



2003

An overview of vocational development services 2003

Labour force development and guidance team



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AN OVERVIEW OF VOCATIONAL DEVELOPMENT SERVICES 2003

The purpose of vocational development services is to improve the labour administration clients' competence, motivation and access to the labour market by providing a high standard of career planning services, information on working life, education and training options, labour market training and vocational rehabilitation services.

The employment offices' vocational development services are available to everyone free of charge. The services answer questions about working life and career development that people face at different stages of their life cycle. In addition to jobseekers, the services can be used by others needing such services – including school pupils, students, those planning to re-enter working life, employed people and those planning a career change.

Operating environment in 2003

In 2003, the Finnish labour force comprised 2,600,000 people, a decrease of 10,000 from the previous year. The majority of those included in the decrease were women, totalling 9,500. Some 6,500 of them exited the labour force to study and 3,000 to do household work. The relatively slow economic development that has persisted during the past years has also started to reflect in the employment situation.

In 2003, the number of employed persons was 2,365,000, showing a drop of 7,500 from the previous year. The number of employees among those employed totalled 2,061,000 (87.1%) and entrepreneurs and family members assisting them totalled 304,000 (12.9%).

The employment rate went down from 67.7% to 67.3%. The employment situation improved only in the domestic market service sector, with an increase of 17,000 persons, and construction, where the increase was 3,000 persons. On the other hand, in industry the number of employed persons decreased by 19,000 and in agriculture by 7,000. The greatest increase in the number of jobs took place in the municipal sector and in business services.

Although economic growth remained slow, there was no upswing in the unemployment rate. The reason for this was a decrease of 10,000 persons in the labour supply and an increase in active labour policy measures. The employment rate only went down a little, from 9.1% to 9.0%. Women's unemployment rate decreased from 9.1% to 8.9% whereas that of men's increased from 9.1% to 9.2%.

On average, the employment offices had 288,000 unemployed jobseekers each month, which was 5,200

fewer than a year earlier. At the monthly level, the decrease from the 2002 rates in the number of unemployed women was more than 4,000 and men 1,000. The statistics for the year include an average number of 35,200 young unemployed jobseekers aged between 15 and 24. The drop from the previous year was only 600 people.

The decrease in long-term unemployment continued. The statistics show 72,400 people who had been unemployed continuously for over a year. This is 5,300 less than the year before. Despite a clear fall in long-term unemployment, structural unemployment still remains a key problem in the labour market.

Recruitment problems did not ease off in 2003 from the levels of 2002: approximately 23,000 workplaces experienced problems with filling their vacancies. About 28% of the workplaces that had tried to recruit employees had had problems. There were no major regional changes in the proportion of workplaces experiencing recruitment problems in comparison with the previous year. The regions enjoying the biggest decrease in recruitment problems were Southeast Finland, Ostrobothnia and North Karelia.

In sectoral comparison, recruitment problems lessened particularly in the industry but became more common in transport and public services. As during the previous year, almost one half of the occupations with biggest recruitment problems belonged to the public services sector, and vacancies for medical doctors remained the hardest to fill. Many other health care occupations were also included among those most difficult to find employees for.

At the same time, on average 10% of the workplaces that had tried to recruit had experienced shortage of labour. The workplaces most often failing to fill vacancies were found in the construction sector. Vacancies in public and business services, transport as well as agriculture and forestry could in many cases not be filled, either.

Challenges faced by vocational development services

The significance of vocational development services will be further emphasised this decade. Factors with a

particular impact on this include the development of the population age structure, the constant changes in working life and the regional segregation of the labour market. On the other hand, the changing industry structure and the internal development of each industry emphasise the growing demand for special competence. This is manifested in the occupational structure as an increase particularly in various expert positions and care work.

The demands for competence and expertise are increasing even in occupational groups with decreasing demand of labour. Shortage of skilled labour will commonly come to a head. The further increase in jobs will focus on the knowledge sectors in the production of both goods and services. There is a danger of the regional differences in the labour market becoming even more pronounced.

The increase in the average age of the Finnish population will also be creating problems related to the availability of labour. The main reasons behind these problems are the exit of the baby-boom generations from the labour force and the low birth rate that has persisted for quite some time. Around one million people will exit the Finnish labour force by the year 2015. This is almost one half of the current employed population.

The number of those exiting the labour force will exceed the number of those entering it as soon as next year. According to the basic development outlined by the Labour Force 2020 working group, the annual number of those exiting the labour force will soon ex-

ceed the number of young people entering it by more than 10,000 people. The public sector will suffer from a greater loss of labour force than the private sector. In addition to age, this is due to differences in retirement practices.

The structural change has already cut the number of simple, unskilled jobs. The number of jobs suitable for employees with low education and outdated vocational skills is decreasing all the time.

Unemployment is pronounced among those with low education. People with only basic education form a significant proportion of unemployed jobseekers. In 2003, unemployed jobseekers belonging to this group averaged about 116,000 a month, amounting to 42% of the total number of those unemployed. In the previous year the corresponding figure had been approximately 122,000 or 43% of the total unemployment rate.

Those in the poorest labour market position are young people with basic education only, disabled persons, the long-term unemployed, older persons and immigrants. Despite the fact that the number of the long-term unemployed has decreased, as has the number of those without vocational education, their number and proportion of the clientele still remains very high (Table 1). This also applies to disabled persons and immigrants, whose numbers have been on a continuous increase in the annual figures on the flow of customers. Vocational development services face a constant challenge in meeting the needs of these customers.

Table 1. Key figures illustrating the operating environment and the vocational development services in 2000 to 2003

During the year	2000	2001	2002	2003
Vacancies	301,981	318,905	327,554	338,339
Jobseekers	849,321	816,474	810,361	808,763
Unemployed jobseekers	628,621	593,530	578,566	572,505
-men	296,570	279,367	278,345	277,161
-women	332,051	314,163	300,221	295,344
-under-25s	134,422	125,143	121,223	121,148
-longterm unemployed	169,717	155,305	147,472	139,156
-basic level; no vocational education	238,356	223,497	214,644	206,516
Disabled jobseekers	83,015	84,552	85,600	87,368
Foreign jobseekers	30,830	32,426	34,233	35,650
Vocational development services:				
- those who have started labour market training	65,090	58,480	64,427	64,066
- recipients of vocational guidance	36,313	34,167	33,150	30,497
- active vocational rehabilitation measures	57,619	61,699	63,422	53,651
- information service advisory sessions	478,949	438,613	411,323	379,896

PRODUCTION OF INFORMATION ON EDUCATION, OCCUPATIONS AND THE LABOUR MARKET

Vocational development services help clients' appropriate placement in the labour market. Sustainable and realistic solutions that motivate individuals require access to information on vacancies but also to comprehensive and up-to-date information on the labour market and on training options that increase competence.

The Ministry of Labour produces and gathers information on sectors, occupations, the labour market, education and training options and study funding for use by client service personnel in its own sphere of administration and by partners and the general public. This information is utilised in employment office client services, particularly the Educational and Vocational Information Service.

Production of information on occupations and the labour market

The information on occupations and the labour market falls into three groups: electronic information (on the Internet and in the labour administration intranet), videos and written publications. In 2003, five staff members of the Ministry of Labour worked in the production of information on occupations and the labour market. In addition, services were purchased from seven freelance editors and two translators.

The information is updated and regularly maintained to ensure that it is up-to-date and covers the main sectors. It is presented in such a way that clients can use it as support material in making decisions. In gathering information, staff cooperate with experts in the field, such as the labour market organisations, and every effort is made to ensure that information from anticipation systems is included in the presentations.

At the moment, there are electronic presentations of 826 occupations and 58 sectors as well as 82 interviews with people representing different occupations (<http://www.mol.fi/tiepa> under "Ammattien ja ammattialojen kuvaukset"). In addition, 280 occupational presentations have been adapted for use by the labour administration's careers guidance programme AVO (<http://www.mol.fi/avo>).

There are 56 videos in Finnish and 27 in Swedish, and 16 of the written publications are in Finnish and 8 in Swedish. The publications and videos are available to clients at the employment offices, which also lend them out on certain conditions. Publications have also been distributed to educational institutions and libraries.

In 2003, 11 new electronic sectoral presentations were produced: *the audiovisual sectors, the ICT sector, the beverage industry, the publishing sector, the visual arts sector, the crafts and design sector, the meat processing sector, the music sector, the dance and theatre sector, the new media sector and the photography sector*. A total of 86 electronic occupational presentations were produced in Finnish, of which 36 were related to the above new sectoral presentations and 50 were separate presentations. In all 43 interviews with representatives of different occupations were made, some of them as ESF productions. In addition, 10 interviews were translated into Swedish.

Four new videos were produced: *Road transport occupations, Air transport occupations, Rail transport occupations* and the ESF production *Seven survivors* as well as a video on *youth work as an occupation* translated into Swedish.

Table 2. Information material production and distribution costs in 2003

Type of material	Prod. costs €	Distribution costs €
Electronic material	67,600*	-
Videos	13,548*	1,060*
TOTAL 2003	81,148*	1,060*
2002	37,142	20,716

*) Excluding ESF productions

Procurement and distribution of education and training information

The Ministry of Labour acquires information in written or electronic form on education and training and working life in a centralised manner for its education counsellors and its client and advisory services. The publications are acquired and the guidelines on their distribution to the employment offices are provided almost entirely by the Ministry of Labour. Two staff members carry out these tasks at the Ministry. Publications on education and training, the most important of which are the guides to vocational and higher education, are acquired mainly from the education administration.

Table 3. Educational and vocational information service material costs in 2003

Category of material	Procurement costs €	Distribution and postage costs €	Total €
Information on vocational training for young people and adults and on general education	16,342	30,179	46,521
Information on higher education	47,169	32,133	79,302
Other printed matter	3,057	5,055	8,112
Electronic presentations on different sectors	3,007	-	3,007
Total in 2003	69,575	67,367	136,942
Total in 2002	76,172	1,616	137,788
Total in 2001	92,979	63,802	156,781

In 2003, the material on education and training acquired amounted to a little over 200 titles. The amount spent on the acquisition of information on education and training and its distribution to the employment offices totalled €136,900. The education and training guides (9 publications) are provided free of charge but their distribution and postage costs amounted to more than €40,100 in 2003.

The electronic information system TIEPA used by officials at employment offices is the most important electronic distribution channel for information on education and training. TIEPA is updated with new information from the education administration's education and training database (OPTI) once every 24 hours. The Ministry of Labour Educational and Vocational Information Service also maintains lists of links to key information on the subject. Like the information on occupations and the labour market, these links are available to the general public at the self-service terminals of the employment offices and online via the labour administration website at <http://www.mol.fi/tiepa>.

Information on labour market training is part of the URA information system used by labour administration officials. The information on labour market training can also be found online at <http://www.mol.fi/Tyovoimapalvelut/Kurssit>.

The development and maintenance costs for the TIEPA information system totalled €38,900 in 2003. In addition, the Ministry of Labour supported the development work on the National Board of Education OPTI database and contributed to the reform of the Koulutusnetti application by €48,900. The Centre for International Mobility (CIMO) provides the labour administration with training, materials and advisory services. The services support those provided by the employment offices in supplying information on studies and practical training abroad. CIMO is part of the EUROGUIDANCE network which is funded equally by the Commission, national ministries of education and national ministries of labour. The contribution of the Finnish Ministry of Labour to this totalled €76,000 in 2003.

E EDUCATIONAL AND VOCATIONAL INFORMATION SERVICE

People need information on education and training, occupations and the labour market when they are making their initial training choices, considering further or supplementary training in their chosen occupation or planning a career change. Information and expert advice on these issues is available from the Educational and Vocational Information Service of the employment offices.

This service provides information on sectors and occupations, education and training opportunities in the entire country and at all education levels (including up-to-date information on the content of studies, application procedures and entrance requirements) as well as information on how to fund studies. Individual advice on education and training focuses on the client's specific situation and needs, taking into account aspects such as previous training, skills and wishes. The aim of this advisory service is to give the client the information needed to make personal decisions about education and training choices and vocational development.

In addition to personal appointments, information on education and vocational matters is also available through participation in educational information groups and/or as self-service via access to printed matter in the reading room and to electronic services. There is an Educational and Vocational Information Service in almost every employment office, with the exception of the smallest ones.

Resources

In 2003, the employment offices had a total of 132 full-time and 143 part-time educational and vocational advisors. In recent years, educational and vocational advisors in the employment offices have taken on other duties in addition to advisory work, whereby the number of full-time officials fell by 33 persons between 1997 and 2003. The time spent on advisory services by part-time advisors has also fallen.

There are a total of 15 staff in charge of educational and vocational information services in the Employment and Economic Development Centres. They see to the work related to the information service alongside their other duties. At the Ministry of Labour, work related to educational and vocational advisory services is shared between four people.

Clients

The clientele of the Educational and Vocational Information Service is very broad, comprising employed and unemployed adults, students and school pupils. A little over half of these are registered as jobseekers with the employment offices. The other half does not necessarily have any contact with the employment offices apart from using the information service. The service has been run as an open-access service. The only information recorded on clients is the number of service transactions. Thus there is no complete picture of the structure of the clientele, although there is some sample information on clients that was collected for a feedback study on the employment services. The sample indicated that the jobseeker clients of the information service were clearly older than "own-initiative clients".

Operations and their evaluation

In 2003, the Educational and Vocational Information Service arranged about 380,000 individual advisory appointments. The corresponding figure for 2002 had been about 411,000. Almost 47,000 people took part in educational information groups. The number of advisory appointments had been falling during the five previous years. The trend is partly explained by the spread of electronic self-service tools and partly by the fact that the employment situation has remained reasonable. There has also been a change in the population age structure, resulting in employment solutions rather than training options becoming a priority objective for the clients. The figures also reflect the increased part-time nature of the advisory service positions as well as the fall in the number of officials providing these services. Despite all this, the demand for services still remains high.

Table 4. Advisory appointments and group activities of the Educational and Vocational Information Service in 2003

Employment and Economic Development Centre	Total individual advisory appointments	%	Information on studies abroad and international traineeships	%	Total no. of groups led by information service officials	%	No. of participants in these groups	%
Uusimaa	59,315	15.6	598	8.9	367	12.9	7,515	16.0
Southwest Finland	29,252	7.7	1,663	24.8	152	5.3	2,987	6.4
Satakunta	30,893	8.1	378	5.6	204	7.2	3,139	6.7
Häme	26,541	7.0	277	4.1	186	6.5	3,055	6.5
Tampere Region	34,167	9.0	481	7.2	218	7.7	3,954	8.4
Southeast Finland	19,457	5.1	236	3.5	103	3.6	1,995	4.3
Southern Savo	14,519	3.8	952	14.2	167	5.9	2,115	4.5
Northern Savo	27,365	7.2	333	5.0	242	8.5	3,235	6.9
North Karelia	18,308	4.8	207	3.1	109	3.8	2,016	4.3
Central Finland	21,843	5.6	177	2.6	158	5.6	2,772	5.9
Southern Ostrobothnia	17,637	4.6	151	2.3	169	6.0	2,360	5.1
Ostrobothnia	15,085	4.0	518	7.7	69	2.4	1,550	3.3
Northern Ostrobothnia	33,095	8.7	264	3.9	229	8.1	3,937	8.4
Kainuu	14,345	3.8	91	1.4	228	8.0	2,388	5.1
Lapland	18,074	4.8	393	5.9	243	8.5	3,928	8.4
TOTAL	379,896	100	6,719	100	2,844	100	46,946	100

Development projects

Development of the material on working life

The year 2003 saw the continuation of the development project on information about working life titled *Jobs of the Future* and funded by the European Social Fund Objective 3 programme.

The project develops information material on working life and the various ways of conveying this information so as to correspond better with the interests, needs and capacities of the various client groups. An information package will be produced, with products utilising different distribution channels (Internet products, printed matter, video/DVD and multimedia) complementing each other. During the year, a proposal for the contents of the package was prepared and prototypes of the user interfaces, printed matter, DVD and teletext material were produced.

The other aim of the project is to ensure that information on working life is comprehensive and up-to-date. The project will devise new procedures for producing information and updating it. Network cooperation will be intensified with the main producers of information on anticipated trends in vocational sectors and workplace development (labour market organisations, research institutions, actors on the various levels of labour administration and other administrative branches). The year has also seen the clarification of the connections of the occupational presentation system with the anticipation processes.

The partners in the implementation of the project are the main labour market organisations and research

institutions, the Ministry of Trade and Industry, the Ministry of Education and the National Board of Education. The project website can be found at <http://tulevaisuudentyot.morning.fi>. The project will continue in 2004.

Improving access to information material

The labour administration information system, TIEPA, has been in use since 1991. Its technical environment has become dated and is being updated by the WebTIEPA project that will make the handling of occupational presentations and reference information in the TIEPA application entirely Internet-based whilst also diversifying the contents of the applications. The Internet-based system will also provide the general public as well as counsellors and advisors operating in other administrative branches access to new information contents on the open Internet.

The prototypes of the occupational presentations and reference information for the WebTIEPA project have been developed further during the year. The focus has been on developing the user interface for information searches. The renewed search page in Finnish for occupations and sectors can be found at <http://www.mol.fi/tiepa> under "Ammattien ja ammattialojen kuvaukset" and the search page for references at <http://www.mol.fi/tiepa> under "Koulutusneuvonnan tietolähteiden haku". The project continues in 2004 with the development of an information content publication system in connection with the Jobs of the Future project.

VOCATIONAL GUIDANCE AND CAREER PLANNING

The aim of vocational guidance and career planning services is to help clients find answers to questions related to career choice, vocational development and finding work in situations including the planning of additional or further training, considering a career change or in situations such as becoming unemployed or encountering problems related to health or wellbeing at work.

The service is based on psychologists and clients jointly discussing the client's current life situation, educational background and work experience as well as their wishes and capacities related to work and occupation. When necessary, various support measures can be used, including aptitude tests, work or training try-outs or medical examinations.

In addition to their own client service tasks, the psychologists participate in the implementation of other employment services such as client consultations, cooperation in employment services as well as the planning and selections related to labour market training. In addition to the basic service provided free of charge, the vocational guidance psychologists also provide rehabilitation services for a charge.

Resources

There were 252 vocational guidance psychologists working at 121 employment offices. In addition to them, the psychologists employed included those in subsidised employment (12), those focusing on serving the long-term unemployed (3) and university students (7) as well as 9 specialised psychologists whose tasks have a great emphasis on planning and implementing various development projects. The number of positions does not give an accurate impression of the resources in use as only around 86% of the positions were filled in 2003.

There were also 15 liaison officers appointed for vocational guidance and career planning services at the Employment and Economic Development Centres. At the Ministry of Labour, work related to vocational guidance and career planning services is shared between seven people.

Clients

Some 30,500 clients completed personal counselling, and the majority of them (62%) were over the age of 25. Although their proportion has, contrary to the past years' development trend, decreased, the proportion of over-45s (17%) is still increasing. At the same time

the proportion of under-25s, especially those without vocational skills (31%), including school pupils and students, has increased by a few per cent. The proportions of comprehensive school and upper secondary school pupils (12%) and those studying in upper secondary and tertiary education (6%) have also increased. Consequently, the proportion of unemployed (48%) and employed (18 %) clients of counselling services has decreased slightly in comparison with the previous years.

Almost one in two of the clients were unemployed and more than three in four were also registered as a jobseeker with an employment office. Disabled clients amounted to 18%, but health factors limited the options of more than a quarter of the clientele in one way or another. Almost one half of the clients had completed upper secondary education, 38% primary education and at least 15% the first stage of tertiary education or higher education. A total of 39% of the clients did not have any vocational skills. Men amounted to over a third of the clientele, and unemployment, disability, lower education levels or lack of vocational skills were more pronounced amongst them than amongst women. Table 5 presents background information of clients who completed the counselling process by Employment and Economic Development Centre.

In addition to the series of individual appointments, almost 5,000 clients utilised the on-call service that provides once-off appointments to meet clients' acute advisory needs. The AVO programme intended for young people making their first career choice (<http://www.mol.fi/avo>) was used 45,600 times.

Table 5. Number of vocational guidance psychologists and background information of clients who completed a series of advisory appointments in 2003

	Psy- cholo- gists	Clients	Women %	Over 25s %	Over 45s %	Emp- ployed %	Un- empl. %	Primary level %	Tertia- ry level %	Dis- abled %
Uusimaa	65.5	5,984	66.0	67.5	17.0	28.8	38.2	36.8	21.2	17.2
Southwest										
Finland	21	2,081	67.7	68.9	18.4	20.1	51.3	34.6	16.1	21.1
Satakunta	15	1,561	62.9	54.4	12.4	12.4	55.9	43.9	10.0	14.3
Häme	21	2,375	63.2	62.1	20.3	15.3	54.7	43.1	12.6	19.3
Tampere region	26	3,853	69.1	63.8	14.4	18.3	50.5	34.9	15.9	16.1
Southeast Finland	20	2,044	65.1	56.0	16.3	16.4	40.9	40.8	11.6	27.7
Southern Savo	10	1,241	63.0	53.3	18.4	13.4	44.4	45.6	11.3	19.6
Northern Savo	17	1,996	66.8	58.5	16.2	16.6	46.1	34.4	12.3	17.5
North Karelia	14.4	1,315	66.2	57.3	18.4	11.9	43.7	40.8	11.4	17.0
Central Finland	17	2,179	66.3	67.5	15.8	16.6	53.5	31.5	15.8	13.9
Southern Ostrobothnia	11	1,133	66.7	64.2	21.4	13.3	52.9	36.6	14.2	24.7
Ostrobothnia	11	1,108	64.0	54.7	13.8	15.6	45.0	38.7	12.9	19.8
Northern Ostrobothnia	17	1,737	64.0	57.0	14.2	17.2	46.5	38.7	11.6	15.9
Kainuu	5	735	58.5	53.6	13.7	10.2	50.2	44.6	7.1	14.7
Lapland	12	1,155	60.3	64.9	16.6	11.2	58.0	33.8	10.8	16.9
Total	283	30,497	65.5	62.0	16.5	18.3	47.5	37.7	14.6	18.2
In 2002	259.5	33,150	66.5	63.5	16.0	18.5	49.4	37.5	14.3	18.9

Operations and their evaluation

The number of clients receiving personal counselling decreased in comparison with 2002. The counselling processes comprised an average of 2.17 appointments, which means a clear increase in comparison with previous years (averaging 2.08 appointments per client). The numbers of support measures used in guidance have increased in proportion to the number of clients. For example, there were 1,015 medical examinations and a little over 1,000 opinions were given.

Promoting the clients' situation almost always also requires client cooperation with other groups of officials both within and outside the employment office. The number of client negotiations was 15,900, client consultations almost 8,200 and negotiations related to cooperation 19,500. There was a clear increase in client cooperation in comparison with the previous year. In addition, vocational guidance counsellors participated in the planning, selections and follow-up meetings related to labour market training 1,250 times and implementation 1,160 times.

Plans formulated by the clients still focus on training (50%), while there has been a slight decrease in plans for placement in work (22%). In addition, some clients chose pension solutions (4.6%) or decided to apply to other service systems (3.7%) – something that clients over the age of 40 were far more likely to do than others. Young people aged 20 to 24 were slightly more likely to drop out of guidance than others (5.8%).

8.2% of clients failed to find a direct concrete solution, and this was slightly more common among older

clients. Often the case was that the different alternatives had been studied with the client who then took time to consider issues such as the financial feasibility of the options. Training and employment plans were clearly rarer in the case of clients seeking guidance on the initiative of some outside party – and this was particularly the case with clients referred to guidance through rehabilitation institutions or the health care services. At the end of 2003, the average waiting period for guidance was 3.5 weeks, with the actual times varying from a few days to several months.

Development projects

Computer based vocational counselling test application

The year 2003 saw the continuation of the development of the IT and network-based test application for use by officials. The usability of the tests was extended by adding new tests. The aims of this application are to facilitate the making of psychological personality profiles, to save time in the process and to enable the profiles to be more effectively used in support of counselling as the results will be immediately available. In 2003, an Internet-based solution was introduced for the compilation of statistics on activities other than those related to clients.

Adult career planning application (A-URA)

In 2003, the Ministry of Labour launched the development of a web-based career planning application aimed at adults (A-URA). The service will complement the

vocational guidance application AVO intended for young clients and introduced in 1999. A-URA will provide help in career planning for adults and tools for counsellors and advisors working with adults. The service contents will be partly based on material from the URAPAJA project implemented by the Helsinki University Palmenia Centre for Continuing Education.

A-URA will be an Internet portal that utilises existing websites: vocational guidance and career planning services, training and occupational information service, employment services and a service providing outlooks on working life for employed persons. A-URA will also be an independent service creating new online service content: the adult career planning application A-URA, its exercises and electronic adult training information. Compiled in connection with A-URA, the adult training information has been published as an independent service at <http://www.mol.fi/tiepa/aikuiskoul/>.

In 2003, the prototype of the A-URA service was produced, and it will be developed further in the future. The aim is to create a functioning production version and its translation into Swedish by the end of 2004. In the initial stage, A-URA will be available for counsellors and the next stage will be the launch for the general public.

Project on guiding and motivating adults to take up training (AIKOO)

The project on guiding and motivating adults to take up training, AIKOO, was launched in 2003. The concrete objectives of the project are to get adult clients without vocational training to seek training, find training alternatives that suit them and complete their training. A further objective is to improve the appropriateness of labour market training selections and develop the adult career planning services, operating models and service cooperation of the employment offices.

Key components include competence evaluations, guiding and motivating to take up training, personalising and supporting training, student selections, preconditions for learning (especially recognition of learning difficulties), informing about training and electronic guidance and advisory services.

In addition, the project gathered extensive information about the best regional projects and work practices related to guiding adults into training. As a result of a national survey, 45 projects or practical development activities were selected. The project descriptions can be found at <http://www.mol.fi/koulutus/aikoo.html>.

L LABOUR MARKET TRAINING

Labour market training is part of active labour policy. It is also part of the system for vocational education for adults, which further includes self-motivated vocational education for adults and personnel training. The purpose of labour market training is to improve and maintain the balance between labour supply and demand, and to prevent unemployment and labour shortages. It is thus used to improve the functioning of the labour market by responding to the changes in volumes, types of work and regional emphasis which occur on the labour market. Labour market training is primarily intended for the unemployed. However, other groups such as those outside the labour market and employed people can also receive this kind of training.

The training consists chiefly of vocational training, whether basic, re-training, further or supplementary. Courses are available for over two hundred occupations. About 70% of all vocational labour market training leads to the completion of a qualification or a module. In force as of the beginning of 2003, the Act on Public Labour Market Services extended the scope of application of adult labour market training, enabling the procurement of training that forms a part of a university of polytechnic degree as labour market training on certain conditions.

Some courses consist of guidance and preparatory training which helps people find a suitable work or training alternative. Training programmes focus on areas such as improving general IT skills, jobseeking skills and helping immigrants to integrate into Finnish society. Labour market training is planned on the regional level and is based on anticipation of workforce skills needs, in cooperation with representatives of the business sector and labour market organisations. The Employment and Economic Development centres procure the training from various training providers. Labour market training can be funded both from national resources and from the European Social Fund. This section only looks at training funded from national resources.

Resources

The employment offices are in charge of distributing information on the training available, providing student guidance and selecting students for training and monitoring training quality. The majority of employment office personnel perform these tasks. There were also altogether 100 members of staff at bigger employ-

ment offices who specialised in labour market training issues. In total 51 people at the Employment and Economic Development Centres worked in the planning and procurement of labour market training; 32 held managerial and specialist positions while 19 were support staff. There were also 7 people at the Ministry of Labour who worked with labour market training.

Appropriations and training volume

In 2003, a total of €42.5 million was spent on the procurement of preparatory labour market training (€26.5 million in 2002) and €134.9 million on the procurement of vocational labour market training. (€121 million in 2002). The average price for a student place in preparatory labour market training was €5,875 and in vocational labour market training €7,370. An average of 26,200 people were in training per month, i.e. 16% more than in 2002.

The number of student working days in preparatory labour market training procured totalled 1,807,300 and in vocational labour market training 4,575,200, a total of 6,382,500 student working days. 47% of the total of student working days was procured from adult education centres, 24% from other educational institutions, 23% from private training providers and 6% from higher education institutions.

Labour market training can also be jointly procured. This means that the employer contributes to part of the cost of training (usually 50%). In 2003, joint procurement accounted for approximately 378,000 student working days, which is a little over 133,000 days below the 2002 figure (511,000). The proportion of joint procurements of the total of student working days went down from 8.1% to 6.0%. The decrease was essentially due to the economic situation. The majority of jointly procured training is related to either increases in the labour force, of which there were very few in 2003, or training during a layoff period. There was hardly any increase in the proportion of those laid off amongst those entering training in 2003.

Table 6. Appropriations used on labour market training (€1,000) in 2000–2003

	2000	2001	2002	2003
Total procurement	142,842	129,345	147,355	177,354
Procurement of vocational labour market training			120,878	134,881
Procurement of preparatory labour market training			26,477	42,473
Cost of student selection	315	319	444	386
Distribution of information about training	1,076	1,069	1,527	1,604
Financial aid for students:	142,580	130,930	151,634	182,316
- training support	59,557	54,963	59,165	70,525
- maintenance and accommodation costs	29,093	26,069	36,333	46,630
- labour market support	53,930	49,961	56,136	65,161
Total	286,813	261,726	300,960	361,660

More than €177 million was used on the procurement of labour market training, and over €182 million was paid to the participants as various types of financial aid to students. The use of procurement appropriations increased by 20.4%, and the increase in financial aid was 20.2% in comparison with the previous year. The total cost of labour market training was almost €362 million, increasing by 20.2% from the year before.

Clients

Demand for labour market training still clearly ex-

ceeded the supply. Over 136,000 applications were made (141,900 in 2002), and 64,100 people started training (64,400 in 2002).

Women accounted for 52% of those starting, which had also been the case in 2002. The age distribution of those starting remained unchanged. The largest age group was the 35–44-year-olds (30%), 25–34-year-olds accounted for 27% and those over 45 also for 27%. Those under the age of 25 accounted for 16% of those entering training.

Table 7. Information about those who started labour market training, joint procurements, student feedback and appropriations used on training by Employment and Economic Development Centre in 2003

Employment and Economic Development Centre	Over 45-yr-olds %	Those unemployed for over a year %	With basic education %	Joint procurements of total student working days %	Still unemployed 3 mths after end of training %	Training met expectations well/excellently* %	Procurement of vocational and preparatory training: (€1,000)
Uusimaa	26.9	14.9	32.9	11.7	42.0	69.1	33,220
Southwest Finland	23.9	14.2	36.7	1.6	44.3	64.2	15,146
Satakunta	30.4	13.5	33.8	4.6	44.1	71.9	12,492
Häme	29.8	13.8	34.7	6.1	45.8	70.4	14,979
Tampere Region	24.9	14.4	30.7	6.7	46.1	68.8	14,933
Southeast Finland	26.9	14.8	21.7	8.6	45.0	70.3	12,408
Southern Savo	27.5	12.6	33.7	3.7	38.9	73.8	6,014
Northern Savo	25.1	7.7	28.6	7.0	39.6	73.9	9,607
North Karelia	28.4	9.8	34.6	4.0	50.4	75.3	8,548
Central Finland	27.5	15.0	27.6	7.2	42.9	72.4	7,440
Southern Ostrobothnia	27.4	15.4	32.9	4.1	44.7	64.3	5,787
Ostrobothnia	22.0	9.3	33.0	0.7	34.7	69.3	6,954
Northern Ostrobothnia	25.4	14.6	29.7	3.5	46.1	65.6	14,589
Kainuu	33.7	13.8	34.3	6.7	42.1	71.3	4,210
Lapland	30.9	12.6	36.2	1.0	46.9	71.0	11,028
Total 2003	27.2	13.7	32.9	6.0	43.9	69.9	177,354
2002	26.8	14.7	33.5	8.1	42.8	69.7	147,355
Total 2001	26.3	14.8	32.6	10.6	43.3	68.1	129,337

*) Data based on student feedback.

The educational background of those who started labour market training also remained the same. The largest group were those with secondary-level education, at 42%. Those with only basic education accounted for 33% and those with higher education 19%. The educational background of 5% of those who started training is unknown.

The labour market position of those who started training remained almost unchanged. Unemployed jobseekers amounted to 79% of them, while their proportion had been slightly higher (82%) the year before. 7% entered training from outside the labour force, 5% were under the threat of unemployment and 3% had been laid off. The proportion of employed persons was low, continuing a downward trend (2003: 2.6%, 2002: 2.7%, 2001: 3% and 2000: 3.5%). Viewed according to the duration of unemployment, there were hardly any changes in the number of people who started training compared with the previous years, either. The biggest group consisted of people who had been unemployed for 3 to 6 months (23%). People who had been unemployed continuously for over a year accounted for 14% of those who started training.

Operations and their evaluation

In the Budget for 2003, it was estimated that an average of 24,840 people per month would take part in adult labour market training. Partly due to the extra appropriations received during the year (€20.2 million), the actual figure was 26,230 people. Training

was started by more than 64,000 people, which had also been the figure for 2002. The percentages of those who started vocational and preparatory training have remained almost unchanged: vocational training was started by 57.9% (58.6% in 2002) and preparatory training by 42.1% (41.4% in 2002).

Vocational training

Vocational labour market training is targeted at the sectors with high demand for labour and in accordance with the labour market development. Amongst those who started training, 31% chose an industrial sector, which had also been the previous year's rate. The proportion of those whose target occupation was in the field of administration or clerical work went down a little and was 21% (22% in 2002). The proportion of construction training also dropped slightly from 9% to 8%.

On the other hand, the percentage of those who started training in health care and social welfare continued to grow from 10% to 11%. However, the increase was only less than 200 people as opposed to the previous year's increase of 1,150 people. The number of those who started in trade, commerce and services also grew a little. The smallest group were those who started training in agriculture and forestry, and their number is still falling. Less than 400 students entered training while the figure in 2002 had still been almost 600.

Table 8. Those starting labour market training by occupation group in 2000 to 2003

Target occupation group	2000		2001		2002		2003	
	Number of persons	%	Number of persons	%	Number of persons	%	Number of persons	%
Technology, science, social sciences	1,843	2.8	1,464	2.5	1,786	2.8	1,691	2.6
Health care and social work	2,974	4.6	2,702	4.6	3,851	6.0	4,028	6.3
Administration and clerical work	10,009	15.4	8,143	13.9	8,126	12.6	7,525	11.7
Trade and commerce	2,489	3.8	2,061	3.5	2,498	3.9	2,608	4.1
Agriculture, forestry, fishing	548	0.8	420	0.7	586	0.9	396	0.6
Transport and traffic	962	1.5	1,383	2.4	1,691	2.6	1,631	2.5
Construction, mining and quarrying	3,550	5.4	3,203	5.5	3,457	5.4	3,278	5.1
Industry	12,831	19.7	11,832	20.2	11,563	17.9	11,596	18.1
Services	3,568	5.5	2,852	4.9	4,203	6.5	4,313	6.7
Guiding and preparatory training	26,388	40.5	24,420	41.8	26,666	41.4	27,000	42.1
Total	65,162	100	58,480	100	64,427	100.0	64,066	100

The ten biggest individual occupational groups accounted for 66% (N = 24,600 people) of those who started vocational labour market training. This had also been the rate in 2001 and 2002. The corresponding rate for those who ended training was 64%.

There were no major changes in the order in terms of size of the ten main groups in comparison with 2002. Machinery and metal construction technology still remained the largest field, with 7,200 people starting (6,900 in 2002). Like the year before, the second most popular field was building construction, with 2,750 people entering training whereas health care and social work went up from the fourth to the third most popular field (2,600 people) but IT dropped from the third place to the fifth at 2,040 people due to the labour market situation (2,600 in 2002).

The next biggest groups were business and organisational management (mainly entrepreneurial training), hotel and catering work, electrical work, road transport work, retail sales and secretarial and office work. The number of those starting training in facilities management and cleaning no longer reached the top ten occupational groups and fell down to number eleven.

Competence-based qualifications

The statistics regarding vocational labour market training produced by Statistics Finland only comprise data about complete degrees and qualifications. There is no data available about individual modules. Since the statistics about competence-based qualification will not be complete until September 2004, the following is a report on the statistics about these qualifications for 2000 to 2002.

Labour market training accounted for 15.5% of all competence-based qualifications (N=23,383) completed in 2002. Since the year 2000, the number of competence-based qualifications has been growing steadily from a little less than 3,000 to more than 3,600 qualifications. The rate of growth from 2001 to 2002 was 13.5%. During the observation period, the number of qualifications completed by women was slightly higher than those completed by men.

Viewed by type of qualification, vocational qualifications were the largest group (more than 2,000), almost 1,500 vocational upper secondary qualifications and approximately 100 specialist vocational qualifications. The largest main occupational group was technology and transport, with the number of qualifications exceeding 1,300. Almost 900 of these were vocational upper secondary qualifications, more than 400 further vocational qualifications and a little over 20 specialist vocational qualifications. The second largest occupational group was trade, commerce and administration with over 1,100 qualifications completed. The smallest number of qualifications was completed in the fields of natural resources (11) and culture (16).

The biggest number of qualifications was entered

into the statistics for institutional cleaners (406): 11% of all qualifications. A great number of qualifications (297) were also completed in information processing: 8% of the total number. The third largest individual sector was sales (239), 7% of the total, and the fourth largest was electrical work (160), amounting to a little over 4% of all of the qualifications.

Preparatory training

Preparatory labour market training was started by 27,000 people. Despite the fact that the proportion of those who started preparatory training among all those starting training was 42% (41% in 2002), the proportion of preparatory training of the student working days purchased was only 28% (21% in 2002). The duration of preparatory training is considerably shorter than vocational training, whereby a significantly higher number of people per the same number of student working days can start preparatory training than is the case with vocational training.

In 2003, 45% of the preparatory training was careers guidance. Immigrant training accounted for 29%, training in the basics of IT 20% and language training 6% of the total.

In 2003, the opportunity to take the National Certificate of Language Proficiency was introduced to immigrant training. The test examines language proficiency in six areas: general assessment of language skills, listening comprehension, reading comprehension, writing and structures/vocabulary. The test can be taken after having completed either immigrant training or training preparing for the National Certificate of Language Proficiency. The assessment of language proficiency is made on the basis of six skill levels. The labour administration mainly procures intermediate level tests (levels 3 and 4). (The basic levels are 1 and 2 and advanced levels 5 and 6.)

In 2003, 412 people took an intermediate-level test paid for by the labour administration. Of those who took the intermediate-level test, 77% received the grade 3 and 18% the grade 4, so a mere 3.6% only managed a grade below 3. Reading comprehension was the component that was mastered clearly better than others. Listening comprehension was also at a fairly good level, as were language structure and vocabulary. The areas causing most problems were writing and speaking.

Approximately 8,400 immigrants with a three-year integration plan started labour market training last year. The number of new immigrants undergoing the integration process totalled 3,058.

Training towards a higher education degree

The start of 2003 saw the introduction of the opportunity to acquire training towards a higher education degree from a higher education institution for unemployed persons or those under the threat of unemployment. Such training cannot be purchased as indi-

vidual student places. Instead, it is available for groups of students. For 2003 to 2004, 56 acquisition agreements or plans regarding acquisition were made with 24 providers of training services, and around 1,100 students will be taking such training during 2004. The acquisition of higher education degrees is expanding towards projects aiming at the completion of university studies, although upgrading of degrees from post-secondary to polytechnic level at polytechnics still remains strongly represented.

In most cases, the target degree of the training acquisitions made is in the field of business. The most popular degree is Bachelor of Business Administration at a polytechnic taken on completion of an upgrading course. A total of 24 of these courses has or will be started, with approximately 340 students participating. Seven courses in nursing studies (130 students) will start in the field of health care, some of them aiming at upgrading a previous degree. There will be four engineering courses (120 students) and the same number of courses towards a Bachelor of Social Sciences at a polytechnic.

Helsinki and Tampere will jointly organise a course towards upgrading to a Bachelor of Science in Pharmacy, and Lahti will organise a corresponding separate course (60 students). Immigrant training for medical doctors has also begun in Uusimaa, and another course is being planned for North Karelia. 12 study modules towards the completion of higher education for drop-outs have started or are being planned. Central Finland, Uusimaa and Häme were the Employment and Economic Development Centres topping the list of acquisition of higher education.

The Noste Programme for raising the education level of adults

To be implemented in 2003 to 2007, the programme towards raising the education level of adults (Noste) aims at promoting the continued access to employment and career development of adults whose education does not exceed the basic level, relieving the labour shortages due to the retirement of the large baby-boom generations and raising the employment rate. The Ministry of Education carries the main responsibility for the programme implementation, but labour market training resources will also be allocated to this target group.

In 2003, the number of those who entered labour market training and were aged 30 to 54 and with only basic education was a little over 8,320 (8,100 in 2001; 9,000 in 2002)¹. This was approximately 8% below the rate in 2002, although the total of those starting labour market training was over 64,000, which almost reached the previous year's rate. Those who started vocational training classified under the Noste Programme accounted for 7,260 (19.6%) of the total of

those who started vocational training.

To a great extent, the drop in the number of those starting can be explained by the fact that 50 to 54-year-olds, the oldest students included in the age criteria for Noste studies, were at the turning point in the age cohorts in 2002 and 2003 where the age cohort for the baby-boom generations decreased significantly. The drop in the number of those starting can also be due to random variation as the drop in the absolute number (700 starting) was not very significant in relation to the number of years (25).

In 2003, 1,060 people started training in the basics of IT, which is slightly less than before the entry into force of the Noste Programme (in 2001: 1,350 and 2002: 1,100). The proportion of those starting of all those starting preparatory training was 3.9% (2001: 5.5% and 2002: 4.1%). The downward trend has been influenced by the fact that there has been a conscious reduction in the provision of separate IT training. Instead, such studies have been integrated into other vocational and preparatory training. A little fewer than 100 people passed the test for a Computer Driving Licence.

As to the distribution by field of study of those starting training that can be regarded as under the Noste programme, clearly the largest group consisted of the 2,100 people starting training in an industrial job (26%), 100–150 fewer than before. Approximately 1,000 people started training in health care and social welfare or office work, and the majority of these were women. In general, the percentages between the target jobs were highly similar to the averages in labour market training as a whole. In addition, the proportions between men and women varied very similarly: women dominated in the care, office and service sectors and men in construction, industry and transport.

Developing the quality of training

The year 2003 was the third year of the Internet-based student feedback system OPAL. By the end of the year, the level of 100,000 respondents was reached, covering 9,500 courses. In 2003, 43,601 students provided feedback, raising the feedback activity level to 80.7% from the previous year's 79.1%. The average general grade given for all nationally financed training improved for a second consecutive year. In 2001, 68.1% of the respondents gave the grade "good" or "excellent", in 2002 69.7% and in 2003 as many as 69.9%.

Student feedback on vocational labour market training shows that the quality of on-the-job learning arrangements, guidance and tasks continued to develop in 2003. More than two thirds of the respondents found the training good or excellent in these areas. Corresponding to the years before, the best feedback was given on trainer expertise and the quality of

¹ The figures also include persons aged 25–29 mentioned in the Noste programme. A good 100 of them were included in the statistics in the years 2001–2003.

trainer-student interaction. Three quarters of the respondents found the level of training good or excellent in these areas.

Assessments of the usefulness of the training reached almost the same level as 72% of the respondents found their chances of utilising what they had learned in working life either good or excellent. The poorest assessments were given on the personalisation of the courses: 6.3% gave this the grade "poor" and 9.0% the grade "passable". Nevertheless, 56.3% found that the performance in even this section had been good or excellent.

On the basis of student feedback on labour market training in 2003, there is major variation between the sectors in the success in increasing occupational competence. Training in the fields of health care and social welfare and transport were assessed as the most effective in increasing occupational competence. In the courses regarded as the best, on average 61 to 79% of the students participate in order to qualify for their first or a new occupation. There is great variation within the fields of training whereby there are excellent courses but also poor courses in every field.

Despite the worsening of the labour market situation, 36% of those who were unemployed when they entered training told that they will get a job as soon as the course is completed, and 82 of them believed that getting the job was totally or partly related to the labour market training they had just completed.

For further information about student feedback on labour market training, please visit <http://www.mol.fi/koulutus> under "OPAL-tiedote 1/2004, 1/2003" and "Opiskelijapalautteiden yhteenveto 2003."

Post-training access to work

The access to the labour market of those who have completed training is firstly monitored with a questionnaire two months after the end of the course and secondly by inspecting the employment services register for the number of those still unemployed three months after the completion of the course.

In all 43% of those who completed vocational labour market training had found work two months after the completion of their course, so the rate remained exactly the same as in 2002. The rate of those who had moved on from labour market training to some other training was 11% – the same as a year earlier. The proportion of those still unemployed (43.5%) went down a little from the year before (44%).

There are major inter-sectoral differences in access to work. Those who have received training in road transport have been quite successful: 67% of them were working two months after the completion of their course. The corresponding rate for 2002 had been 64%. In the female-dominated sectors, the best employment rates were found amongst those who had completed training in health care or nursing (54%)

and facility services and cleaning (47%) whereas only 23% of those who participated in training in the field of IT were working, so the situation has clearly worsened compared to the year 2002 (30%). On the other hand, access to work in building construction clearly improved from the previous year: 43% found work, whereas the rate for the year before had been 35%.

The target set in the Budget for 2003 had been to achieve a situation where a maximum of 40% of those who have completed vocational labour market training will be unemployed three months after the completion of their training. The target was not reached as the proportion of those unemployed for the entire country averaged 44%.

Development projects

The key labour market training development project was related to the assessment of the functioning of the adult labour market training procurement system. The starting point for the development project was the fact that there have been or there will be in the near future major changes impacting the procurement of adult labour market training in both the labour administration's own legislation as well as the legislation and steering systems of the administrative branch of the Ministry of Education and the rules regarding competitive tendering issued by the Ministry of Trade and Industry.

The project studied the procurement system from the following viewpoints:

- the strengths, weaknesses, development needs and alternatives of the labour market training planning and procurement system
- In its present form, does the procurement system work in a manner promoting the availability of competent labour and the functioning of the labour market?
- The functioning of the Finnish labour market training procurement system was compared particularly with the Swedish system and systems with corresponding objectives used in other countries.
- The changes known to take place in the adult training steering system were mapped out, and their impacts on the current adult labour market training procurement system will be assessed.
- Conclusions on the needs and opportunities for the development of the labour market training procurement system.

The project's final report was completed in December 2003 (Labour Administration Publication No. 335), presenting the proposals for further work. These can be summarised as follows:

- in order to increase the smoothness of the procurement procedure, raising the minor value entitling to direct procurement to the level commonly used in Europe;
 - shortening the service or goods suppliers' period of complaint regarding a procurement decision;
 - increasing the use of more extensive training capacities in training procurements in order to increase flexibility;
 - the Ministry of Labour will issue certain Employment and Economic Development Centres with the procurement responsibility for national labour market training (framework) procurements;
 - improving the labour administration's opportunities to provide tailored training services;
 - making a joint assessment with the Ministry of Education and the labour market organisations on whether it would be expedient to grant on certain conditions financial aid for students participating in labour market training for training other than that financed as labour market training;
- assessing the labour market training performance-based financing model – the criteria for and launching of the so-called bonus model;
 - examining the opportunities for making the system even more extensively electronic.

Another development project that was completed was the KURSSI-NET ("COURSE NET"), which resulted in the renewal of the labour market training application form and the creation of an electronic version of the form. As of February 2004, it has been possible to submit a training application online at <http://www.mol.fi/koulutus> under "Koulutukseen haku -verkkoasiointipalvelu". Electronic communication requires the online banking codes of Nordea, Sampo or the Osuuspankki Group. In the future, you will also be able to log into the system using the electronic identity card.

VOCATIONAL REHABILITATION

The labour administration organises vocational rehabilitation services for disabled persons. In the labour administration, the term 'disabled' refers to a person whose potential for gaining suitable work, retaining their job or advancing in work has diminished significantly due to an appropriately diagnosed injury, illness or disability. The ageing of the labour force appears to be causing an increase in illness or injury lowering working capacity. In addition, working life in general carries health risks such as occupational accidents and illnesses that result in the need to change jobs or occupations.

The labour administration provides the following vocational rehabilitation services and support measures to help disabled persons plan their careers, find work and keep their jobs:

- vocational guidance and related medical and aptitude examinations, expert consultations, training and work try-outs, visits to vocational education institutions and work try-outs in workplaces;
- counselling and advice related to work placement and training;
- labour market training for adults;
- support measures for work placement and remaining employed; examinations of fitness for work, expert consultations, work and training try-outs, visits to vocational education institutions, coaching for work, work try-outs in workplaces and support for arrangements related to working conditions.

The labour administration cooperates with other institutions in providing rehabilitation services. The labour administration also takes part in the statutory cooperation on client services in rehabilitation and has set up local, regional and national cooperation to this end.

Resources

All the employment counsellors and vocational guidance psychologists providing client services at employment offices serve clients with disabilities, too. Large and medium-sized employment offices also have counsellors (about 100 altogether) who specialise in placement and rehabilitation advice for clients with disabilities. In addition, around 200 employment advisers handled rehabilitation issues alongside their

other duties. The labour market departments of fifteen Employment and Economic Development Centres each had one to two contact persons for vocational rehabilitation services. In the Ministry of Labour, four people, of whom two in addition with their other duties, work on developing vocational rehabilitation, the related national cooperation and the placement of people with disabilities.

Appropriations

A total of 6.7 million euro was spent on expert consultations assessing the health and aptitude of jobseekers and vocational guidance clients with disabilities, examinations, work try-outs in the workplace and work clinic, coaching for work and work and training try-outs at vocational education institutions. The allocation was used on over 11,000 such measures, and almost 6,700 corresponding vocational and career guidance support measures were provided. The majority of the measures were work try-outs in workplaces and medical examinations. In addition, almost 2 million euro was spent on assessing the pension options of the long-term unemployed. The appropriation also covered the studies of the working capacity of approximately 4,200 people.

Clients

The clients of employment offices, like the population in general, have health-related factors which affect their working capacity and create a need for measures including a change of jobs or occupation. Musculoskeletal injuries or diseases, mental problems, respiratory diseases, neurological and sensory diseases and skin diseases are common among disabled clients. Over-45s accounted for approximately 60% of all disabled jobseekers.

There were a total of 87,000 disabled jobseekers, of whom almost 67,000 were unemployed. There were around 14,000 new disabled jobseekers, the majority of whom came from working life. The number of unemployed jobseekers with disabilities dropped slightly from the previous year and averaged 38,000 people a month. On average 10,000 disabled jobseekers participated in labour policy measures each month. The activation rate was approximately 20%. A total of 5,500 disabled persons used the vocational and career guidance service.

Operations and their evaluation

The planning of vocational rehabilitation for disabled jobseekers is an individually tailored process with several different stages, and it often takes a long time. In order to support vocational rehabilitation planning and work placement, disabled jobseekers were provided with various expert consultations, examinations of health and working capacity and work and training try-outs at workplaces and vocational education institutions. Placement and rehabilitation advice from employment advisers helped clients to deal with their obstacles of employment and to find out more about their need for vocational rehabilitation, while also pro-

viding them with information about their placement and rehabilitation options.

Primarily, the aim was to find suitable work placement solutions for disabled jobseekers on the open labour market. These totalled more than 41,000, and 5,200 disabled jobseekers took part in vocational and career guidance services. Around 5,700 disabled jobseekers started labour market training and over 1,100 other forms of training. In addition, labour administration support measures were used to place almost 14,300 disabled jobseekers in subsidised work in order to prevent exclusion from the labour market.

Table 9. Disabled jobseekers and vocational rehabilitation measures in 2003

Disabled jobseekers, of whom	87,200 %	Active measures total	64,909
- unemployed	77	- took part in work	
- women	57	placement support measures	11,592
- without vocational training	50	- took part in vocational and	
- without an occupation	15	career guidance services	5,204
- under-25s	3	- started labour market	
- over-45s	60	training	5,716
- long-term unemployed	31	- started other training	1,163
- suffering from musculoskeletal disease	39	- found work on open	
- suffering from respiratory diseases	13	labour market	41,233
- with mental problems	16	- placed in sheltered work	1

Development projects

In accordance with the agreement between the labour market organisations and the Government, new legislation (Government Proposal HE 116/2002) and the related instructions clarified the roles and responsibilities regarding vocational rehabilitation. Guidelines by the Advisory Board for Rehabilitation were prepared regarding the division of responsibilities for vocational rehabilitation. On 1 January 2004, employees in working life but under the threat of incapacity for work were granted the right to receive vocational rehabilitation organised under employees' pensions legislation. The implementation of the rehabilitation reform was prepared for with a training programme organised by the Finnish Pension Alliance TELA's project that contained 18 training sessions for employment officials.

The Act on Social Enterprises (1351/2003) was pre-

pared under the leadership of the Ministry of Labour to promote the employment of the disabled and the long-term unemployed. In accordance with the Government Programme, an assessment was started to study the opportunities to introduce a tailored, very long-term or even permanent employment subsidy that is paid to an employer who employs a disabled person in accordance with the employee's individual decrease in fitness for work. The legislation regarding rehabilitation client cooperation was reformed as of 1 October 2003.

The nationwide project on pension options for the long-term unemployed was continued, and so were the rehabilitation experiments carried out in cooperation between different administrative branches among young and ageing (45+) unemployed persons at risk of exclusion.

Table 10. Key figures of active measures of vocational rehabilitation in 2003

Employment and Economic Development Centre	Disabled jobseeker clients	1. Work on open labour market	2. Started labour market training (excl. ESF)	3. Started other training	4. Disabled clients of vocational and career guidance services	Total 1 to 4
Uusimaa	17,139	4,748	1,064	210	1,030	7,052
Southwest Finland	5,921	3,478	335	70	440	4,323
Satakunta	4,496	2,924	250	43	224	3,441
Häme	7,652	2,837	736	60	458	4,091
Tampere Region	9,852	4,623	630	80	622	5,955
Southeast Finland	5,724	2,541	422	103	567	3,633
Southern Savo	3,680	1,642	242	50	243	2,177
Northern Savo	5,838	2,778	326	91	350	3,545
North Karelia	3,998	1,888	280	63	224	2,455
Central Finland	4,537	2,404	254	59	302	3,019
Southern Ostrobothnia	2,980	2,380	139	41	280	2,840
Ostrobothnia	3,406	1,352	169	45	219	1,785
Northern Ostrobothnia	6,135	3,786	373	153	277	4,589
Kainuu	1,764	907	181	22	108	1,218
Lapland	4,078	2,945	315	73	195	3,528
Total	87,200	41,233	5,716	1,163	5,539	53,651

APPENDIX 1: Client data on vocational development services by Employment and Economic Development Centre in 2003

	15-64-yr-olds		Number of unemployed	Unemployment rate %	Labour Market Training		Vocational guidance		Vocational rehabilitation		Educational and information service	
		%			Starts	%	Clients*	%	Active measures**	Active***	%	
Uusimaa	994,700	28.6	59,881	6.5	14,136	22.1	5,984	19.6	7,052	13.1	59,315	15.6
Southwest Finland****	317,500	9.1	22,766	8.1	4,561	7.1	2,081	6.8	4,323	8.1	29,252	7.7
Satakunta	153,300	4.4	15,555	9.1	3,477	5.4	1,561	5.1	3,441	6.4	30,893	8.1
Häme	239,600	6.9	21,594	8.6	6,586	10.3	2,375	7.8	4,091	7.6	26,541	7.0
Tampere Region	305,000	8.8	27,876	10.1	5,616	8.8	3,853	12.6	5,955	11.1	34,167	9.0
Southeast Finland	211,400	6.1	20,718	9.7	4,461	7.0	2,044	6.7	3,633	6.8	19,457	5.1
Southern Savo	104,800	3.0	9,931	9.4	2,371	3.7	1,241	4.1	2,177	4.1	14,519	3.8
Northern Savo	165,000	4.7	15,312	10.7	3,243	5.1	1,996	6.5	3,545	6.6	27,365	7.2
North Karelia	111,000	3.2	13,079	15.1	2,705	4.2	1,315	4.3	2,455	4.6	18,308	4.8
Central Finland	176,200	5.1	17,820	11.5	3,533	5.5	2,179	7.1	3,019	5.6	21,843	5.8
Southern Ostrobothnia	123,400	3.5	8,861	7.8	1,496	2.3	1,133	3.7	2,840	5.3	17,637	4.6
Ostrobothnia	156,300	4.5	10,437	7.1	1,911	3.0	1,108	3.6	1,785	3.3	15,085	4.0
Northern Ostrobothnia	244,600	7.0	22,598	11.5	4,371	6.8	1,737	5.7	4,589	8.6	33,095	8.7
Kainuu	56,900	1.6	7,372	17.0	1,994	3.1	735	2.4	1,218	2.3	14,345	3.8
Lapland	124,100	3.6	15,043	15.6	3,602	5.6	1,155	3.8	3,528	6.6	18,074	4.8
Total 2003	3,483,800	100.0	288,843	9.0	64,066	100.0	30,497	100.0	53,651	100.0	379,896	100.0
2002	3,478,600		293,969	9.1	64,427		33,150		63,422		411,323	
2001	3,471,300		302,200	9.2	58,480		34,167		62,066		438,613	

* Completed periods of guidance for clients of the vocational guidance and career planning services

** Includes active measures: employed on the open labour market, started labour market or other training, took part in vocational guidance and career planning services

(Excluding work placement support measures, the national figure for which was 11,592 in 2003.)

*** The number of individual advisory appointments at the education and vocational information service.

**** Including Åland, with the exception of the unemployment rate

Figures on working-age population (15-64-yr-olds) and the unemployment rate from the Labour Force Survey by Statistics Finland.

Unemployed jobseekers on average at end month, from the Ministry of Labour employment service statistics. Unemployment rates from the Labour Force Survey by Statistics Finland.



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