachers over the next few years. Anticipation projects have concluded that there is a need to increase volumes in teacher education and training over the next few years. Surveys and studies related to teachers and teacher education and training have been used in the planning of education policy and in the quantification of teacher education and training volumes.

### **Attracting teachers**

In Finland, both education and the teaching profession have traditionally been held in high regard. One sign of appreciation of teaching work is willingness to apply for teacher education and training. To date, Finnish teacher education has not faced any problems in attracting applicants, with the exception of mathematics and certain natural sciences. Class teacher education, special needs teacher education, student/pupil counsellor education, and art and practical subjects are examples of fields, where the number of applicants is far greater than the number of student places available. Some universities experience occasional shortages of applicants for foreign languages, but the problem is local. Conversely, there is a national problem with applicants for mathematics and natural sciences. Applicant volumes for vocational teacher education and training vary by sector of education. Applicant volumes for the tourism, catering and home economics sector and the health care and social services sector are many times higher than annual intake quotas. Among the major sectors of education, the number of applicants for teacher education in proportion to intake quotas is smallest in the technology and transport sector. Applicant volumes for teacher education in the business and administration sector have decreased steadily in recent years. Applicant volumes are also influenced by economic cycles.

Regardless of the traditional attraction of the teaching field and the good situation in respect of applicant volumes, the teaching profession has lost popularity among young people considering their careers in recent years. Surveys have found that it is necessary to make efforts to improve the image of the teaching profession, in order to attract enough good new applicants to teacher education and training. There are indications that work in the field has been perceived as being hard, while increasing problems with discipline, substance abuse and truancy as part of teaching work reduce people's willingness to apply for teaching positions. In particular, the proportion of male applicants for teacher education and training has decreased slightly over the last 10 years. The Trade Union of Education (OAJ) considers that the backwardness in teachers' pay level has already affected the attractiveness of teaching work. During the last 30 years, pay and other terms of

employment have been negotiated in a centralised manner, i.e. between central organisations of employers and employees. Pay developments in the teaching field have also been decisively influenced by the Finnish way of making general incomes policy settlements, which cover the entire field of the labour market. The Trade Union of Education considers that although general incomes policy settlements have levelled out developments in terms of economic policy, on the one hand, they have not been able to guarantee pay development in the public sector, on the other.

#### Development solutions and policy tools:

Based on anticipatory information concerning teacher education and training needs, the Ministry of Education has expanded the provision of teacher education and training in recent years. In 2001–2003, Finnish- and Swedish-language teacher education volumes have increased at ten universities. These increases in educational provision have specifically targeted class teacher education, special needs teacher education as well as education of teachers of languages and mathematics and natural sciences. The expansion programme has been carried through in accordance with its objectives. The expansion of educational provision has covered both opportunities to obtain teaching qualifications, known as qualifying training, and increases in annual intake quotas to initial education. In addition, the expansion programme of teacher education and training also provides an opportunity to move into teaching from other occupations. This expansion in teacher education and training will also continue during the 2004–2006 period. Increases are to cover areas such as special needs teacher education, education of teachers of languages and mathematics and natural sciences, student counsellor education, education of physical education teachers, as well as opportunities to complete the pedagogical studies required of teachers. In addition, vocational teacher education and training will be expanded by increasing annual intake quotas in accordance with anticipated teacher needs.

Interest in teacher education and training in mathematics and natural sciences may be clearly increased by changing student selection procedures in such a way that students can opt directly for a programme specialising in subject teacher education when applying to study mathematical subjects. Different universities have gained positive experiences from such solutions. It is obvious that universities need to make more extensive use of similar direct selection solutions in their student selection procedures. Studies focusing on procedures used to select students for teacher education and training indicate that the commitment of graduate teachers to teaching work is more permanent when procedures to select students for teacher education and training have paid sufficient attention to applicants' aptitude for the field and to their conscious career choices. In the future, it is also advisable to develop selection models for teacher education and training, which will enable more flexible transition from other occupations into teaching positions.

Application rates for teacher education and training can be influenced through educational guidance and other counselling and guidance services. Good experiences have been gained from universities and polytechnics co-operating with labour market organisations and with student counsellors at upper secondary schools and in vocational education and training. In addition, Finland has specifically invested in digital information systems for educational provision.

The Association of Finnish Local and Regional Authorities has drawn up an Educational and Cultural Policy Programme, which sets objectives for the operations of the municipal education sector up until 2010. The programme perceives the municipal educational and cultural services as constituting a key part of the competitiveness and welfare policies of local authorities. The attraction of assignments within municipal educational services can be guaranteed through motivating human resources and payment policies, among other things. The Association's programme suggests that teaching staff could have different types of job descriptions: teacher candidates, assistant teachers, counselling teachers and managing teachers. The Association also aims to launch new experiments concerning working hours and payment. In late 2002, the Trade Union of Education launched the 'Finland Needs Teachers' project to increase awareness of teaching work and of the profession's effectiveness in society. The project aims to convey to

decision-makers and the general public a truthful picture of the teaching field, requirements of the work, teachers' strengths and defects related to the field that should be remedied.

### **Teacher education and developing teachers**

Teacher education is provided at eleven universities and vocational teacher education and training are available at five vocational teacher education colleges operating in conjunction with polytechnics. University teacher education is open for applicants, who have completed upper secondary education and/or training. Subject teachers' pedagogical studies may be completed either as part of a degree or separately upon completion of a degree. Vocational teacher education and training, in turn, have been organised in such a way that people may only apply to take teachers' pedagogical studies upon completion of an educational qualification and once they have some work experience behind them.

Class and subject teacher education provided by universities leads to a higher academic (Master's) degree, which is required of all teachers in basic education and in general upper secondary education. Teachers' pedagogical studies include teaching practice, which is completed at teacher training schools run by universities and at affiliated schools. Towards the end of their studies, those studying to become teachers write a thesis, which is of the same scope as for other higher academic degree students. One of the key objectives of teacher education is to develop teaching professionals, who will develop their own work and working community.

The objective of vocational teacher education and training is to provide students with the skills and knowledge to guide the learning of different kinds of students and with the capabilities to develop their own field of teaching, taking developments in occupations and working life into account. Vocational teacher education and training can be completed as either full-time or multiform studies.

Teaching staff are obliged to participate in in-service training with a minimum scope of three workdays outside school hours per school year. This type of continuing training is free of charge for teachers. The responsibility for funding such training rests with teachers' employers, mainly local authorities. The contents and implementation method of training are decided by individual employers. Continuing education focusing on education policy priorities is funded within the State Budget. Current topics have included the contents of different teaching subjects, pedagogical use of ICTs, evaluation and assessment, working life contacts of education and training, on-the-job learning, competence-based qualifications, social issues in education and training, the strategy of lifelong learning, and education and training for heads of educational institutions.

Surveys indicate that there are considerable differences in the amounts of continuing education and training received both in regional terms and between different teacher groups.

#### **Development solutions and policy tools:**

Universities and polytechnics are responsible for the quality of teacher education and training. The state and quality of teacher education are either evaluated in connection with institution- and field-specific evaluations or through evaluations specifically focusing on teacher education. Responsibility for such evaluations rests with the Higher Education Evaluation Council. The most recent evaluations focusing on teacher education were carried out at all universities providing teacher education and at vocational teacher education colleges in 1999 and in 2000 respectively. Evaluations are typically used as a basis for giving recommendations for development and implementation of these is also monitored.

Based on the results of evaluation and anticipation efforts and on subsequent recommendations, the Ministry of Education prepared the Teacher Education Development Programme in 2001. The recommendations of the programme address initial and continuing teacher education and training. The recommendations are directed at universities, polytechnics, educational administration as well



as local authorities and other maintaining bodies of educational institutions. The Ministry of Education is monitoring the achievement of the programme recommendations through annual evaluations and through a national evaluation scheduled for 2005.

A process-like approach should be used as the starting point for teaching staff's professional development. Development as a teacher is a process that combines initial studies, work at educational institutions and continuing education and training. Updated and developing professional skills are important due to changes in teaching work. Consequently, continuing education and training should be seen as being both the right and duty of teachers. To date, continuing teacher education and training have paid relatively little attention to changes in educational needs in the different phases of teaching careers. In the future, special attention will have to be paid both to induction training for recently graduated teachers and to educational and other support measures to promote the updating of professional skills and coping at work among teachers approaching retirement age. Teachers in vocational education and training will have to be guaranteed opportunities to spend periods in working life within their own occupational field. These issues have been raised in the Teacher Education Development Programme of the Ministry of Education.

### **Recruitment**

The qualifications requirements set for teachers are determined in legislation. The point of departure in this legislation is that responsibility for compliance with the qualifications requirements rests with education providers, in practical terms with local authorities, joint municipal boards and, in terms of state-owned schools, with the State. Vacant official teaching posts and other jobs are to be advertised in national as well as regional and local newspapers and also in papers of organisations operating in the field. Selection for positions or posts is based on written application documents presented by applicants. In addition to applications, the representative of the education provider may interview and test applicants, for example.

Recently graduated and employed teachers may apply for vacant teaching posts, fixed-term positions or hourly paid teaching positions in accordance with their education and qualifications, irrespective of the municipality or school where the post or position has been declared as open for application. In Finland, graduating students are not assigned to a specific municipality, school or area, where they should seek placements upon graduation. Instead, both employers and employees compete on an open educational labour market. As a general rule, there are good employment opportunities for graduate teachers in Finland. Nevertheless, the transition from education to working life represents a phase that involves many uncertainties and placement in the teaching profession does not necessarily happen immediately after graduation. Recent graduate teachers may also start their careers in fixed-term posts or positions.

Internal migration gained momentum in Finland during the 1990's. The direction of migration has been from rural areas, in particular from Eastern and Northern Finland, to the Helsinki Metropolitan Area and to a few other major regional centres. A major problem in rural areas has been the sharp decrease in the number of children and working-age people. The flow of population from sparsely populated areas to centres presents problems in terms of both schools and teacher recruitment for the maintaining bodies of educational institutions. As a result, some areas will need to build new infrastructure and service facilities, whereas others will have to dismantle them. Anticipation of migration flows and educational needs sets considerable challenges for all maintaining bodies of schools and other educational institutions, i.e. the local authorities. The standard of services and well-functioning infrastructure will also have a bearing on the extent to which teachers are willing to apply to schools and other educational institutions in different localities.

The most considerable problems can be identified in those teaching fields with more vacant posts than there are qualified teachers. In the event that there are no qualified applicants for a post, a

teacher is appointed for a fixed period of time. In such cases, the criteria and priorities for selection can be freely decided by the appointing authority or an individual officeholder.

Development solutions and political means:

In Finland, statutes governing appointment to public offices are quite effective, the appointment procedures are well-established and teacher recruitment has not posed any particular problems. Appointment to public offices has been supported by uniform statutory qualifications requirements set for official teaching posts, smooth co-operation between the authorities, appointing officeholders and teacher organisations as well as their interest-promotion activities.

Even distribution of qualified teachers throughout the country presents a challenge. In Finland, several universities train teachers. To some extent, this has guaranteed that graduate teachers have also sought careers in rural municipalities, close to their university towns or their home districts. This has also played a role in contributing to the opportunities of local authorities to recruit qualified teachers for vacant posts and positions.

When appointing teachers to official posts, local authorities may place different amounts of emphasis on the skills and knowledge related to education, teaching and the working community that they require from teachers. Schools and other educational institutions consciously aim to recruit teachers, who will complement their own strengths and curricular focus areas. It is also increasingly common to interview applicants and some local authorities have introduced a new practice of requesting oral or written testimonials for applicants. Nevertheless, information obtained from interviews or testimonials cannot be used to override statutes governing qualifications requirements, nor the provisions laid down in the Constitution and the Act on Equality between Women and Men (609/1986).

### **Retaining teachers**

The high age structure of the Finnish teaching workforce has a bearing on coping at work and on remaining in teaching work. Working conditions and the opportunity to participate in continuing education and training, workplace counselling and projects to develop working communities will also influence teachers' coping at work. It is necessary to urgently seek new solutions to address these issues at both national and local levels, in order to support teaching staff to keep working until the usual retirement age. This is quite a topical aspect, because semi-retirement, early retirement and retirement through disability have become more and more common among teachers in Finland during the last ten years.

Discussions about the increasing flows of teachers leaving teaching work to apply for other positions have been quite lively in Finland over the last few years. In particular, estimates have been presented on the considerable transition of teachers in mathematics and natural sciences and languages into other sectors of working life. No very precise data is available on the extent of teachers' transition from schoolwork into other labour markets. The most commonly cited estimates indicate that at least 10–15% of those who have completed teacher education and training will move on to assignments outside teaching at some point in their careers. The findings of a survey concerning career paths among university graduates suggest that class teachers find placements soon after graduation. Four out of five graduates, who had started their careers as teachers, were still working as teachers at the end of the five-year investigation period. Based on the findings, it is possible to conclude that willingness to move to a completely different occupational field is higher among male teachers compared with female teachers.

Development solutions and policy tools:

Factors relating to teachers' pay system and career advancement opportunities play a significant role when trying to find ways of addressing issues concerning teaching staff. The collective agreement for state and municipal civil servants concerning the pay system in the teaching field

determines a minimum level of pay, but the system also makes it possible to agree on better conditions of service at a local level. The collective agreement for 2003–2004 also contains elements of assessing the standard of requirements of work, which provides an opportunity for employers to decide to pay a personal cash bonus on the basis of individual professional proficiency and performance at work.

The transfer of decision-making powers closer to schools and teachers has been characteristic of the Finnish education system ever since the 1980's. Such a development trend became particularly strong in the 1990's. The aim in increasing the decision-making powers of schools has been to strengthen schools' readiness to meet the needs of their surrounding communities and to take decision-making to be as close as possible to those affected by the decisions. This has increased opportunities for teachers to influence their own work. In Finland, teachers play a key role in making decisions about their institution's course provision and in selecting textbooks. In general terms, teachers have also influenced decision-making processes relating to schools' operating policies and resource allocation.

In the future, one of the key strengths of effective schools comprises advanced leadership and a sophisticated management system. The management culture of educational institutions has, however, remained relatively unchanged in Finland for decades. The management culture and structures of educational institutions are often characterised by the fact that educational institutions are not highly organised internally and they do not favour shared management responsibilities. Consequently, management culture is in need of strong development, where distributed leadership and rotating responsibilities would commit all members of the working community to take part both in development and in responsibility and decision-making. Establishment of a role of managing teacher and expansion of the duties of vice-rectors may be development trends worthy of consideration. This would enable creation of opportunities for career advancement at school, on the one hand, and prevent overwhelming the rector, on the other.

Training preparing for the duties of institutional management or continuing training in support of managerial work have not established a firm foothold. Training orientating towards the duties of institutional management should be available at universities as part of initial teacher education in order to provide graduating teachers with a feel for issues concerning the management of educational institutions. Universities have gained good experience of increasing the attraction of institutional management duties from solutions, where people studying to become teachers may also take study units with orientation towards institutional management as part of their initial teacher education and then return to supplement these studies once they have gained 3–5 years of experience from teaching work and then decided to apply for a managerial position at an educational institution. Research into training for institutional management, its different implementation methods and their effects has been quite rare in Finland. Development of training would also require support from research. Positive experiences have been gained from those training and development projects, where the targets of development have included the school community and its leadership and which have included scientific support and monitoring efforts.

The opportunities of Finnish teachers to receive support for their work through continuing education and training vary considerably according to teacher groups and to the municipality where they work. The Association of Finnish Local and Regional Authorities has initiated a development project, which aims to guide and support municipal education providers in issues concerning staff induction and in-service training.

More and more problems arising from social and economic deprivation and deteriorating social security networks are queuing up to be solved by schools. Finnish school legislation was recently supplemented with provisions governing pupil and student welfare services. The amendments of the relevant acts will enter into force in the autumn of 2003. The amendments endeavour to guarantee a safe and healthy school environment. At the same time, the powers of rectors and teachers to maintain discipline will be increased. In addition, the principles of pupil and student

welfare services and co-operation will also be included in local curricula, together with the ways to provide them. Education providers will draw up their own plans to protect pupils and students from violence, bullying and harassment and will supervise compliance with and implementation of the plan.

## 1. NATIONAL CONTEXT - FINLAND AND FINNISH EDUCATION POLICY

### 1.1. Finland in brief (2001)

Form of government: **a republic**

Population: **about 5.2 million**

Capital: **Helsinki (population of about 560,000)**

Surface area: **338,000 km<sup>2</sup>, population density 17 inhabitants/km<sup>2</sup>**

Official languages: **Finnish (93% of the population) and Swedish (5.7%), Sami (Lappish) spoken in the Sami domicile area of Lapland**

Religion: **Evangelical Lutheran 86%, Greek Orthodox 1%, unaffiliated 12%**

Major sectors of the economy (% of GDP): **services 63%, manufacturing industry and construction 34%, agriculture and forestry 3%**

Gross domestic product: **about EUR 136 billion, about EUR 26,200 per capita**

Size of labour force: **about 2.6 million**

Proportion of the total population with post-basic education: **57%**

Students in qualification-oriented education: **1.2 million**

### 1.2. Demographic and regional developments

1. There are about 5.2 million people in Finland over an area of 338,000 square kilometres. The average population density is 17 inhabitants per square kilometre. The population is concentrated in the south of the country, particularly in the Helsinki Metropolitan Area, which accounts for about a fifth of the entire population, equivalent to approximately one million people. Consequently, the population density is more than 200 inhabitants per square kilometre in Southern Finland, while the figure for Northern Finland is only two inhabitants per square kilometre.

2. The concentration of the population in Southern Finland and in the Helsinki Metropolitan Area is due to a major migration trend, where the most recent wave started in the mid-1990's. The main areas reducing in population are located in Northern and Eastern Finland. Generally speaking, the direction of migration is from rural areas to regional centres and from regional centres to specific regional growth centres and to the Helsinki Metropolitan Area. A recent trend in terms of migration flows is that, besides rural areas, many urban areas have also plunged into a vicious circle of migration loss. A typical migrant is a young adult. Approximately 64% of the population live in densely populated areas. In all, there are six cities with more than 100,000 inhabitants.

3. The Finnish population is ageing rapidly. According to forecasts, about one quarter of the population will be aged over 65 in 2030. The change in the age structure is influenced by low birth rates and the ageing of baby-boomers, known as the 'large age groups', who were born after the Second World War.

**Table 1.1. Population forecast 2010–2030**

	<b>Unit</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>
Population	1,000	5,268	5,317	5,291
aged 0–14	%	16	16	15
aged 15–64	%	67	61	59
aged 65+	%	17	23	26

Source: Statistics Finland, 2002

4. Populations in growth centres are younger, more educated and better paid than those in areas suffering population losses. In remote areas, this can be seen in the deteriorating standard of services. Growth centres, in turn, experience housing shortages and also social problems, which have often accumulated in certain areas. The effects of the population's internal migration are also very visible in the network of educational institutions providing basic education. Between 1996 and 2000, almost 500 schools closed down. These were small schools with less than 50 pupils, mostly located in areas with net migration losses. At the same time, new schools were established in growth centres in particular.

5. The regional availability of qualified teaching staff is an important issue. Migration to growth centres seems to be continuing and these areas will need to consider their teaching arrangements for increasing teaching groups, whereas remote areas will have to give some thought to arrangements that will enable them to retain educational services and to find incentives to recruit qualified teachers to these areas.

6. In international terms, the number of immigrants coming to Finland is small, but their number has increased steadily over recent years. Consequently, the amounts of students of foreign and immigrant origin have clearly increased in all forms of education and training over the last 10 years. Immigrants tend to gather in the largest cities, which will probably continue to become increasingly multicultural in years to come. This is why there will be increasing demand to provide education in different languages, other cultures and interaction skills. In all, there are still relatively few foreign nationals residing in Finland, accounting for approximately 1.9 per cent of the country's entire population. The largest group of foreign nationals in Finland comprises people from the territories of the former Soviet Union.

7. According to the Constitution of Finland, the national languages of Finland are Finnish and Swedish. About 93% of the population have Finnish as their mother tongue and just under 6% speak Swedish as their mother tongue. Although the Swedish population is concentrated around the coastal areas, Finnish and Swedish are equal languages throughout the country in terms of dealing with the authorities. The third language spoken in Finland is the indigenous language, Sami (Lappish), which is spoken by approximately 1,700 people (0.03% of the population) as their mother tongue. The Sami people live in the northernmost part of Finland, Lapland, and they have the right to receive services from society in their mother tongue in their domicile area. Educational legislation stipulates that the language of instruction at educational institutions is either Finnish or Swedish. Instruction may also be provided in the Sami language or in some other native language of students.

### **1.3. The economy and the labour force**

8. For decades after the end of the Second World War, Finland's economic development was characterised by rapid growth combined with sensitivity to international economic cycles. During the early 1990's, Finland suffered an exceptionally extreme economic depression. The situation was exacerbated by the fact that Europe was concurrently undergoing a cyclical recession and that Finno-Soviet trade plummeted with the dismantling of the Soviet Union. In total, the gross domestic product dropped by about 10% between 1991 and 1993. At the end of the 1980's, the unemployment rate had stood at a mere 3% and several fields had been experiencing labour shortages. As a result of the depression, the unemployment rate rose to an all-time high, exceeding 16% in 1994. The basic line and objective of economic policy set during the years of depression was for economic stability. In order to halt the growth of public debt, it was decided to cut back on public expenditure.

9. In Finland, the main responsibility for the provision of welfare services rests with the local authorities (rural and urban municipalities). As a result of the depression, the financial opportunities of these services diminished and the State also substantially decreased its subsidies

for local authorities in the 1990's due to financial difficulties. The funding problems caused by the depression led to rationalisation of service provision and structural changes. In educational services, for example, this became visible in increased group sizes, among other things. In addition, the problems caused by the depression also increased the need for pupil welfare services in schools, which were nevertheless cut back in several municipalities due to their poor economic situation.

10. Public expenditure on education accounted for 6.2% of Finland's gross domestic product in 1999. The amount of expenditure on education decreased slightly in relation to the gross domestic product during the latter half of the 1990's. In 1995, the ratio was 6.9%. Educational expenditure actually increased in Finland during the latter half of the 1990's, but as the GDP grew even more rapidly, the amount of educational expenditure decreased in relation to the GDP. In 1999, public expenditure on education accounted for 11.9% of Finland's total public expenditure. The proportion had remained stable during the entire latter half of the 1990's.

11. Since the depression, the Finnish economy has grown rapidly until recent years. An underlying factor of the rapid growth that followed the depression has been the structural change. A major increase in exports has played a key part in the change in the structure of the economy. Particularly fast-growing branches have included manufacturing and exports of electrical and electronics products. The success of the electronics industry has played a significant role in the diversification of the production structure ever since its rise to the same level as the traditionally strong forestry and metal industries. The Finnish forestry industry has always been based on processing domestic forest resources for the export market. The third largest industrial sector in Finland is the chemical industry.

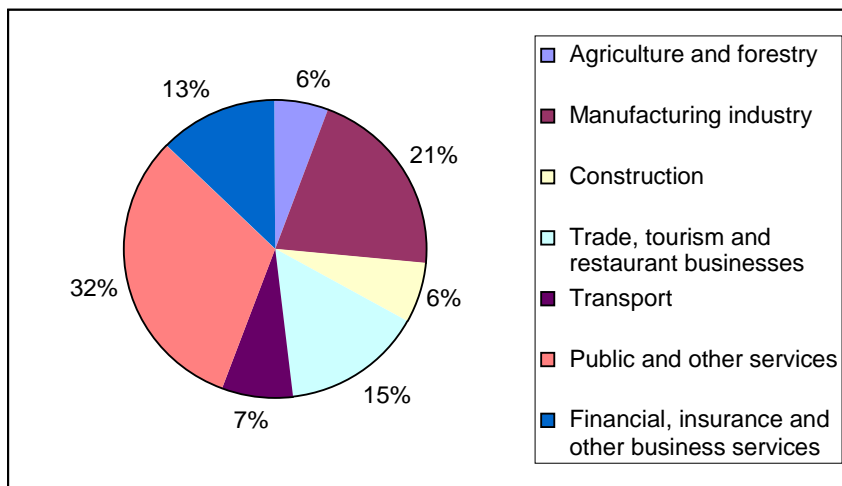
12. The size of the labour force (15–64-year-olds) was about 2.5 million people in 2001. The labour participation rate is higher than the OECD average. As in other Nordic countries, this is explained by the high participation of women in the labour force. Employment of women has been supported through the extensive provision of welfare services in the public sector. Conversely, the participation of young people in the labour force is low in Finland. This can first and foremost be attributed to the comprehensive participation of young people in education and training. This has led to a problem with shortness of careers, which is why Finland has pursued shorter periods for completion of educational qualifications and a fast track for studies. In addition to young people, older working-age people, i.e. those aged between 55 and 64, have a modest labour participation rate. The level of education among young employees is clearly higher compared with older employees in Finland.

13. The retirement of the baby-boomers from the labour force in the next decade will significantly reduce the size of the labour force. The number of people retiring from the labour force will be over 10,000 people more than the number of young age groups entering the labour market. The reduction in the labour force will reach its peak in the early 2010's. Some fields or areas may see labour shortages. It has also been forecast that the reduction in the labour force will hold back economic growth, thus creating challenges to the financial basis of the welfare state as well. (Työministeriö 2003 [Ministry of Labour 2003])

14. With the brisk economic growth, the unemployment rate has decreased in Finland since the late 1990's. However, unemployment is still at a much higher level than it was in the period preceding the depression. The unemployment rate in 2001 stood at 9.1%. Regional differences in unemployment have been substantial and permanent in Finland. Unemployment rates have traditionally been highest in Eastern and Northern Finland and lowest in Southern Finland. The risk of unemployment is even more clearly linked to the level of education in Finland, as in other OECD countries. The risk of redundancy is considerably higher among groups without any vocational education or training and among those with modest vocational qualifications when compared with highly educated people. Employers in Finland have also traditionally appreciated education and training and have emphasised these when recruiting.

15. Service branches employ about 2/3 of the labour force. In particular, the service sector has expanded in the finance and insurance, health care and social services, and education and training branches. This growth in services has also meant an expansion of the public sector, as the local authorities are largely responsible for service provision. The proportions of agriculture and forestry and of manufacturing industry in sectors employing the labour force have seen a steady decline during the last ten years. Just over 72% of gainfully employed people worked in the private sector in 2001, while 27% were employed in the public sector.

**Figure 1.1. Sectors of the economy in 2001**



Source: Statistics Finland

16. Knowledge and competence have become key resources in Finland. Research and development expenditure has increased substantially over the last few years. In the year 2000, expenditure on R&D activities accounted for 3.3% of the gross domestic product. In particular, the communications sector has invested in innovation activities. According to a survey conducted by the Ministry of Labour, the change in the occupational structure will continue in Finland at a rapid pace in the years to come. Demand for specialised competence will increase in different sectors of the economy. This will be particularly visible in the growth in different types of expert assignments. In addition, competence requirements will also grow in those occupational groups, which will face a decline in demand for labour. The forecast change in the occupational structure and the increasing competence requirements will place emphasis on the significance of education and training as well as of teacher education and training. In particular, it has been considered necessary to invest in adult education and training and in raising the level of education among the adult population over the next few years. As a result of these future prospects, it is estimated that the employment rate within the education and training sector will remain high. (Työministeriö 2003 [Ministry of Labour 2003])

#### **1.4. Priorities and reforms of education policy**

17. The key development targets of education policy are determined in each Government Programme and in the Development Plan for Education and Research, which is approved by the Government every four years. Each Development Plan is drawn up to cover six years at a time. The current Development Plan for Education and Research has been approved for the 1999–2004 period. The new Government, formed as a result of parliamentary elections held in the spring of 2003, published its Government Programme in April 2003. The Government will decide on the new Development Plan for Education and Research towards the end of 2003. The following



paragraphs present some key priorities outlined in the previous Government's Development Plan for Education and Research and some reforms and development projects that have been carried out:

- *Basic educational security, equality and lifelong learning*

18. Equal educational opportunities, in accordance with the principle of lifelong learning, are the right of each citizen, irrespective of their place of residence, age, mother tongue or financial status. Education policy aims to prevent social exclusion and to meet the challenges brought about by ageing. Qualification-oriented education and training are free of charge at all levels. The Swedish-speaking population is guaranteed to be able to receive educational services in their own mother tongue.

19. The future of Finland has been linked to knowledge and competence, the ability to utilise this know-how and to create new innovations. Raising the level of competence of the whole population will also support Finland's competitiveness. An aim set in the Development Plan is to offer all comprehensive school leavers a place in further education and training. A particular aim for adults is to raise the basic level of education among the middle-aged adult population.

20. The objective for the current development planning period is to enable equal and high-quality basic education. The operating conditions and resources of schools and other educational institutions will be safeguarded and they will be directed at instruction and guidance. In 2003, resources for the educational sector have been increased in the State Budget by EUR 1.3 billion compared with 1999 levels. In 2002, the Government increased the state subsidies allocated to local authorities and other education providers, which had been cut back as a result of the depression of the 1990's.

- *Pre-school education*

21. In 2000–2001, Finland implemented a reform of pre-school education, where the right to receive pre-school education free of charge was extended to cover each age group of six-year-olds as a whole. Participation in pre-school education is voluntary, but an obligation to provide such education has been imposed on the local authorities. The aim was to develop early childhood education and care with a view to levelling out social differences and those occurring in learning skills and to supporting study throughout life.

- *Quality and evaluation of education and training*

22. Evaluation has emerged as a key method for steering education and training. There is no specific school inspection service in Finland; instead, the quality of instruction is assured through self-evaluation by education providers and through external evaluations. The results of evaluations are used to develop education and training.

23. In March 2003, a separate and independent Evaluation Council for Education and Training was established in conjunction with the Ministry of Education. The role of the Evaluation Council is to assist the Ministry of Education and education providers in matters related to the evaluation of education and training, to organise external evaluations and to handle the publication of evaluations.

- *Development of vocational education and training*

24. The rapid changes in working life and technologies set continuous change pressures on the development of vocational education and training. The upper secondary vocational qualifications were reformed in 1999–2001 in co-operation with representatives from working life. Since this reform, the scope of all upper secondary vocational qualifications is three years and they involve at least six-month periods of on-the-job learning in the workplace. Since their reform, upper secondary vocational qualifications have also provided eligibility for further study in higher education. In addition, the aim has been to increase appreciation for and the attraction of vocational education and training.

- *Information Strategy for Education and Research*

25. The aim is for Finland to be included among the world's leading knowledge-based interaction societies. Increasing skills requirements have been addressed through an action programme entitled 'Education, Training and Research in the Information Society, a National Strategy 2000–2004'. Its key objectives are to guarantee citizenship skills in the information society for everyone, to promote the versatile use of information networks in learning and teaching, to carry out the Virtual School and Virtual University projects and to connect educational institutions to information networks.

- *Internationalisation*

26. The internationalisation of education and training emerged as a key education policy objective in Finland starting from the late 1980's. This had naturally been influenced by the changes that occurred in Finland's international status. In particular, participation in the European integration process has required intense reinforcement of international activities within the entire education system. The primary objective of international co-operation is to support the generation of high-quality education, training and research and to contribute to their quality assurance.

27. The internationalisation and multiculturalisation of Finnish society and economic life set requirements for language and communication skills, tolerance, knowledge of cultures and all-round education. Special investments and development projects are used to consolidate knowledge of other cultures and to extend and diversify students' choices of language studies. In international terms, Finns study many foreign languages, but their choices primarily focus on a few major languages.

- *Initial and continuing teacher education and training*

28. A specific Teacher Education Development Programme has been drawn up for the 2001–2005 period, based on the anticipation of teachers' initial and continuing education and training needs and on evaluations of teacher education and training. The objectives and recommendations of the Development Programme are presented in more detail in section 3.5. The implementation of the objectives and recommendations are evaluated on an annual basis. In addition, a national evaluation of the implementation of the Development Programme will be carried out in 2005.

29. Teacher education and training was one of the key development targets of the Programme published by the Government that took office in the spring of 2003. According to the Government Programme, provision of teacher education and training will be increased so as to guarantee the availability of teachers from different language groups in different parts of the country. Contacts between vocational teachers and working life will also be increased. In addition, the Government will promote teachers' opportunities for continuing professional development.

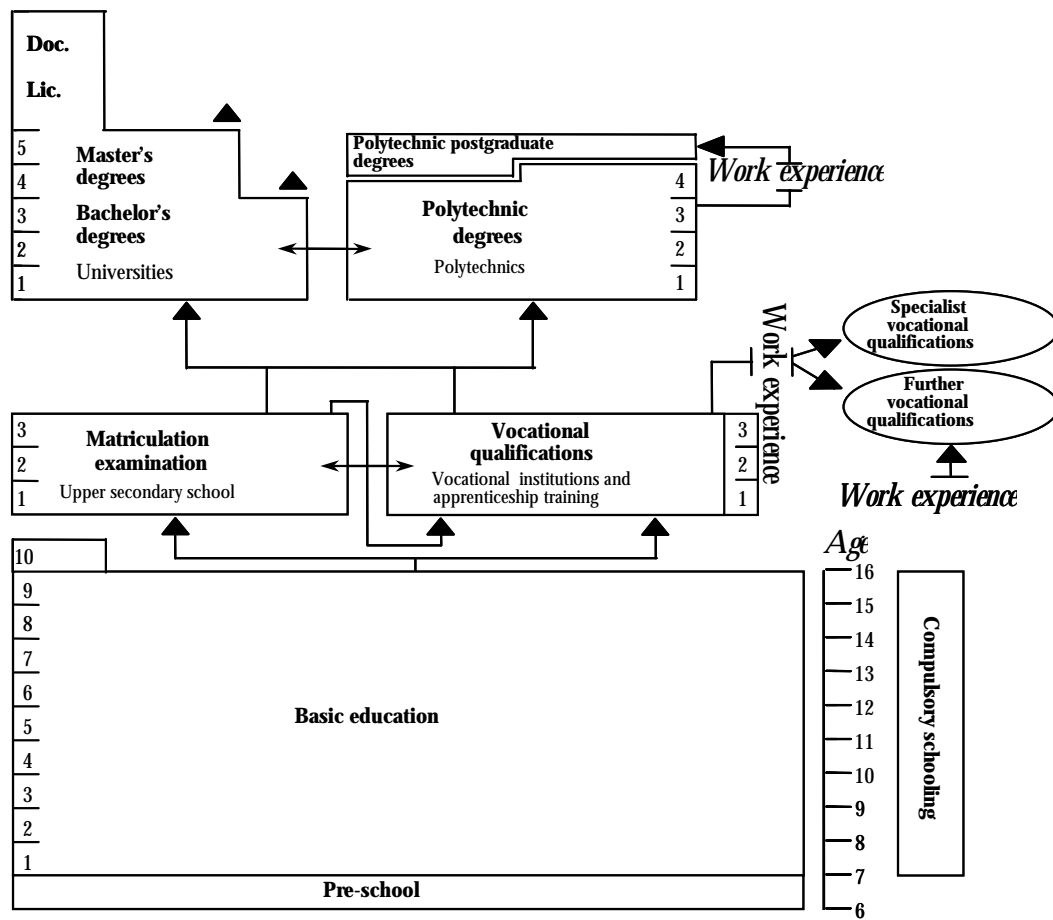
30. Finland has invested in the development of instruction in mathematics and natural sciences in particular, in order to support industrial production based on natural sciences and high technologies, for example. The development of initial and continuing teacher education and training has specifically played a key role in this respect. In addition, the development of pedagogical use of information and communications technologies (ICTs) has been topical in continuing teacher education and training.

## 2. THE FINNISH EDUCATION SYSTEM AND TEACHING WORKFORCE

### 2.1. The Finnish education system

31. The Finnish education system comprises pre-school education, basic education (primary and lower secondary levels), upper secondary education and training, including general upper secondary education and vocational education and training, and higher education institutions (polytechnics and universities). Adult education and training are offered at all levels of education. Instruction is provided in both Finnish and Swedish at all levels.

Figure 2.1. The Finnish education system



Source: Ministry of Education, 2002

#### *Pre-school education*

32. Pre-school education prepares children for comprehensive school and is intended for six-year-olds due to start school the following year. Participation in pre-school education is voluntary.

#### *Basic education (comprehensive school)*

33. Basic education is general education intended for the relevant age groups in their entirety and it takes nine years to complete. In addition, it is possible to provide those who have completed basic education with additional education for one school year to supplement the comprehensive

school syllabus. Basic education provides eligibility for all types of upper secondary education and training.

#### *General upper secondary education (upper secondary school)*

34. General upper secondary education is general (non-vocational) education culminating in completion of the national matriculation examination. The upper secondary school curriculum is designed to last three years, but students may complete it in more or less time, however, within a maximum of four years.

#### *Vocational education and training*

35. Upper secondary vocational studies last three years. The admission requirement for upper secondary vocational education and training is completion of the comprehensive school syllabus. The main objective of education and training is vocational competence. Upper secondary vocational qualifications can be completed at vocational institutions, as apprenticeship training, or as competence-based qualifications irrespective of how vocational skills have been acquired.

#### *Higher education*

36. The Finnish higher education system consists of universities and polytechnics. There are 20 universities in Finland, including 10 multidisciplinary universities, 3 universities of technology, 3 schools of economics and business administration and 4 art academies. There are 29 polytechnics, which are mostly multi-field higher education institutions. Teacher education is provided at eleven universities and vocational teacher education and training are available at five polytechnics. The annual student intake for higher education is equivalent to about 65% of the calculated size of the age group of young people aged 19–21.

37. Universities emphasise scientific research and instruction based on this research. Universities provide lower (Bachelor's) and higher (Master's) academic degrees, with most students completing the latter, and Licentiate's and Doctor's degrees, which are scientific postgraduate degrees. The role of polytechnics is to train professional experts for working life and its development assignments. In addition to their educational role, polytechnics conduct research and development that serve instruction and support working life. Polytechnic studies are higher education (Bachelor-level) degrees with a professional emphasis. In 2002, Parliament launched a trial of polytechnic postgraduate degrees. General eligibility for all forms of higher education is provided by the upper secondary school syllabus or the matriculation examination and an upper secondary vocational qualification with a scope of at least three years or equivalent studies abroad. Responsibility for student selection criteria rests with higher education institutions.

#### *Adult education and training*

38. Adult education and training are specifically intended and organised for adults. Finnish adult education and training have been characterised by differentiation between instruction intended for adults and young people. With the exception of university degree-oriented education, adults are provided with education and training specifically designed for adults at all levels of the education system. Consequently, it is possible to study for the educational qualifications included in the qualifications system in both youth-level education and as adult education and training. In addition, adult education and training provide apprenticeship training, additional and supplementary training to update and extend vocational skills, as well as social studies preparing for civic and working life skills and interest-oriented studies. Adult education and training in Finland are offered at about 1,000 educational institutions and higher education institutions. About one million students participate in adult education and training every year.

### ***2.1.1. Administration***

39. Parliament decides on educational legislation and on the overall principles of education policy. The Government, the Ministry of Education and the National Board of Education are responsible for implementation of this policy at the central administration level.

40. The Ministry of Education is the highest educational authority in Finland. The remit of the Ministry of Education comprises education and training, research, culture, youth services, ecclesiastical affairs and sports, as well as copyright issues. Within the Ministry of Education, the Department for Education and Science Policy is responsible for all education and training from general education to university education, adult education and training and scientific research. Almost all forms of publicly funded education and training are subordinate to or supervised by the Ministry of Education. The Ministry prepares legislation and Government decisions governing education and training. The most important sectors of education and training outside the Ministry's remit are military training (Ministry of Defence), police, border guard and fire and rescue services training (Ministry of the Interior), as well as employment training, which is financed by the Ministry of Labour but provided by educational institutions subordinate to the Ministry of Education.

41. The National Board of Education is an expert administrative board responsible for the development of educational objectives, contents and methods in basic education, general upper secondary education, vocational education and training, and adult education and training. The Board also draws up and adopts the national core curricula.

42. For the purposes of regional state administration, Finland is divided into six administrative areas called provinces. In each province, educational and cultural affairs are dealt with by the Education and Culture Department within the Provincial State Office.

43. Local administration in Finland is carried out by the local authorities (municipalities), of which there were 446 at the beginning of 2003. Every Finnish citizen is a member of a municipality. The local authorities are responsible for the provision and procurement of services for municipal residents according to legislation. The most important statutory duties of the local authorities include health care, basic education and social services. The local authorities enjoy self-government protected by the Constitution. Municipal power of decision is exercised by the elected municipal council. The council appoints the municipal board and the municipal committees. In each municipality, educational matters are decided by a collective body of elected officials. The most significant sources of municipal income comprise tax revenues, income transfers from the Government and different fees. The Government participates in financing municipal operations through state subsidies.

44. In Finland, education providers may be local authorities, joint municipal boards (federations of municipalities), the State or private bodies, such as registered associations or foundations. Each local authority is obligated to provide pre-school education and basic education for all children residing within its area, or to otherwise ensure that school-age children receive equivalent instruction. In addition, the Government may also grant registered associations or foundations licences to provide basic education. Such licences are granted on condition that the provision of education is based on specific regional or national educational and cultural needs and that individual applicants have professional and financial resources to organise education appropriately. Education may not be provided in order to make a profit. The amount of private education deviating from normal educational arrangements is small in Finland.

45. The Ministry of Education may grant local authorities, joint municipal boards, registered associations or foundations licences to provide general upper secondary education and vocational education and training. Local authorities may establish joint municipal boards of several local authorities by mutual agreement approved by their respective councils. Joint municipal boards

usually attend to duties that involve high establishment and maintenance costs and that require a large population base. Joint municipal boards have generally been established to provide health services as well as vocational and polytechnic education and training. Conversely, all universities are maintained by the State and enjoy a high degree of autonomy.

46. According to law, each school is required to have a rector (headmaster) responsible for the running of the school, who may also be a joint rector of more than one school. In addition, each education provider is required to have a sufficient number of official teaching posts or teachers working under regular contracts of employment. Besides these, schools may have hourly paid teachers, special needs assistants and other staff. Providers of general upper secondary education and vocational education and training have a statutory obligation to co-operate with other providers of upper secondary education and training within their respective regions. Education providers are also required to reserve an opportunity for students to participate in the development of education and training and to hear students prior to making decisions on studies and other matters that have an essential bearing on their position. In addition, the needs of working life must be specifically taken into account in vocational education and training. When organising education and training, education providers are required to co-operate with businesses and other sectors of working life. In basic education and in general and vocational upper secondary education and training intended for young people, education providers must also co-operate with pupils' or students' families.

### ***2.1.2. Steering and evaluation of education and training***

47. Finland has specific legislation for each level of education and training. This legislation states that the objective of education and training is to support pupils' and students' growth and to provide them with the skills and knowledge necessary for life, further studies and working life. The objective of pre-school education is, as part of early childhood education and care, to improve children's learning conditions. Basic education is to promote civilisation and equality in society and the opportunities for pupils to participate in education and to otherwise develop themselves during their lives. A further objective of basic education is to guarantee sufficient equality in education throughout the country. An additional objective of upper secondary vocational education and training is to provide students with the skills and knowledge needed to acquire vocational skills and the potential for independent self-employment. Current legislation governing basic education, general upper secondary education and vocational education and training has been in force since 1<sup>st</sup> January 1999. (Basic Education Act 1998/628, Upper Secondary Schools Act 1998/629, Vocational Education Act 1998/630)

48. The national objectives, the time allocated to lessons within basic education and general upper secondary education, and the core subjects of vocational education and training and their scopes are decided by the Government and the Ministry of Education. Nevertheless, many matters have been entrusted to education providers. The operations of education providers are steered through objectives set in legislation and on the national core curricula. Feedback concerning the operation of the education system is collected by means of statistics and evaluations.

#### *National core curricula and local curricula*

49. The National Board of Education draws up and adopts the national core curricula for basic education, general upper secondary education and upper secondary vocational education and training. The national core curricula determine the objectives and core contents of instruction and learning for each subject. In addition, they include descriptions of the good level of skills and knowledge determined for pupils or students. The national core curricula also address the premises for the provision of instruction, implementation of instruction, the conception of learning, support for study and pupil or student assessment. The achievement of fundamental educational rights and equality as well as educational cohesion and quality are guaranteed by regulations, similar to the achievement of considerations relating to legal protection.

50. The development of instruction requires the occasional revision of curricula and qualifications. The national core curricula for basic education and general upper secondary education are currently being reformed. The new National Core Curriculum for Upper Secondary Schools is to be completed in 2003 and it will be introduced in 2005. The revised National Core Curricula for Basic Education will be introduced no later than in 2006. Upper secondary vocational qualifications were reformed in 1999–2001.

51. Each national core curriculum constitutes a legal norm, which is used as the basis for drawing up local curricula. Each education provider is responsible for drawing up and developing its local curriculum. Such curricula specify the objectives and contents determined in the relevant national core curricula. Each local curriculum includes values and a mission statement, general objectives of education and instruction, the applicable local time allocation scheme, a description of the school's operational culture, instruction in elective subjects, co-operation with pupils' or students' families and other parties, and any possible emphases of instruction. Pupils' or students' parents or other guardians can also influence the determination of the educational objectives of the curriculum. It is also possible to involve pupils or students in the curricular work.

52. Curricula are approved separately for education provided in the Finnish, Swedish and Sami languages and, where necessary, for education provided in any other language. In general upper secondary education and vocational education and training, curricula must be drawn up in such a way that they provide students with the opportunity to make personal study choices, also utilising instruction offered by other education providers, where necessary. In their teaching, teachers are required to comply with the curriculum confirmed by the education provider.

#### *Evaluation*

53. The purpose of evaluation is to guarantee the achievement of the objectives of education and training as laid down in legislation, to support the development of education and training and to enhance the conditions for learning. Legislation states that education providers must evaluate the education that they provide. Education providers also have an obligation to participate in external evaluations. Evaluation of education and training is also used to collect information in support of education policy decisions and to provide background for steering through information and for steering by results. Internationalisation makes it all the more important to compare Finnish education and training with developments in other countries. Information obtained through evaluation is required as a basis for making decisions on the solutions that will direct the future of education and training.

54. The results of evaluations are utilised in development of the education system, national core curricula and teaching methods, as well as in practical teaching work. The results are also used to monitor the achievement of equality in education and training. The key results of evaluations must be made public.

55. The principles of the national evaluation of education and training are determined by the Ministry of Education. The national evaluation system of education and training consists of three sections: the evaluation system of learning outcomes, production of indicators and thematic evaluations with varying topics. Responsibility for the development and implementation of evaluation rests with the Evaluation Council for Education and Training and with the Higher Education Evaluation Council.

56. At a regional level, the evaluation and monitoring of education and training are carried out by the Provincial State Offices. Regional evaluation targets include the serviceability of the network of educational institutions and the meeting of requirements set by demand for education and training. The regional level supports the acquisition of information required for national evaluation. At a local level, evaluation may focus on aspects such as the accessibility of education and training, the

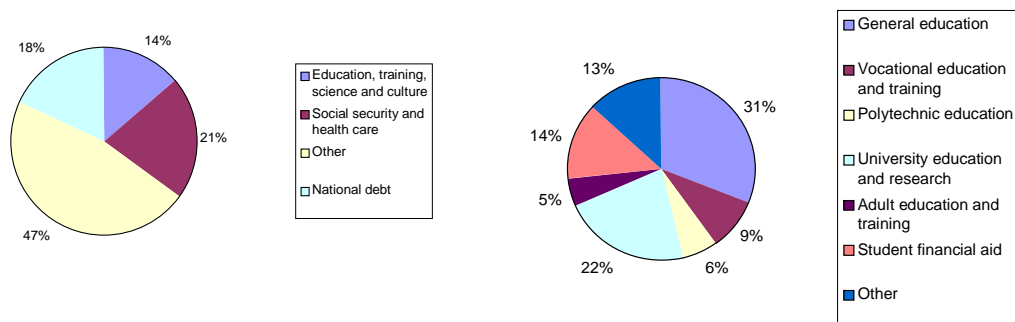
financial accountability of educational institutions and the achievement of the objectives of municipal policies on education, training and culture, as well as on the differences between various educational institutions. At an institutional level, evaluation targets include the achievement of objectives, the completion of pedagogical and curricular reforms and the use of resources.

### 2.1.3. Financing for education and training

57. Instruction is usually free of charge at all levels of education. Basic education is completely free of charge for pupils, but students at higher levels may have to pay for study materials, meals and transport.

58. Students receive financial aid for full-time post-basic studies lasting at least two months. Student financial aid is payable for studies at upper secondary schools, folk high schools, vocational institutions, polytechnics or universities through to the doctorate level. Financial aid is also available for studying abroad. Ordinary student financial aid comprises a study grant, a housing supplement and a government-guaranteed student loan. In addition, there is an adult study grant for mature students.

**Figure 2.2. Share of appropriations for education, training, science and culture in the State Budget and their distribution by sector in 2001**



Source: Ministry of Education, 2001

59. Responsibility for financing educational services is divided between the State and the local authorities or other education providers. In addition to their own funding, local education providers are entitled to receive state subsidies to cover the setting up and running of their educational institutions. The funding criteria are the same irrespective of ownership; in other words, private educational institutions are funded using equivalent criteria.

60. State subsidies for operating costs are granted on the basis of calculations, the criteria for which are confirmed annually per pupil or student, lesson or some other unit. Based on law, it is calculated that state subsidies cover 57% of operating costs, but in practical terms, the situation is often such that the state subsidy covers about 50% of the costs of education and training. The most significant factor influencing the amount of state subsidy is the number of pupils or students. Due to the calculation method, the municipal contribution will follow students throughout the country, wherever they choose to study. The municipal contribution is determined as a proportion of the educational costs calculated for the entire country per individual resident of the municipality. The state subsidy, in turn, is payable to the education provider according to the pupil- or student-specific unit price. The subsidies granted by the Government to the local authorities are not tied to specific functions; in other words, the local authorities have the opportunity to make their own



decisions on the allocation of funding between educational and cultural services and other municipal functions, for example.

61. The universities' expenditure is financed from the State Budget. In practical terms, however, universities also receive other income from external funding sources and through commercial services to the extent that direct government funding ultimately accounts for about 70% of their expenditure.

#### ***2.1.4. Basic education, comprehensive schools and pupils***

62. Pre-school education is intended for six-year-olds, who will start comprehensive school the following year. Pre-school education is provided in day care and in pre-school classes at comprehensive schools. Pre-school education focuses on preparation for school. Participation in pre-school education is voluntary, but local authorities have an obligation to offer it to all six-year-olds. In 2001, about 12,600 children participated in pre-school education provided in pre-school classes at comprehensive schools. However, the majority of pre-school education is still given in conjunction with day care. The amount of pre-school education provided by schools has, nevertheless, doubled in five years. The national core curriculum and objectives for pre-school education are the same irrespective of whether it is provided in day care or in pre-school classes at school. More than 93% of all six-year-olds participate in pre-school education provided in day care or at schools.

63. Each child permanently resident in Finland is subject to compulsory education for a period of ten years starting in the year when he or she turns seven years of age. Compulsory education ends when the pupil has completed the syllabus of basic education or ten years after the beginning of compulsory education, whichever occurs first. Compulsory education does not refer to an obligation to attend school; instead, pupils may also obtain equivalent skills and knowledge in some other way. In practical terms, however, almost all Finns complete comprehensive school. Pupils with learning difficulties have the right to receive special education in connection with other instruction. Education for children with the most severe intellectual disabilities was transferred into the framework of educational services in 1997. The point of departure in legislation is that provision of special education should be integrated into regular instruction, wherever possible.

64. Comprehensive school lasts nine years. The basic education syllabus includes at least the following subjects: mother tongue and literature (Finnish/Swedish), the other national language (Swedish/Finnish), foreign languages, environmental studies, civics, religion or ethics, history, social studies, mathematics, physics, chemistry, biology, geography, health education, physical education, music, visual arts, craft and home economics. One characteristic typical of Finnish compulsory education is the study of several foreign languages. In principle, all pupils study two languages in addition to their mother tongue. One of these is the other national language, which is Swedish for pupils who speak Finnish as their mother tongue and Finnish for those who speak Swedish as their mother tongue. In addition to the two compulsory non-native languages, pupils may choose a further optional language. It is possible to provide pupils who have completed basic education with additional education lasting one extra school year. This is intended for those young people, who have failed to secure a place in further education or who wish to improve the grades shown on their leaving certificate.

65. Instruction and teaching aids are free of charge for children. In addition, schools provide pupils with free hot meals every day; Finnish school meals are a tradition dating back over 50 years. As a general rule, education providers organise and cover the costs of school transport for pupils living more than five kilometres from school.

66. In 2001, there were almost 596,000 pupils in basic education. About 65,300 pupils started comprehensive school in 2001. The sizes of these age groups have not varied considerably over the

last few years. According to a population forecast, however, the age group of seven-year-olds in 2010 will be 14% smaller than the corresponding age group in 2000. Reduction will take place throughout the country, but the highest change will occur in Eastern and Northern Finland due to the strong migration trend. In Finland, 99.7% of people in each age group complete comprehensive school. Comprehensive school leaving certificates were awarded to 63,750 pupils in 2001. (Tilastokeskus 2003 [Statistics Finland 2003])

67. In all, there are about 4,000 comprehensive schools in Finland and this network covers the whole country. The smallest schools have less than ten pupils, while the largest have more than 900 pupils. Almost half the comprehensive schools are small schools with less than 100 pupils, but more than 80% of pupils study at larger schools. Finnish- and Swedish-language education is provided separately. In 2001, Swedish-language education was provided by a total of 328 comprehensive schools, which had 36,000 pupils, accounting for about 6% of comprehensive school pupils. Schools may define their specific 'profiles', in other words, focus the education that they provide on languages, mathematics and natural sciences, physical education, music, visual arts, etc. In recent years, major changes have taken place in the school network for basic education. Almost 500 schools were discontinued as a result of municipal decisions in 1996–2000. The majority of these schools were small village schools with less than 50 pupils. Some new schools have also been established, in particular in growth centres. In 2001, about 98% of comprehensive schools were maintained by local authorities, just over one per cent by private bodies, less than one per cent by the State and 0.2% by joint municipal boards. (Kumpulainen toim. 2002; Tilastokeskus 2003 [Statistics Finland 2003])

#### ***2.1.5. Upper secondary education and training, educational institutions and students***

68. Upper secondary education and training comprise general upper secondary education and upper secondary vocational education and training. Providers of upper secondary education and training have an obligation to co-operate with other upper secondary level educational institutions within their respective regions. Within the limits of their educational qualification or syllabus, students in one form of education may also select study modules from the other.

69. In 2001, 54% of all comprehensive school leavers started upper secondary school immediately after leaving comprehensive school, while 36% moved on to vocational education and training. Three per cent of pupils continued in additional education, while seven per cent did not apply for any form of education. Educational provision at the upper secondary level has long been higher than the size of the relevant age groups. In practical terms, everyone is admitted to education and/or training, but not necessarily to their preferred specific educational institution or field of study. (Tilastokeskus 2003 [Statistics Finland 2003]; Kumpulainen toim. 2002.)

##### *General upper secondary education*

70. General upper secondary education is general (non-vocational) education. The upper secondary school curriculum is designed to last three years, but students may complete it in more or less time, however, within a maximum of four years. Upper secondary schools provide education in the form of courses and it is not divided into year classes, i.e. forms. Upper secondary school studies consist of compulsory, specialisation and applied courses. All students must complete the compulsory studies. Each school is required to offer specialisation courses for students to choose from. Each student is responsible for completing a sufficient number of courses. Applied courses may be either further studies in subjects already studied or other subjects. The provision of these courses can be decided independently for each school. They can also be offered in co-operation with other educational institutions, such as vocational or music institutions. Similar to comprehensive schools, upper secondary schools may also define their profiles, i.e. focus their education on languages, mathematics and natural sciences, physical education, music, visual arts, etc. There are about 50 upper secondary schools with such special educational tasks.

71. Upper secondary school ends with the national matriculation examination, which is drawn up nationally and which is also assessed by a centralised body according to uniform criteria. There are four compulsory tests in the matriculation examination: the mother tongue, the other national language, a foreign language and either a mathematics or a general studies test. In addition, candidates may take extra tests on a voluntary basis. Tests are arranged every spring and autumn. Candidates may complete the examination either in one examination period or in parts within a maximum of three different periods. The matriculation examination provides general eligibility for higher education.

72. In 2001, a total of 129,000 students were in general upper secondary education. Upper secondary school students are usually 16–19 years of age, but adults may also complete the upper secondary school syllabus within education intended for adults. Students in Swedish-language education accounted for 5% of students in general upper secondary education. In 2001, 35,300 students completed the matriculation examination. This number has remained relatively consistent from year to year. By comparing the numbers of those who have completed the examination with the average 19–21-year-olds' age group, it is possible to conclude that about half the age group completes the matriculation examination. In 2001, women accounted for 58% of those who completed the matriculation examination. (Tilastokeskus 2003 [Statistics Finland 2003])

73. There were about 440 upper secondary schools in Finland in 2001. In addition, some folk high schools offer general upper secondary education. The number of upper secondary schools has also decreased over the last 10 years due to discontinuation and unification of schools. Nevertheless, the upper secondary school network is quite comprehensive in geographical terms. Just over 10% of all upper secondary schools are small schools with less than 100 students. Swedish-language education was provided by 36 upper secondary schools. Educational institutions providing general upper secondary education maintained by local authorities accounted for 90%, whereas the figures for private bodies and the State stood at 8% and 2% respectively. (Kumpulainen toim. 2002; Tilastokeskus 2003 [Statistics Finland 2003])

74. Finland has developed general upper secondary distance education, in particular for adults, who are not able to participate in the available general upper secondary education due to work, distance or for some other reason. General upper secondary distance education was launched in 1997 and more than 80 educational institutions are currently participating in a project running from 2000 to 2004. General upper secondary distance education is multiform study by nature. A significant part of studies are completed in the form of distance learning. Distance learning utilises textbooks and other written materials, distance learning programmes on radio and TV, audio cassettes, electronic mail, web-based materials and other on-line learning materials. Some distance learning students are only in telephone and e-mail contact with their educational institutions, but distance learning students may also participate in contact and counselling classes at their educational institutions, where necessary.

#### *Vocational education and training*

75. Upper secondary vocational studies take three years. The admission requirement for upper secondary vocational education and training is completion of the comprehensive school syllabus. Upper secondary school matriculants may also take the same vocational qualifications – for them, the duration of studies varies between two and two and a half years.

76. Upper secondary vocational qualifications are provided in the following sectors: natural resources; technology and transport; business and administration; tourism, catering and home economics; health and social services; culture; and leisure and physical education. Each vocational qualification comprises 120 credits, 90 of which consist of vocational studies and on-the-job learning, with 20 credits of core subjects and 10 credits of free-choice studies (one credit is equivalent to 40 hours of a student's work). The aim is for those who have completed an upper

secondary vocational qualification to possess extensive basic skills for various assignments in the field and more specialised competence in one specific sector. Upper secondary vocational qualifications provide general eligibility for higher education.

77. The qualifications and curricula in upper secondary vocational education and training were reformed in 1999–2001. At the same time, periods of supervised on-the-job learning of at least half a year were included in the qualifications. The aim is for students to learn some of the vocational skills included in the qualifications, as determined in the national core curricula, in the workplace and to acquire general capabilities for working life and lifelong learning. Objectives for on-the-job learning are set in co-operation between the representative of the workplace, the teacher and the student. On-the-job learning also involves feedback discussions, where students are given assessments of their progress. On-the-job learning has been seen as a means to bring education and training and working life closer together and to develop teachers' professional skills. On-the-job learning requires educational institutions to have diverse and effective relations with representatives of business life, organisations, elected officials and other parties promoting the cause. To support implementation of on-the-job learning, teachers have been offered in-service training and periods in working life with a view to updating their knowledge of working life and developing practices and co-operation related to on-the-job learning in business enterprises.

78. Upper secondary vocational qualifications can be completed at vocational institutions, as apprenticeship training, or as competence-based qualifications irrespective of how vocational skills have been acquired. Apprenticeship training is based on a contract between the student and the employer, which is approved by the education provider. The system of competence-based qualifications was mainly developed to meet the needs of the working adult population. A system of skills demonstrations has been developed for upper secondary vocational education and training with the objective of assuring the quality of vocational education and training. Skills demonstrations constitute a method of assessing learnt skills, which is implemented in co-operation with working life. Skills demonstrations are assessed in a tripartite procedure involving representatives of working life and teachers. Skills demonstrations are used to ensure that the vocational skills required in working life have been achieved and to standardise student assessment. Skills demonstrations improve the quality of education and training, not only by functioning as quality assurance for education and training, but also indirectly by developing the national core curricula for vocational education and training, education providers' own curricula, teaching arrangements and support and guidance measures for students. In parallel with skills demonstrations, another system is being developed to assess learning outcomes in vocational education and training, which is based on skills demonstrations and national skills demonstrations materials.

79. In 2001, about 137,600 students participated in upper secondary vocational education and training. Students in Swedish-language vocational education and training accounted for 4% and about 2% of all students were foreign nationals. On the whole, equal numbers of men and women participate in vocational education and training. However, many different sectors of education are strongly divided according to gender. The largest sectors of upper secondary vocational education and training are technology and transport, business and administration, and health and social services. The number of upper secondary vocational qualifications completed in 2001 was about 40,300. (Tilastokeskus 2003 [Statistics Finland 2003])

80. Upper secondary vocational education and training in Finland have traditionally been provided by educational institutions. However, an increasing number of upper secondary vocational qualifications are also completed in the form of apprenticeship training. In 2001, just over 7% of upper secondary vocational qualifications were completed in apprenticeship training. The number of new students in apprenticeship training has clearly increased in recent years. Vocational education and training were provided by just over 300 educational institutions in 2001. Those maintained by local authorities or joint municipal boards accounted for 70%, while the figures for those maintained by the State and private bodies were 3% and 27% respectively. Just

over 82% of students were enrolled in municipal institutions, while 17% studied at educational institutions maintained by private bodies. (Tilastokeskus 2003 [Statistics Finland 2003])

## 2.2. Teachers

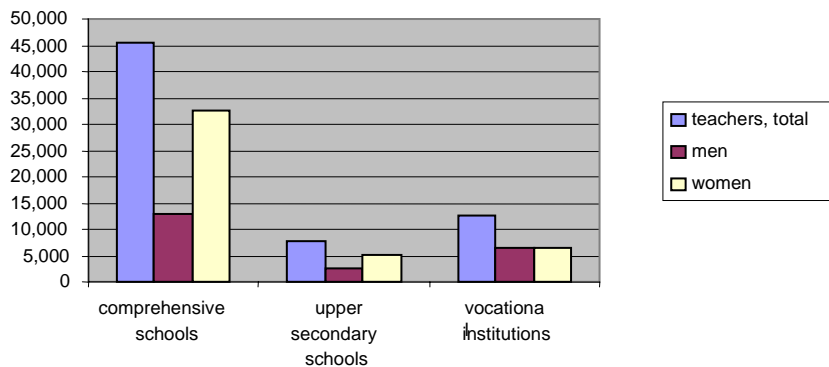
### 2.2.1. Size of the teaching workforce

81. Statistics Finland collected data on teachers in the spring of 2002. The information presented in this section is mostly based on that data.

82. In 2002, the number of Finnish- and Swedish-speaking teachers in basic education totalled 45,568, including rectors and substitute teachers. Of these, full- and part-time teachers accounted for 98% and 2% respectively. There were 7,846 teachers in general upper secondary education, 94% being full-time teachers. A total of 12,486 teachers were in vocational education and training. Full-time teachers accounted for almost 94% of all teachers in vocational education and training. (Opetusministeriö 2003 [Ministry of Education 2003])

83. The teaching workforce is predominantly female. In 2002, women accounted for 72% of all comprehensive school teachers and 65% of upper secondary school teachers. The proportions of male and female teachers in vocational institutions were about equal. Although the teaching profession is dominated by women, the majority of rectors and head teachers were men at all educational institutions, except for special schools. Men accounted for 67%, 72% and 66% of rectors at comprehensive schools, upper secondary schools and vocational institutions respectively.

**Figure 2.3. Teachers at comprehensive schools, upper secondary schools and vocational institutions in 2002**



Source: Statistics Finland

84. Most teachers in basic education are class teachers, who teach all subjects mainly in forms 1–6 (primary level). They may also work as pre-school class teachers. In 2002, class and pre-school teachers amounted to 20,096 in all. In addition, there are lecturers and hourly paid teachers in basic education, working as subject teachers. There were almost 14,000 lecturers and about 2,400 full-time hourly paid teachers. There are also special education teachers and pupil counsellors in basic education, as well as kindergarten teachers, who may work as pre-school teachers. Most teachers in general upper secondary education were lecturers, amounting to more than 5,500. The number of full-time hourly paid teachers was about 1,300. (Opetusministeriö 2003 [Ministry of Education 2003])

85. Teaching staff working at vocational institutions include teachers of core subjects, teachers of vocational studies, special needs teachers and student counsellors. Vocational institutions are run by rectors or head teachers, who may also provide instruction. The most common type of post found at vocational institutions in 2002 was lecturer; they accounted for nearly half the whole teaching staff. Full- and part-time hourly paid teachers accounted for about 36% and 6% of all teachers respectively. (Opetusministeriö 2003 [Ministry of Education 2003])

86. In addition to teachers, 31,300 other staff worked at educational institutions in 1999.

### ***2.2.2. Qualified teachers***

87. In 2002, 86.9% of full-time teachers in Finnish-language basic education and 77.8% of those in Swedish-language basic education were formally qualified for their positions. In terms of upper secondary schools, the teacher situation is good as a whole. Teachers in Finnish- and Swedish-language education lacking formal qualifications account for 5.5% and 8.7% of full-time teachers respectively.

88. Examined by type of position, the relative proportion of staff formally qualified for their positions in basic education and general upper secondary education was highest among rectors and lowest among part-time hourly paid teachers. The proportions of qualified lecturers and full-time hourly paid teachers in basic education and at upper secondary schools vary by subject to some extent. The situation among Swedish-speaking teachers is somewhat worse in both basic and general upper secondary education and vocational education and training when compared with Finnish-speaking teachers.

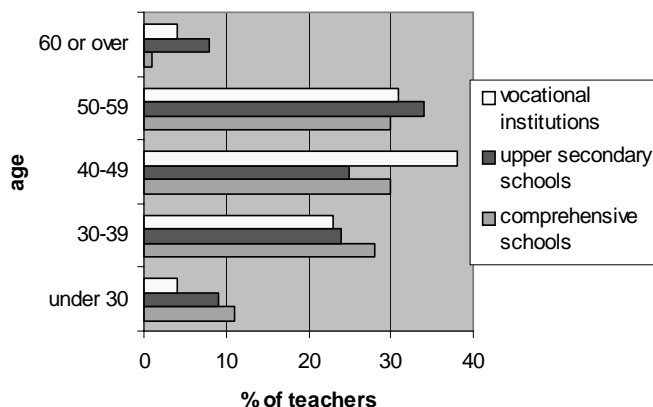
89. The proportion of formally qualified special education teachers is lower compared with other teacher groups. Just over 31% of special class teachers and special needs teachers did not have formal qualifications for their positions. The situation was worst in Southern Finland, where more than 41% of special education teachers lacked formal qualifications. (Opetusministeriö 2003 [Ministry of Education 2003])

90. In vocational education and training, 74.7% of all teachers were qualified for their positions. The proportion of qualified full-time teachers was slightly higher than that of qualified part-time teachers. 73.6% of core subject teachers and 75% of teachers of vocational studies were qualified for their positions. The highest proportion of qualified people, i.e. more than 90%, work in managerial positions.

91. Analysis by sector of vocational education and training can only be carried out among teachers of vocational studies, as the majority of core subject teachers teach in more than one sector of education. The proportion of qualified teachers is highest in the tourism, catering and home economics sector and in the health and social services sector. Among the major sectors of education, the most problems are in the business and administration sector, where only 59% of all teachers of vocational studies were qualified for their positions. Based on an analysis of the types of qualifications that teachers lacked, it was possible to establish that most teachers had not completed the pedagogical studies for teachers. To a lesser extent, some teachers also lacked the educational qualification or work experience required for their main assignment. (Opetusministeriö 2003 [Ministry of Education 2003])

### 2.2.3. Teachers' age structure

**Figure 2.4. Teachers at comprehensive schools, upper secondary schools and vocational institutions by age in 2002**



Source: Statistics Finland

92. The age distribution among teachers is similar to that of the Finnish population as a whole. In 2002, the proportion of teachers at upper secondary schools was highest among 50–59-year-olds. Of teachers in basic education, the age groups for 40–49-year-olds and 50–59-year-olds were almost equal in size. In Finnish-language basic education, more than 32% of full-time teachers providing instruction in 2002 were at least 50 years of age. Over 50% of rectors and 44.3% of lecturers were aged 50 or more. Conversely, just over 25% of class teachers were aged 50 or more. Upper secondary school teachers were older than basic education teachers in both Finnish- and Swedish-language education. (Opetusministeriö 2003 [Ministry of Education 2003])

93. The proportion of teachers in upper secondary vocational education and training was small in the age group of less than 30-year-olds. This can be attributed to reasons such as the fact that the average age of applicants to vocational teacher education and training is over 30, because most sectors of education require work experience prior to admission to education and training. In 2002, about 42% of teachers at vocational institutions were 50 or over. Examined by type of position, core subject teachers were younger than teachers of vocational studies. (Opetusministeriö 2003 [Ministry of Education 2003])

### 2.3. Key organisations

94. The degree of trade union membership among employees is high in Finland, similar to other Nordic countries. The level of unionisation among teachers is also comprehensive. It has been estimated that more than 95% of gainfully employed teachers are members of the Trade Union of Education (OAJ). Membership of the trade union has remained stable in recent years. Women and men accounted for 72% and 28% of members, respectively, at the beginning of 2002. The Trade Union of Education is the largest member union of the Confederation of Unions for Academic Professionals in Finland (AKAVA) that represents highly educated people. The Trade Union of Education promotes the interests of the teaching profession at all levels of education and participates in the development of education policy and instruction.

95. The majority of teachers at primary and secondary levels work for local authorities. The Finnish local authorities have formed a joint organisation, the Association of Finnish Local and Regional Authorities. The Association also deals with educational affairs. The Commission for

Local Authority Employers is the employers' organisation of local authorities and joint municipal boards, promoting the interests of municipal employers on the labour market.

96. The conditions of service for teachers, such as salaries, working hours and terms of notice, are agreed by collective agreements for state and municipal civil servants and for other employees. The contracting parties are the above-mentioned Trade Union of Education (OAJ) and organisations representing employers.

97. The Trade Union of Education has a specific students' union, the Teacher Student Union of Finland (SOOL). SOOL members study to become kindergarten, class, subject, special education and vocational teachers and student counsellors. The Union had just over 4,800 members at the end of 2002. The membership includes about 40% of all those studying to become teachers.

98. The Finnish Parents' Association is a politically and religiously independent co-operation organisation for parents. Its objective as an expert organisation is to influence public opinion and decision-makers in order to create good learning and growth environments for all children and young people. The Association has almost 200,000 members through more than 1,000 parents' associations operating in the fields of education, training and early childhood education and care. The equivalent Swedish-speaking parents' association, Förbundet Hem och Skola i Finland (Home and School Federation in Finland), has more than 50,000 members in about 200 parents' associations.

99. The Union of Finnish Upper Secondary School Students is an interest, service and activity organisation with about 50,000 members. The Central Organisation for Finnish Vocational Students (SAKKI) is an organisation promoting the interests of those studying at vocational institutions. The interest-promotion activities of students' organisations focuses on education policy, students' legal protection and development of social benefits for students, etc.

#### **2.4. Anticipation of teacher needs**

100. Anticipation of labour and educational needs has become an increasingly important task. The ageing population, the decreasing size of young age groups and the threat of labour shortage require the correct quantification of educational provision both nationally and regionally in accordance with educational and labour needs.

101. The quality of education and training is essentially dependent on the quality of the teaching workforce, because teachers are the most important group contributing to educational outcomes. One of the quality criteria of the Finnish education system is equality. Irrespective of region and place of study, all students have the right to good instruction. Their admission to further education or job placements must not be jeopardised due to the poor quality of education. The objective is therefore to ensure that teaching staff are competent and qualified everywhere.

102. As a result of these information needs, several national and local anticipation projects have been carried out in Finland. These projects have influenced the planning of the volumes of teacher education and training. In the autumn of 1998, the Ministry of Education launched a two-year OPEPRO project to anticipate teachers' needs for initial and continuing education and training. The project investigated the numbers and education of teachers in basic education, general upper secondary education and upper secondary vocational education and training and anticipated the developments in teachers' educational needs up until 2010. The starting point used for calculations in terms of demand for labour was the number of students in 2010, which had been anticipated on the basis of population forecasts and recent actual student volumes. The anticipated need for teacher education and training consisted of the difference between teacher demand and teacher reserves, taking account of teachers' retirement, entry of current students into the labour market upon graduation and teachers' mobility during their careers.



103. The project also investigated the educational needs of teachers working with special groups, such as linguistic and cultural minorities. In addition, the whole exercise included surveys concerning the participation of teaching staff in and the provision of continuing education and training as well as the role of information and communication technologies (ICTs) in the building of learning environments. In addition to the Final Report, the project produced 14 sub-reports and it is the most extensive overall survey of teachers and teacher education and training ever implemented in Finland.

104. The data collected in the anticipatory project has made it possible to pinpoint problems related to the ageing, professional qualifications and regional placement of teachers. In all, more than 20,000 teachers are due to retire between 2000 and 2010. The average age of the teaching workforce is highest in remote areas of Northern Finland. Conversely, the population concentration area of Southern Finland is experiencing shortages of both Finnish- and Swedish-speaking qualified class teachers and special education teachers. The surveys indicated that the shortage of qualified subject teachers was highest among teachers of languages and mathematical subjects. The average age of the teaching workforce in vocational education and training is high. Almost one quarter of working teachers lacked formal qualifications. One of the conclusions of the anticipatory project was that it identified an immediate need to increase volumes in teacher education and training. (Luukkainen 2000)

105. The anticipatory project felt it necessary for efforts to be made to improve the image of the teaching profession, in order to attract enough good new applicants to teacher education and training. The project further indicated that the teaching profession had lost popularity among young people considering their careers when compared with the earlier situation. Working in the field has been perceived as being hard, while increasing problems with discipline, substance abuse and truancy as part of teaching work reduce people's willingness to apply for teaching positions. (Joki-Pesola & Vertanen 1999)

106. Based on anticipatory information concerning the teacher situation, the Ministry of Education initiated a three-year expansion programme for teacher education and training at ten universities, with the aid of separate funding. The objective of the expansion programme for 2001–2003 has been an increase of 3,000 new teachers. Increases in educational provision have specifically targeted class teacher education, special needs teacher education as well as education of teachers of languages and mathematics and natural sciences. They have been implemented in both Finnish- and Swedish-language teacher education. To date, the programme has achieved the set objectives. There has been no need to cancel any study programmes due to lack of applicants. The expansion of educational provision has covered both opportunities to obtain teaching qualifications, known as qualifying training, and increases in annual intake quotas to initial education. In addition, the expansion programme of teacher education and training also provides the opportunity to move into teaching from other occupations. Examples of such activities include the field of mathematics and natural sciences.

107. Long-term labour demand and supply have also been investigated by the Ministry of Labour. Factors influencing the increase in teaching and educational work include the expansion of adult education and training and the improved state of the national economy, which has also been visible in investment in education and training. In addition, it was anticipated that in-service training would increase in business enterprises. On the other hand, demand for teaching workforce will decrease because of the reduction in the sizes of future age groups. According to the project carried out by the Ministry of Labour, however, educational and cultural work is among the occupational groups with growing employment rates. (Työministeriö 2003 [Ministry of Labour 2003])

108. In 2001, the Ministry of Education set up a working group with the task of drawing up a proposal for the quantification of initial teacher education and training for 2003–2008. When carrying out this task, the working group was expected to anticipate developments in the demand

for labour in the teaching field up until the year 2020. The working group completed its work in early 2003. The point of departure applied by the working group to the quantification of educational needs was for all rectors and full-time teachers with teaching assignments to have formal qualifications for their positions in 2020.

109. The working group for teacher demand anticipated that Finnish- and Swedish-language basic and general upper secondary education would require a total of almost 48,400 rectors and full-time teachers in 2020. According to the working group, intake volumes for vocational teacher education and training should be increased for 2003–2008 by about 200 students per year.

110. The proposals put forward by the working group are about to be implemented in such a way that the Ministry of Education and the universities have agreed on expansion of Finnish- and Swedish-language teacher education between 2004 and 2006 and on its separate funding in their performance negotiations in the spring of 2003. The objective of the expansion programme of teacher education for 2004–2006 is a further increase of 2,500 new teachers. Increases are to cover areas such as special needs teacher education, education of teachers of languages and mathematics and natural sciences, student counsellor education, education of physical education teachers, as well as opportunities to complete the pedagogical studies required of teachers. In addition, vocational teacher education and training will be expanded by increasing annual intake quotas in accordance with teacher demand as calculated by the working group.

### 3. TEACHER EDUCATION AND TRAINING IN FINLAND

#### 3.1. Teacher education at universities

111. University-level teacher education is provided by eleven universities, including three art academies. One of these universities provides teacher education in Swedish. Teacher education is available at university faculties of different subjects as well as at the faculties of education and their teacher education units. Eight universities operate teacher training schools organising teaching practice. Universities provide teacher education for the following groups of teachers:

- class teachers, who teach all subjects in forms 1–6 of basic education (primary level) and who may also work in pre-school education;
- kindergarten teachers, who may work in pre-school education as well as in early childhood education and care;
- subject teachers, who teach one or more subjects in forms 7–9 of basic education (lower secondary level), in general upper secondary education, in vocational education and training or in adult education and training;
- special needs teachers, special class teachers and special kindergarten teachers, who teach students/pupils requiring special education;
- pupil/student counsellors, who provide educational guidance and careers counselling in basic education and at upper secondary schools.

112. Students in *class teacher education* take a higher academic degree (160 credits), i.e. a Master's degree, with education as their main subject (one credit being equivalent to 40 hours of study). The studies can be completed in five years. The degree consists of the following study modules: language and communication studies, studies in the main subject, teachers' pedagogical studies, multidisciplinary studies in the subjects taught in basic education, studies in 1–2 subsidiary subjects and free-choice studies. The premise of the training is for students to familiarise themselves with holistic human development, teacher/learner interaction, as well as with scientific theories concerning education, learning and development and their applications to practical educational and teaching work. The objective is for students to become capable of independently analysing and solving problems in education and teaching and of developing their work through research. Those who have completed such a degree are eligible for postgraduate education in educational subjects.

113. Degree programmes with different emphases have been launched in class teacher education, such as English-language class teacher education with emphasis on internationalism as well as emphases on education in technology, media and communications. Several universities offer solutions based on multiform studies to cater for working adult students.

114. *Subject teachers* have a higher academic (Master's) degree with a scope of 160 or 180 credits, which may be completed in 5–6 years. The main subject for students aiming to become subject teachers is the subject that they intend to teach and they complete the pedagogical studies for teachers as part of their degree or as a separate study module. Studies in the teaching subject promote command of the subject as required for teaching work. Teaching subject studies consist of advanced studies in one subject with a minimum scope of 55 credits and studies in a possible second subject, which have a minimum scope of 35 credits. Those who have completed a higher academic degree are eligible for postgraduate education in their main subject.

115. The subjects studied by those aiming to become subject teachers may be subjects taught in basic education or general upper secondary education, core subjects taught in vocational education and training, or subjects taught in adult education and training. These include, for example, mother tongue and literature, foreign languages, religion, history, social studies, biology, geography,

psychology, philosophy, mathematics, physics, chemistry, computer studies, home economics, textile work, technical work, physical education, music and visual arts.

116. *Pedagogical studies for teachers* (35 credits) provide students with the pedagogical capabilities required for teaching assignments in basic education, at upper secondary schools and at other educational institutions. The studies emphasise didactics and provide general pedagogical qualifications to teach at any type of institution, but may orientate towards teaching assignments in basic education and at upper secondary schools, at vocational institutions or in adult education and training. The studies include teaching practice, which is completed at teacher training schools run by universities and at affiliated schools. The studies are completed within 1–1.5 years either as part of a degree or separately upon completion of a degree. The objective of the pedagogical studies is to develop teaching professionals, who will develop their own work and working community.

117. In a Master's degree, education for *student/pupil counsellors* includes a main subject in some field of education, the teachers' pedagogical studies either as part of the main subject or as a separately completed study module and studies in student counselling (35 credits). Studies in student counselling provide professional capabilities for student/pupil counselling duties.

118. Education for *special needs teachers and special class teachers* leads to a higher academic degree, including special pedagogy as the main subject, the teachers' pedagogical studies either as part of the degree or as a separate study module and studies in special education (35 credits). The scope of special education studies may also be 50 credits, depending on assignment-specific orientation. Those aiming to become special class teachers also complete multidisciplinary studies in the subjects taught in basic education.

### **3.1.1. Student selection procedures**

119. Applicants for class teacher education are required to have completed the upper secondary school matriculation examination or a three-year vocational qualification or equivalent studies abroad. The selection procedure for class teacher education includes two phases. The first selection phase is nationwide and is based on scores awarded for the matriculation examination, the upper secondary school certificate, previous study record and work experience relevant in the field. The second selection phase is university-specific and comprises sections as decided by the university. Such sections may be literature- and material-based assignments, essays, individual and group interviews, observed teaching and other group situations and different types of demonstrations.

120. Those wanting to become subject teachers are selected for university admission according to their main subject. The application requirements are the same as for class teacher education. Students apply to the teachers' pedagogical studies providing subject teacher qualifications either separately at some point during their university studies or after completion of a higher academic degree. The selection criteria comprise both aptitude and command of the teaching subject. Another procedure, where students apply directly for programmes with emphasis on subject teacher education upon seeking admission to university, is becoming more common in some subjects (mathematics and natural sciences and languages).

121. To date, Finnish teacher education has not faced any problems in attracting applicants, with the exception of mathematics and certain natural sciences. Class teacher education, special needs teacher education, student/pupil counsellor education, and art and practical subjects are examples of fields, where the number of applicants is far greater than the number of student places available. Applicant volumes have also remained good in mother tongue and most general studies. Some universities experience occasional shortages of applicants for foreign languages, but the problem is local. Conversely, there is a national problem with applicants for mathematics and natural sciences.

### ***3.1.2. Financing for teacher education***

122. Teacher education is funded as part of university education. Financing for university operations is based on the operating costs allocated to universities in the State Budget. The budget funding awarded to individual universities is based on the allocation of the appropriations included in the Budget. The majority of appropriations are allocated on the basis of unit-cost-based criteria. The unit-cost-based funding model is based on the number of higher academic (Master's) degrees and Doctor's degrees. As teacher education is included in several degree programmes, it is not possible to break down the total costs of Finnish teacher education. Data on costs is only available from separate teacher education programmes provided with the aid of separate funding.

123. Studies leading to degrees are free of charge for students enrolled at Finnish universities, which means that students orientating towards teaching assignments do not have to pay tuition fees either. However, teacher education subject to a fee is becoming more common. Universities offer study modules in teacher education as part of degree programmes to students free of charge. Conversely, teacher education studies completed separately are subject to a fee. Such newly chargeable studies include special education studies and multidisciplinary studies in subjects taught in basic education, for example. Study fees are determined in accordance with the principles of business economics.

### ***3.1.3. Quantitative and content-related regulation***

124. Degree targets for university education are only set nationally for each field of study; there are no specific targets for each main subject. Targets are determined in performance negotiations between the Ministry of Education and universities. As teacher education is included in several fields of study, teacher education has so far not had its own quantitative targets specific to degrees and annual intake quotas. Universities decide the share of education specialising in teacher education tasks within the framework of their degree targets. The Ministry of Education has only set quantitative targets for universities for 2001–2003 within a specific programme launched to prevent teacher shortages. However, the situation is about to change as a result of performance negotiations covering 2004–2006, where the Ministry of Education assigned universities quantitative targets both for teacher education provided using basic funding and for the expansion programme of teacher education to be carried out using separate funding (see Chapter 2, paragraphs 106 and 110).

125. There are no specific statutes governing teacher education; instead, teacher education is regulated by field-specific decrees. These lay down the objectives of teacher education and the minimum scopes of different educational modules in very general terms. There are neither statutes governing the contents of teacher education, nor any administrative guidelines or regulations issued on them. The Ministry of Education may issue recommendations for educational contents or may aim to steer them through information provided by means of different projects and campaigns, but such procedures are not binding on universities. Universities draw up their curricula within the framework of their internal autonomy for both teacher education and all other fields of study.

126. The teaching qualifications required for teaching at different educational institutions are governed by a decree. This Decree on the Qualifications of Educational Staff (986/1998) is included as Appendix. Teaching qualifications are established upon selection for a position on the basis of the degree certificate awarded by a university. There is no separate teacher certification or equivalent practice in Finland.

127. The state and quality of teacher education are either evaluated in connection with institution- and field-specific evaluations or through evaluations specifically focusing on teacher education. Responsibility for such evaluations rests with the Higher Education Evaluation Council. The Council is an independent expert body operating in conjunction with the Ministry of Education and

its task is to assist higher education institutions and the Ministry of Education with evaluations of higher education institutions. The Council organises evaluations relating to the operations of higher education institutions, the quality of higher education and higher education policy. The most recent evaluations focusing on teacher education were carried out at all universities providing teacher education in 1999. Evaluations are typically used as a basis for giving recommendations for development. Their implementation is then evaluated through different follow-up surveys. The most recent follow-up survey of the 1999 evaluations of teacher education was carried out in April 2002 when questionnaires were sent both to students and to teacher trainers. The results of the follow-up are due to be published in 2003. The results of the evaluations and the related recommendations are dealt with in performance negotiations between the universities and the Ministry of Education as well as at meetings of university deans and management. The results of the evaluations do not have any bearing on university funding and they do not obligate universities to take any specific action.

### **3.2. Teacher education and research**

128. Towards the end of their studies, those studying to become teachers write a thesis, which is of the same scope as for other higher academic degree students. One of the key objectives of teacher education is to support students to develop an approach of investigating and developing their own work. Thesis work plays a significant role in this respect.

129. Evaluations of teacher education have investigated how teacher graduates perceive the significance of thesis studies in their own education. Most assessments are very positive. They emphasise the significance of writing a thesis as an important cognitive process, which teaches students how to seek information independently and to be critical. Many students emphasise the importance of the correct choice of topic. The closer the topic of the thesis is to a student's own interests and schoolwork, the more rewarding the process of writing the thesis. Graduates have perceived the long-term process of writing a thesis as being a valuable learning experience, which has provided lessons that can be carried over to the assessment and development of their own teaching work. Similarly, working on the thesis has also taught them to read literature and research concerning their own field in a critical manner. Those teacher graduates, who perceived the thesis phase as being problematic or useless in terms of teaching work, usually criticised selection of the research topic or supervision of thesis work. If the research topic was perceived as being unconnected to schoolwork, the thesis was not felt to be necessary. (Niemi 1995)

130. In Finland, research relating to teacher education is primarily conducted within educational sciences, but research carried out within social sciences, psychology and humanities are also significant in terms of teacher education. The strengths of educational research can be perceived to include its diversity and multidisciplinary nature. The research covers the key areas of education and training and the education system. Research focusing directly on the field has been significant in terms of the development of both the discipline and practical schoolwork. An emphasis on educational psychology and subject didactics have traditionally been important factors in Finnish educational research and in the development of teacher education. In terms of content, they are represented in the research activities of all universities providing teacher education.

131. The significance of educational sociology is essential in terms of the social perspective of teacher education, but the branch of educational sociology does not play a very visible role in the research activities of all universities. The amount of research focusing on adult education and training and on the evaluation of education and training has increased in recent years, introducing new diversifying perspectives to teacher education. The different learning processes of learners, prevention of social exclusion and issues of multiculturalism have emerged as new interests among researchers. In addition, educational research is also clearly turning towards development of new learning environments and on issues relating to the pedagogical applications of information and

communications technologies (ICTs). (Suomen akatemia 1997 [Academy of Finland 1997]; Suomen akatemia 2000 [Academy of Finland 2000])

132. A topical example of an extensive research project supporting teacher education is the Life as Learning research project at the Academy of Finland, which is being carried out between 2002 and 2006. The project examines the effects of perspectives such as lifelong learning, changes in working life and new learning environments on the teaching profession and on teacher education.

133. Separate statistics on research funding for teacher education are not compiled in Finland, because research funding is monitored on the basis of disciplines.

### **3.3. Vocational teacher education and training**

134. Vocational teacher education and training are provided by five vocational teacher education colleges operating in conjunction with polytechnics. Swedish-language vocational teacher education and training are provided at a Swedish-language university. Vocational teacher education colleges provide pedagogical education for people specialising in teaching assignments within vocational education and training. The scope of such pedagogical education is 35 credits. The education includes studies in education and vocational pedagogy, teaching practice and other studies. Teaching practice takes place at affiliated educational institutions and in different working life assignments.

135. The objective of vocational teacher education and training is to provide students with the skills and knowledge to guide the learning of different kinds of students and with the capabilities to develop their own field of teaching, taking developments in occupations and working life into account. Vocational teacher education and training can be completed as either full-time or multiform studies. Full-time studies in teacher education can be completed within one academic year, whereas multiform studies are usually completed while working within 1–3 academic years. Multiform education comprises alternating periods of contact teaching and independent study. Teaching practice may constitute the development of one's own work at the particular educational institution where the teacher is working.

136. The qualifications requirements for teachers at vocational institutions laid down in the Decree on the Qualifications of Educational Staff (986/1998) are included as Appendix. Vocational teacher education and training build on two basic requirements: the degree and work experience. The premises comprise the objectives of teaching a trade. Applicants for this form of education are required to have work experience from the field of study, in which they intend to teach. Student teachers are thus professionals in their own fields and can therefore never be studying for their first qualification.

137. Two vocational teacher education colleges and one Swedish-language university provide opportunities to complete studies in *student counselling and special education* with orientation to counselling and special education assignments at vocational institutions. Vocational student counsellor and special needs teacher education is continuing education intended for people who have already completed teacher education. The scope of both programmes is 35 credits.

#### **3.3.1. Student selection procedures**

138. The admission requirements for vocational teacher education and training comprise the education and work experience required for official teaching posts or other teaching positions at polytechnics or vocational institutions. In practical terms, this requires applicants to have completed at least a Master's level university degree, a relevant polytechnic degree, or the highest

possible educational qualification relevant to the teaching assignment, as well as at least three years of work experience in the field of study, in which they aim to teach.

139. Polytechnics have aimed to develop their co-operation in student selection and their division of work in order that different field-specific teacher needs can be taken into account. Vocational teacher education colleges have agreed on a joint application procedure in the 2003 student application process, which involves applicants for vocational teacher education and training, vocational student counsellor education and vocational special needs teacher education. The development of the student selection system in vocational teacher education and training will continue over the next few years. Student selection procedures comply with the selection criteria decided by the vocational teacher education colleges, which include good competence and expertise in the occupational field.

140. Polytechnics have also exploited the results of the project to anticipate teacher needs as described in section 2.4.1 in their intake for teacher education. Annual student intake quotas have been increased particularly in those fields, which are expected to face the most severe shortages of vocational teachers.

141. Applicant volumes for vocational teacher education and training vary by sector of education. Applicant volumes for the tourism, catering and home economics sector and the health care and social services sector are many times higher than annual intake quotas. Among the major sectors of education, the number of applicants for teacher education in proportion to intake quotas is smallest in the technology and transport sector. Applicant volumes for teacher education in the business and administration sector have decreased steadily in recent years. Applicant volumes are also influenced by economic cycles.

142. As described in section 2.2.2, 'Qualified teachers', some teachers at vocational institutions do not have the formal qualifications required for their positions. The majority of these teachers have not completed the required pedagogical studies. It is also possible to select such applicants for teaching posts within vocational education and training, who have not completed the pedagogical studies required for teaching qualifications, provided that they complete these studies within three years. Indeed, a considerable proportion of those students starting vocational teacher education and training are already working as teachers.

143. In 2001, the number of applicants for Finnish-language vocational teacher education and training totalled 3,763 people. 1,377 students went on to start the course, with men and women accounting for 40% and 60% respectively. (Ministry of Education, AMKOTA database)

### ***3.3.2. Financing for teacher education***

144. The maintaining bodies of polytechnics are granted state subsidies for teacher education on an annual basis. Law states that the total amount of state subsidy should approximately match the overall costs arising from teacher education. The sum reserved for state subsidies for vocational teacher education and training in the 2002 State Budget amounted to EUR 9,587,000. Vocational teacher education and training are free of charge for students.

145. Funding for vocational teacher education and training differs from the general funding system for polytechnics. A problem that has emerged in recent years is that funding for vocational teacher education and training is based on discretionary state appropriations determined on an annual basis. The appropriations granted to teacher education in the Budget have remained unchanged from year to year. In recent years, appropriations for teacher education have only increased in one year, following an increase in education. Otherwise, it has been necessary to implement expansions of vocational teacher education and training with the same amount of appropriations as before. From 1999 to 2002, the appropriation per student in teacher education decreased by about 20%.



146. The Ministry of Education aims to expand vocational teacher education and training in accordance with demand for teachers and to reform the funding system for teacher education. These objectives have also been included as part of the new Government's Programme.

### **3.3.3. Quantitative and content-related objectives**

147. The quantitative targets of vocational teacher education and training are decided in target negotiations between the Ministry of Education and polytechnics. The agreements made between the Ministry and polytechnics, as well as other education development efforts draw on background material consisting of quantitative and qualitative anticipatory information concerning the status and future of the teaching workforce. Vocational teacher education and training are governed by a specific Act and Decree. The general objectives, structure and scope of studies in vocational teacher education and training are laid down in the Decree. The Ministry of Education confirms the teacher education programmes in such a way that its Decision sets out the scopes of different study modules.

148. The Higher Education Evaluation Council evaluated vocational teacher education and training in the year 2000. This evaluation provided a basis to issue recommendations for development. (Lämsä & Saari 2000) The implementation of the recommendations was monitored in the spring of 2002 through a follow-up survey targeting students and teacher trainers. The results of the follow-up are due to be published in 2003.

## **3.4. Continuing teacher education and training**

### **3.4.1. The continuing education and training system**

149. In this document, continuing education and training refer to a form of additional education and training, which aims to keep individuals abreast of developments in carrying out their professional duties. Continuing education and training can thus be relatively well-defined vocational continuing education and training or general continuing education providing capabilities that are broadly applicable to professional duties.

150. Teaching staff are obliged to participate in *in-service training based on collective agreements for civil servants*, with a minimum scope of three workdays outside school hours per school year. This type of continuing training is free of charge for teachers and they enjoy full salary benefits during their participation. The responsibility for funding such training rests with teachers' employers, mainly local authorities. The contents and implementation method of training are decided by individual employers.

151. Continuing training days and school-specific continuing training events organised by local authorities are the most common implementation forms of training based on collective agreements.

152. Typical topics of in-service training based on collective agreements include the contents of teaching subjects and other issues related to curricular work, pedagogical use of ICTs and local topics of current interest. Each employer may organise training itself or may order it from some education provider (universities, polytechnics, organisations, private continuing education and training providers).

153. Surveys show that some teachers (3.5%) are not provided with in-service training based on collective agreements (Jakku-Sihvonen & Rusanen 1999).

154. *Continuing education focusing on education policy priorities* is organised from budgeted funds. The content priorities of this type of education are determined in the State Budget on an annual basis. Current topics have included the contents of different teaching subjects, pedagogical use of ICTs, evaluation and assessment, working life contacts of education and training, on-the-job learning, competence-based qualifications, social issues in education and training, the strategy of lifelong learning, and education and training for heads of educational institutions. Curricular reform will be a key topic in continuing education over the next few years. This education is free of charge for participants. Each employer decides whether individual teachers may participate in education during their working hours and with full salary benefits and whether they receive compensation for possible travel and accommodation expenses.

155. The Ministry of Education has assigned the practical implementation of education funded from the State Budget to the National Board of Education. The Board mainly commissions this education from universities, polytechnics and the National Centre for Professional Development in Education. Generally speaking, the scope of education is 3–5 credits. Budget funds channelled into this form of education total EUR 8–10 million per year. Education funded in this way has been available for about 15,000 teachers each year. The education is open to teachers in basic education, at upper secondary schools, in vocational education and training, and in liberal adult education. (Hakala et al. 1999; Jakku-Sihvonen & Rusanen 1999; Luukkainen 2000)

156. When participating in *self-motivated continuing education and training*, teachers may receive support for educational costs from their employers. Each employer decides whether individual teachers may participate in such education or training during their normal working hours.

157. Participation in continuing education and training does not have a direct bearing on teachers' salary and career development.

#### ***3.4.2. Amounts of and financing for continuing education and training***

158. A recent survey (Jakku-Sihvonen & Rusanen 1999) indicates that there are considerable differences in the amounts of continuing education and training received both in regional terms and between different teacher groups. During the 1996–1998 period under investigation, some teachers (3.5%) were not provided with any education. One fifth of teachers (22%) received 5 days of education during that time frame. The average number of days of participation in continuing education and training was 32.5 days during the period under investigation.

159. During the 1996–1998 investigation period, teachers in vocational education and training received the highest amount of continuing education and training (48.6 days). Teachers at upper secondary schools and in forms 7–9 of basic education received the lowest amount of education and training (25 days). The average amount of education and training received by teachers in forms 1–6 of basic education was 26 days during the period under investigation. Swedish-speaking teachers received less continuing education and training than their Finnish-speaking counterparts. Teachers and rectors working in urban municipalities spent more time in continuing education and training than their counterparts in rural areas.

160. The survey indicates that teachers spent a considerable amount of their free time on education and training. During the three-year period under investigation, those who spent at least ten days of their free time on continuing education and training accounted for 41% of teachers, while 16% spent none of their free time on education and training. (Jakku-Sihvonen & Rusanen 1999)

161. The survey conducted by Jakku-Sihvonen and Rusanen (1999) indicates that the primary source of funding for continuing teacher education and training was the employer (41%). The employer and the teacher often financed continuing education and training together (24%). During the period under review, 70% of teachers had used their own funds to pay for continuing education

and training, a third of these EUR 100–500. Almost one fifth had invested EUR 500–800 in their education and training during the same period. Ten per cent of teachers reported that they had met their own continuing education and training costs themselves.

162. Employers pay the full costs of continuing education and training for men clearly more often than for women. There is a clear difference between employers' participation in educational costs accrued by men and women. Women clearly spent more of their free time and their own funds on education and training compared with men. Those with the highest level of education were the ones most frequently covering the costs of their education and training. (Jakku-Sihvonen & Rusanen 1999)

163. Analyses of continuing education and training available over the 1996–1998 period show that the largest providers of continuing education and training included universities, polytechnics and the National Centre for Professional Development in Education. Courses provided by these organisations enjoy the highest participation rates besides training provided by the maintaining bodies of teachers' own educational institutions. Continuing teacher education and training concentrate on individual course days: 75% of continuing education and training comprised short courses lasting 1–5 days. Only 10% of educational provision had a scope of more than 5 credits. According to the survey, teachers would prefer to participate in short courses. (Hakala et al. 1999; Jakku-Sihvonen & Rusanen 1999)

164. Information technology, subject-specific education and curricula were the most central themes in continuing education and training. Half the teachers had received education relating to these over the three-year investigation period. Subject-specific education and pedagogical use of ICTs were the most desirable educational topics among teachers. (Jakku-Sihvonen & Rusanen 1999) Induction training intended for new teachers or other similar support measures were only available in a few random cases.

165. The information presented above is based on extensive surveys on continuing education and training covering years 1996–1998 (Hakala et al. 1999; Jakku-Sihvonen and Rusanen 1999). No consistent information is available on the subsequent situation in continuing education and training. No information is currently collected on the costs, educational contents or participation rates in municipal in-service training based on collective agreements. Furthermore, no data exists on teachers' self-financed education and training. The National Board of Education only monitors continuing education funded through the State Budget by collecting feedback and data on participants and costs every year. In addition to inadequate statistics, systematic monitoring and evaluation of the situation in continuing education and training are also complicated by the fact that research into continuing education and training is sparse in Finland. There is obvious demand for research concerning the effectiveness and content-related and methodological solutions of education and training as well as educational needs.

### **3.5. The Teacher Education Development Programme**

#### ***3.5.1. Background for the Development Programme***

166. In 1998–2000, two notable projects were implemented in Finland in support of the development of initial and continuing teacher education and training. The Higher Education Evaluation Council evaluated all teacher education and training provided by universities and polytechnics. This evaluation involved faculties of different subjects, faculties of education, departments of teacher education, teacher training schools and student unions. The evaluation consisted of the future anticipation work of educational institutions and teacher education, self-evaluation, document analyses and evaluation visits of an external evaluation group. The evaluation group made national and university-specific recommendations based on their findings. (Jussila & Saari 1999; Lämsä & Saari 2000)

167. In addition, an extensive project was carried out in parallel to anticipate teachers' initial and continuing education and training needs by the year 2010. The project produced several reports on changes in teaching work and on qualitative and quantitative educational needs and it issued a large number of development recommendations. The project applied a process-like working method and, in addition to the educational administration and researchers, it also involved representatives from universities, polytechnics, students, teachers, local authorities and labour market organisations. The project published its Final Report in the summer of 2000. (Luukkainen 2000)

168. Based on the results of these evaluation and anticipation efforts and on subsequent recommendations, the Ministry of Education prepared the Teacher Education Development Programme. The preparations also involved an extensive round of opinion gathering. The Development Programme was published in the autumn of 2001. The recommendations of the programme deal with initial and continuing teacher education and training. The recommendations are directed at universities, polytechnics, educational administration as well as local authorities and other maintaining bodies of educational institutions. (Ministry of Education 2001.)

### ***3.5.2. Recommendations of the Development Programme***

169. The results of the evaluation and anticipation efforts indicate that there are key educational development needs in four sectors of teacher education and training. These include selection procedures, pedagogical studies, status of teacher education and training, and continuing teacher education and training. Consequently, the recommendations focus on these aspects. (Ministry of Education 2001) The Ministry of Education is monitoring the achievement of the programme recommendations through annual evaluations and through a national evaluation scheduled for 2005. The first follow-up was carried out in April 2002, when the Higher Education Evaluation Council conducted an extensive questionnaire survey targeting teacher trainers and students at universities and vocational teacher education colleges. The survey investigated the views of teacher trainers and students on the achievement of the recommendations set out in the Teacher Education Development Programme.

#### *Selection procedures*

170. According to the Teacher Education Development Programme (Ministry of Education 2001), the development of all selection procedures should specifically emphasise the importance of assessing aptitude. The aim is to raise aptitude, motivation and commitment for teaching work as key targets in the development of selection procedures.

171. Based on follow-up conducted by the Higher Education Evaluation Council, it can be concluded that both university teacher trainers and students perceived the assessment of aptitude, motivation and commitment to be well implemented in selection procedures. More than 80% of respondents felt that the situation was good. Teacher trainers were almost equally satisfied with the way in which previous work experience was taken into account in selection procedures. Students' views were somewhat different: about 60% of them felt that previous work experience was taken into account properly in selection procedures. (Saari 2003)

#### *Pedagogical studies*

172. The Teacher Education Development Programme (Ministry of Education 2001) points out that pedagogical training provides qualifications for teaching posts at all types of educational institutions. This is why these studies must contain both elements that reinforce the common teacher identity and specialised competence needed in different teaching assignments. For the development of lifelong learning, it is essential that teachers share and internalise a common idea of teaching. This is crucial for successful co-operation across institutional boundaries.

173. The Development Programme also points out that key contents in pedagogical studies in all teacher education include interpersonal and interaction skills and prevention of learning difficulties and exclusion. Guidance skills, curricular and assessment issues, pedagogical use of ICTs, multiculturalism and capabilities to develop the working community are important aspects shared by all teachers. Pedagogical studies will also form the basis for resources that maintain the ability of teachers to cope at work and to develop their professional skills.

174. Pedagogical studies should be developed in such a way that the studies prepare teachers to work with learners of different ages. Diverse teaching practice plays a key role in this respect. The development of teaching practice should take account of the long-term process of becoming a teacher, which requires personal support and guidance. Sufficient time must be reserved for teaching practice.

175. The spring 2002 follow-up showed that university teacher trainers and students felt that the best content areas in pedagogical studies in terms of implementation included knowledge of the learning process, planning and assessment skills, pedagogical use of ICTs and dealing with ethical responsibility in teaching work. The views of teacher trainers and students differed in terms of the pedagogical use of ICTs. Students were not as satisfied with the ICT skills provided by teacher education as teacher trainers. (Saari 2003)

176. Conversely, university teacher trainers and students felt that dealing with multicultural issues, abilities to solve conflicts and prevention of exclusion were poorly implemented in pedagogical studies. Students were more dissatisfied with elements concerning learning difficulties and guidance skills compared with teacher trainers. (Saari 2003)

177. Teacher trainers and students in vocational teacher education and training felt that knowledge of the learning process and achievement of planning and assessment skills were the best implemented elements. Teacher trainers felt that the skills objective for curricular design and the objectives of the pedagogical use of ICTs had been well implemented. However, students were not quite so satisfied with the achievement of these objectives. Prevention of learning difficulties, prevention of exclusion and dealing with multicultural issues were considered by teacher trainers and students to be the most poorly implemented elements of teacher education. (Saari 2003)

#### *The status of and co-operation in teacher education*

178. There are distinct differences in appreciation of teacher education and training at different universities and polytechnics. Some of them consider teacher education and training to be an important mission, whereas others give them secondary status. The Teacher Education Development Programme (Ministry of Education 2001) considers it important for universities and polytechnics to clarify their roles in initial and continuing teacher education and training. This has already been done by some institutions through drawing up their own development strategies for teacher education and training. Experiences gained from such work have been positive. Some universities, for example, have thus been able to reinforce mutual co-operation between subject departments, departments of teacher education and teacher training schools. Key content areas in the development strategies have included student selection procedures, practical study arrangements, research, supervision of theses, pedagogical studies and their links to subject studies, as well as continuing education and training.

179. It is necessary to increase co-operation between universities in teacher education and training, in order to provide students orientating towards teaching assignments with more diversified opportunities to study different subjects and for teaching practice. This objective can be promoted through co-operation within the virtual university framework, for example.

180. According to the Development Programme, the status of teacher education and training in the current performance agreement practice will have to be clarified and such education and training will have to be assigned targets specific to each higher education institution. This objective was achieved in the performance negotiations covering 2004–2006 held between the Ministry of Education and the universities.

181. Based on the follow-up results, it can be concluded that the status of and co-operation in teacher education and training are developing positively. Almost 80% of teacher trainers perceived that appreciation of teacher education and training is at least moderate at their own university. One fifth perceived appreciation as being poor or non-existent. Satisfaction with own university's co-operation bodies or consultative committees for teacher education and training was expressed by more than 60%, while only 10% perceived the situation as being poor. The flow of information between the department of teacher education and the teacher training school was felt to be at least moderate by 60%, while 26% perceived the situation to be poor. Supervision of thesis work causes problems in co-operation between different faculties and departments. The situation was judged to be poor by 40% of teacher trainers. (Saari 2003)

#### *Continuing teacher education and training*

182. The demanding nature of teaching and educational work requires that teachers can regularly update and develop their professional skills. At present, opportunities to participate in education and training differ to such an extent that it justifies comments about inequality between different teacher groups and regions. The Teacher Education Development Programme stresses that local authorities and other maintaining bodies of educational institutions should allocate sufficient resources to continuing teacher education and training.

183. Continuing education and training deal with teaching as quite a uniform phenomenon, without taking the different phases of teaching careers into account. Education and training primarily focus on individuals and do not favour approaches that would take the entire school community into account. Current continuing education and training are often haphazard in terms of both funding and provision. As provision of education and training is often based on disconnected training days and courses, school communities and teachers are not able to methodically obtain support for their work from education and training. The Development Programme requires reform of continuing education and training in terms of contents and implementation methods in order to provide support for both the different phases of teaching careers and school communities. At the same time, this would also promote the ability of teachers to cope at work. One important reform need is the introduction of induction training for teachers.

184. Initial and continuing teacher education and training have relatively few contacts with each other. As continuing education and training do not function methodically, it follows that providers endeavour to include everything that they believe that teachers will need during their careers in initial education and training. The Development Project sets the objective of developing the continuum between initial and continuing education and training. This would enable a more appropriate division of key contents relevant to teaching work between initial and continuing education and training. The Development Programme considers it necessary for universities and polytechnics to assume greater responsibility for the planning and contents of continuing education and training.

185. In order to reduce the inequalities in the continuing education and training opportunities of teaching staff, the Development Programme sets the objective of increasing the resources of continuing education and training funded through the State Budget to enable about 22,000 teachers to participate in such education and training each year. The aim is to reach a situation where each teacher could participate in free-of-charge continuing education and training with a scope of at least three credits every four or five years. This would lead to an increase of about 7,000 trainees per year compared with the present amount of 15,000 participants. For the time being, the set objective

has not become reality, because the resources available for continuing education and training funded through the State Budget have not increased.

186. There are no follow-up results available on the achievement of the recommendations for continuing education and training set out in the Teacher Education Development Programme (Ministry of Education 2001).

## 4. ATTRACTING ABLE PEOPLE INTO THE TEACHING PROFESSION

### 4.1. Attraction of teacher education and training

187. In Finland, both education and the teaching profession have traditionally been held in high regard. One sign of appreciation of teaching work is willingness to apply for teacher education and training. To date, Finnish teacher education has not faced any problems in attracting applicants, with the exception of mathematics and certain natural sciences. Applicant volumes for vocational teacher education and training vary by sector of education. Applicant volumes are also influenced by economic cycles.

188. Regardless of the traditional attraction of the teaching field and the good situation in respect of applicant volumes, the teaching profession has lost popularity among young people considering their careers in recent years. The two-year project carried out to anticipate teachers' initial and continuing education and training needs also examined the attraction of the teaching profession based on the number of applicants. The proportion of male applicants for teacher education and training has decreased slightly over the last 10 years, in class teacher education and vocational teacher education and training in particular. This has meant an increase in the proportion of women in the teaching workforce as a whole, as the proportion of men among those admitted to education is continuously smaller than the number of men leaving the profession. The number of male applicants for class and subject teacher education has been decreasing constantly. It appears that teaching as a profession does not attract men to the field. Seeking a career in the teaching profession may also be influenced by the fact that women have done better at school. (Luukkainen 2000)

189. The change of society into an information society and a service society, which requires a high level of competence, calls for continuous reform of education and training and teaching assignments. Education providers and teachers are expected to meet the challenges brought about by changes in working life and society's social operations. In changing situations, people have expressed concern about the attraction of the teaching profession in the years to come. According to surveys, the most significant barriers to or reasons for going into teaching in recent years have included changes in the administrative maintenance of schools and in the nature and contents of teaching work. Everyday work has started to involve more educational responsibility than before and, in addition to traditional teaching, pupil/student welfare duties as well. The expanding educational responsibilities, increasingly complicated teaching work and the amount and speed of the unexpected changes in society that affect teachers' work, together with the almost non-existent personal career development and levels of pay, may prevent some from seeking a career in teaching (Luukkainen 2000).

190. Universities and polytechnics are responsible for presenting the teaching profession and teacher education and training. It is of particular importance that universities and polytechnics cooperate with labour market organisations and with student counsellors at upper secondary schools and in vocational education and training.

191. Universities and polytechnics also offer degree programmes and study blocks in English to cater both for Finnish students and for international full-degree and exchange students. International English-language studies are available in teacher education and training provided by both universities and polytechnics. These different educational opportunities are of particular use to those people who have immigrated to Finland, as well as Finnish teachers, who need more and more capabilities for increasing international co-operation and for working at multicultural educational institutions. The University of Helsinki, for example, has introduced a specific quota for applicants of immigrant origin in its procedures to select students for teacher education.

192. Application rates for teacher education and training can be influenced through educational guidance and other counselling and guidance services. All educational institutions provide student



counselling, although it is often insufficient. Information and counselling concerning education, training, occupations and the labour market are also available from local employment offices. In addition, the National Board of Education publishes educational guidebooks, providing information on educational provision and application and selection procedures for all post-comprehensive school education and training. These guidebooks are available at educational institutions, libraries and local employment offices. In addition, electronic versions of the guidebooks can be found on the National Board of Education website.

193. In the last ten years, the National Board of Education has developed a comprehensive information system for educational provision (the OPTI Institution Database). This database contains information on all educational institutions providing certificate-oriented education and training and informal vocational adult education and training and on the education and training that they provide. In addition, the system contains information on comprehensive schools and liberal adult education institutions. Universities, polytechnics and providers of upper secondary education and training update the information on their own educational provision onto the system. A web-based service, the ‘Koulutusnetti’ database of education and training, has been created for use in educational guidance in particular, but also by citizens in general. In addition to up-to-date information on educational provision, the database contains links to occupational descriptions and work assignments (information on jobs, educational requirements, occupational requirements, official qualifications requirements, terms of payment and labour markets).

194. The spring of 2002 saw the launch of an education and training portal, known as ‘Opintoluotsi’, which provides information on all matters related to education, training and studies.

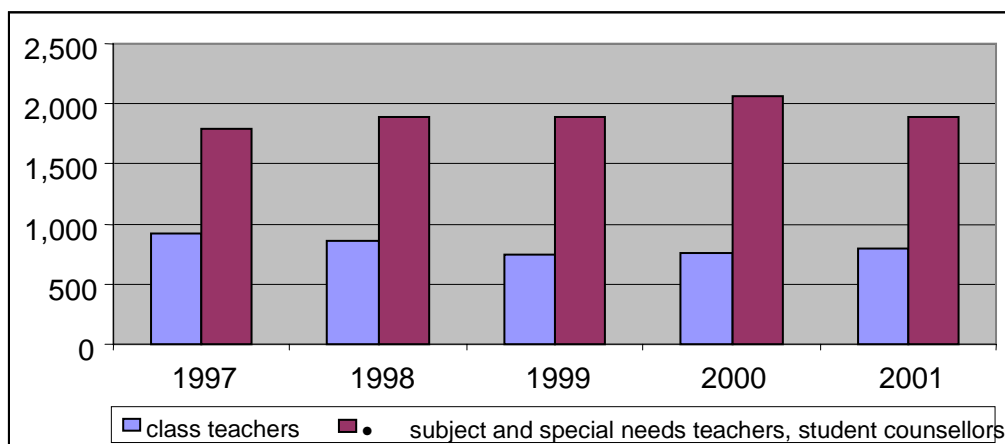
195. The Teacher Student Union of Finland maintains a web-based service, which contains information on Finnish teacher education and training, locations with teacher education units and different sectors of the teaching field.

## 4.2. The road to the teaching profession

### 4.2.1. Transition of graduates into teaching

196. In 2001, about 800 class teachers and 1,900 subject teachers, special needs teachers and student counsellors graduated from general (non-vocational) teacher education in Finland. Graduate volumes have remained relatively stable over the last five years, apart from some small annual variations.

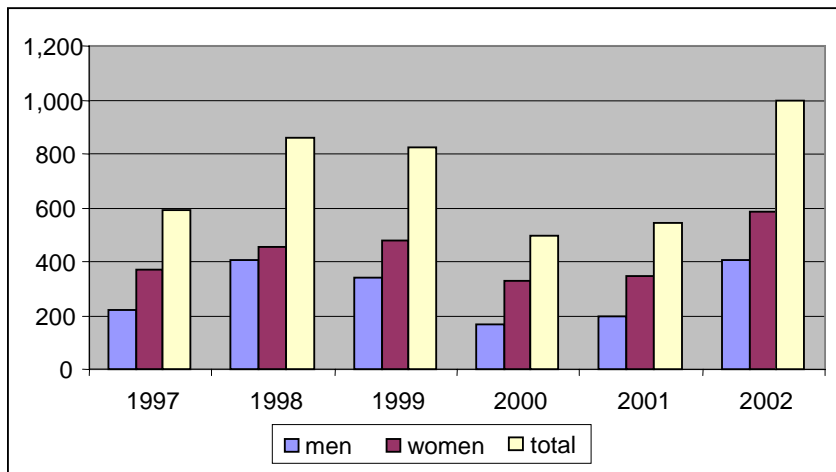
**Figure 4.1. Degrees taken in general teacher education in 1997–2001**



Source: Statistics Finland

197. As shown in Figure 4.2. below, there were some variations in the volumes of people completing vocational teacher education and training in 1997–2000. In 2002, the figure for those completing teacher education and training climbed to about 1,000 people. The proportion of men among those who completed vocational teacher education and training varied between 33% and 47% of all those who completed the studies. The average time spent on completing the pedagogical studies for vocational teachers was 1.5 years.

**Figure 4.2. People completing vocational teacher education and training in 1997–2002**



Source: AMKOTA database

198. As a general rule, there are good employment opportunities for graduate teachers in Finland. Nevertheless, the transition from education to working life represents a phase that involves many uncertainties and placement in the teaching profession does not necessarily happen immediately after graduation. Recent graduate teachers may also start their careers in fixed-term posts or positions. Conversely, several people who complete vocational teacher education and training already work as teachers.

199. No comprehensive surveys have been carried out in Finland on the number of people, who actually become teachers after completing teacher education and training. Leading to a higher academic (Master's) degree, university teacher education provides good capabilities to work in other occupations as well. Training skills and experience in public performance have also been valued by business enterprises, for example. In addition to teaching positions at vocational institutions, those who have completed vocational teacher education and training may find placements as teachers at vocational adult education centres or in other assignments within different sectors of working life. People tend to move away from the teaching field during periods of economic prosperity in particular. On the basis of sample-based and field-specific surveys, it is possible to present some estimates of people, who have completed teacher education and training but work outside the teaching field. Approximately 90% of those graduating as class teachers will move on to class teaching positions, 80% of those graduating as special needs teachers will work in special education and 85% of those graduating as subject teachers will take up subject teaching positions. It has been estimated that about 90% of students in vocational teacher education and training will become teachers in vocational education and training. During their careers, 15% of these teachers will move on either to other educational institutions or completely away from teaching work.

200. The Confederation of Unions for Academic Professionals (AKAVA) carried out a research project in 2000–2002 to follow the placement of highly educated people in working life. The study was implemented using a questionnaire survey method and followed the careers of those who had

graduated from universities in 1997 up until the autumn of 2001. Of those respondents who had started their careers in teaching assignments, about 85% also continued as teachers 4–5 years after their graduation. Almost all women who had started their careers as teachers also continued in teaching assignments at the end of the period under investigation. Conversely, only two out of three men who had embarked on teaching careers were still teachers 4–5 years later. Respondents who had left their teaching assignments had typically moved on to expert or managerial positions. Quite a high number of people had left their teaching positions, considering that this is a field where education leads directly to a certain profession. Admittedly, it is likely that some people who had move on to managerial positions still continued in the teaching field as heads or rectors of schools. Based on the survey, only a few of those who had started in expert assignments had become teachers during the period under investigation. (Suutari 2003.)

201. Surveys have shown that currently employed teachers perceive that the hardest and most strenuous aspects of their work include teaching heterogeneous groups of pupils, carrying out individual study plans and teaching methods, problems with discipline, harassment and, in some cases, violence towards teachers, as well as the incoherence of the educational atmosphere (Kivivuori 1999). Individual teachers have been put ‘in charge of many things’ as contributors to the well-being of individual pupils/students, the future of society and the results of industrial life.

202. In its education policy programme, the Teacher Student Union of Finland states that teacher education and training should support graduating students as they make the transition to teaching by better preparing them to meet the realities of teaching work. The Union states that many new teachers will already burn out during their early years and will therefore leave the profession that they perceive as being strenuous in the very early stages of their careers. In addition, teacher students consider that more attention should be paid to guidance and support for recently graduated teachers.

203. The majority of teachers are employed by local authorities. The Finnish Association of Local and Regional Authorities, formed by Finnish local authorities, has launched a project with an objective to increase interest in working within the municipal sector, such as in the teaching profession. The project has investigated staff development trends in municipalities up until 2010. The teaching workforce is one of the key groups analysed in the project. Underlying this project is awareness of the fact that as the ‘baby boomers’ retire at the turn of the decade, municipal employers will also have to compete for well-educated workforce. The background materials used for the project include statistics on the age structure and labour demand in the municipal sector, surveys focusing on the health and well-being of the workforce and general developments in the municipal sector.

204. Improvement of working conditions and job satisfaction has emerged as a key means of increasing the attraction of teaching work. The project launched by the Association of Finnish Local and Regional Authorities aims to stress the significance of measures taken by public sector employers, such as staff induction and in-service training, and to support and guide education providers.

205. In late 2002, the Trade Union of Education launched the ‘Finland Needs Teachers’ project to increase awareness of teaching work and of the profession’s effectiveness in society. The Trade Union considers it necessary to improve appreciation of professions operating in the teaching field. The project aims to convey to decision-makers and the general public a truthful picture of the teaching field, requirements of the work, teachers’ strengths and defects related to the field that should be remedied.

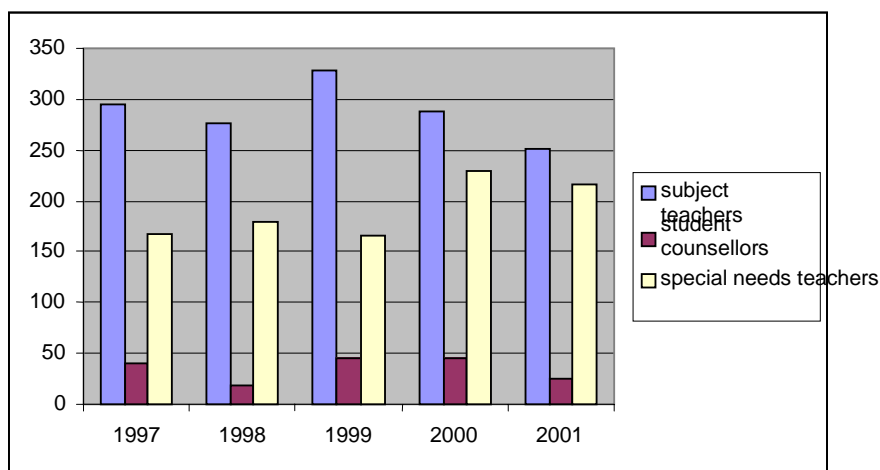
#### 4.2.2. *Becoming a teacher from another occupation*

206. No statistical data has been collected in Finland, nor have there been any surveys on the number of people moving over to teaching from other occupations. Consequently, no data is available on the ages and backgrounds of these people or on the reasons behind their decision to change careers.

207. As described in Chapter 3 above, application for vocational teacher education and training and for the vocational teaching profession differs from general teacher education. In the vocational sector, people going into the profession are already professionals in their own fields and they are required to have work experience in their own fields obtained outside the teaching field. Economic cycles have a bearing on application rates for vocational teacher education and training and for the profession.

208. It is also possible to apply for general teacher education after completion of a degree. One objective set in the Teacher Education Development Programme is that universities will develop selection models for teacher education, which will also ease the transition from other occupations into teaching positions.

**Figure 4.3. University teacher education studies taken after completion of a degree in 1997–2001**



Source: Ministry of Education

209. Figure 4.3. above shows the numbers of people who completed degrees for subject teachers, student counsellors and special needs teachers after completion of their primary degree in 1997–2001. The numbers of those who completed such degrees varied from year to year. The average numbers of people who completed degrees for subject teachers, student counsellors and special needs teachers were 290, 36 and just over 190 respectively. In 2001, those who had completed teacher education within these groups accounted for 35.2% of all those who had completed degrees for subject teachers, student counsellors and special needs teachers. However, the number of people completing teacher education after taking a higher education degree does not paint a very good picture of the number of people who actually leave some other occupation in order to become teachers. On the contrary, this is more of an alternative way of completing teacher education, which is suitable both for people going into the teaching profession from other fields and for those just about to complete their studies.

### 4.2.3. Degrees taken abroad

210. People who have completed higher education degrees abroad may apply to the National Board of Education for decisions on recognition of their degrees. In practical terms, a decision to recognise a degree means that, upon fulfilment of any possible additional conditions mentioned in the decision, the person concerned is eligible for vacant public posts or positions. A foreign degree is recognised in Finland providing that the degree was completed at a university or some other higher education institution that is part of the official higher education system in the country awarding the degree and that the degree awarded by the educational institution in question is recognised in the country of origin.

211. Finland has not made any plans or taken any action to recruit foreign teachers to the country. Above all, recruitment of foreign teachers is complicated by the fact that teachers in basic education are required to have a perfect command of the language of instruction.

### 4.3. Pay level

212. There is no general and statutory minimum wage in Finland; instead, wages and salaries are determined in collective agreements for the public and private sectors concerning each specific field. Since the 1990's, pay development has been moderate in Finland. During the last 30 years, pay and other terms of employment have been negotiated in a centralised manner, i.e. between central organisations of employers and employees. The agreement system has typically been characterised by intensive participation by the government authorities in negotiations between labour market organisations and by conclusion of extensive general incomes policy settlements, which are linked with tax policy, for example.

213. Pay developments in the teaching field have also been decisively influenced by the Finnish way of making general incomes policy settlements, which cover the entire field of the labour market. The Trade Union of Education (OAJ) considers that although general incomes policy settlements have levelled out developments in terms of economic policy, on the one hand, they have not been able to guarantee pay development in the public sector, on the other.

214. According to statistics compiled by the Commission for Local Authority Employers, the average total monthly income of comprehensive school class teachers and lecturers (subject teachers) in 2001 amounted to about EUR 2,340 and EUR 2,700 respectively. In 2001, basic salaries, different increments and overtime payments accounted for 71%, 19% and 10%, respectively, of the total income in the teaching field.

215. According to statistics compiled by the Confederation of Unions for Academic Professionals (AKAVA), the initial salary of comprehensive school class teachers in 2001 was about EUR 1,750 per month. The monthly salary gradually increases to about EUR 2,400 with 20 years of experience. The initial salary of comprehensive school lecturers in 2001 was just over EUR 1,900 and gradually increased to just under EUR 2,700 with 20 years of experience. The salary data presented in table 4.4. consists of the basic salary and one hour of overtime.

**Table 4.1. Teachers' pay level at the end of 2001 (euros per month)**

	starting pay	5 years' experience	10 years' experience	20 years' experience
class teacher	€ 1,749	€ 1,867	€ 2,018	€ 2,388
lecturer, comprehensive school	€ 1,917	€ 2,052	€ 2,237	€ 2,674
lecturer, upper secondary school	€ 2,001	€ 2,186	€ 2,506	€ 2,842

Source: Trade Union of Education (OAJ)

216. Teachers' basic salary increases with seniority increments, periodic increments and the number of lessons taught. In other words, if teachers give more lessons than the number included as part of their teaching duties, as specified in their collective agreement, they will receive overtime payments for extra teaching hours. One extra lesson per week is estimated to increase a teacher's salary by about 3–4%. Seniority increments and periodic increments are granted on the basis of years in service.

217. Based on a comparison between teachers' salaries and those in other occupational groups, it can be concluded that, in general terms, wages and salaries are higher in the private sector than in the public sector. However, the level of pay varies considerably in the private sector. Nevertheless, the completed surveys indicate that wages and salaries in the municipal sector have fallen behind those in the private sector and that the difference increases as the employee's education level increases. The average total income of all state civil servants with educational qualifications equivalent to that of teachers, i.e. higher academic (Master's) degrees, amounted to about EUR 2,890 per month in 2001. This is somewhat higher than the average total income among lecturers and over EUR 500 more than that of class teachers.

218. The Trade Union of Education considers that the backwardness in teachers' pay level has already affected the attractiveness of teaching work. In particular, young teachers do not feel that their work is appreciated, as their salaries are lower when compared to other employees with higher academic degrees.

219. In international comparisons, the level of pay among Finnish teachers is slightly below the OECD average (OECD 2002).

## 5. TEACHER RECRUITMENT

### 5.1. Statutes governing recruitment, application for and appointment to public offices

220. Finland's reformed educational legislation, which came into force on 1<sup>st</sup> January 1999, defines the qualifications requirements for teachers. The point of departure in this legislation is that responsibility for compliance with the qualifications requirements rests with education providers, in practical terms with local authorities, joint municipal boards and, in terms of state-owned schools, with the State. Provisions for the qualifications requirements set for the rectors and teachers referred to in Acts governing different forms of education and training have been issued in the Decree on the Qualifications of Educational Staff (986/1998). The qualifications requirements included in the Decree mainly concern what are known as special qualifications, i.e. education and studies required from rectors and teachers. General provisions for the state of health and other aptitude required of staff are included in other statutes and individual education providers have also issued instructions and regulations (Lahtinen et al. 2001).

221. Under Section 125 of the Constitution of Finland (731/1999), effective from 1<sup>st</sup> March 2000, the general qualifications for public office, including official teaching posts, are skill, ability and proven civic merit. This provision is also applicable to local authorities and joint municipal boards when filling their public offices. Municipal standing orders and decisions made pursuant to these will determine competence to fill an office. A competent authority may either be a collective body (a municipal committee or a management board) or an individual officeholder (the Director of Educational and Cultural Services, a rector, etc.).

222. In the context of appointments to office, 'skill' mainly refers to skills and knowledge obtained through education, training or work experience. 'Ability' means personal qualities required for generally productive work, such as natural talent, organisational ability, initiative and other such abilities that are necessary in terms of carrying out the assignment. 'Proven civic merit', in turn, refers to merits obtained in general civic activities that are significant in terms of discharging official duties as well as to impeccable conduct. In particular, the provision becomes applicable in terms of comparing applicants in appointment or other such selection situations. Conduct contrary to this provision may constitute grounds for appeal against the selection procedure (Lahtinen et al. 2001).

223. By virtue of the effective Local Government Act (365/1995), offices must be created for the official functions of local authorities and joint municipal boards. Teachers are considered to be discharging official functions when their functions include selection or assessment of students, etc. Similarly, use of disciplinary and other punishments entails a civil service relationship. Due to these functions, local authorities or joint municipal boards employ teachers in civil service relationships.

224. As a result of the above-mentioned reformed Constitution, Parliament recently passed a Government proposal for an Act on Municipal Officeholders (Government Bill 196/2002). Previously, provisions regarding grounds for the rights and duties of officeholders were issued in municipal official regulations, which formed part of the mandatory municipal standing orders. Pursuant to the new Constitution, provisions for the grounds for such rights and duties may only be issued by Act of Parliament. Consequently, official regulations will be completely abolished and replaced by the forthcoming Act on Municipal Officeholders.

225. Provisions governing declaring an office open for application, applying for an office, the procedure to fill an office and the procedures applicable in terms of fixed-term teachers are currently included in municipal official regulations. The Government Bill on Municipal Officeholders, as submitted to Parliament, contained these provisions relating to filling an office and the scope of application of the currently effective official regulations will conclude within one

year of the coming into force of the Act on Municipal Officeholders, provided that the Bill was passed in the form proposed by the Government.

226. According to the Government Bill, teaching posts will be filled by declaring them open for application. Each written application will have to include an account of the applicant's relevant qualifications for the post. People selected for offices will be required to provide a certificate of health in order to prove their state of health and, by virtue of a specific Act (504/2002), teachers appointed to work with children and young people will also have to present an extract from their criminal record indicating whether they have any history of conviction for sexual offences against children, violent offences or drug offences.

227. In addition to qualifications requirements and general grounds for appointment, the appointing authorities will also be required to respect equality legislation and the prohibition of discrimination. The Act on Equality between Women and Men (609/1986) prohibits bypassing a more qualified person in favour of an applicant of the opposite sex without specific acceptable grounds. The prohibition of discrimination prohibits authorities from assigning an applicant an inferior position on the grounds of characteristics such as origin, age, family relations, religion or opinion. In municipalities and federations of municipalities, it is possible to seek rectification of and, subsequently, to appeal against an office selection or an appointment procedure to a civil service relationship. Decisions on appointments for state offices are not subject to appeal.

228. Where the State functions as the education provider, provisions concerning offices and civil service relationships as well as filling offices are included in the State Civil Servants Act (750/1994) and Decree (971/1994), in addition to the applicability of the Constitution.

229. Teachers are almost invariably employed in civil service relationships. This is particularly due to the fact that teaching duties involve exercising public authority. The Bill on Municipal Officeholders passed by Parliament has aimed to reduce the use of civil service relationships by binding it to the exercise of public authority. From the perspective of teachers, the forthcoming Act will not, in view of the present situation, mean that teachers would be transferred from civil service to regular employment relationships.

230. Where a private organisation functions as an education provider, all teachers employed at its schools are in employment relationships. Pursuant to the Act on the Administration of Education Provided by the State and Private Organisations (634/1998), responsibility for the operations of a private school rests with the board set up by the education provider. General grounds for administration are laid down in institutional regulations. This document includes provisions for the competence and functions of organs and staff. The institutional regulations thus set out the way in which applications for and appointment to teaching positions have been organised within the specific private school.

231. Vacant official posts and other jobs are to be advertised in national as well as regional and local newspapers and also in papers of organisations operating in the field. Selection for positions or posts is based on written application documents presented by applicants. Applicants must be provided with an opportunity to supplement their application documents, where these have deficiencies affecting decisions on the matter. In addition to applications, the representative of the education provider may interview and test applicants, for example. In terms of information acquisition, employers are required to comply with the Act on the Protection of Privacy in Working Life (477/2001), which restricts the opportunities to acquire accounts of applicants.

232. Only those who have submitted their applications by the end of the application period may be considered in the selection. Among applicants fulfilling the qualifications requirements, the applicant with the best skill, ability and proven civic merit will have to be selected for office. Due consideration must be given to the prohibition of discrimination and requirements of equality. Applicants must fulfil the qualifications required for office by the end of the application period. It



is also possible to select such applicants, who do not fulfil the qualifications requirements, for teaching posts within vocational education and training, provided that they complete the pedagogical studies required for fulfilling the qualifications within three years.

233. A person selected for an office will receive an extract of the minutes covering the selection decision and a person selected for a fixed-term office will receive a letter of appointment. Private education providers sign a contract of employment with each person selected for a teaching position or function. The service relationship of a person appointed for an indefinitely valid office or employment relationship will continue until such time that it is terminated by either party. In addition, teachers in civil service relationships have a statutory age of retirement. Establishment of all service relationships may involve a trial period of no more than 6 months, or 4 months in regular employment relationships, during which time the service relationship may be cancelled by either party to be terminated immediately regardless of the grounds for termination or cancellation.

234. When a teacher has been appointed to a post or position, he or she will receive a letter of appointment indicating the type of service relationship concerned: whether this is a permanent post, temporary discharge of official duties or an hourly paid teaching position and whether the hourly paid teaching position is full- or part-time.

235. Recently graduated and employed teachers may apply for vacant teaching posts, fixed-term positions or hourly paid teaching positions in accordance with their education and qualifications, irrespective of the municipality or school where the post or position has been declared as open for application. As a general rule, posts are municipal offices and each office is assigned to a particular school or educational institution as a general teaching post or as bound to a particular teaching subject, for example. In Finland, graduating students are not assigned to a specific municipality, school or area, where they should seek placements upon graduation. Instead, both employers and employees compete on an open educational labour market.

236. Although statutes treat applicants equally, decision-making in municipalities, which are the primary providers of education and training, is independent. When appointing teachers to official posts, local authorities may place different amounts of emphasis on the skills and knowledge related to education, teaching and the working community that they require from teachers. Schools and other educational institutions consciously aim to recruit teachers, who will complement their own strengths and curricular focus areas. It is also increasingly common to interview applicants and some local authorities have introduced a new practice of requesting oral or written testimonials for applicants. Nevertheless, information obtained from interviews or testimonials cannot be used to override statutes governing qualifications requirements, nor the provisions laid down in the Constitution and the Act on Equality between Women and Men (609/1986).

237. The most considerable problems can be identified in those teaching fields with more vacant posts than there are qualified teachers. In the event that there are no qualified applicants for a post, a teacher is appointed for a fixed period of time. In such cases, the criteria and priorities for selection can be freely decided by the appointing authority or an individual officeholder.

238. In Finland, statutes governing appointment to public offices are quite effective, the appointment procedures are well-established and teacher recruitment has not posed any particular problems. Appointment to public offices has been supported by uniform statutory qualifications requirements set for official teaching posts, smooth co-operation between the authorities, appointing officeholders and teacher organisations as well as their interest-promotion activities.

## **5.2. Future challenges and development solutions**

239. Schools and other educational institutions – in all areas of teaching – will need to adjust to changing situations on the labour market and to compete for highly educated labour. Due to their

high standard of education, teachers are also potential candidates for positions outside of the teaching field. Salaries or other benefits in general and vocational education and training have not been a particularly competitive tool in teacher recruitment. It is likely that there will be fierce competition for labour in a Finland with increasing retirement rates.

240. The key concerns in teacher recruitment include:

- The future attraction of the teaching profession;
- Competition for labour with other professional fields for highly educated people;
- Retirement of currently employed teachers – interest among young people to go into teaching;
- Migration of populations from sparsely to densely populated areas – depopulating rural areas;
- Availability and permanence of teaching posts;
- Factors related to teachers' pay and career development;
- Changes in the content of the teaching profession.

241. Qualified teachers apply for teaching assignments either immediately upon graduation or within the next few years. According to a survey (Virta et al. 1998) of students about to graduate as subject teachers, one third felt that they would apply for teaching positions at once and another third stated that they would start working as teachers after about a year, whereas the remaining third were going into teaching within about two years. Expectations regarding the transition to work mainly concerned finding teaching placements and success and satisfaction at work. The majority of students graduating as subject teachers planned to try out different types of teaching jobs, first at comprehensive school and, later on, at upper secondary school (Virta et al. 2001). These views are indicative of a more general level as well. People in the final stages of their studies expect their future careers to be steady and positive. Students assume that the work will not provide any significant opportunities for career advancement, unless transition from a fixed-term position to a permanent post, a change of schools or jobs from remote areas to densely populated centres, a transfer from a teaching position in the highest classes in basic education to upper secondary school or from a teaching post to administrative duties, such as becoming a rector, can be perceived as such (Virta et al. 2001). From the very beginning, the objective is usually to find a permanent post within public educational services. If no permanent posts are available, the alternatives are substitute positions at different schools or fixed-term employment. Teaching work in fixed-term posts, without any career development or pay incentives, may not encourage people to go into teaching in all circumstances. The above-mentioned considerations may also have a negative effect on people's commitment to teaching work and to the development of their own teaching and of their working communities.

242. People develop into good teachers over the years, through persevering in professional practice. The work contains multiple elements and, consequently, development and socialisation into a teacher involve learning processes at many levels (Virta et al. 2001). By nature, teaching work is about working with people and its key aspect is interaction with pupils and students (Olkinuora & Mattila 2001; Virta & Kurikka 2001). A further challenge to teacher recruitment is to ensure that teachers' contracts of employment will not only be made for fixed terms but that their employment relationships will be as permanent as possible. Permanent employment relationships promote professional development, multidisciplinary co-operation and knowledge of the individual needs of pupils and students. Fragmented work and short-term contracts of employment tend to reduce motivation at work and willingness to remain in the teaching profession. A sufficient number of posts will contribute to guaranteeing the availability of teachers and their retention at work.

243. In Finland, after a period of relatively balanced regional population development in the 1980's, migration flows increased rapidly towards the late 1990's. The majority of migration was to the Helsinki Metropolitan Area and to a few other major regional centres (Työministeriö 2003 [Ministry of Labour 2003]). A major problem in rural areas has been the sharp decrease in the number of children and working-age people. According to population forecasts, the ageing of the

population and its regional concentration will lead to intensifying depopulation of rural areas and growth in a few regional centres. As a result, some areas will need to build new infrastructure and service facilities, whereas others will have to dismantle them (Työministeriö 2003 [Ministry of Labour 2003]). The standard of services and well-functioning infrastructure will also have a bearing on the extent to which teachers are willing to apply to schools and other educational institutions in different localities.

244. The flow of population from sparsely populated areas to core centres presents problems in terms of both schools and teacher recruitment for the maintaining bodies of educational institutions. It is likely that municipalities suffering migration losses will face difficulties in recruiting well-educated labour to the teaching field during the next few years. Reductions in the number of pupils/students will also lead to the abolishment of teaching posts, thus decreasing teachers' interest in applying for fixed-term assignments in municipalities with net migration losses. Correspondingly, the growing population in areas with net migration gains will increase the need for new education and training places. Creation of new pupil/student places, schools and other educational institutions and increased demand for labour will become pronounced in municipalities within those areas gaining in migration. A sufficient number of permanent posts, which would be the first choice for teachers, will not necessarily be available. Anticipation of migration flows and educational needs sets considerable challenges for all maintaining bodies of schools and other educational institutions, i.e. the local authorities.

245. Many currently employed teachers will be retiring during the next few years. From the perspective of education providers, the availability of qualified teachers for different teaching assignments is a growing concern. In particular, the availability and recruitment of teachers will be complicated by the relatively high average age and semi- or full retirement of teachers in certain sectors of vocational education and training, such as the technology and transport sector and the tourism, catering and home economics sector. Retirement rates vary by region. From the perspective of sparsely populated areas, demand for young teachers well versed in their respective vocational subjects and with pedagogical education is growing due to retirement (Joki-Pesola & Vertanen 1999).

246. In order to facilitate recruitment, in sparsely populated areas in particular, but also at schools in general, there is a need for teachers who are qualified to teach two subjects, for example. The trend should be towards more extensive teaching qualifications. From the perspective of teachers, teaching qualifications in two or more subjects will promote their opportunities to be appointed to vacant posts, while for employers, such teachers provide labour that can be used in changing circumstances in ways that will meet each specific need. In addition to teachers with extensive qualifications, there is a need for joint posts of different education providers and forms of educational institutions. It is no longer justifiable to bind posts to one particular school or school form; instead, there is reason to use skilled labour extensively in different forms of educational institutions, also crossing municipal borders.

247. Even distribution of qualified teachers throughout the country presents a challenge. In Finland, several universities train teachers. To some extent, this has guaranteed that graduate teachers have also sought careers in rural municipalities, close to their university towns or their home districts. This has also played a role in contributing to the opportunities of local authorities to recruit qualified teachers for vacant posts and positions.

248. People recruited as teachers are required to possess an extensive knowledge base, various skills and characteristics. Challenges to schools and teachers' professional skills include internationalisation, changing working life and developments in information technology (IT). Society's expectations of the outcomes of teaching work have increased substantially over the last few years. It is fair to speak about teaching work as a societal service function, which is the target of partially contradictory demands and expectations of different interested parties (Virta & Kurikka 2001). Schools and teachers are expected to meet the immediate needs of society, working and

economic life and the general educational and cultural needs of pupils and students, while teachers are also required to meet the special needs of individual pupils and students (Virta & Kurikka 2001). In addition to the general objectives of society, from the perspective of individuals, the subject of teaching work is an individual student and its task is to guide his or her growth and learning (Simola 1995). Meeting the many needs of individuals and society is not one of the easier tasks in terms of teacher recruitment.

249. Society expects schools and other educational institutions to produce students with a high level of skills and knowledge, who are eligible for further studies, or workers with a high standard of vocational skills. In addition to skills and knowledge, education providers are required to meet the increasing needs of pupils and students for support and guidance through teacher selection. More and more frequently, teachers are required to act as remedial and special needs teachers and student counsellors, in addition to their many other duties. The increase in different difficulties and their accumulation on certain students are visible in the basic duties of teachers in both general education and vocational education and training. Students in vocational education and training also include adults, whose needs for support and guidance may be quite demanding. In particular, Finnish society perceives that responsibility for prevention of social exclusion is of particular importance. Schools and other educational institutions play a significant role in the prevention of social exclusion (Luukkainen 2000). In some cases, both comprehensive schools and upper secondary educational institutions and teachers have been forced to respond to duties, which have previously fallen within the area of expertise in social work, for example. In the future, teachers will be required to possess strong professional skills and competence in their respective teaching subjects or vocational subjects, knowledge of their branch of science, as well as the above-mentioned guidance skills relating to the growth and development of pupils/students. Teamwork and shared responsibility of the working community are key aspects of everyday teaching work. Teachers' willingness and ability to participate in multidisciplinary co-operation and teamwork should already be taken into account in their recruitment.

250. One of the basic premises for education and training in Finland is that individual pupils or students participate in general and common instruction provided by their own schools or educational institutions. In support of those pupils, who require special measures in support of their study, schools have employed a considerable number of special needs assistants in recent years. Attention has been and must continue to be dedicated to the education and professional skills of special needs assistants. At present, those wanting to become special needs assistants may obtain upper secondary vocational education and training for the assignments. The maintaining bodies of schools and other educational institutions will naturally aim to recruit educated labour; however, there is still a shortage of educated special needs assistants. The kind of teaching support staff that schools and other educational institutions will have in the future and the standard of their vocational skills will play a highly significant role in terms of teacher recruitment. Competent special needs assistants, operating in support of teachers' basic duties, may increase the quality of instruction and the resources of teachers to cope at work. A good network of special needs assistants might promote recruitment of teachers and their retention in teaching positions.

251. In February 2003, Parliament passed a Government Bill (205/2002) that included the aspiration to guarantee services related to pupil/student welfare and school health care for pupils and students. The new national core curricula, which are currently being prepared by the National Board of Education, will also take the special needs of pupils and students for welfare services into account more precisely than before. Consequently, attention has been paid to pupil/student welfare services, school health care and social work and psychological services at schools both in general discussions about education policy and in educational legislation and curricula. In the last few years, local authorities have recruited increasing numbers of school public health nurses, school psychologists and school welfare officers for schools' pupil/student welfare services. The situation in pupil/student welfare services was at its worst during the depression of the 1990's, but it is currently improving. Effective pupil/student welfare services will probably also have a positive effect on recruitment of teachers to schools and other educational institutions. Pupil/student welfare

services allow teachers to concentrate mainly on their basic duties, which in turn is likely to increase teachers' coping and retention at work. It would also be possible to envisage that when a teacher is recruited to a teaching position, he or she would always be provided with the support of a competent pupil/student welfare team and they could then be jointly responsible for each pupil's or student's learning, growth and development. Multidisciplinary co-operation with municipal health care and social services and youth services will allow teachers to perform better in their teaching role. In its development, Finnish society has endeavoured to guarantee each citizen the right to receive good education, vocational skills and a high standard of competence. Achievement of this objective calls for contributions from different sectors of society. In the future, multidisciplinary co-operation in the attainment of individual students' learning objectives and the specific competence needs of society will require a comprehensive vision and investment from education providers and in terms of recruitment.

252. People involved in discussions about education policy put forward demands both for education and training and for education providers, which will probably have a bearing on the recruitment of teachers to different assignments at schools and other educational institutions in the future. Some viewpoints expressed in these discussions may be presented as follows (Väljærvi 2000).

- Class teacher education will have to enable deeper specialisation in teaching specific subject fields.
- Teacher education and training will have to support teachers' readiness to work both in vocational education and training and in general education.
- It is expedient to combine parts of education and training for teachers aiming to work in different school forms, at different levels of education and in different assignments so as to promote a uniform view of teaching. Students will have to be able to specialise in subject teaching at an earlier stage of their studies.
- In the future, teachers' professional skills will show in their abilities to utilise information networks and other opportunities provided by their operating environments in a pedagogically efficient manner.
- The best way for teachers of the future to promote the growth of children and young people into self-directed learners and full citizens is to be ready themselves to develop and assess their own work and the effectiveness of the school community and to utilise the learning opportunities provided by their environments.
- Teaching work will develop as a human relations profession, which will place more and more emphasis on readiness to face the diversity of learners that is increasing in qualitative and quantitative terms, the variations in working environments and the full spectrum of expectations from the surrounding community.
- Teaching will develop as a societal profession, which calls for a strong educational vision, understanding of the genesis and development of knowledge, as well as capabilities for democratic participation and motivation to use various means of influencing.
- Teaching work is a development process according to the principles of lifelong learning. Teachers will need to have the capabilities and opportunities for continuing education and training.

253. Special attention will probably be paid to the viewpoints presented above in recruitment, in order that education providers, employers and teachers will be equally able to commit to them together.

## **6. RETAINING EFFECTIVE TEACHERS IN SCHOOLS - CAN TEACHERS COPE AT WORK?**

### **6.1. Teachers' experiences of their work and working environments**

254. Teachers' experiences of their work and working environments have been investigated through surveys covering the atmosphere at the workplace, the perceived standard of requirements, perceptions of strenuousness, perceived opportunities to influence at work, leadership and social support provided by the workplace. The following paragraphs examine the situation with references taken from five different studies (Kiviniemi 2000; Korhonen 2000; Santavirta et al. 2001; Syrjäläinen 2002; Välijärvi & Linnakylä 2002). These were based on questionnaire surveys, interviews and analyses of written material produced by teachers. The studies have been selected so as to present ideas of teaching work among teachers in basic education, at upper secondary schools and in vocational education and training alike.

255. The vast majority (80%) of teachers involved in the studies were satisfied in their work. Male and female teachers did not differ from each other in statistical terms, but there were variations between teachers at different levels of education. Upper secondary school teachers were most satisfied in their work. Dissatisfaction was clearly more common among teachers in forms 7–9 in basic education (lower secondary level) and vocational teachers. Teachers were also committed to their work: 79% of them stated that they were very committed to their work. Commitment was highest among upper secondary school teachers. There were no differences in the degree of commitment between genders. 62% of teachers felt that they had a say and some influence in their respective working communities. The atmosphere in the working community was perceived to be good by 53% of teachers. There were distinct differences between different forms of educational institutions. The proportion of those satisfied with the atmosphere was highest among upper secondary school teachers (68%) and lowest among teachers at vocational institutions (43%). (Korhonen 2000; Santavirta et al. 2001)

256. Perceptions of the working community were substantially influenced by the management of educational institutions. Although teachers perceived that they did have some say and influence in their working communities, almost one third of teachers considered that the head of their educational institution dictated decisions without input from other parties. Such experiences were most common at vocational institutions and among teachers in forms 7–9 in basic education. More than half the respondents stated that institutional managers did not discuss issues with their subordinates very much. In particular, older teachers felt that the leadership skills of their superiors had deteriorated and that their superiors favoured young teachers. (Korhonen 2000)

257. It is obvious that Finnish teachers have considerable opportunities to influence their work. The transfer of decision-making powers closer to schools and teachers has been characteristic of the Finnish education system ever since the 1980's. Such a development trend became particularly strong in the 1990's. The aim in increasing the decision-making powers of schools has been to strengthen schools' readiness to meet the needs of their surrounding communities and to take decision-making to be as close as possible to those affected by the decisions. In the context of the PISA research programme, an investigation was made into the views of rectors and teachers on the autonomy of Finnish schools. According to rectors' views, autonomy in Finnish schools was particularly high compared with the OECD average in terms of decision-making related to educational contents and learning materials. In Finland, teachers specifically play a key role in making decisions about course provision (82% of teachers had a significant influence), unlike the average for OECD countries (only 32% had a significant influence). Selection of textbooks is always the task of schools in Finland and teachers' responsibility is almost always (94%) significant in making these decisions (the OECD average is 70%). Finnish teachers had the opportunity to participate in making decisions on the school budget and, in particular, on the allocation of resources within the school considerably more frequently than their counterparts in

other OECD countries. When assessed as a whole, the opportunities of Finnish teachers to influence decision-making concerning instruction, the school's operating policies and the use of resources were considerable when compared with other OECD countries. (Väljörvi & Linnakylä 2002)

258. In terms of perceptions of the strenuousness of work, the clear focus is on rush. Teachers perceive that rush causes the most stress in their day-to-day teaching work, because they feel that they cannot perform their compulsory work assignments within the time restrictions. In the study conducted by Santavirta et al. (2001), 66% of teachers experienced strain caused by rush fairly often or constantly. In another study (Korhonen 2000), 88% of respondents perceived increasing rush as being a problem in their work. Inadequate working areas and noise were perceived as causing strain fairly often or constantly by one third of teachers.

259. In the study carried out by Santavirta et al. (2001), one fifth of teachers felt that problems with discipline in their day-to-day work constituted a factor that caused strain. About ten per cent of teachers perceived bullying directed at themselves to be a daily factor of strain. In an evaluation of basic education carried out by the State Provincial Offices in 2001, threats, violence and bullying directed at teachers were reported in 20% of schools.

260. According to Korhonen (2000), 41% of respondents had problems with discipline. This was most visible in the views of teachers in forms 7–9 in basic education (lower secondary level). One third of respondents perceived that behavioural disorders had increased among pupils. This perception was strongest (74% of respondents) among teachers in forms 1–6 in basic education (primary level). Decreasing attention spans among learners were also perceived to lead to problems: 78% of respondents stated that learners' ability to concentrate had deteriorated in recent years. This opinion was voiced most clearly in answers given by teachers in basic education (84%).

261. According to Kiviniemi (2000), teachers feel that their educational role has become considerably more complicated during the last ten years. Indeed, the survey (Kiviniemi 2000) refers to the fact that, in recent years, schools have experienced a continuously strengthening anti-school subculture, which challenges the significance of activities that promote learning. In forms 7–9 in particular, teachers face increasing rates of disturbing behavioural problems and more and more troubled and restless pupils. In addition, pupils' personal problems have increased. This is highlighted by reports of growing rates of mental problems among young people and of increasing substance abuse, for example.

262. Kiviniemi (2000) mentions the views of teachers involved in the survey on the strengthening tendency of instruction changing towards simple entertainment and on increasing competition – at least informal competition – between schools. Growing competition creates a need for schools to devise images and build façades in the same way as the consumer market. Consequently, Kiviniemi asks whether people have let the pedagogical objectives and goals of education slip from their minds in the midst of profile development and increasing pursuit of entertainment.

263. The vast majority of young people are doing well, but one in five has problems with functioning or learning, whereas one in ten schoolchildren would appear to be in need of urgent help (Kiviniemi 2000, referring to Rimpelä 1998). Through their behaviour, pupils rebel more and more explicitly against school and teachers and aggressive behaviour among pupils has become more prevalent throughout basic education. Although the majority of pupils are so-called ordinary pupils, behaviour among problem pupils is disturbing day-to-day schoolwork more and more clearly. The study by Kiviniemi (2000) presents an assessment that this is not just a school-related phenomenon, but one that reflects a more general breakdown of authority relationships in society.

264. According to Santavirta et al. (2001), teachers' own instruction work does not appear to be putting any strain on them; instead, they become tired of all the other tasks faced by teachers today. It seems as if teaching and related tasks are only a small part of a teacher's job description. It is not

enough for teachers that they are able to influence curricula or teaching methods, if they, at the same time, feel that they are unable to influence other factors regulating the course of their working day. This is also brought up by Syrjäläinen (2002) in her study, where teachers and rectors in basic education describe the continuously expanding job descriptions of teachers and assess that the hefty implementation methods and problems with financial and schedule-related resources of the extensive school reforms have contributed to the increase in burn-out within the teaching profession.

## **6.2. Teachers' well-being at work**

265. Teachers' ability to cope at work has been assessed (Santavirta et al. 2001) by asking about their average total working hours per week, somatic symptoms, amount of absence due to illness, mental well-being, quality of life and perceptions of whether they get satisfaction from and appreciation at work. Similarly, experiences of burn-out have also been investigated (Korhonen 2000).

266. According to Santavirta et al. (2001), teachers worked an average total of 39 hours per week. Male and female teachers did not differ from each other in terms of the number of working hours. The number of working hours was highest among upper secondary school teachers, standing at 42.2 hours. The average amount of absence due to illness was 2.1 days per school term. However, the majority of teachers did not spend any time on sick leave during the school term under review. Somatic symptoms were common. Frequent or persistent sleep disorders were experienced by 22% of teachers, while 55% of female teachers and 31% of male teachers suffered from neck and shoulder pains. One third of teachers aged 50 or over had some chronic disease.

267. According to Korhonen (2000), 38% of teacher respondents perceived that the amount of burn-out had increased distinctly over the last five years. In different teacher groups, fatigue had been most frequently experienced by teachers in forms 7–9 in basic education (79%) and by teachers at vocational institutions (80%).

268. The proportion of teachers classified as being seriously burnt out (4%) does not exceed the amount of burn-out among Finland's working-age population as a whole. Teachers who perceive their work as being strenuous are the ones who suffer most from being burnt out. Female teachers were more seriously burnt out than their male counterparts. A general tendency was that everyday stress factors (rush, noise, etc.) put more strain on women than on men. The average age among burnt out teachers (46 years) is somewhat higher than that of those who were not feeling burnt out (44 years). There were no significant differences between teacher groups classified as being burnt out or not in terms of the number of their working hours. (Santavirta et al. 2001)

## **6.3. Retirement or new assignments as solutions?**

### ***6.3.1. Teachers' age structure and resulting wastage***

269. For those basic education teachers, who entered service on or after 1<sup>st</sup> January 1993, retirement is at 65 years of age. For those who were employed before that date, the retirement age alternates between 60–65 years. Exceptions are some groups working within special education, whose retirement age is 55 years, subject to certain conditions. Those basic education teachers who were working in 1989 had a right of option concerning the pension system until 1999, due to an amendment to pensions legislation. This made it possible to retire at the age of 60. Only a few teachers waived the option, which means that, within the framework of current provisions, retirement rates will be higher for the next ten years compared with subsequent years. The retirement age for teachers at upper secondary schools and in vocational education and training alternates between 63–65 years of age. In regional terms, the effects of teachers' retirement will be



different in different parts of Finland. The relative number of ageing teachers is highest in Northern Finland, within the Province of Lapland. Examined by form and sector of education, teacher groups with high age structures include upper secondary school teachers and, within vocational education and training, teachers in the technology and transport sector in particular. (Joki-Pesola & Vertanen 1999; Luukkainen 2000; Rönneberg 2000)

### ***6.3.2. The growing tendency to retire***

270. The proportion of the teaching workforce receiving disability pensions, individual early retirement pensions or semi-retirement pensions increased considerably during the 1990's as a whole. Teachers are more likely than average to opt for different retirement schemes that enable them to retire before the normal pensionable age or to reduce their workload. There is no research data available that would reveal links between the willingness of teachers to retire and working conditions in schools.

271. The qualifying condition for receiving a disability pension is work disablement due to illness, defect or disability, which can be estimated to last at least twelve months. The teaching workforce accounted for 10%, 18% and 14% of all recipients of disability pensions in 1990, 1997 and 1999 respectively. The proportions of women and men among teachers on disability pension stood at 63% and 37% respectively. (Luukkainen 2000)

272. Among the reasons for granting disability pensions, mental disorders are becoming more and more significant. With teachers, these accounted for 40% and 55% of the reasons for retirement in 1990 and 1997 respectively. The proportion of mental health reasons among male teachers is substantially higher than among men in general. In 1999, for example, the difference between these proportions was more than 20%. Reasons of mental health as grounds for retirement are, in relative terms, also more common among female teachers than among women in general. (Luukkainen 2000)

273. Individual early retirement pensions may be granted to those people, who are at least 58 years old and who have been gainfully employed for an extensive period of time, and whose capacity to work has been permanently reduced due to illness, disability or other individual factors. The proportion of the teaching workforce receiving individual early retirement pensions has also increased. At the beginning of the 1990's, the teaching workforce accounted for 13% of all those receiving early retirement pensions, while the figure stood at 23% at the end of the decade. Mental disorders are the grounds for granting individual early retirement pensions to teachers considerably more often than to other recipients. (Luukkainen 2000)

274. Under the current statutes, semi-retirement pensions have been available, with certain exceptions, to people aged 58 or over when they move from full-time to part-time employment. The popularity of semi-retirement pensions has increased substantially among teachers. The proportion of the teaching workforce among all semi-retired people varied between about 25% and 40% during the 1990's. (Luukkainen 2000)

### ***6.3.3. Career advancement and seeking other assignments***

275. Teaching work does not offer any particular opportunities for career advancement, because educational institutions do not have hierarchies of many different teaching positions based on pay or other forms of appreciation. Teachers may extend their teaching qualifications and thus apply for teaching positions at a higher level of education. Class teachers, for example, may supplement their studies in teaching subjects so as to be able to apply for subject teaching positions in forms 7–9 of basic education or at upper secondary schools. Similarly, teachers may apply for posts as rectors, thus advancing to institutional management assignments in their careers.

276. There are some opportunities to transfer from teaching work to different development assignments. Municipal Education Departments set up different types of projects, such as education and development projects, which offer teachers planning, guidance and training assignments. These assignments are usually temporary.

277. Discussions about the increasing flows of teachers leaving teaching work to apply for other positions have been quite lively in Finland over the last few years. In particular, estimates have been presented on the considerable transition of teachers in mathematics and natural sciences and languages into other sectors of working life. No very precise data is available on the extent of teachers' transition from schoolwork into other labour markets. The most commonly cited estimates indicate that at least 10–15% of those who have completed teacher education and training will move on to assignments outside teaching at some point in their careers. Some indications are available from a survey (Hartikainen & Hartikainen 2001) that investigated student selection procedures and commitment to teaching work. According to the survey, 86.8% of those class teachers, who had graduated in the mid-1990's, worked in teaching or administrative positions at schools.

278. Information gained from the LAASER project that investigated career paths among university graduates suggest that class teachers find placements soon after graduation. Four out of five graduates, who had started their careers as teachers, were still working as teachers at the end of the five-year investigation period. Based on the findings, it is possible to conclude that willingness to move to a completely different occupational field is higher among male teachers compared with female teachers. (Suutari 2002)

279. The working group for teacher demand, set up by the Ministry of Education to anticipate teacher and educational needs of the future, has evaluated the transition of teachers to assignments outside teaching. The working group used the following estimates as the initial basis of calculations: 90% of those graduating as class teachers will take on class teaching positions, 80% of those graduating as special needs teachers will work in special education and 85% of those graduating as subject teachers will hold subject teaching positions. (Opetusministeriö 2003 [Ministry of Education 2003])

#### **6.4. Is teaching work appreciated?**

280. Appreciation of teaching work is partially linked to general appreciation of education and training, but historical factors also play a part. As the folk school system developed, education at teacher training colleges and subsequent teaching work provided young people coming from lower social classes with an opportunity for social mobility. One sign of appreciation of teaching work is willingness to apply for teacher education and training. An example of this is young people's willingness to apply for class teacher education. They account for about 14% of all those applying to universities.

281. There are indications that teachers also perceive a lack of appreciation of their work. According to the study by Santavirta et al. (2001), one quarter of teachers feel that they will not be able to gain appreciation, no matter how much effort they put into their work. According to Kiviniemi (2000), teachers perceive that appreciation of teaching work has also changed in more general terms in society. This is also visible in the attitudes of parents towards teachers. Angry phone calls and threats about consequences are perceived to have increased to a point where they constitute one of the 'perks' of the job. The same issue is also addressed by Syrjäläinen (2002), who states that there has been an increase in the number of pupils, who are particularly aware of their rights and, under their parents' guidance, demand more and more from instruction and day-to-day running of schools.

282. Kiviniemi (2000) points out that, in teachers' experience, reductions in financial investment reflect a decrease in appreciation of the school system. The economic depression of the 1990's and subsequent stringency measures resulted in a decline in the day-to-day running of schools in many ways. Class sizes increased, less substitute teachers were employed, several support measures were discontinued, club activities were reduced and compromises were made over learning materials. In teachers' experience, stringency measures adopted during the years of depression are still being applied. As teachers feel that the situation in schools has not eased off along with economic recovery, they perceive that this clearly boils down to diminished appreciation of schoolwork and, concurrently, of their own work. Teachers perceive that stringency measures have complicated their working conditions to the extent that they suspect that the administration's understanding of the nature of practical schoolwork in current conditions has become obscured.

283. A similar conclusion is drawn in a study by Aittola (2001), which investigated teachers' views on the effects of recent lay-offs at schools. The lay-offs undermined teachers' confidence in the decision-makers. Among those basic education teachers involved in the survey, 91% stated that their confidence in decision-makers had been considerably undermined.

284. The study by Syrjäläinen (2002), which focuses on teachers in basic education, draws on the experience among teachers that the poor level of appreciation of teachers and their work is demonstrated in the planning and implementation of different school reforms. Teachers perceive that they are left out of decision-making and feel that they are the last ones to hear about reforms. Official level reforms are tinged with a certain type of vagueness and uncertainty, arousing suspicions among teachers that their professional skills are not appreciated. The study by Syrjäläinen (2002) also points out that the increasing number of different evaluation procedures make teachers think that they are no longer trusted, but that they need to constantly prove themselves in public to justify their actions.

285. Appreciation of teaching work is also visible in the pay system for teachers. Teachers draw attention to the fact that the outcomes of their work do not influence their salary. This was the opinion held by 91% of teachers responding to the survey by Korhonen (2000). Three out of four teachers perceived that the amount of work not recognised in the pay system has increased to some extent or clearly. This perception was most distinct among teachers at vocational institutions.

286. Appreciation of teaching work expressed through pay and also through other types of recognition was addressed on several occasions in contributions made at the stakeholder seminar organised as part of this project (the OECD seminar of 16<sup>th</sup> October 2002). The contributions pinpointed the question of how factors such as the success of Finnish schoolchildren in international assessments of learning outcomes will be reflected in teachers' pay system and in appreciation of their work.

## **6.5. Remaining in the teaching profession**

287. The following sections will examine different opportunities to promote interest and willingness among teachers to remain in teaching work. This analysis will introduce several perspectives on seeking a career as a teacher, the attractiveness of the teaching profession, recruitment of teachers and their retention in the profession. Continuing teacher education and training and management of educational institutions will be examined separately, because their significance and impact have been considered to be central in terms of the rates of teachers remaining at work. The analysis also includes proposals for development.

### ***6.5.1. How to influence teachers to remain in the profession***

#### *Applying for teacher education and training*

288. The starting point and fundamental prerequisite for successful teacher recruitment comprises sufficiently broad interest in applying for teacher education and training. In Finland, interest in applying for teacher education and training has, for the time being, remained high, with the exception of teacher education and training in mathematics and natural sciences. However, it has been discovered that interest in teacher education and training in mathematics and natural sciences may also be clearly increased if student selection procedures are organised in a new way, using what is known as a direct selection procedure. Different universities have gained positive experiences from solutions where students can opt for a programme specialising in subject teacher education when applying to study mathematical subjects. Commitment to teaching work will thus be made at a more conscious level. It is obvious that universities need to make more extensive use of similar direct selection solutions in their student selection procedures.

#### *Aptitude for and commitment to teaching work*

289. Studies focusing on procedures used to select students for teacher education and training (Kari 1996; Kari et al. 1997; Kari 2001; Kari 2002) indicate that the commitment of graduate teachers to teaching work is more permanent when procedures to select students for teacher education and training have paid sufficient attention to applicants' aptitude for the field and to their conscious career choices. Assessment of aptitude and commitment has been developed for a considerable period of time in selection procedures within class teacher education, but all other forms of teacher education and training will have to increase its role in their selection procedures. In particular, vocational education and training will have to pay special attention to the assessment of aptitude.

#### *Educational guidance*

290. Interest in teaching work and attraction of teacher education and training can be influenced through educational guidance. Positive experiences have been gained when different parties involved in teacher education at universities have provided educational information directly for upper secondary schools, in order to support student counselling at schools, by means such as different types of student presentations, departmental demonstration days, open days and printed and electronic sources of information. Courses and training days jointly organised by universities and upper secondary schools have also been successful.

#### *Extensiveness of teacher education and training and monitoring demand for teachers*

291. Some quantitative teacher needs are relatively permanent, whereas others vary quite rapidly. It is necessary for initial teacher education to be sufficiently consistent and extensive in order for teaching staff to transfer from one level of education to another, where necessary, after obtaining additional education and training. If initial education is sufficiently diversified and extensive, this will enable teachers to move on to new teaching assignments in a flexible manner, as required by changes in quantitative teacher needs.

292. Monitoring of changes in demand for teachers requires educational administration and teacher education units to have access to regularly updated data on teachers at different forms of educational institutions. There is an urgent need for follow-up data on the transition of teachers from teaching work to other assignments in working life and their return back to teaching after such assignments.

### *Appreciation of work*

293. Appreciation of teaching work is influenced by several factors. As a country that has traditionally valued education and training, Finland does not as yet face any signs of major problems in this respect, but some indications of the diminishing appreciation of teaching work can certainly be detected. Anti-school subcultures are receiving plenty of attention in the mass media and advertising, for example. Something typical of media reporting of schools is that it tends to highlight individual problem cases. Such factors have a bearing on images concerning the school's work and on the attraction of the teaching profession. It is necessary to intensify co-operation between the media, the educational administration, teacher organisations, teachers' employers and parents in order to prevent the creation of negative images about schoolwork on the basis of a few random cases.

294. Appreciation of teaching work is influenced, both directly and indirectly, by decisions taken at national and local levels on resources allocated to educational services.

295. The collective agreement for state and municipal civil servants concerning the pay system in the teaching field determines a minimum level of pay, but the system also makes it possible to agree on better conditions of service at a local level. The collective agreement for 2003–2004 also contains elements of assessing the standard of requirements of work, which provides an opportunity for employers to decide to pay a personal cash bonus on the basis of individual professional proficiency and performance at work. It is advisable to emphasise the significance of factors relating to teachers' pay system and career advancement opportunities when trying to find ways of addressing issues concerning teaching staff.

296. Reorganisation of schoolwork towards a more team-based approach would create an opportunity to establish a new managing teacher's post and salary grade, for example, as one possible solution. Such a solution may present problems due to restrictions on expenditure, but it would introduce new opportunities for career advancement and would also alleviate problems in school management. It is also possible to distribute managerial responsibilities by extending the duties of vice-rectors. Development and training assignments in teachers' own or neighbouring municipalities may also bring variety to teaching work. Curricular reform work, for example, provides good opportunities for such solutions.

### *Pupil/student welfare services*

297. More and more problems arising from social and economic deprivation and deteriorating social security networks are queuing up to be solved by schools. This results in two development needs. On the one hand, initial and continuing education and training will have to provide teachers with sufficient capabilities to perceive and prevent learning difficulties and social exclusion as well as for multidisciplinary co-operation. On the other hand, schools will require sufficient and competent staff in pupil/student welfare services in order that the health-related, social and mental problems of pupils or students can be addressed early enough with sufficient and appropriate professional help. In addition, the division of work between teachers and pupil/student welfare staff will have to be clear.

298. Parliament has recently passed a Government proposal for amendments to school legislation with regard to pupil/student welfare services (Government Bill 205/2002). The Government proposed that school legislation should be complemented in such a way that the key principles of pupil and student welfare services and co-operation between home and school would become part of the national core curricula and that provisions concerning pupil and student welfare services would be incorporated into relevant acts. For basic education, provisions would be issued giving pupils the right to receive the welfare services required for participation in education. In terms of general upper secondary education and vocational education and training, provisions would be issued concerning guidance of students to turn to the health care and social welfare services

available to them. The powers of rectors and teachers to maintain discipline at school would be supplemented and specified.

### ***6.5.2. Continuing education and training in support of teaching work***

299. The opportunities of Finnish teachers to receive support for their work through continuing education and training vary considerably according to teacher groups and to the municipality where they work. Teachers in vocational education and training, for example, receive double the amount of continuing education and training provided for teachers in basic education and in general upper secondary education. Participation in continuing education and training is considerably more extensive among teachers in urban municipalities when compared with remote rural municipalities. It stands to reason that, in the very near future, those local authorities that allocate resources to provide teachers with opportunities for continuing education and training will find it easier to recruit teachers compared with those that have cut their funds for continuing education and training to the absolute minimum. A municipality's 'education-friendly' reputation will become a competitive asset in teacher recruitment. This fact has not as yet been sufficiently internalised at a municipal level.

300. The high age structure of the Finnish teaching workforce has a bearing on coping at work and on remaining in teaching work. Working conditions and the opportunity to receive support through continuing education and training, workplace counselling, projects to develop working communities and other such measures will also influence teachers' coping at work. It is necessary to urgently seek new solutions to address these issues at both national and local levels, in order to support teaching staff to keep working until the usual retirement age. This is quite a topical aspect because of the considerable number of teachers opting for semi-, early and disability retirement. National evaluation of continuing education and training and other forms of support at educational institutions should be initiated as soon as possible.

301. A process-like approach should be used as the starting point for teaching staff's professional development. Development as a teacher is a process that combines initial studies, work at educational institutions and continuing education and training. Updated and developing professional skills are important due to changes in teaching work. Consequently, continuing education and training should be seen as being both the right and duty of teachers. From the perspective of an individual educational institution, it is important that continuing education and training are systematic and linked to the development of the educational institution. This requires that individual and institutional training plans are drawn up and that employers have the opportunity to expect and, where necessary, to demand teachers to develop their own professional skills. Correspondingly, teachers' employers will have to be able to assign sufficient resources to continuing education and training.

302. Needs for professional development may be examined from several different perspectives. The following sections will focus on the perspectives of the different phases of teaching careers and of school development work. These will be followed by proposals for development of continuing education and training for the teaching workforce. The proposed development initiatives and tendencies are examples of proposals and recommendations for professional development put forward by different parties as well as of topical best practices in local or national continuing education and training. They describe different priorities in current continuing education and training and the diversity of discussions concerning professional development.

#### *Educational needs in different phases of teaching careers*

303. To date, continuing teacher education and training have paid relatively little attention to changes in educational needs in the different phases of teaching careers. Development as a teacher is a process, which involves changes in thinking, conceptions of knowledge, conceptions of

learning, command of the teaching subject and in the forms of work available. Teachers' professional skills and work-related problems are very different when entering working life and towards the end of careers. It is likely that teachers who have just started their careers will mostly need support in issues related to day-to-day running of schools and everyday teaching practice. Conversely, the educational needs of those who have been working as teachers for a considerable period of time are more likely to focus on updating the theoretical contents of the teaching material. For the time being, continuing education and training have barely reacted to educational needs that change during teaching careers.

#### *School development needs*

304. Development of an educational institution refers to measures that will increase the educational institution's ability for renewal and readiness to deal with changes. Development is a goal-oriented activity, which will improve pupils' or students' learning and development conditions and increase well-being among all people operating within the educational institution. Development work combines three sectors: organisational development, curricular development and staff development.

305. Most challenges to learning outcomes, educational work and educational institutions' operations concern whole working communities. The community plays a significant role in utilisation of continuing education and training, because research findings show that the effects of continuing education and training carried out away from the workplace will remain relatively modest, if other members of the same community do not support the application of the lessons learnt in continuing education and training. Each community needs training and support for development, which are based on its members' joint analyses of their own work and which provide foundations for examining and developing their work and promoting shared expertise. The required forms of support may equally include education and training, research, evaluation, consultation and workplace counselling.

306. A good example of this type of training is institution-specific training, which has become more common in recent years. Such training is customised and linked to other forms of support. At its best, the advantages of this procedure include precise targeting of the correct educational contents and subsequent achievement of educational effectiveness. An integral part of such development work comprises drawing up individual training and development plans and those specific to each working community. It is necessary to discourage the operating method typical of continuing teacher education and training, where individual participants are sent on individual courses, and to establish a stronger foothold for education and training focusing on the working community as a whole. The central government's educational administration and continuing education units at higher education institutions should take urgent action to revise their operating methods in this respect.

#### *Proposals for development of continuing education and training*

307. a) Continuing education and training will have to take account of teachers' different educational needs during their careers. Special attention will have to be paid both to induction training for recently graduated teachers and to educational and other support measures to promote the updating of professional skills and coping at work among teachers approaching retirement age. Teachers in vocational education and training will have to be guaranteed opportunities to spend periods in working life within their own occupational field.

308. b) The temporal and economic resources of continuing education and training that promote teachers' professional development will have to be allocated so as to reduce the current inequalities in continuing education and training between different regions and teacher groups. For the time being, opportunities provided by information and communications technologies are utilised inadequately in continuing education and training. This calls for stronger support and supervision from the central government's school administration. It is also reasonable to investigate ways,

which would enable clarification of the obligation of teachers' employers to allocate sufficient resources to continuing education and training.

309. Continuing education and training play a key role in supporting the implementation of different reforms. It is essential that, when planning reforms that concern the school system, due consideration is given to the needs for continuing education and training caused by these reforms and to questions of how to assign schedules and resources to this form of education and training.

310. c) One solution worthy of consideration is the use of teachers' individual development plans. An individual development plan is drawn up in co-operation between the teacher and the management of the educational institution. Its application provides an opportunity to reorganise continuing education and training on the basis of the teacher's right and duty to seek education and training. The right and duty to participate in education and training may be a certain time or monetary quota as part of the teacher's employment contract, which he or she may use or is obligated to spend within a certain number of years. When the teacher decides to use the quota, the teacher submits the individual training plan for approval to the rector of the educational institution or to some other representative of the employer, who is accountable for education and training costs. The right and duty to participate in education and training may also be a time quota covering the whole of a teaching career. In such cases, the practical guideline may be that a certain part of the quota must be used during the early years of a career.

311. d) Creation of an integrated continuum between initial and continuing teacher education and training is one of the most urgent targets of development in continuing education and training. Such an educational continuum may contribute to creating practices to support lifelong learning and to establishing more successful solutions to determine the educational contents that are best provided in initial education and those that are by nature more suitable for continuing training. Development of the continuum between initial and continuing education and training requires close co-operation between the national educational administration, schools, bodies responsible for teacher education and training and employers of teachers.

312. e) Educational institutions will have to possess sufficient resources to develop their working communities. The resources may be determined as a certain percentage of the staff payroll, for example. Each educational institution will decide the specific allocation of resources, but will only use them for educational purposes. In addition to education and training, the resources reserved for development of the working community should also be channelled into support measures, such as workplace counselling.

313. f) To date, there has been little research into the professional development of teaching staff. Research projects focusing on continuing education and training have often been confined to a narrow sector or have only focused on a specific teacher group. Research should concentrate equally on institutional development work, individual teachers' professional development and training for institutional management. The most urgent topics of research include issues relating to educational needs and the effectiveness of education and training.

314. g) Reducing the number of staff assigned primary responsibility for local educational and cultural services and bringing several schools under the supervision of one rector may diminish the opportunities of teaching staff for continuing education and training and institutional development work. In terms of continuing education and training required by teachers and of their teaching work, development of other necessary support services calls for high-quality and competent local educational administration.



### ***6.5.3. Management of educational institutions – support for teaching work***

#### *Expectations concerning management and leadership*

315. The role of a head of an educational institution nowadays is more pronounced than ever before. More decision-making powers are being delegated to schools and expectations of rectors are soaring higher and higher as a result. A rector's work is changing from pedagogical leadership towards a role as a managing director. The head of a school will be elevated as the key person at the school of the future. Such people are expected to be visionaries, financial experts, creators of community spirit, personal leaders, pedagogical supervisors, evaluators, developers of their communities, representatives of their schools in the surrounding community, lobbyists promoting the interests of teachers, representatives of employers, etc. The obligations and expectations are often contradictory and require rectors to be able to strike a balance between different demands, be active, use their own initiative and possess social skills. The exacting and strenuous nature of the work has probably reduced the number of applicants for rectors' posts considerably over recent years. This development trend is alarming and requires measures such as dedicating attention both to training preparing for institutional management duties and to continuing training for management tasks.

316. In the future, one of the key strengths of effective schools comprises advanced leadership and a sophisticated management system. A school community does not work without a leader with sufficient expertise. It is obvious that there are plenty of areas where teachers' working conditions need to be improved. This will further increase the requirements of the rector's work.

#### *New management and leadership solutions*

317. The management culture of educational institutions has remained relatively unchanged for decades. The rector is very much solely responsible for a school's operations. The management culture and structures of educational institutions are often characterised by the fact that educational institutions are not highly organised internally and they do not favour shared management responsibilities. Consequently, management culture is in need of strong development, where distributed leadership and rotating responsibilities would commit all members of the working community to take part both in development and in responsibility and decision-making. Establishment of a role of managing teacher and expansion of the duties of vice-rectors may be development trends worthy of consideration. This would enable creation of opportunities for career advancement at school, on the one hand, and prevent overwhelming the rector, on the other. Managing teachers would be responsible for development of instruction in their own speciality area and, as a group, they could function as a sort of management team to assist the rector. They could also assume responsibility for supervising colleagues and familiarising them with the operations of the working community.

318. Indeed, school management should not be perceived solely as being the work of rectors; instead, it is necessary to seek shared management solutions suitable for expert organisations. Teachers of the future will operate more and more at the level of the whole working community, together with other educational institutions and with society around them as versatile professionals in education. They will need to express their opinions on economic, administrative and planning issues far more than today. In this respect, they will need expertise that has traditionally only been associated as being part of a rector's work. Such expertise must be available in both initial and continuing teacher education and training.

#### *Management and leadership training*

319. School management is not professional management in the same way as in business life, but it is first and foremost about leading the work of independent experts and the expert organisation. This requires the leader to have sufficient knowledge of the substance and special conditions of

expert work. First-hand experience of teaching work is an essential prerequisite for successful management and leadership. In order to be able to genuinely function as pedagogical supervisors and supporters of the school's basic tasks – teaching and learning – rectors should be required to have personal experience of teaching work.

320. Although people commonly acknowledge the need to develop the rector's work and the school management system, training preparing for the duties of institutional management or continuing training in support of managerial work have not established a firm foothold. Such training is erratic and random in terms of content. It is usually implemented as management training without any connection with the development work of educational institutions. Separate management training may certainly provide an individual with abilities required for a rector's work, but its connection with development of the educational institution as a whole and with continuing education and training for its teaching staff would provide a considerably better guarantee of the effectiveness of education.

321. Training orientating towards the duties of institutional management should be available at universities as part of initial teacher education in order to provide graduating teachers with a feel for issues concerning the management of educational institutions. It is fair to say that good solutions would include those implementation methods, where people studying to become teachers may also take study units with orientation towards institutional management as part of their initial teacher education and then return to supplement these studies once they have gained 3–5 years of experience from teaching work and then decided to apply for a managerial position at an educational institution. Such a procedure would make it possible to increase interest in seeking institutional management positions. Finnish universities have gained positive experiences from such solutions.

#### *The need for research knowledge*

322. Research into training for institutional management, its different implementation methods and their effects has been quite rare in Finland. Development of training requires support from research. Continuing rector training should, in co-operation with higher education institutions, aim to find solutions enabling rectors to carry out research focusing on their own work and to receive supervision for such research. Positive experiences have been gained from those training and development projects, for example, where the targets of development have included the school community and its leadership and which have included scientific support and monitoring efforts.

#### *Support for development and management of educational institutions*

323. The Finnish school sector faces an intensifying tendency that influences the management and development of educational institutions: in recent years, local authorities have reduced the number of executive officials in municipal school services. At the same time, the tendency for local authorities to also abolish managerial posts within individual school units has been increasing. The managerial duties of several schools are assigned to a single person, who may also have other educational duties to discharge at the same time. For the time being, support and management services provided for the public school sector at a regional level are still quite rare, although some local authorities have started to jointly organise the duties of their Directors of School Services. The Provincial State Offices do not have much of an opportunity to offer support, supervision and training services. Teachers in particular have perceived that the management and supervision of educational institutions and the opportunities of institutions to obtain support for their own work have become more difficult. This seems to diminish the conditions for realisation of the decentralised administration and decision-making powers of municipal educational services. It is therefore advisable to investigate the possibilities of guaranteeing services for school management, supervision and development that will at least meet a certain minimum standard.

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ANNEX  
DECREE ON THE QUALIFICATIONS OF EDUCATIONAL STAFF

**Unofficial translation from Finnish**

**Original Finnish title: *asetus opetustoimen henkilöstön kelpoisuusvaatimuksista***

**No. 986/1998**

**Issued in Helsinki on 14 December 1998**

**Decree**

**on the Qualifications of Educational Staff**

**(amendments up to 805/2002 included)**

On the submission of the Minister of Education, the following is decreed by virtue of section 37(3) of the Basic Education Act (628/1998; *perusopetuslaki*) adopted on 21 August 1998, section 30(3) of the Upper Secondary Schools Act (629/1998; *lukiolaki*) adopted on the same date, section 40(3) of the Vocational Education Act (630/1998; *laki ammatillisesta koulutuksesta*) adopted on the same date, section 5(3) of the Liberal Adult Education Act (632/1998; *laki vapaasta sivistystyöstä*) adopted on the same date and section 9(3) of the Basic Art Education Act (632/1998; *laki taiteen perusopetuksesta*) adopted on the same date:

**Chapter 1**

**General provisions**

**Section 1**

*Scope of application*

This Decree shall apply to the qualifications of those rectors and teachers referred to in the Basic Education Act (628/1998), the Upper Secondary Schools Act (629/1998), the Vocational Education Act (630/1998), the Vocational Adult Education Act (631/1998; *laki ammatillisesta aikuiskoulutuksesta*), the Liberal Adult Education Act (632/1998) and the Basic Art Education Act (633/1998).

For the purposes of this Decree, education or training falling within the scope of any single Act mentioned in subsection (1) shall be regarded as constituting a distinct form of education. Pre-school education laid down in the Basic Education Act shall, however, be regarded as constituting a distinct form of education.

**Chapter 2**

**Rector**

**Section 2**

*Qualifications of a rector*

- (1) A person is qualified as a rector, when he or she has:
- (1) a higher academic degree;
  - (2) the qualifications of a teacher in the relevant form of education laid down in this Decree;
  - (3) sufficient work experience in teaching assignments; and



- (4) completed a qualification in educational administration in accordance with requirements approved by the National Board of Education or studies in educational administration with a scope of no less than 15 credits organised by a university, or otherwise obtained sufficient knowledge of educational administration.
- Where education or training falling within several different forms of education is organised at the same institution, or where a rector is responsible for the operations of two or more educational institutions, which provide education or training falling within different forms of education, the rector shall have the qualifications of a teacher referred to in subsection (1)(2) in one thereof.
  - Notwithstanding subsection (1)(1), a person, who has an appropriate polytechnic degree referred to in section 13(1)(1), is also qualified as a rector responsible for education and training referred to in the Vocational Education Act.
  - A person, who has a higher academic degree in the field and sufficient knowledge of educational administration, is also qualified as a rector of an educational institution providing education referred to in the Basic Art Education Act. A person, who has a higher academic degree and sufficient knowledge of educational administration, is also qualified as a rector of a school operating at a residential home, a physical education centre and a summer university.
  - A person, who has an appropriate academic degree, sufficient work experience in the field and has completed the qualification or studies in or otherwise obtained sufficient knowledge of educational administration, as referred to in subsection (1)(4), is also qualified as a rector of an educational institution providing training preparing for further vocational qualifications and specialist vocational qualifications and other forms of additional vocational training referred to in the Vocational Adult Education Act.
  - A person, who has completed the studies required of a teacher providing instruction based on Steiner pedagogy with a scope regarded as being sufficient, as referred to in section 21 of this Decree, and who has sufficient work experience in teaching assignments referred to in subsection (1)(3) and has completed the qualification or studies in or otherwise obtained sufficient knowledge of educational administration, as referred to in paragraph (4) of the same subsection, is also qualified as a rector of an educational institution referred to in section 2(7) of the Liberal Adult Education Act. (805/2002)

### **Section 3**

#### *Language proficiency requirements*

- (2) A rector shall have perfect command of the language of instruction at the educational institution. Perfect command of the language of instruction shall be demonstrated by a certificate awarded by a university or a higher education institution, or by taking a language proficiency test demonstrating perfect command of the language, as separately provided.
- A rector referred to in the Vocational Adult Education Act, in the Liberal Adult Education Act and in the Basic Art Education Act shall command the language of instruction at the educational institution.

### **Chapter 3**

#### **Basic education and pre-school education**

### **Section 4**

#### *Qualifications of a class teacher*

- (3) A person is qualified to provide class instruction, when he or she:

- (1) has completed a Master's degree in accordance with the Decree on the Degrees in Education and Teacher Education (576/1995; *asetus kasvatustieteellisen alan tutkinnoista ja opettajankoulutuksesta*) and the multidisciplinary studies in the subjects and thematic subject modules taught at comprehensive school and the pedagogical studies for teachers with a scope of no less than 35 credits, as referred to in the said Decree;
  - (2) has completed a Master's degree in accordance with the Decree on the Degrees and Studies in Education (530/1978; *asetus kasvatustieteellisistä tutkinnoista ja opinnoista*) and the studies referred to in paragraph (1);
  - (3) has completed the multidisciplinary studies in the subjects and thematic subject modules taught at comprehensive school and has the qualifications required of a subject teacher under this Decree other than those laid down in section 102(2) of the Comprehensive Schools Decree (718/1984; *peruskouluasetus*) issued on 12 October 1984; or
  - (4) has completed a comprehensive school class teacher's degree based on a degree programme with a scope of no less than three years in Denmark, Iceland, Norway or Sweden.
- If a comprehensive school class teacher's degree referred to in subsection (1)(4) is based on studies lasting less than three years, the person is qualified to teach in forms 1–4 in basic education or, upon completion of additional studies ordered by the National Board of Education, in like manner as any person, who has completed a degree based on studies lasting three years.

## **Section 5**

### *Qualifications of a subject teacher*

- (4) A person is qualified to provide subject instruction, when he or she:
  - (1) has completed a higher academic degree;
  - (2) has completed teaching subject studies with a scope of no less than 35 credits in the teaching subjects as part of subject teacher education or studies equivalent thereto as certified by a university; and
  - (3) has completed the pedagogical studies for teachers with a scope of no less than 35 credits.
- Notwithstanding subsection (1), a person, who has been awarded a certificate of competence by the National Board of Education on the basis of teacher education received in Denmark, Iceland, Norway or Sweden, is qualified to provide subject instruction.
- A person, who, based on teacher education with a scope of no less than three years received in Denmark, Iceland, Norway or Sweden, is qualified as a teacher in arts and practical subjects in the country concerned or who is otherwise qualified as a teacher on the basis of teacher education with a scope of no less than four years, may be awarded a certificate of competence by the National Board of Education for an equivalent assignment of a teacher providing basic education. The National Board of Education may, where necessary, order the completion of additional studies.

## **Section 6**

### *Qualifications of a pupil counsellor*

- (5) A person is qualified to provide pupil counselling, when he or she:

- (1) has completed the education in accordance with section 15(1) of the Decree on the Degrees in Education and Teacher Education;
  - (2) has completed a higher academic degree and the studies in student counselling in accordance with section 15(2) of the Decree mentioned in paragraph (1); or
  - (3) has the qualifications laid down in section 15(1) of this Decree.
- At a school operating at a residential home, pupil counselling may also be provided by a person, who has other qualifications required of a teacher in basic education under this Decree.

## **Section 7**

### *Qualifications of a teacher providing pre-school education*

- (6) A person, who is qualified under section 4 to provide class instruction, is qualified to provide pre-school education.
  - Any person, who has completed a Bachelor's degree in accordance with section 11 of the Decree on the Degrees in Education and Teacher Education or who has completed a kindergarten teacher's degree, is qualified to provide pre-school education for a teaching group, which does not include any pupils in basic education. (327/2000)
  - Any person, who functions in managerial assignments at a day-care centre or in nursing, care, educational, teaching or rehabilitation assignments requiring extensive knowledge of day care, as referred to in section 4 of the Decree on the Professional Qualifications of Social Welfare Personnel (804/1992; *asetus sosiaalihuollon ammatillisen henkilöstön kelpoisuusehdoista*), on 1 August 2000 or who has functioned in such assignments for a total of no less than a year within the last three years prior to the aforementioned date, and who has completed a post-secondary level social educator's diploma, is also qualified to provide pre-school education for a teaching group, which does not include any pupils in basic education. A further condition is that any person, who fulfils the requirements set out above, shall have completed studies in pre-school education accredited by the Ministry of Education with a scope of 15 credits organised by a university or by some other education provider co-operating therewith prior to 2004. (327/2000)
  - Any person, who has completed a post-secondary level social educator's or social instructor's diploma or a polytechnic Bachelor of Social Sciences degree since 1995 and whose qualification includes a total of no less than 50 credits of studies in early childhood education and social pedagogy, and who has, in addition to the aforementioned qualification, completed the studies in pre-school education referred to above, is also qualified to provide pre-school education for a teaching group, which does not include any pupils in basic education. If any person, who has completed the social educator's or social instructor's diploma referred to in this subsection, does not have the work experience referred to in subsection (3), the scope of studies in pre-school education shall, however, be 20 credits. A person, who has completed the Bachelor of Social Sciences degree referred to in this subsection, shall have been admitted to polytechnic no later than in 1999. (327/2000)

## **Section 8**

### *Qualifications of a teacher providing special education*

- (7) A person is qualified to provide special education referred to in section 17(1) of the Basic Education Act, when he or she:
  - (1) has completed special teacher education in accordance with section 14(1) of the Decree on the Degrees in Education and Teacher Education;

- (2) has the qualifications laid down in this Decree to provide class instruction and has completed the studies in special education in accordance with section 14(2) of the Decree mentioned in paragraph (1); or
- (3) has completed a higher academic degree and the studies in special education in accordance with section 14(2) of the Decree mentioned in paragraph (1).
- A person is qualified to provide special education referred to in section 17(2) of the Basic Education Act, when he or she:
  - (1) has completed special teacher education in accordance with section 14(1) of the Decree on the Degrees in Education and Teacher Education and the multidisciplinary studies in the subjects and thematic subject modules taught at comprehensive school;
  - (2) has the qualifications laid down in this Decree to provide class instruction and has completed the studies in special education in accordance with section 14(2) of the Decree mentioned in paragraph (1); or
  - (3) has qualifications required of a subject teacher under this Decree other than those laid down in section 102(2) of the Comprehensive Schools Decree of 12 October 1984 and has completed the studies in special education in accordance with section 14(2) of the Decree mentioned in paragraph (1) and the multidisciplinary studies in the subjects and thematic subject modules taught at comprehensive school.
- Any person, who has completed an appropriate academic degree and the studies in special education in accordance with section 14(2) of the Degree on the Degrees in Education and Teacher Education, may also provide pre-school education for pupils referred to in section 17(2) of the Basic Education Act and also other special education for pupils with intellectual disabilities. Any person, who has the qualifications of a teacher in pre-school education laid down in section 7(2) to (4) and who has completed the studies in special education referred to above or previous studies equivalent thereto, is also qualified to provide pre-school education for pupils referred to in section 17(2) of the Basic Education Act. Any person, who has completed an appropriate academic degree but not the studies in special education referred to above, may also function as an assistant teacher in education provided for pupils referred to in section 17(2) of the Basic Education Act and in pre-school education provided for pupils referred to in section 25(2) of the same. (327/2000)
- Special education in accordance with this section may also be provided by a person, who has been awarded a certificate of competence by the National Board of Education on the basis of special teacher education received in Denmark, Iceland, Norway or Sweden.
- A person, who has received special teacher education in Denmark, Iceland, Norway or Sweden and is, in addition thereto, qualified to provide basic education, may be awarded a certificate of competence by the National Board of Education for the special education assignment concerned, where the specialisation of such education corresponds with the qualifications for the assignment in general terms. The National Board of Education may, where necessary, order the completion of additional studies.

## **Section 9**

### *Language proficiency requirements*

- (8) A teacher providing basic education or pre-school education shall have perfect command of the language of instruction at the school. Perfect command of the language of instruction shall be demonstrated as provided in section 3(1).
- Where the language of instruction is other than the school's language of instruction or where education is organised at a school referred to in section 10(4) of the Basic Education Act, instruction may also be provided by a person with good command of the language

used for instruction. The National Board of Education shall, where necessary, determine how command of the language is to be demonstrated.

- A person, who has received teacher education in Sweden and has completed teaching practice as part of the education exclusively in the Swedish language, shall be considered to have perfect command of the language of instruction at a Swedish-language school. A Swedish-language school may engage a person, who has completed a class teacher's degree in Denmark or Norway, to provide instruction laid down in section 4 other than instruction in mother tongue and literature for a period of no more than two years.

#### **Chapter 4**

#### **Upper secondary school**

#### **Section 10**

#### *Qualifications of a subject teacher*

- (9) A person is qualified to provide subject instruction, when he or she:
- (1) has completed a higher academic degree;
  - (2) has completed teaching subject studies with a scope of no less than 55 credits as part of subject teacher education in one teaching subject and equivalent studies with a scope of no less than 35 credits in other teaching subjects or studies equivalent thereto as certified by a university; and
  - (3) has completed the pedagogical studies for teachers with a scope of no less than 35 credits.
- Notwithstanding subsection (1), subject instruction may also be provided by a person, who has been awarded a certificate of competence by the National Board of Education on the basis of teacher education received in Denmark, Iceland, Norway or Sweden.
  - A person, who, based on teacher education with a scope of no less than three years received in Denmark, Iceland, Norway or Sweden, is qualified as a teacher in arts and practical subjects in the country concerned and who is otherwise qualified as a teacher on the basis of teacher education with a scope of no less than four years, may be awarded a certificate of competence by the National Board of Education for an equivalent assignment of a teacher providing general upper secondary education. The National Board of Education may, where necessary, order the completion of additional studies.

#### **Section 11**

#### *Qualifications of a student counsellor*

A person is qualified to provide student counselling, when he or she:

- (1) has completed the education in accordance with section 15(1) of the Decree on the Degrees in Education and Teacher Education;
- (2) has completed a higher academic degree and the studies in student counselling in accordance with section 15(2) of the Decree mentioned in paragraph (1); or
- (3) has the qualifications laid down in section 15(1) of this Decree.

#### **Section 12**

#### *Language proficiency requirement*

In general upper secondary education, a teacher shall command the language used for instruction.

## Chapter 5

### Vocational education and training

#### Section 13

##### *Qualifications of a teacher of vocational studies*

- (10) A person is qualified to provide instruction in vocational studies as part of vocational education and training, when he or she:
- (1) has completed an appropriate higher academic degree or an appropriate polytechnic degree or, in the absence of an appropriate higher academic degree or an appropriate polytechnic degree, the highest educational qualification corresponding to the teaching assignment decided by the education provider;
  - (2) has completed the pedagogical studies for teachers with a scope of no less than 35 credits;
  - (3) has no less than three years of work experience in a field corresponding to the assignment; and
  - (4) has a certificate of competence or a licence or a right to practise a health care profession as a licensed professional, if functioning in the assignments of the field requires a certificate of competence or a licence or licensing.
- In derogation of subsection 1(1), the qualifications required in education and training in the business and administration sector and in the health and social services sector shall be an appropriate higher academic degree or, in the absence of an appropriate higher academic degree, an appropriate polytechnic degree.
  - Notwithstanding subsection 1(1) and (3), a person, who has completed appropriate studies with a scope of no less than three years at a domestic or foreign educational institution in the field and has achieved artistic or other professional distinction in the field, is also qualified as a teacher in education and training in the field of communications and visual arts and in the field of theatre and dance.
  - Notwithstanding subsection 1(2), a person, who has been engaged as a teacher on condition that he or she completes the pedagogical studies for teachers referred to in the said paragraph within three years of the commencement of employment, is entitled to provide instruction in the studies referred to in this section.
  - For special reasons, a person, who has completed a specialist vocational qualification in the field or who has otherwise obtained high professional skills through education, training or work experience, is also qualified to provide training preparing for further vocational qualifications and specialist vocational qualifications and other additional vocational training.

#### Section 14

##### *Qualifications of a teacher of core subjects*

- (11) A person is qualified to provide instruction necessary for acquiring vocational competence and complementing vocational skills in the native language, the other national language, a foreign language, mathematics and natural sciences, the humanities and social studies, physical education and other arts and practical subjects as well as in health education, as referred to in section 12(2) of the Vocational Education Act, when he or she:
- (1) has completed a higher academic degree, which includes studies with a scope of no less than 55 credits or studies equivalent thereto in one teaching subject and studies with a scope of no less than 35 credits or studies equivalent thereto in other teaching

subjects or has completed a Master of Science degree in Engineering on an appropriate degree programme; and

- (2) has completed the pedagogical studies for teachers with a scope of no less than 35 credits.  
(614/2001)

- Notwithstanding subsection 1(1), a person, who has completed an appropriate academic degree, is also qualified to teach arts and practical subjects other than physical education, the humanities and social studies, information and communications technology as part of studies in mathematics and natural sciences, as well as health education. (614/2001)
- Notwithstanding subsections (1) and (2), instruction referred to in this section may also be provided by a person, who has been awarded a certificate of competence by the National Board of Education on the basis of teacher education received in Denmark, Iceland, Norway or Sweden.

### **Section 15**

#### *Qualifications of a student counsellor*

- (12) A person, who has the qualifications of a teacher of vocational studies or core subjects laid down in this Decree and who has completed studies in student counselling with a scope of no less than 35 credits, or who has the qualifications laid down in section 11, is qualified to provide student counselling.
- Notwithstanding subsection (1), if the appropriate provision of student counselling so requires, student counselling may also be provided by another teacher referred to in this Chapter as part of his or her other instruction.

### **Section 16**

#### *Qualifications of a teacher providing special education and training*

- (13) A person, who has the qualifications of a teacher of vocational studies or core subjects laid down in this Decree and who has completed studies in vocational special education with a scope of no less than 35 credits or the studies in special education referred to in section 8, or who has completed the special teacher education referred to in section 14(1) of the Decree on the Degrees in Education and Teacher Education, is qualified to provide special education and training.
- Notwithstanding subsection (1), if the appropriate provision of special education and training so requires, special education and training may also be provided by another teacher referred to in this Chapter as part of his or her other instruction.

### **Section 17**

#### *Language proficiency requirement*

In vocational education and training, a teacher shall command the language used for instruction.

## **Chapter 6**

### **Liberal adult education and basic art education**

#### **Section 18**

##### *Qualifications of a teacher in liberal adult education*

- (1) A person, who has completed an appropriate academic degree and the pedagogical studies for teachers with a scope of no less than 35 credits, is qualified as a teacher referred to in the Liberal Adult Education Act.
- (2) A person, who has completed the studies required of a teacher providing instruction based on Steiner pedagogy regarded as being sufficient and appropriate for the assignment, as referred to in section 21 of this Decree, is also qualified as a teacher at an educational institution referred to in section 2(7) of the Liberal Adult Education Act. A further condition is that a teacher mainly functioning in teacher education assignments shall have no less than three years of work experience as a rector or a teacher at an educational institution providing education based on Steiner pedagogy. (805/2002)

#### **Section 19**

##### *Qualifications of a teacher providing basic art education according to an advanced syllabus*

A person, who has completed an appropriate higher academic degree in the field or an appropriate academic degree or no less than a post-secondary level teacher diploma in the form of art concerned, is qualified to provide basic art education according to an advanced syllabus.

#### **Section 20**

##### *Qualifications of another teacher providing basic art education*

A person, who has the qualifications of a teacher in the form of art concerned as provided in this Decree, or a person, who has completed other education appropriate for the form of art concerned or obtained qualifications regarded as being sufficient through working in the field, is qualified to provide basic art education according to a basic syllabus.

## **Chapter 7**

### **Miscellaneous provisions**

#### **Section 21**

##### *Special provisions governing foreign-language instruction, instruction provided abroad and instruction based on a specific pedagogical system (592/2000)*

- (1) In addition to the provisions of this Decree, a person, who has completed studies regarded by the National Board of Education as being sufficient, is also qualified to provide instruction referred to in section 10(4) of the Basic Education Act and in section 6(3) of the Upper Secondary Schools Act, instruction based on Steiner pedagogy and pre-school education based on Montessori pedagogy. A decision by the National Board of Education on sufficient studies may also concern an individual person.
- (2) Studies that may be approved as being sufficient as referred to in subsection (1) above may also include studies completed in teacher education in a country falling within the relevant language group for partially or fully foreign-language instruction, studies completed in teacher education provided by Steiner pedagogical schools for instruction based on Steiner



pedagogy, as well as a Montessori teacher's or instructor's studies for pre-school education based on Montessori pedagogy.

- (3) The provisions of subsections (1) and (2) concerning the qualifications required of any person providing instruction based on Steiner pedagogy shall also apply to a rector of a school or an educational institution providing basic education and general upper secondary education based on Steiner pedagogy.

## Section 22

### *Special provisions concerning certain qualifications*

- (1) For the purposes of this Decree, pedagogical studies for teachers mean pedagogical studies for teachers in accordance with the Decree on the Degrees in Education and Teacher Education, subject teacher studies in education in accordance with the Decree on the Degrees and Studies in Education and vocational teacher education studies in accordance with the Vocational Teacher Education Decree (455/1996; *asetus ammatillisesta opettajankoulutuksesta*).
- (2) Completion of pedagogical studies for teachers is not separately required of a person, who is qualified as a class teacher or who has completed the pedagogical studies for teachers referred to in the Decree on the Degrees in Health Sciences (628/1997; *asetus terveystieteiden tutkinnoista*) as part of a Master's degree in Health Sciences.
- (3) Completion of the multidisciplinary studies in the subjects and thematic subject modules taught at comprehensive school is not required of a person, who has completed the basic studies with a scope of no less than 35 credits in the teaching subjects in accordance with the Decree on the Degrees and Studies in Education as part of a class teacher's degree programme.
- (4) The studies required under this Decree may have been completed as part of degrees or separately.

## Section 23

### *Qualifications of a person temporarily providing instruction*

- (1) Notwithstanding the provisions laid down elsewhere in this Decree, a person with sufficient education and the skills required for the assignment may be temporarily appointed to provide instruction for a period of no more than a year. Such a person may, however, only be appointed to provide instruction for a period of more than six months if no persons fulfilling the qualifications required for the assignment are available at the time of appointment or if there is some other special reason therefor.
- (2) The provisions of the second sentence of subsection (1) above shall not apply to a teacher referred to in section 18.

## Section 24

### *Certificates of competence awarded by universities to a teacher providing art education (592/2000)*

A university providing education in the music field as well as in the field of theatre, drama and dance may find a person qualified to provide instruction in vocational studies in the music field as well as in the field of theatre and dance referred to in section 13 as well as education referred to in section 19, if he or she has demonstrated achievement of the competence required for such assignments through successful public performance or some other action or through studies. Where necessary, the university may require demonstration of competence through a particular test.

## Section 25

### *Qualifications conferred by an educational qualification awarded abroad*

In addition to the provisions of this Decree, what is provided in and by virtue of the Act on the Implementation of the General System of the European Community for the Recognition of Qualifications (1597/1992; *laki Euroopan yhteisön yleisen tutkintojen tunnustamisjärjestelmän voimaannpanosta*) and the Act on Qualifications for Civil Service Posts Conferred by Higher Education Studies Taken Abroad (531/1986; *laki ulkomailta suoritettujen korkeakouluopintojen tuottamasta virkakelpoisuudesta*) shall also apply to qualifications conferred by an educational qualification awarded abroad.

## Chapter 8

### Transitional provisions and entry into force

#### Section 26

##### *Entry into force*

- (1) This Decree enters into force on 1 January 1999.
- (2) Measures necessary for the implementation of the Decree may be undertaken before the Decree's entry into force.

#### Section 27

##### *Retention of existing qualifications*

- (1) A person, who is qualified for a post or position as a rector or teacher at a comprehensive school or a school equivalent to comprehensive school, an upper secondary school, an upper secondary school for adults, a vocational institution, an adult education centre, a folk high school, a music institution, a physical education centre, a Steiner school or a Steiner pedagogical special school at the time of the entry into force of this Decree, or who has been granted a dispensation or a certificate of competence for an equivalent post or position, is qualified to function as the rector in the form of education concerned as referred to in this Decree or to provide corresponding instruction as referred to in this Decree. However, a subject teacher, whose task is to provide basic education or general upper secondary education in more than two subjects, shall have completed teaching subject studies with a scope of no less than 15 credits in the third or subsequent teaching subjects or shall have continuously provided instruction at a comprehensive school or an upper secondary school in the subject concerned as part of his or her post for no less than one school year within four years prior to the entry into force of this Decree.
- (2) A person, who is qualified as a teacher providing basic education or as a pupil counsellor at the time of the entry into force of this Decree, is qualified as a rector at a school providing basic education even if he or she has not completed a higher academic degree required of a rector under section 2.
- (3) A study director or an executive director of a study centre or a summer university referred to in the Liberal Adult Education Act, who functions in this position at the time of the entry into force of this Decree, is not required to have the qualifications of a rector laid down in section 2(1), as long as he or she is in this or an equivalent position.

## **Section 28**

*Transitional provisions concerning instruction in mother tongue and literature as well as in visual arts and student counselling  
(Title amended by Government Decree 614/2001.)*

- (1) A person, who is qualified to provide instruction in mother tongue under the provisions of law in force at the time of the entry into force of this Decree or under this Decree, will continue to be qualified to teach mother tongue and literature, if he or she fulfils the other qualifications laid down for the assignment. Correspondingly, a person, who is qualified to teach drawing, is qualified to provide instruction in visual arts at comprehensive school and upper secondary school. (614/2001)
- (2) A person, who is qualified to provide pupil counselling at an upper secondary school and at a vocational institution under the provisions of law in force at the time of the entry into force of this Decree or under this Decree, will continue to be qualified to provide student counselling.

## **Section 29**

*Transitional provisions concerning instruction in vocational studies*

Notwithstanding section 13(1)(1), a person is qualified to teach vocational studies in the natural resources sector, in the tourism, catering and home economics sector, in the beauty care field, in the crafts and design field, in the music field and in the leisure and physical education sector, where he or she has completed an appropriate vocational higher-education or post-secondary level diploma and where his or her employment in the teaching assignments mentioned above has commenced by the end of the year 2009. Correspondingly, a person, who has completed an appropriate vocational higher-education level diploma and, in the textiles and clothing field, a post-secondary level diploma, is qualified to provide instruction in vocational studies in the technology and transport sector.

## **Section 30**

*Transitional provisions concerning certain incomplete studies*

- (1) A person, who has been admitted, prior to the entry into force of this Decree, to study the pedagogical studies for teachers referred to in the provisions of law in force at the time of the entry into force hereof, in order to achieve the qualifications referred to in the provisions of law in force at the time of the entry into force hereof, will be qualified for a corresponding position of a teacher or a rector referred to herein upon completion of the education, even if he or she does not fulfil the qualifications laid down herein.
- (2) Anyone, who has been admitted, prior to the entry into force of this Decree, to study the studies for special teachers in basic education or multidisciplinary studies in the subjects and thematic subject modules taught at comprehensive school, or studies in student counselling or special education in vocational education and training, as referred to in the provisions of law in force at the time of the entry into force hereof, in order to achieve the qualifications referred to in the provisions of law in force at the time of the entry into force hereof, will be qualified to provide special education as part of the form of education referred to in section 8 or 16 or student counselling referred to in section 15 upon completion of the education. (327/2000)
- (3) A person, who has started the pedagogical studies for artists at the University of Art and Design or at the Theatre Academy prior to 1 January 1998, will have achieved the qualifications referred to in the Decree on the Pedagogical Qualifications of Teachers of

Certain Arts (948/1998; *asetus eräiden taidealojen opettajien pedagogisesta kelpoisuudesta*) upon completion of the education.

### **Section 31**

*Transitional provision concerning certain decisions of the National Board of Education*

Decisions made by the National Board of Education on studies to be regarded as being sufficient by virtue of section 4(2) of the Decree on Schools Substituting for Comprehensive School and Private Upper Secondary Schools (720/1984; *asetus peruskoulua korvaavasta koulusta ja yksityisestä lukiosta*), section 17(1) and (3) of the Decree on the Finnish-Russian School (314/1977; *asetus Suomalais-venäläisestä koulusta*), section 18(1) and (3) of the Decree on the French School in Helsinki (373/1977; *asetus Helsingin ranskalais-suomalaisesta koulusta*), section 21(1) of the Steiner Schools Decree (625/1977; *asetus Steiner-koulusta*), section 15(1) and (2) of the Decree on Steiner Pedagogical Special Schools (688/1987; *asetus steinerpedagogisista erityiskouluista*) and on section 16(1)(1) of the Decree on Private Schools Equivalent to Comprehensive School Operating Abroad (380/1981; *asetus ulkomailla toimivasta peruskoulua vastaavasta yksityiskoulusta*) shall remain in force until otherwise decided by the National Board of Education in accordance with section 21 of this Decree.

Helsinki, 14 December 1998

President of the Republic

**MARTTI AHTISAARI**

Minister of Education

**Olli-Pekka Heinonen**

### **Entry into force and application of amendments:**

**Government Decree amending the Decree on the Qualifications of Educational Staff**  
(327/2000; *valtioneuvoston asetus opetustoimen henkilöstön kelpoisuusvaatimuksista annetun asetuksen muuttamisesta*)

- (1) This Decree enters into force on 1 August 2000.
- (2) Notwithstanding the provisions of section 7(3) and (4) concerning the qualifications of a teacher providing pre-school education, the studies in pre-school education accredited by the Ministry of Education as referred to in the said subsections will only be required as from 1 August 2003.
- (3) Measures necessary for the implementation of the Decree may be undertaken before the Decree's entry into force.

**Government Decree amending Sections 21 and 24 of the Decree on the Qualifications of Educational Staff**

(592/2000; *valtioneuvoston asetus opetustoimen henkilöstön kelpoisuusvaatimuksista annetun asetuksen 21 ja 24 §:n muuttamisesta*)

- (1) This Decree enters into force on 1 July 2000.

- (2) Measures necessary for the implementation of the Decree may be undertaken before the Decree's entry into force.

**Government Decree amending Sections 14 and 28 of the Decree on the Qualifications of Educational Staff**

(614/2001; *valtioneuvoston asetus opetustoimen henkilöstön kelpoisuusvaatimuksista annetun asetuksen 14 ja 28 §:n muuttamisesta*)

- (1) This Decree enters into force on 1 August 2001.
- (2) Notwithstanding section 5, a person, who is qualified to provide instruction in biology, home economics, physical education or social studies, or instruction in psychology at upper secondary school, on 1 August 2002, is also qualified to teach health education in basic education by the end of July 2012. In addition, a person admitted to study any teaching subject mentioned in the previous sentence as part of subject teacher education prior to 1 August 2002, will be qualified to provide instruction in health education for the aforementioned transitional period upon completion of the education, if he or she fulfils the other qualifications required of a subject teacher.
- (3) Notwithstanding section 10, a person, who is qualified to provide instruction in biology, physical education or psychology, or instruction in home economics in basic education, at the time of the entry into force of this Decree, is also qualified to teach health education at upper secondary school by the end of July 2011. In addition, a person admitted to study any teaching subject mentioned in the previous sentence as part of subject teacher education prior to the entry into force hereof, will be qualified to provide instruction in health education for the aforementioned transitional period upon completion of the education, if he or she fulfils the other qualifications required of a subject teacher.
- (4) Notwithstanding section 14, a person qualified to provide instruction in physical and health education referred to in section 12(2) of the Vocational Education Act (630/1998) at the time of the entry into force of this Decree, is also qualified to teach health education in vocational education and training by the end of July 2011. In addition, a person admitted to study for qualifications of a physical education teacher prior to the entry into force hereof, will be qualified to provide instruction in health education for the aforementioned transitional period upon completion of the education, if he or she fulfils the other qualifications required of core subject teachers.
- (5) Measures necessary for the implementation of the Decree may be undertaken before the Decree's entry into force.

**Government Decree amending Sections 2 and 18 of the Decree on the Qualifications of Educational Staff**

(805/2002; *valtioneuvoston asetus opetustoimen henkilöstön kelpoisuusvaatimuksista annetun asetuksen 2 ja 18 §:n muuttamisesta*)

- (1) This Decree enters into force on 1 October 2002.
- (2) A rector and a teacher in an indefinitely valid employment relationship at an educational institution referred to in section 2 (7) of the Liberal Adult Education Act, who function in this position at the time of the entry into force of this Decree, are not required to fulfil the qualifications laid down in section 2(1) and section 18(1) of the Decree on the Qualifications of Educational Staff nor those laid down in section 2(6) and section 18(2) hereof, as long as he or she is in this position.