

The educational tracks and integration of immigrants

– problematic areas and proposals for actions

Publications of the Ministry of Education and Culture, Finland 2016:6

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Abstract	<p>A total of 32,400 asylum-seekers arrived in Finland in 2015. It has been estimated that approximately 35 % of all asylum-seekers, and up to 90 % of children arriving in the country alone, are granted resident permits. The current system and funding cannot meet those demands in full. On 5th November 2015, the Ministry of Education and Culture set a steering group tasked with preparing and fitting together the Ministry and the administrative branch's short and long-term procedures resulting from the situation concerning the asylum-seekers and growing immigration. This publication includes the steering group's evaluation of the problematic areas in the current system, and the proposals for procedures that could be launched immediately.</p> <p>The steering group suggests that the basic education for adults be renewed to meet the needs of immigrants better than before. It should be promptly investigated whether the bodies organising basic education are prepared to organise the sufficient amount of basic or preparatory studies for immigrants over the age of compulsory education from autumn 2016 onwards. Additional training and support materials are required for student health care and teaching staff for the recognition and guidance of children and youths who have been through crises and traumatic events.</p> <p>The educational tracks of those who receive residence permits should be expedited by lowering the threshold for integration training and the training following it. The shared content of the integration training includes language studies, Finnish society and working life, and education opportunities. After these common studies, the studies would be divided according to the target groups, with the objective of integrating them to normal teaching groups as soon as possible. The possibilities for improving language skills in Finnish and Swedish should be increased.</p> <p>Preparatory education for vocational training and training that improves study abilities for immigrants should be increased. Degree studies that are particularly directed towards immigrants should also be increased. The model should be developed to particularly meet the needs of immigrants in the education agreement pilot projects launched in spring 2016.</p> <p>Student bodies should be supported in the integration of immigrant students. The group integration of the students should also be supported.</p> <p>The participation of children in early education must be promoted as it will improve their language skills in Finnish or Swedish. The participation of mothers in language training should also be increasingly facilitated.</p> <p>It is also suggested that the participation of immigrants in arts, cultural, and sports activities should be supported, and additional training be given to the personnel in youth workshops and municipal youth workers.</p> <p>The recruitment of teachers with immigrant backgrounds should be increased.</p> <p>The report lists a total of 56 procedures.</p>			
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Tiivistelmä	<p>Suomeen tuli vuonna 2015 yhteensä 32 400 turvapaikanhakijaa. On arvioitu, että turvapaikanhakijoista noin 35 % saa oleskeluluvan, yksin tulleista lapsista jopa 90 %. Nykyinen koulutusjärjestelmä ja rahoitus eivät kaikilta osin pysty vastaamaan tilanteeseen. Opetus- ja kulttuuriministeriö asetti 5.11.2015 ohjausryhmän, jonka tehtävänä on valmistella ja sovittaa yhteen turvapaikanhakijatilanteesta ja kasvavasta maahanmuutosta aiheutuvat ministeriön ja hallinnonalan lyhyen ja pitkän aikavälin toimenpiteet. Tämä julkaisu sisältää ohjausryhmän arvion nykyisen järjestelmän kipupisteistä sekä toimenpide-ehdotukset välittömästi käynnistettäväksi toimenpiteiksi.</p> <p>Työryhmä ehdottaa aikuisten perusopetuksen uudistamista paremmin maahanmuuttajien tarpeita vastaavaksi. Nuorten oppivelvollisuuden ylittäneiden maahanmuuttajien osalta tulisi selvittää pikaisesti, onko perusopetuksen järjestäjillä valmiuksia järjestää syksystä 2016 lukien tarvittava määrä perusopetusta tai valmistavaa opetusta. Kriisejä kokeneiden ja traumaattisia tapahtumia kohdanneiden lasten ja nuorten tunnistamiseen ja ohjaukseen tarvitaan opiskeluterveydenhuollon henkilökunnan ja opetushenkilökunnan lisäkoulutusta ja tukimateriaaleja.</p> <p>Oleskeluluvan saaneiden koulutuspolkuja halutaan nopeuttaa madaltamalla kotoutumiskoulutuksen ja sitä seuraavien koulutusten raja-aitoja. Kotoutumiskoulutuksen kaikille yhteisinä sisältöinä tulee olla kieliopinnot, suomalainen yhteiskunta ja työelämä sekä kouluttautumismahdollisuudet. Tämän jälkeen opinnot eriytyisivät kohderyhmittäin tavoitteena mahdollisimman nopea integroituminen tavallisiin opetusryhmiin. Suomen ja ruotsin kielen taidon täydentämismahdollisuuksia tulisi lisätä.</p> <p>Maahanmuuttajille suunnattua ammatilliseen koulutukseen valmentavaa koulutusta ja oppimisvalmiuksia parantavaa koulutusta sekä tutkintotavoitteista koulutusta ehdotetaan lisättäväksi. Kevään 2016 aikana käynnistyvissä koulutussopimuspiloteissa mallia tulisi kehittää soveltumaan erityisesti maahanmuuttajien tarpeisiin.</p> <p>Oppilas- ja opiskelijakuntia pitäisi tukea maahanmuuttajaoppilaiden ja -opiskelijoiden integroinnissa. Myös opiskelijoiden ryhmytymistä pitäisi tukea.</p> <p>Lasten osallistumista varhaiskasvatukseen tulee edistää suomen tai ruotsin kielen taidon vahvistumiseksi. Myös äitien mahdollisuutta osallistua kielikoulutukseen tulee helpottaa.</p> <p>Maahanmuuttajien osallisuutta taide-, kulttuuri- ja liikuntatoiminnassa esitetään tuettavaksi ja nuorten työpajojen henkilöstölle ja kuntien nuorisotyöntekijöille ehdotetaan lisäkoulutusta.</p> <p>Maahanmuuttajataustaisten opettajien rekrytointia halutaan lisätä.</p> <p>Kaikkiaan raportissa esitetään yhteensä 56 toimenpidettä.</p>			
Asiasanat	maahanmuuttaja, turvapaikanhakija, koulutus, kulttuuri, nuoriso, liikunta			
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PRESENTATIONSBLAD

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Referat	<p>År 2015 kom det sammanlagt 32 400 asylsökande till Finland. Uppskattningsvis cirka 35 procent av de asylsökande kommer att få uppehållstillstånd, av de ensamkommande barnen hela 90 procent. Dagens utbildningssystem och finansiering kan inte till alla delar svara mot behovet. Undervisnings- och kulturministeriet tillsatte den 5 november 2015 en styrgrupp med uppgift att bereda och samordna åtgärderna på både kort och lång sikt inom ministeriet och förvaltningsområdet till följd av asylsituationen och den ökande invandringen. Denna publikation inkluderar styrgruppens bedömning av smärtpunkterna i det nuvarande systemet och förslag till omedelbara åtgärder.</p> <p>Arbetsgruppen föreslår att den grundläggande utbildningen för vuxna ska förnyas så att den bättre motsvarar invandrarnas behov. I fråga om unga invandrare som inte längre är i läropliktsåldern ska man snabbt utreda om anordnarna av grundläggande utbildning har beredskap att från hösten 2016 ordna grundläggande och förberedande utbildning i tillräcklig omfattning. Personalen inom skolhälsovården och undervisningen behöver fortbildning och stödmaterial för att kunna identifiera och handleda barn och unga som varit med om kriser och traumatiska händelser.</p> <p>Snabbare utbildningsvägar bör skapas för personer som fått uppehållstillstånd genom att sänka tröskeln till integrationsutbildningen och de utbildningar som följer på den. Gemensamma teman i alla integrationsutbildningar ska vara språkstudier, det finländska samhället och arbetslivet samt utbildningsmöjligheter. Därefter är det meningen att studierna delas upp enligt målgrupper med målet att integrera de studerande i vanliga undervisningsgrupper så snabbt som möjligt. Möjligheterna för invandrare att komplettera sina kunskaper i finska och svenska bör utökas.</p> <p>Utbildning som förbereder för yrkesutbildning, utbildning som förbättrar förutsättningarna för lärande och examensinriktad utbildning för invandrare bör enligt arbetsgruppens förslag utökas. Under våren 2016 inleds pilotprojekt där utbildningsavtalsmodellen utvecklas så att den särskilt motsvarar invandrarnas behov.</p> <p>Elev- och studentkårerna bör få stöd för integreringen av elever och studerande med invandrarbakgrund. Även de studerandes gruppanpassning bör främjas.</p> <p>Barns deltagande i småbarnspedagogik bör främjas för att stärka deras kunskaper i finska eller svenska. Även mammors möjligheter att delta i språkutbildning bör underlättas.</p> <p>Invandrarnas delaktighet i konst-, kultur- och idrottsverksamhet bör stödjas och tilläggsutbildning ordnas för personalen vid verkstäderna för unga och för de kommunala ungdomsarbetarna.</p> <p>Man vill öka rekryteringen av lärare med invandrarbakgrund.</p> <p>Sammanlagt 56 åtgärder föreslås i rapporten.</p>			
Nyckelord	invandrare, asylsökande, utbildning, kultur, unga, idrott			
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For the Ministry of Education and Culture

A total of 32,400 asylum-seekers arrived in Finland in 2015. The number of underaged asylum-seekers was 8,500, of whom 2,800 arrived in the country alone. The number of people seeking international protection is predicted to be rather large also in 2016. Prolonged crises, especially in the Middle East and Africa, are behind the increased number of applicants arriving in Europe and Finland. The largest groups of applicants to arrive in Finland are from Iraq, Somalia, Albania, Afghanistan and Syria. The increased number of asylum-seekers immediately affects e.g. the demand for pre-primary and basic education, as well as early childhood education. It has already been stated that the current system and funding cannot meet those demands in full. A temporary amendment, regarding the funding for preparatory studies for basic education, was made as early as 2015.

In 2015, the Ministry of Education and Culture also initiated a quick survey on the educational and work experience profiles of the asylum-seekers. The objective is to gain a rough idea about when and in what scope the asylum-seekers will participate in early childhood education and basic education, how they will advance to vocational education and training, to upper secondary education and to studies in institutions of higher education, and the stage at which they utilise the opportunities provided by liberal adult education, based on information about their age structure. The effect of the growth in the number of asylum-seekers and immigrants on the demand for teachers is also evaluated.

It has been estimated that approximately 35 % of all asylum-seekers, and up to 90 % of children arriving in the country alone, are granted resident permits. It is important that preparations are in place at that point to support the educational tracks of immigrants and to provide them with sufficient language education of varying levels as well as other services to support integration. Growing immigration increases the demand for preparatory education for immigrants in upper secondary schools, vocational education and training, and polytechnics. The demand for the recognition of degrees and identifying skills, as well as various complementing studies, also increases. It has been deemed necessary in the sector of the Ministry of Education and Culture to quickly investigate the need for additional measures regarding the acute situation concerning the asylum-seekers, as well as the demands for changes and development in the various sectors of the administrative branch.

On 5th November 2015, the Ministry of Education and Culture set a steering group tasked with preparing and fitting together the Ministry and the administrative branch's short and long-term procedures resulting from the situation concerning the asylum-seekers and growing immigration.

Director Kirsi Kangaspunta from the Ministry of Education and Culture has acted as the chairperson for the steering group, and the members include the following:

Rector Tapio Huttula, Rectors' Conference of Finnish Universities of Applied Sciences Arene ry.

CEO Petri Lempinen, Finnish Association for the Development of Vocational Education and Training AMKE ry.

the head of the unit Majja Airas, Expert Organisation in International Mobility and Co-operation CIMO

Director Pirkko Nuolijärvi, the Institute for the Languages of Finland

Special Adviser Päivi Lyhykäinen, Trade Union for Education OAJ ry.

Director Jorma Kauppinen, the Finnish National Board of Education

Special Adviser Minna Lindberg, the Association of Finnish Local and Regional Authorities

Adviser Heli Markkula, Finnish Youth Cooperation - Allianssi ry.

Political Adviser Antti Seitamaa, Finnish National Union of Vocational Students - SAKKI ry.

Adviser on International Affairs Pauliina Savola, Union of Students in Finnish Universities of Applied Sciences - SAMOK ry.

Vice-president Antti Ikonen, the Association of Finnish Principals

Professor Elina Pirjatanniemi, Universities Finland UNIFI ry

Head of Arts Support Esa Rantanen, Arts Promotion Centre Finland

Project Manager Tapani Kojonsaari, the Ministry of Employment and the Economy

Special Adviser Karoliina Ketola, Valo, Finnish Sports Confederation

Secretary General Jyrki Ijäs, Finnish Adult Education Association

Counsellor of Education Leena Nissilä from the Finnish National Board of Education, Senior Officer Kaisu-Maria Piironen and Administrative Assistant Tarja Kurki from the Ministry of Education and Culture have acted as the secretaries for the steering group.

The committee has interviewed experts, including Senior Advisor Juho-Antti Jantunen from the Ministry of Education and Culture, the Director of the unit Carita Blomqvist from the Finnish National Board of Education, chairperson Marja-Terttu Lounavaara from Finnish as a second language Teachers' Association, Counsellor of Education Armi Mikkola from the Ministry of Education and Culture, Senior Officer Olli Snellman from the Finnish Immigration Service, and Research Specialist Pasi Saukkonen from the City of Helsinki Urban Facts.

The fixed term of the steering group ends on 31st December 2016, but the steering group was requested to submit its proposal for the long-term procedures, to the Ministry of Education and Culture, by 31st January 2016.

The steering group has convened four times so far. The steering group endeavoured to assess, in an unprejudiced way, the ability and possibilities of the education system to react to the greatly growing number of asylum-seekers and the group of people requiring integration in the future. The steering group will submit its proposal to the Ministry of Education and Culture as procedures to be initiated immediately. However, the steering group wants to emphasise that the group's work continues. The proposals, being sub-

mitted now, have been made based on partially incomplete information and will become more accurate as the estimate of the asylum-seekers' education and work experience is completed in the coming months. Nevertheless, many of the proposals require a significant amount of further preparation. Additionally, there are subjects which the group has not been able to sufficiently analyse, and which it has agreed to discuss during its further work.

In Helsinki, 29th January 2016



Kirsi Kangaspunta



Maija Airas



Tapio Huttula



Jyrki Ijäs



Antti Ikonen



Jorma Kauppinen

Karoliina Ketola



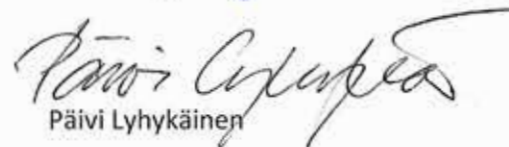
Tapani Kojonsaari



Petri Lempinen



Minna Lindberg



Päivi Lyhykäinen



Heli Markkula



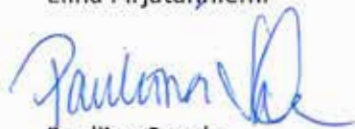
Pirkko Nuolijärvi



Elina Pirjatanen



Esa Rantanen



Pauliina Savola



Antti Seitamaa



Leena Nissilä



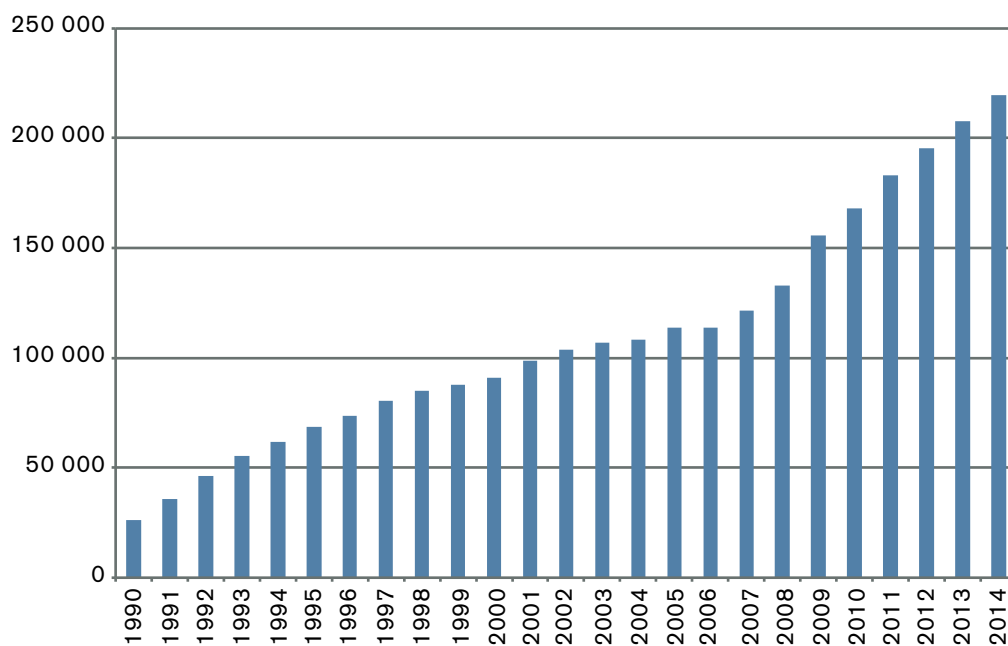
Kaisu-Maria Piironen



Tarja Kurki

1 Present situation

The number of immigrants in Finland has grown during the last few decades, especially from the 1990s onwards. Nevertheless, there have been relatively few immigrants in Finland compared to many countries in Central Europe or the other Nordic countries, for example. The development in the number of foreigners in 1990-2014 has been presented in the following graph.



Graph 1. Foreign citizens in Finland in 1990-2014. Source: Vipunen and Statistics Finland.

The following graphs present the largest groups of foreign citizens and foreign-language speakers.

Table 1. The ten largest groups of foreign citizens in Finland in 2014. Source: Statistics Finland.

Estonia	48 354
Russia	30 619
Sweden	8 288
China	7 559
Somalia	7 381
Thailand	6 864
Iraq	6 795
India	4 728
Turkey	4 508
Great Britain	4 280

Table 2. The largest groups of foreign-language speakers in Finland in 2014 (their mother tongue being other than Finnish, Swedish or the Sami language). Source: Statistics Finland.

Russian	69 614
Estonian	46 195
English	16 732
Somali	16 721
Arabic	14 825
Kurdish	10 731
Chinese	10 110
Albanian	8 754
Persian, Farsi	8 103
Thai	8 038
Vietnamese	7 532

The numbers of foreign-language speaking students vary from school to school. Asylum-seekers and other immigrants are divided across Finland unevenly, especially in large cities and municipalities with reception centres, where over 50 % of the students in most schools may be foreign-language speakers. Also within the cities, the population of foreign-language speakers in certain areas may be relatively larger in number than in other areas.

The uneven distribution of the immigrant population causes problems, especially when the proportion of the foreign-language speakers is so large that communication in Finnish/Swedish and the informal language learning taking place in them is scarce. On the other hand, it may be difficult to organise adequate integration services for a very small immigrant population.

Basic rights, as stipulated in the Constitution of Finland (731/1999), also apply to foreigners living in Finland (apart from liberties related to entry to the country, and the voting and election rights in state elections). According to section 6 of the Constitution, everyone is equal before the law. No one shall, without an acceptable reason, be treated differently from other persons on the grounds of sex, age, origin, language, religion, conviction, opinion, health, disability or other reason that concerns his or her person. The Constitution also decrees, in section 17, on the right to a language and culture of one's own, and that the Sami, as an indigenous people, as well as the Roma and other groups, have the right to maintain and develop their own language and culture. Similarly, everyone has the right to basic education free of charge (educational rights, section 16).

The Act on the Integration of Immigrants and Reception of Asylum Seekers (previously the act on the integration of immigrants 439/1999), which was amended in 2010, contains the objectives and procedures for the provision of the information and skills required by immigrants. The new sections, concerning asylum-seekers, entered into force in 2004. The larger reform entered into force in 2006. The purpose of the amendments was to enhance and expedite the integration of immigrants, to clarify the division of work and responsibility on each administrative level, and to enhance the cooperation between the municipality and the Employment and Economic Development Office (TE office). The Act now also contains an index of the procedures and services which should be taken into account in both the integration programmes of the municipalities and the integration plans made for immigrants. The integration plan may also contain self-motivated studies as labour market training, in order to promote the employment of the immigrants. In 2010, the scope of the Act was extended to apply to all immigrants.

The objective of the education of immigrants is to provide those moving to Finland with the ability to act as an equal member of Finnish society. Immigrant children in the age of pre-primary and basic education (6 to 17 year olds), who live in Finland permanently, have the same right to pre-primary and basic education as Finnish children. A child is also entitled to early childhood education. The education required by an adult immigrant in working life, as well as the preservation of existing professional competence, will be secured. The objective is that the degrees, studies and work experience acquired abroad form the basis of the planning and complementing of the education in Finland.

The education of the immigrants is organised under the supervision of the Ministry of Education and Culture and mainly within the existing education system. Basic education and upper secondary education also provide teaching in Finnish/Swedish as a second language, one's mother tongue and other religions, as well as remedial teaching when necessary. The forms of education, intended solely for immigrants, include preparatory studies for basic education, preparatory studies for general upper secondary education, and preparatory studies for polytechnics. In preparatory studies for vocational education and training, immigrants can study together with other students. Integration training as well as teaching in reading and writing, when necessary, are organised for adult immigrants, under the supervision of the Ministry of Employment and the Economy.

2 The educational tracks of asylum-seekers and other immigrants

2.1 The paths of children and youths

Early childhood education

Children staying in reception centres are entitled to early childhood education, based on the Children's Day Care Act. A municipality must organise early childhood education in urgent cases, or when the circumstances otherwise so require, to children residing in reception centres who are applying for international protection. For cultural reasons, there has not been a great demand for early childhood education organised in day care centres or family day care when a family is residing in a reception centre. Instead, there might be a demand for early childhood club activity, organised in the reception centres.

According to the Children's Day Care Act, the children of those who have been granted asylum and are moving to the municipality, and the families arriving in the municipality based on the immigrant quota, are entitled to early childhood education organised by the municipality in the manner as decreed by the Act. Depending on their family situation, children either participate in early childhood club activities, or part-time or full-time early childhood education. In order to support the child's integration and language learning, the children's daily participation in early childhood education is often useful. Full-time early childhood education may also be required because of the parents' participation in integration training.

Pre-primary and basic education, and general upper secondary education

A municipality's obligation to organise pre-primary and basic education applies to all children living in the municipality's area, and to those applying for international protection. Additionally, the municipality must ensure the organisation of early childhood education in urgent cases, or when the circumstances otherwise so require, to people who are living in the municipality but are not its residents.

The municipality may organise preparatory basic education, based on section 5 of the Basic Education Act. The municipality does not have a legal obligation to organise preparatory education but may choose to do so independently, based on its own decision. Although there is no legal obligation to organise preparatory studies, it is almost always necessary in order for an asylum-seeking child to receive sufficient abilities to participate in actual basic education. From the beginning of 2010, preparatory education was

expanded so that at least 900 hours of teaching is provided to 6 to 10 year olds and at least 1,000 hours is provided to people older than that. These numbers of lessons correspond to the amount of teaching in one school year. On 20th September 2015, there were approximately 3,480 students participating in preparatory studies for basic education. After this, approximately 50 new groups of preparatory studies for basic education have been established in municipalities during autumn 2015 due to the situation concerning the asylum-seekers.

In basic education immigrant students are usually placed in the grade which best corresponds to their knowledge and skills. They are able to receive education in Finnish/Swedish according to the special Finnish/Swedish as second language syllabus, intended for immigrants. The command of Finnish or Swedish creates a foundation for success in further studies and working life, and enables integration into Finnish society. From the beginning of 2006 onwards, the education organiser has received an increased central government transfer to local government for foreign-language students, and from the beginning of 2010 onwards, this increase has applied to foreign-language speaking residents of a municipality. It is also possible to apply for a separate central government transfer(s) to local government from the Ministry of Education and Culture, for the education of foreign-language speaking students. In 2015, there were approximately 32,000 students participating in basic education. This accounts for approximately 6 % of all students of basic education.

Education in Finnish/Swedish as a second language is organised in a varying manner in the municipalities. According to the premise of the decree of distribution of lesson hours in basic education and the national core curriculum, the teaching of Finnish or Swedish as a second language is organised either partially or completely instead of the education of mother tongue, if the student's language skills are not on the level of a mother tongue. According to the report by the Finnish National Board of Education, approximately 12 % of immigrant students are receiving teaching in Finnish or Swedish as a second language, corresponding to the total number of lessons in mother tongue and literature. The most common situation is one where immigrant students spend a part of their mother tongue and literature lessons in mother tongue lessons, and receive 1-2 lessons a week of teaching in Finnish or Swedish as a second language. Additionally, approximately a quarter (25 %) of all immigrant students in Finland does not receive separate teaching in Finnish or Swedish as a second language. Considering the development of the immigrants' language skills, it would be important that they receive separate teaching in Finnish or Swedish as a second language.

It is also necessary to support the preservation and development of the immigrants' own mother tongue, in order to achieve functional bilingualism. According to international studies, whether an immigrant receives teaching of their own mother tongue is a key issue affecting integration. The teaching of one's own mother tongue has been found to bolster the identity of immigrant children, improve their learning results and reduce disruptive behaviour. In the future, the significance of language skills will be emphasised further. It is possible to organise language education in the immigrants' own mother tongue to complement basic education and general upper secondary education. The appendix of the national core curriculum has defined the objectives of the education of one's own mother tongue, as well as its main content and assessment. It is possible for the education organisers to receive a separate discretionary government transfer for two weekly lessons per teaching group, for education of one's own mother tongue. At the beginning of the term, the group must consist of a minimum of four students. Organising the education and participating in it is voluntary. In 2014, over 16,000 students participated in the teaching of one's own mother tongue in 53 different languages.

In 2015, approximately 4,800 foreign-language speaking students were studying in general upper secondary schools. Since autumn 2014 it has been possible to organise preparatory studies for general upper secondary education in connection with general upper secondary education, the purpose of which is to increase the possibilities of immigrants and foreign-language speaking students to enter general upper secondary education and to succeed in their upper secondary studies. The training can be offered to both young and adult immigrants, as well as foreign-language speakers. The preparatory studies for general upper secondary education can be organised by those who hold a licence to organise general upper secondary education. It is possible to complete the studies of basic education and improve one's grades during the preparatory studies for general upper secondary education, in cooperation with schools providing basic education. In 2015, approximately 200 students were participating in preparatory studies for general upper secondary education.

Since 1996, a candidate of matriculation examination, whose mother tongue is not Finnish, Swedish or the Sami language, has been able to replace the obligatory exam in mother tongue and literature with an exam in Finnish or Swedish as a second language. If one has studied according to the syllabus of Finnish as a mother tongue in general upper secondary school, one may still sit the exam in Finnish as a second language.

Vocational upper secondary education and training

Approximately 19,000 foreign-language speaking students are participating in vocational upper secondary education and training. The number of people applying for and being accepted to foreign-language vocational upper secondary education and training has increased significantly in recent years. The education of immigrants can be organised in a flexible manner in vocational upper secondary education. They can study either Finnish or Swedish as a second language. In this case, these studies replace studies of mother tongue. The national core curriculum enables different methods of organising education of Finnish/Swedish as a second language. In terms of content, profession-related vocabulary is emphasised in the studies of Finnish/Swedish. Foreign-language speaking students may also receive teaching of their own mother tongue. Immigrants can also be offered remedial instruction, when necessary.

Before vocational upper secondary education, an immigrant can participate in preparatory studies. The scope of the preparatory studies is 60 competence points, and they consist of obligatory, voluntary and freely chosen sections of the studies.

Learning results and moving forward in one's studies

The challenge with immigrant children and youths has been that their learning results tend to be weaker than those of the original population. The situation is especially problematic with youths arriving in the country at the end of basic education, who have not always had the opportunity to complete basic education. The risk of falling outside of upper secondary education is also double for foreign-language speaking students compared to the original population.

The possible educational tracks of immigrant children and youths are described in a graph in Appendix 1.

2.2 The educational track of adults

The education required by an adult immigrant in working life, as well as the preservation of existing professional competence, will be secured. The objective is that the degrees, studies and work experience acquired abroad form the basis of the planning and complementing of the education in Finland.

Integration training

Integration training for adult immigrants is organised, according to the Integration Act, both as labour market training as well as self-motivated training. The right to integration training belongs to all immigrants who register as jobseekers with a TE office, and who have a right to an integration plan and the services that entails. Self-motivated integration training means participating in a form of education operating under the education system of the Finnish National Board of Education, for example adult basic education, vocational education and training, liberal adult education or studies in an institution of higher education. Additionally, language skills produced through other parties, learning about society and getting to know working life may be accepted as integration studies. The Finnish National Board of Education has provided the current national core curriculum for the immigrants' integration training in 2012.

Integration training as a part of labour market training also includes teaching in reading and writing for those who need it. The majority of those participating in the teaching in reading and writing have a refugee background, but there are also some who moved to Finland for another reason. The lack of reading and writing skills is connected to a lack of schooling, so the immigrants in question have usually not completed basic education either. The Finnish National Board of Education has provided the current national core curriculum for the training in reading and writing skills in 2012.

Integration training carried out as labour market training has been developed to allow language teaching to be joined to it, in addition to language and civic education, and the training may have contained modules of vocational education and training. The training has also been developed to meet the demands of various professional fields. In vocationally-led integration training the content of the training is built so that its primary objective is employment or the entry to vocational education and training. The objective is to enable individual tracks and the tailoring of the studies, taking account the demands in the employment market of the area. Work experience, supported employment and language training at work are often connected to the training.

The Finnish National Board of Education and the Ministry on Employment and the Economy are currently preparing new implementation models for integration training. They do not alter the target level and scope of the training, but the objective is to increase the possibility to tailor the training and to enable the participation in, for example, volunteer work, language training or studies using electronic tools, between the periods of contact instruction.

In recent years, approximately 13,000–14,000 students a year have participated in the integration training, organised as labour market training. Approximately 6,000 students have participated in the self-motivated integration training.

The subsidy reserved for the integration training organised as labour market training is insufficient, considering the present situation. Additionally, the number of students participating in integration training will increase significantly now that the decisions on

the residence permits of those applying for asylum have been made. In 2014, the queues for integration training in the capital city metropolitan area were approximately 6-8 months. At the turn of the year 2015-2016, the queuing times were, on average, 70 days from testing the language skills, but in some areas, like Uusimaa, they reached 120 days. Over half of all integration training is directed to Uusimaa. Integration training organised as labour market training does not reach all immigrants, such as parents caring for their children at home.

The responsibility of integration training organised as labour market training lies with the Ministry of Employment and the Economy, under which the Centres for Economic Development, Transport and the Environment (ELY-centre) take care of the procurement of the training. The procurement procedure of the labour market training, based on competitive procurement, is open to publicly funded and private providers of education services. According to student feedback, approximately 87 % of those having participated in the training consider the training good or excellent. In terms of perceived quality, there are no differences between education services carried out privately and publicly. Due to the procurement system, it is possible to tender out and procure training in a flexible manner, and to direct procurements to where the demand for training is the highest. Due to the procurement system, the initiation and direction of the training can be carried out in 4-8 weeks, based on what is needed. The procurement model of labour market training also allows the fast and flexible piloting and experimentation of new training content, implementation methods, innovative models, etc. For example, vocationally-directed training has been made a part of integration. Additionally, there is a pilot project of the 'procurements based on results' model, in which the service provider receives payment for their work as they achieve results (in terms of quantity and quality), agreed upon beforehand.

The Ministry of Employment and the Economy distributes the procurement subsidies to the Centres for Economic Development, Transport and the Environment. The Centres for Economic Development, Transport and the Environment, and the TE-offices - together with other stakeholder groups, expert and official parties, commerce and industry, organisations, etc. - predict and assess the demand for training in their area and make procurement plans, based on which the procurements are carried out. The Centres for Economic Development, Transport and the Environment hold discretionary power in terms of the minimum requirements and the assessment criteria for quality that are used in the tenders, in order for the offered training to correspond to the demands of the employment market of the area and complete the existing array of services as well as possible. During 2016, the employment and the economic administration will begin to use the state administration's joint electronic procurement system, and the practices of the Centres for Economic Development, Transport and the Environment will be changed to become more uniform during that transfer. However, the slack required for regional demands will not be limited.

The organisers of the training consider the implementation of the integration training as a procurement activity problematic, especially from the perspective of the quality of the training. According to the organisers of the training, the competition in prices and the uncertainty of the activity reduce the willingness to invest in the development of the training of immigrants, and weaken the opportunities to utilise the results of the development work. Moreover, the operation model is not considered to encourage long-term and systematic employment cooperation. Additionally, offering quotes, the rounds of complaints and drawing the contracts eat into the resources of the organisers of the training and delay the initiation of the trainings.

Integration training was developed in 2011-2013 in the 'Participative integration in Finland' project. The assessment of the project considered whether to move to a system based on organising licences, but it was deemed that the flexibility of the training carried out as labour market training and its proximity to working life are important advantages of the current system.

The 'Participative integration in Finland' project and other development work has raised the demand for a more individual tailoring of an educational track, the possibility to combine integration training with vocational education and training, as well as language training taking place in everyday life. The conclusions of the 'Participative integration in Finland' project recommended the addition of a permanent, shorter period for the early stage of integration, to help with the orientation to society, which could be carried out by civil organisations and immigrant communities, and where e.g. municipalities and state officials could introduce themselves. These early stage orientating periods of immigration are now being piloted in the national 'Welcome to Finland' –project funded by the European Social Fund (ESF) .

Basic education and general upper secondary studies

Adults may also complete the syllabus for basic and general upper secondary education. The studies may be completed in upper secondary schools for adults, general upper secondary schools or folk high schools. They may also be completed as a private student in an elementary school, general upper secondary school or an upper secondary school for adults. If the student's abilities to study are very weak or they have not completed any basic studies, they may first complete the early studies of adult basic education of just some of them. A personal study programme is drawn for the student, based on their previous studies and the skills they present. After basic education, young immigrants can prepare for further studies either in additional education for basic education or other preparatory groups. They can also participate in various general studies in institutions of adult education.

In upper secondary schools for adults, the number of students aiming for a degree has fallen, and the number of syllabus students has increased in recent years. This is largely due to the fact that immigrants only complete studies in Finnish as a second language or studies in the Finnish language, combined with other individual subjects. A large proportion of immigrant youths, who receive integration assistance, receives integration assistance and raised benefits based on the self-motivated studies, entailed by the integration act. This possibility has increased the demand for general upper secondary studies for adults among immigrants.

Vocational education and training

A vocational upper secondary qualification, completed as a competence-based qualification, a further vocational qualification or specialist vocational qualifications, is often a good option for an immigrant. The number of foreign-language speaking students completing further vocational qualifications and specialist vocational qualifications has grown. The largest growth has occurred in the number of students completing a vocational qualification in Social and Health Care, but the number of students in the Technology and Transport Sector has grown most significantly. The growth in the number of foreign-language speaking students is especially visible in training carried out as apprenticeship training. The growth

has been concentrated in the Technology and Transport Sector; the Tourism, Catering and Home Economics Sector; the Business and Administration Sector; and the Health and Social Services Sector; as well as the Physical Education Sector. On the other hand, the number of students has fallen in the Natural Resources and the Environment Sector, and in the field of Natural Sciences.

Liberal adult education

A significant number of foreign-language speaking students study in institutions of liberal adult education, both in groups intended for immigrants and groups which are open to everyone. The number of immigrant students has especially grown in large cities. The training voucher aids, granted by the Finnish National Board of Education, have partly made it easier for immigrants to enter training provided through liberal adult education. In 2015, the Finnish National Board of Education commissioned a survey on the immigrant students participating in training provided through liberal adult education. According to the survey, carried out by the Finnish Adult Education Association, approximately 20,000 immigrant students were studying in workers' institutes, approximately 2,400 in folk high schools, approximately 3,000 in summer universities, approximately 4,100 in study centres and approximately 50 in colleges of physical education. In 2015, altogether 30,000 immigrant students were studying in various institutes of liberal adult education.

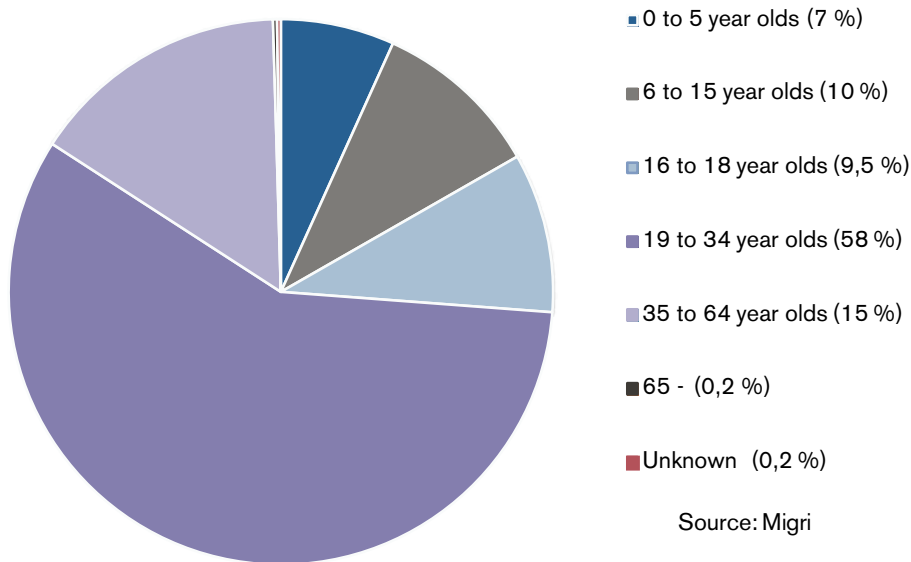
Institutions of higher education

In 2014, approximately 20,000 foreign degree students were studying in Finnish institutions of higher education. There are over 500 English (-speaking) programmes leading to a Bachelor's or Master's degree. In addition to degree students, foreign citizens participate in open tertiary education, continuing professional education, labour market training and especially in preparatory studies for polytechnic education. Continuing professional education has been carried out as labour market training for highly-trained immigrants, such as doctors, nurses, architects, etc. In addition to them, there are foreign exchange students studying in Finland. The support services of institutions of higher education are also comprehensively available in English. The biggest challenge facing international students is employment after the completion of their degree and insufficient Finnish or Swedish skills, which are closely related to it. At the moment, only more than half of those completing a degree in an institution of higher education are employed in Finland after the completion of their degree.

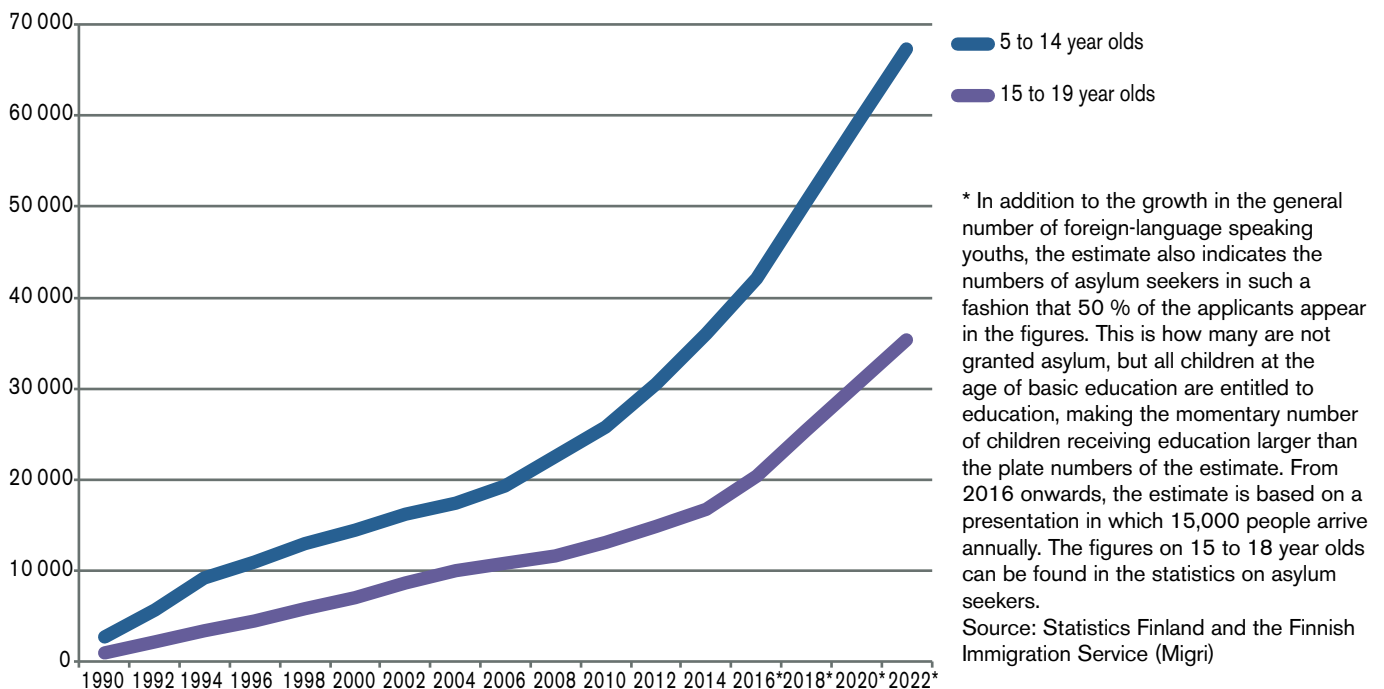
The possible educational tracks for adult asylum-seekers have been described in a graph, in Appendix 2.

2.3 An estimate of the affects immigrants have on the numbers of pupils and students

The age division of the asylum-seekers who arrived in Finland in 2015 indicates that 84 % of them are less than 34 years old. Those belonging to this age group have good possibilities per se of becoming successfully integrated into Finnish society, of acquiring education, studying and becoming employed. The age division is shown in Graph 2.



Graph 2. The age division of the asylum-seekers who arrived in Finland in 2015.



Graph 3. Foreign-language speaking 5 to 19 year olds in 1990–2014, and an estimate* from 2014 onwards.

At this point, there is no comprehensive information about the level of education and abilities of the asylum-seekers who arrived in the country in 2015. Various surveys have been carried out in individual municipalities and reception centres in order to clarify the issue. The Ministry of Education and Culture has cooperated with the Ministry of Employment and the Economy to carry out a survey to chart the competence of adults. The survey is piloted in reception centres in February 2016. Based on the experiences accrued during the piloting, the survey will be developed so that it can be adopted on a national level in all reception centres. Hence, it will be easier to acquire comprehensive information on the immigrants applying for an asylum in order to forecast education

and to form a basis for the planning. In spring 2016, the information acquired from the knowledge survey form a comprehensive foundation for the forecast of the education system. The data collected from the knowledge survey indicates the opening scores of the educational tracks of those arriving in the country as asylum-seekers, but also how these streams of students will advance during the following years.

2.4 The demand for teachers

The number of students in Finnish and Swedish education, used in the forecasts for teacher demand, total 348,000 (instantiation in 2013) and 380,000 (estimate in 2028), so the number of students is estimated to grow by 32,000. In terms of the whole, the number of asylum-seekers is small, but it has been included in the estimate, nonetheless. The increased number of asylum-seekers and immigrants among school-age children and pupils increases the demand for the basic and continuing professional education for teachers, as well as the demand for resources to organise special needs education, education of Finnish and Swedish as a second language and the education of one's own mother tongue and religion. The situation concerning the asylum-seekers also affects the demand for kindergarten teachers and other personnel in early childhood education. The demands for growth in the number of teachers, seen in the forecast for teacher demand, have been mainly taken into account in the proposals for the objectives of teacher training for the coming contract period.

Since 2009, the Ministry of Education and Culture has supported the preparatory or competence training and continuing professional education of teaching, guidance or counselling personnel with an immigrant background, working in early childhood education, basic education, general upper secondary education and vocational upper secondary and additional education and training, or the managing personnel working with the education of immigrants. In 2009-2015, 55 Specima projects of continuing education have been initiated. Approximately 1,300 people have begun the education.

The objective of this education and training has been to promote and support the teachers and educators with immigrant backgrounds to seek competency according to Finnish degree requirements. The scope of the training varies: some of the students already have a teacher's competency in their original country, while others are only just starting in that field.

It has been the objective of the competency training to acquire eligibility as a teacher. The training has been offered to highly-educated immigrants who are starting in the field (i.a. the pedagogical studies of a teacher 60 study credits), but also to people who have been granted a decision of recognition (based on the educational task), e.g. 15 study credits. Multidisciplinary studies and studies providing eligibility as a study counsellor have also been carried out.

Continuing professional education has usually meant other shorter training for Finns and teachers with an immigrant background. It has typically been the objective of the training to increase the abilities of teaching personnel working in multicultural teaching and guidance work, to encounter and guide learners from different cultures, and to recognise the objectives and demands relating to guidance and learning. Training intended for immigrants has also mainly consisted of teaching in the Finnish language, training and education in information and communications technology.

In June 2015, the Ministry of Education and Culture initiated an assessment on the functionality and effectiveness of the Specima continuing professional education.¹ The final report relating to the report will be finished in March 2016.

2.5 Training for interpreters and translators

Universities offer studies in translation studies, as well as translation and interpretation, as a major or minor subject in at least English, Spanish, Italian, French, Swedish, German, Finnish and Russian languages. In some degrees it is possible to specialise in the translation of texts from the fields of legislation and administration, the translation of prose, audio-visual translations, technical translations, translation technology or interpretation-translation. The emphasis and languages vary from university to another. I.a. The University of Helsinki Centre for Continuing Education, Palmenia, has occasionally organised continuing professional education for translators and interpreters.

Polytechnics provide training leading to a polytechnic Bachelor's degree in the field of Humanities, interpreter (polytechnic Bachelor's degree), and to a polytechnic Master's degree, interpreter (polytechnic Master's degree). The scope of the training leading to a polytechnic degree is usually 210 study credits (3.5 years). Interpreter's training, leading to a polytechnic degree, is provided in sign language and liaison interpreting.

Training for liaison interpreting is provided by Diaconia Universities of Applied Sciences, and the HUMAK University of Applied Sciences also plans to open the training within its licence. The working languages included in the training, leading to a polytechnic bachelor's degree, include Arabic, Dari, Persian (Farsi), Kurdish (the Sorani dialect), Turkish, Chinese (Mandarin) or Somali. The other working language is always Finnish. The languages vary every year, based on the demands in working life. The applicant must be able to speak Finnish and one of the working languages. The content of the training concentrates on interpretation and translation, the professional content of an interpreter's work, and professional ethics. The studies also contain studies on the working languages and cultures, and especially Finnish society and its service structure. The degree contains supervised practice in interpretation.

The polytechnic Bachelor's degree can be completed in six vocational adult education centres. In 2013, 158 degrees were completed. The languages include the following: Russian, Arabic, Persian (Farsi), Kurdish (Sorani), Somali, Polish, Albanian, Estonian, French, Turkish, Spanish, Thai, Dari, Norwegian, Bosnian, Hungarian, Pashto, Serbo-Croatian, Vietnamese, Romanian, English, Japanese, Chinese, Greek, Kurdish (Kurmanji), German, Portuguese, Azerbaijani, Burmese, Latvian, Lithuanian, Serbian, Swahili, Tamil and Czech.

In Tampere Adult Education Centre, it is possible to complete the specialist vocational qualification of court interpreting, which was initiated as a pilot group training project in 2015 and 2016. The degree languages include Arabic, Russian, English, Persian and Estonian. The degree is completed in approximately a year and a half. The Finnish National Board of Education will establish a register of court interpreters and maintain it from 1st April 2016 onwards.

¹ The assessment of the Specima continuing professional education by teaching, guidance and counselling personnel. Interim report 13th November, 2015.

3 Problematic areas and proposals for actions

3.1 Youth arriving in the country at the final stage of basic education and people exceeding the age of compulsory education

In 2015, approximately 3,000 16 to 18 year old asylum-seekers arrived in Finland. They were mainly minors arriving in the country alone (approximately 2,800), 90 % of whom will be granted a residence permit, according to present estimations. The processing of the applications has been expedited. Children in the age of compulsory education will have access to basic education or preparatory studies for basic education. Some who arrive in the country at the final stage of compulsory education have a very incomplete educational background, so it is to be expected that the completion of basic education will not be finished at the end of the age of compulsory education. In 2016 there are estimated to be approximately 2,600 youths in need of continuing basic education, who have exceeded the age of compulsory education.

Immigrants whose basic studies are incomplete should be able to study full-time and efficiently, and especially to receive intensive training in Finnish or Swedish as well as some training in reading and writing. The educational tracks should be smoother and without dead-ends. At the moment, the system does not meet these demands.

One of the problems is that labour market subsidy can only be granted for no more than 24 months per study module. If one's basic skills are incomplete, this time is not sufficient for completing basic education. The situation is further complicated by the fact that student financial aid is not available for any form of basic education, other than folk high schools.

- 1 It should be investigated quickly whether the organisers of basic education have a sufficient ability to organise the required amount of basic education or instruction preparing for basic education as early as autumn 2016 to immigrants who have exceeded the age of compulsory education. The number of students for licences to organise adult basic education is increased, if necessary.
- 2 The reform of adult basic education is carried out so that the distribution of lesson hours, the national core curriculum and the funding are reformed. Teaching in reading and writing, previously organised as separate labour market training, will become a part of adult basic education. The student's personal educational tracks will be built to be efficient and to meet the demands, through the

identification of competence. The new distribution of lesson hours for adult basic education will be approved in summer 2016, after which the Finnish National Board of Education will provide a new national core curriculum for adult basic education. The objective is to form a complete structure which meets the demands of increased immigration and removes the overlaps between different forms of training currently organised separately. The structure should be finished in 2017 and adopted in 2018. During the reform it should be ensured that sufficient competent teaching staff is available.

- 3 The national core curriculum is drawn so that the local curricula which are drawn from it account for the demands of different target groups, in varying scope and content. Adult basic education will contain periods of work experience. More flexible transfer to upper secondary vocational education and training is enabled so that vocational studies will be included in the optional studies, in the syllabus of basic education.
- 4 The organisation of preparatory studies for basic education and adult basic education should be made more efficient by connecting funding to the amount of teaching carried out more accurately than present. The obstacles in the funding system will be dismantled in order to initiate teaching efficiently. The amendment in the funding act will become valid in the beginning of 2017.
- 5 The demand for the definition of the eligibility of teachers providing instruction preparing for basic education, and additional training for teachers, will be investigated.
- 6 It will be investigated, according to the decision by the Justice Chancellor, whether the Basic Education Act should contain an obligation to organise instruction preparing for basic education, also taking into account the obligation to guarantee each child a right to basic education, as stipulated by international treaties. It will also be investigated how student welfare and other educational support procedures could be made more efficient for immigrant children and youths.
- 7 The duration of the supported self-motivated training, supported by unemployment benefits, will be prolonged in cases where the completion of basic education would otherwise fail. The student financial aid act will be changed to allow those who have exceeded the age of compulsory education and those participating in adult basic education to receive student financial aid for full-time basic studies.

3.2 Traumatized pupils and students, student welfare and support

Many asylum-seekers arrive from a crisis area and very difficult conditions. Many have been through traumatising experiences. That's why many asylum-seeker children and youths require support in order to regain the feeling of safety and to acclimatise to a new environment. Additionally, many adult arrivals may require personal support.

The students have a legal right to individual student welfare. Student welfare is carried out as a multidisciplinary cooperation, taking into account the participation of students and guardians. The individual needs and requirements of children and youths as well as that of families guide the organisation of the support. A possibility to have a personal discussion with a psychologist or curator must be organised for the student no later than seven working

days of the institute, after the student has requested this. In an urgent case, the possibility for a discussion must be organised on the same or following working day. Student welfare as a right and activity is new for people arriving in Finland from a different culture.

Traditionally, vocational institutions receive more youths who experience challenges with their well-being, due to an inherited level of education and skills related to well-being. For this reason, the challenges faced by educational institutes will continue to grow due to the growing number of immigrants.

- 8 The students and guardians as well as students in pre-primary education, basic education, general upper secondary schools and vocational institutions are provided with sufficient and coherent information on the student's rights and available student welfare services. Interpretation and translation services are used when necessary. The Finnish National Board of Education draws the support material on the issues regarding pupil and student welfare, and the safety of the institutions.
- 9 The Finnish National Board of Education allocates personnel training of the educational department to the staff of the student health service and teaching staff, to recognise, encounter and guide those having gone through traumatic experiences. Research data and the experiences collected in the 'My Way' project and the Centre for Torture Survivors in Helsinki Diaconia College will be utilised.
- 10 Sufficient ability to recognise learning difficulties among foreign-language speaking students must be ensured.
- 11 In the spring term of 2018, the Ministry of Education and Culture will draw a report to the Parliament about the implementation of the pupil and student welfare act. The report will discuss the services received by students with an immigrant background, in particular.

3.3 Long routes to education and working life

The immigrants' routes to education and working life are long and contain idling, overlapping and also sometimes inappropriate studies. They may have to wait to enter² suitable integration training. There are often delays between the year-long integration training and the following education periods. Additionally, some immigrants are guided into various training taking place after the integration training, and training which replaces integration training, based on what training is available, not based on what the person's actual educational needs are and what the appropriate training would be, considering their competence and educational background. It is also problematic that immigrants³ are guided to training based on cultural prejudice, ignoring the person's own requests. The educational tracks of immigrants may also break or stagnate in various preparatory studies due to the high language requirements set for education leading to a

² The TE office or municipality carries out a preliminary charting for an immigrant, investigating their education, competence, general situation in life and their own requests and plans. Any procedures promoting integration are written in the integration plan. The person's income is secured by a labour market subsidy (clients of the TE office) or income support (clients of the municipality). Integration training, lasting approximately one year, is usually an essential part of the integration plan. Integration training is mainly carried out as labour market training, but it can also be carried out as self-motivated training. It contains studies in Finnish/Swedish, skills required in society and working life, and a period of work experience.

³ I.a. Tuuli Kurki 2014 Education and Training as Projectised and Precarious Politics

degree. The scheduling of studies and creating pauses is challenging in situations where the participation in training is temporarily impossible.

The entry of educated immigrants to the employment market is significantly slowed down by the inefficiency to identify existing competence and previously acquired competence, the slow process and the ignorance regarding the practices of the recognition of a degree. In the worst case, highly-educated immigrants are required to again complete a corresponding or a Finnish degree, or be steered towards completing a lower Finnish degree. The legislation is good and flexible when it comes to the recognition of degrees. A great deal of international cooperation is carried out regarding the recognition of the degrees of immigrants, on the level of i.a. the EU (coordinated by the Commission) and in relation to UNESCO and the European Council. The Finnish National Board of Education has collected material from different target countries (i.a. Iraq, Estonia, Russia, Somalia, Syria, China, Turkey) and trained the TE administration. In the current situation, the challenge is created by the increased number of applications and the demand for information on degrees completed in the countries in question. For example, the number of applications relating to degrees completed in Syria and Iran has almost doubled within a year. The number of applications relating to degrees completed in Iraq can also be expected to grow. Processing the applications is laborious, as it is difficult to acquire information from the countries in which the degrees were completed. In addition to the applications, various requests for information as well as international cooperation increase the workload more than before. It is also problematic that suitable education to complement degrees is not always available.

Interpreters and translators, who are educated in the target countries, will hold a key role in the new situation where a great number of foreign-language speaking people has arrived in Finland within a short time. In order to ensure sufficient interpreter and translation services, more interpreters and translators should be trained. At the moment there is an insufficient amount of interpreters, especially in languages (e.g. Arabic) whose speakers are among the immigrants. There is a demand for faster and more flexible solutions regarding continuing professional education.

- 12 The educational tracks of those who receive residence permits should be expedited by lowering the threshold for integration training and the training following it. Those who have completed studies in institutions of higher education or vocational institutions will be directed to appropriate complementing training as soon as possible. The direction will utilise the expertise of educational organisations better than at present.
- 13 The essential and shared content of the integration training includes language studies, Finnish society and working life, and integration opportunities. After these common studies, the studies are divided according to the target groups, with the objective of integrating them to normal teaching groups as soon as possible. The training is planned so that it is possible to conduct a basic level test in Finnish/Swedish at the end of the first module. After this the training is personalised so that those requiring basic language skills receive modules 2-4 of the language training, while others are offered language studies with an emphasis on the professional field, guided work/language training, online studies, etc. Studies which are based on or corresponding to the modules of the integration training can already be initiated in the reception centres. This is where the teachers' professional competence is utilised.

- 14 Institutes of higher education participate in identifying the competence of highly-educated immigrants at an early stage and direct them to further education and working life. The pilot projects on the activities of responsible institutions of higher education are initiated in Metropolia University of Applied Sciences and the University of Jyväskylä, in January-February 2016. It is the objective of the activities of responsible institutions of higher education to expedite the access of those arriving in the country and those already in the country to studies in institutions of higher education, and to make it more fluent. The responsible institutions of higher education know the opportunities regarding degrees and continuing professional education in the area and the entire country, and are able to direct the people to correct educational tracks. The responsible institutions of higher education act in cooperation with the Finnish National Board of Education, the reception centres and the TE offices. It is the objective of the pilot activity to discover a model which could function on a national level and be applied to other institutions of higher education.
- 15 Student admissions for foreign-language training are developed, taking into account the possibilities of applicants with an immigrant background have of accessing institutions of higher education.
- 16 The Finnish National Board of Education will allocate additional resources to the work to recognise degrees due to the increasing inquiries, numbers of applications and the large workload required by the applications. The international models of identifying and recognition of the competence of immigrants will be explored in cases where the applicant cannot, for some reason, prove their competence with a certificate of a degree. National models and procedures for identifying and the recognition of professional competence acquired abroad will be developed.
- 17 The effect of the preparatory studies, offered in polytechnic universities, on the access to studies leading to a degree is investigated. During the assessment, special attention will be paid to the obstacles to the advancement to studies in an institution of higher education. Recommendations for the preparatory studies will be created based on the problematic areas identified during the investigation. The possibilities to use preparatory studies as integrated language studies during studies in an institution of higher education are investigated and discussed, when necessary. It must be ensured that the training provided by polytechnics is sufficient and comprehensive in each field. Language studies are increased within preparatory studies so that it becomes easier to continue one's studies in an institution of higher education. Institutes of higher education see to it that the preparatory studies for polytechnics will continue to serve as a route to university studies.
- 18 The training of interpreters and translators will be increased and reformed, the language selection will be expanded, if necessary, and continuing professional education is increased.
- 19 If a person participating in integration training has children under school-age, they must be offered a placement in early childhood education.

3.4 Access to vocational training and the national education agreement

A large proportion of adult immigrants, who have received a positive residence permit, require at least some measures to develop their vocational competence in order to enter the employment market. For some of them that demand can be met with, for example, parts of a degree, while some require the entire degree, and others require rather comprehensive supportive measures in order to promote their transition to the employment market. Sufficient Finnish or Swedish skills are generally a prerequisite for advancing in one's studies and finding employment.

Integration training, carried out as labour market training, can contain some sections with a vocational direction, in addition to guidance, language studies and work experience. Immigrants can apply for preparatory education for vocational training (VALMA) alongside integration training or after completing it. The objective of the training is to improve and expand the student's skills in the teaching language, to improve their studying abilities and to provide support for the transition to further studies, primarily to vocational upper secondary education and training. The training is suitable for the educational needs of immigrants and those who have received a positive decision on their residence permit, when they have already acquired some language skills during integration training or by other means.

Immigrants can directly move to completing a vocational qualification or parts of one, if there are sufficient prerequisites for it and they have passed the selection criteria for the training. There is now a possibility to complete studies to improve one's ability to study (opva) in connection with a vocational upper secondary education and training, and a vocational further education and training, completed as a competence-based qualification. The objective of the 'opva' studies is to enable the completion of a competence-based qualification also for those who have insufficient study skills or shortcomings in their skills regarding information technology or language skills. The course can take no more than six months and it can be divided into separate periods to be completed throughout one's studies.

The purpose of the reform of vocational education and training is to create and adopt a new study contract model, which enables flexible tracks to the promotion of learning at the workplace and the completion of a degree in a practical way. The model primarily utilises the current alternatives enabled by vocational education and training (Valma training, work-based training, apprenticeship training). The persons, appointed by the Minister to carry out the report, submit their proposals to the Ministry as an education contract model on 28th February 2016.

- 20 Preparatory education for vocational training and degree studies, intended for immigrants, particularly competence-based qualifications and the training to improve the students' study abilities, are increased. Preparatory education for vocational training is expanded to new organisers of education, when necessary.
- 21 Spring 2016 will see the start of pilot projects where the education contract model is developed to meet the needs of immigrants, in particular. The experiences received from the pilot projects is utilised in the reform of legislation relating to vocational training.

- 22 The pass proving a professionally competent person's ability to work is developed to meet the needs of immigrants.

3.5 The insufficient possibilities to improve Finnish/Swedish skills

In general upper secondary education, vocational training and institutions of higher education, language studies are mainly organised during the preparatory studies, before the actual degree studies. The possibilities to improve one's language skills during one's studies vary between different schools and institutions of higher education. The possibilities of those in working life to improve their language skills are low.

Not all immigrants reach a sufficient level of Finnish/Swedish even during early childhood education, pre-primary education and basic education. The right to early childhood education is often not used, although it would also be important in terms of learning the language.

Language skills corresponding to level A2.2. are required in preparatory education for vocational training. In order to move directly from preparatory education for vocational training to the training leading to a degree, and in order to advance in one's studies, language skills at the teaching language must correspond to level B1.1.

A student starting preparatory education for vocational training is generally required to have language skills in the teaching language, corresponding to level B.1.1.

- 23 The participation of children in early childhood education is promoted in order to ensure the development of their Finnish/Swedish skills, and their learning of Finnish/Swedish in early childhood education is supported. The organisation of early childhood education and/or pre-primary education, with an emphasis on language studies, is always attached to the integration plan of a family with children who are under school-age.
- 24 Club activities of early childhood education are already supported in the reception centres, and the promotion of open services of early childhood education is promoted in municipalities. The demands of the studies to be offered in reception centres are taken into account when recruiting counsellors for the reception centres.
- 25 The flexibility of the current requirement of language skills corresponding to level B1.1. for vocational training leading to a degree is enabled, because only a quarter of those who finish the integration training achieve this level. The Finnish/Swedish studies, carried out during the studies, and the support from a counsellor are promoted. Language studies are integrated into the rest of the studies and work-based studies.
- 26 The development of a student's language skills must be enabled at least to level B2.2. during preparatory studies for polytechnic education, in order to ensure that they are able to carry out studies in degree education after the preparatory studies. It must also be taken into account that the scope of the preparatory studies is such that the studies realistically promote the students' access to an institution of higher education.

- 27 The ability of institutions of higher education to offer teaching in Finnish and Swedish to their international students and immigrants is charted during spring 2016.
- 28 Institutions of higher education organise intensive courses in Finnish and Swedish to their foreign-language speaking students and asylum-seekers. The courses are also offered outside term time, and as day and evening classes.
- 29 Teachers' basic training must include sufficient preparatory studies relating to language-minded teaching. Continuing professional education is currently organised for teachers.
- 30 The opportunity of mothers to participate in language training must be promoted by organising the language training in such a way that while mothers participate in language training, early childhood education is organised for their children.
- 31 Information on digital teaching materials of Finnish and Swedish, used in independent study, is spread efficiently (i.a. kotisuomessa.fi). An adaptive study material/game is developed for language learning.

3.6. The demand for teachers and the scarcity of teachers with an immigrant background

The demand for teachers in the preparatory studies for basic education and Finnish and Swedish as a second language is growing due to the situation regarding the asylum-seekers. It should be noted that the situation regarding eligibility is already weaker in these teacher groups than for those in other teaching positions. The required increases for basic and continuing professional education are directed at kindergarten teachers, class teachers and special needs teachers, as well as teachers of Finnish and Swedish as a second language. The teaching of a student's own mother tongue and religion also increases the demand for teachers. The aforementioned demand for teachers can partially be met with fast, relatively short continuing professional education, and partially the situation requires the increase in the basic training of teachers.

The interim report on the functionality and effectiveness of the special competency training for immigrants (Specima) states that preparatory studies, competency training and training which grants students eligibility are also needed in the future. The implementation models must be based on the demands of working life and the prediction of the changes in the operational environment. The funding for the training should be continuous, as the annual applications for funding make long-term development work more difficult. Based on the interviews carried out in connection with the report, the employing effect of competency training has been low for those with an immigrant background. The obstacles for employment include the difficult situation in the labour market (60 %), prejudice among employers (33 %) and the shortcomings in one's own language skills (27 %).

- 32 The total amount of teachers of Finnish/Swedish as a second language and their eligibility situation, will be investigated. If the investigation reveals shortcomings, the volume of training and continuing professional education will be increased.

- 33 The prerequisites and resources for the teaching of a student's own mother tongue and religion will be investigated. The volume of training (<100 people) will be increased, if necessary, and the selection of languages and religions will be expanded. Possibilities for continuing professional education in these fields will be increased.
- 34 The Specima training is established and connected to the directing mechanism of institutions of higher education. The Specima competency training is needed for teachers' pedagogical studies, teaching Finnish and Swedish to those with an immigrant background, class teachers, subject teachers (i.a. teachers of the student's own religion and mother tongue), the personnel of early childhood education, guidance counsellors and the demands of vocational education and training.
- 35 The recruitment of teachers with an immigrant background is increased. This would reflect changes taking place in the operational environment as well as cultural diversity.

3.7 The scarcity of educational opportunities for stay-at-home mothers and others who have fallen outside education

Immigrants who are not clients of the TE services, such as stay-at-home mothers, may often remain outside the counselling and guidance services. Especially the transitional phases between different education or other service entities require good, personalised support. This must be developed as cooperation between the TE offices, municipalities and education organisers.

The mothers of small children often do not have time for sufficient or any training during the integration period. However, the language skills and social knowledge of mothers is also essential in order for their children to succeed at school.

- 36 The guidance of immigrant families will be reinforced as a part of the activities of family centres, included in the reform programme of the child and family services, provided by the Ministry of Social Affairs and Health. The family centres offer families and children an open meeting place, where the immigrants' awareness of the service system is promoted, by especially involving the mothers. In addition to other services, the family centres provide service counselling on early childhood education and education services of the municipality to families with an immigrant background. Necessary interpreting services can be organised for the family centres.
- 37 The possibilities to carry out basic education or parts of it, in a way suitable for the family's situation, will be improved.
- 38 The possibilities of liberal adult education will be utilised. The training vouchers of liberal adult education are directed to those with an immigrant background, so that they are encouraged to participate in the courses normally offered by liberal adult education.
- 39 Special study circles for stay-at-home mothers and the elderly will be organised within the sphere of library and culture services.
- 40 The counselling on education, job-search and career advice is reinforced as internet or phone services in the immigrants' mother tongue (TE customer service).

- 41 Volunteer work will be supported (i.a. Let's read together).
- 42 Language groups with a low threshold are created locally, in which immigrants can gather to study a language or culture together with native speakers, in connection with a hobby, for example. The groups can be built in connection to education, for example, or by utilising the third sector (e.g. mother-child group activities).

3.8 Cultural conflicts in educational institutions

The reception of new children, youths and adults into early childhood education, school community, educational institutions and society must also be taken into account from the perspective of the operational culture of the community. It is important that students commit to their studies and that their integration to the community of the educational institution is supported by any possible means.

The building of functional groups must be started right at the start of the studies, and it must be continued throughout one's studies. Continuing grouping reinforces the group's capacity, improves its atmosphere and increases the feeling of safety within the group. The same means of building a healthy community work for youths as well as adults. One model for group guidance, which has been seen and assessed to work, is Ryhmäilmiö by EHYT ry, which has been proven to increase peace during studies and improve interaction within a study group. Youth work, carried out in comprehensive schools, reinforces group dynamic and communality.

There are various good practices and tools, developed at different school levels in European cooperation as well as the youth sector, which support educational institutions and other organisations in encountering cultural diversity and i.a. the integration of international students.

- 43 In their activities, student unions at different school levels endeavour to increase the participation of students with an immigrant background in the activities of the educational institution/institution of higher education. Material which supports the activities will be produced.
- 44 Educational institutions/institutions of higher education promote the work of student unions, functioning tutor activities and youth work carried out in schools, and ensure that grouping takes place throughout the years of studying.
- 45 The basic training of the personnel in the field of care and education reinforces studies on multiculturalism as common studies to be included in a degree. Additional and continuing professional education will be organised for the personnel in the field of care and education. The availability of study and other material, which supports the work related to multiculturalism, is ensured.
- 46 Practices deemed to be good at reinforcing communality in an educational institution will be assembled by initiating a shared forum for cooperation between student organisations, student unions, the Ministry of Education and Culture and education organisers. The possibilities to participate online will also be ensured.

- 47 Organisation in international mobility and co-operation, CIMO, will assemble good practices, developed in the Erasmus+ programme and the preceding EU project period, for the benefit of educational institutions and actors in the youth sector during the spring of 2016. Educational institutions and the actors in the youth sector will continue to be supported in the utilisation of the new funding possibilities of the Erasmus+ programme.

3.9 Dialogue between different religious communities

Religious communities may hold great significance in the promotion of the integration of asylum-seekers. Religious communities that have integrated into Finnish society can build bridges between cultures, religions and different sections of the population. They can offer communal experiences to asylum-seekers and reinforce their possibilities of managing everyday life in a new environment in various ways.

Due to the situation regarding asylum-seekers, especially the number of Muslims will grow in Finland. Islamic communities often function on very small resources, so the situation creates great challenges for the communities. A dialogue between religions can counteract religious and cultural confrontations. There are established structures for a dialogue between the leaders of the largest religious communities in Finland, i.a. the Uskot forum. However, a lack of resources has hindered the expansion and summarising of the dialogue. More grass-roots dialogue is also needed.

- 48 A new state subsidy, to support the dialogue between religions, will be opened for application.

3.10 The low participation of immigrants in leisure activities

Art and culture activities increase interaction and intercultural dialogue, counteracting possible conflicts. Asylum seekers and other immigrants require more reciprocal interaction with Finns and possibilities to learn about the customs and culture of the Finns already at an early stage. Children's culture provides children and youths with possibilities for play, hobbies and intercultural dialogue. By using the means of art and culture, we can lower the asylum-seekers' threshold to participate in Finnish society faster. Immigrants require more functional routes to expressing themselves and to meaningful leisure outside reception centres and educational institutions. Culture and art offer versatile means for self-expression and inclusive activities, especially when their language skills are limited.

Sports and youth work play a significant role in the integration of immigrants and supporting their communality. Youth work and sport can offer meaningful activities and encounters with the mainstream population in a flexible way, also for asylum-seekers and immigrants who have fallen outside education and working life. Organisations, sports and youth work also play an important role in supporting the language learning and studies of young asylum-seekers, as well as in peer activities, carried out also by the immigrants' own associations. Youth work carried out in schools can support the group dynamic and participation of immigrant youths.

- 49 The array of art and culture services, offered to asylum-seekers and immigrants by art institutes and other actors in the field of art and culture, is supported.
- 50 Communal and creative leisure activities, related to different art forms, which supports the encounters between people that is needed for integration, provides shared activities and acquaints immigrants with Finnish culture, are increased.
- 51 Availability of literature in one's own language should be ensured, as well as the possibility to tell one's own story in one's own language.
- 52 The personnel of youth workshops and youth workers of the municipalities are offered additional training for encountering youths from different backgrounds, in cooperation with educational institutions and institutions of higher education, which offer education in the youth sector. Operational material for stimulus activities is also developed in order to expedite integration.
- 53 One of the points of emphasis in the assistance of national youth centres will be, for a fixed term, how well they offer directed activities particularly to asylum-seeker youths and/or, more generally, to immigrant youths.
- 54 The Ministry of Education and Culture supports the complete set of procedures created by the Avartti Foundation, which promotes the integration of immigrant youths in cooperation with institutes of liberal adult education. Avartti is an international recreational programme for 14 to 24 year olds, and it is well suited for the goal-oriented work carried out with immigrant youths. The programme can utilise old hobbies or start new ones. In Avartti, the participant develops and tests their skills, and sets their own goals in order to only compete with themselves. National projects which activate asylum-seeker youths will also be supported.
- 55 The Ministry of Education and Culture directs funding related to equal sports especially to group sports for women and girls, and groups which are most difficult to reach. By means of a separate subsidy, the Regional State Administrative Agencies support the creation and development of sports activities promoting the emotional and physical well-being of the asylum-seekers.
- 56 During the government term, the Ministry of Education and Culture will support the equality work of the organisations.

4 Economic effects/financial implications

Finland's weak economic situation and the balancing of the public economy set tight conditions for the education policy, which promotes the integration of immigrants. In recent years, the measures adjusting public finances have been significantly directed at education. New procedures have little financial room to manoeuvre. Due to this, the increases in state subsidies for the education of immigrants must be carried out by mainly redirecting funding within the framework. This requires the verification of cooperation throughout the administration, and the reform of the educational services directed to immigrants to make them more efficient and effective.

The following analyses the cost-related effects of the procedures presented in this memorandum. The analysis has not taken into account the need for increased subsidies caused by the growing number of students in early childhood education or basic education, or the support required for the studies of foreign-language speaking students studying their own mother tongue or Finnish/Swedish as a second language or the support required for their teaching. The Ministry of Education and Culture has prepared a separate presentation on the increased subsidies, to be taken into account in the preparations for the plan for public economy for 2017-2020. The presentation does not contain the needs for subsidies, caused by the increased volume of integration training, about which the Ministry of Employment and the Economy has prepared a separate presentation to be taken into account in the preparations for the plan for public economy.

The education of the youth arriving in the country at the final stage of basic education and people exceeding the age of compulsory education

The cost effects of the reform of the adult basic education have been estimated in 2014. The reform was estimated to be carried out in the context of the current resources. The cost effects relating to the changes in subsistence were estimated to be approximately 3.8 million euros. Moving the teaching of reading and writing skills to the administrative sector of education and culture has already been taken into account in the plan for public economy. However, the growth in immigration increases the number of students in adult basic education and also affects the costs. The estimate of the increase in the number of students will be defined during spring 2016.

Will be defined later

Traumatised pupils and students, the insufficiency of the student health care and support

Can be carried out with present resources.

Expediting the educational tracks

Lowering the boundaries between integration training and other education enables the education of growing numbers of immigrants without significant additional costs.

The costs caused by the increased training for interpreters and translators will be defined during spring 2016.

The development of the services regarding the identification and recognition of competence, and the procedures by which to define the necessary additional studies and direct people quickly to training that is suitable for them.

Will be defined regarding the interpreter and translation training, 2 million euros 2016–2020

Access to vocational training and the national education agreement

Meeting the growing demand for the education of immigrants and support measures.

8.8 million euros in 2017, and 11 million euros starting in 2018

The possibilities to complement Finnish/Swedish skills

Lowering the boundaries between integration training and other education makes it possible to direct resources in a more suitable manner than before, also towards the complementing of one's language skills during one's studies.

Demand for teachers and teachers with an immigrant background

The basic training and continuing professional education of teachers, and competency training of those who completed teacher's training in their home country

2.4 million euros in 2017,
3.2 million euros in 2018,
3.6 million euros in 2019 and 2020

The education of stay-at-home mothers and others who have fallen outside education

See 'expediting educational tracks'

Mutual cultural integration, dialogue between religions

The development and spreading of procedures supporting the educational tracks of immigrant students; procedures promoting the integration into Finnish culture and society in the sector of culture and sports; the promotion of the capacity of asylum-seeker youths and active citizenship, and the good ethnic relations between different population groups

4.2 million euros/y in 2017-2020

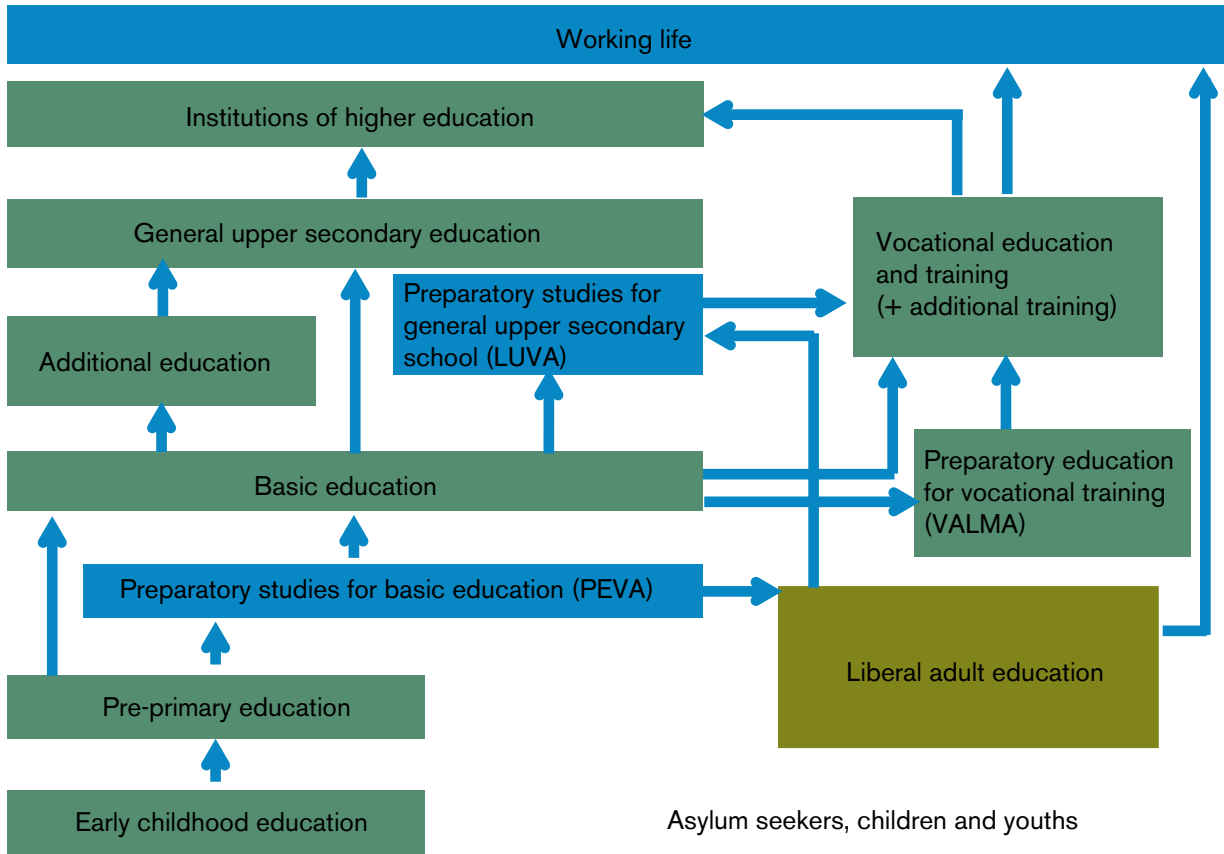
The additional costs of the presentations during the budget planning period

	2017	2018	2019	2020
Youths exceeding the age of compulsory education	will be defined			
Traumatized, student welfare and support	with present resources			
Expediting educational tracks	will be defined	2,0	2,0	2,0
Access to vocational education and training, and support	8,8	11,0	11,0	11,0
Complementing one's Finnish/Swedish skills				
Cultural integration	4,2	4,2	4,2	4,2
Teachers and those with an immigrant background	2,4	3,2	3,6	3,6
Total	17,4	20,4	20,8	20,8

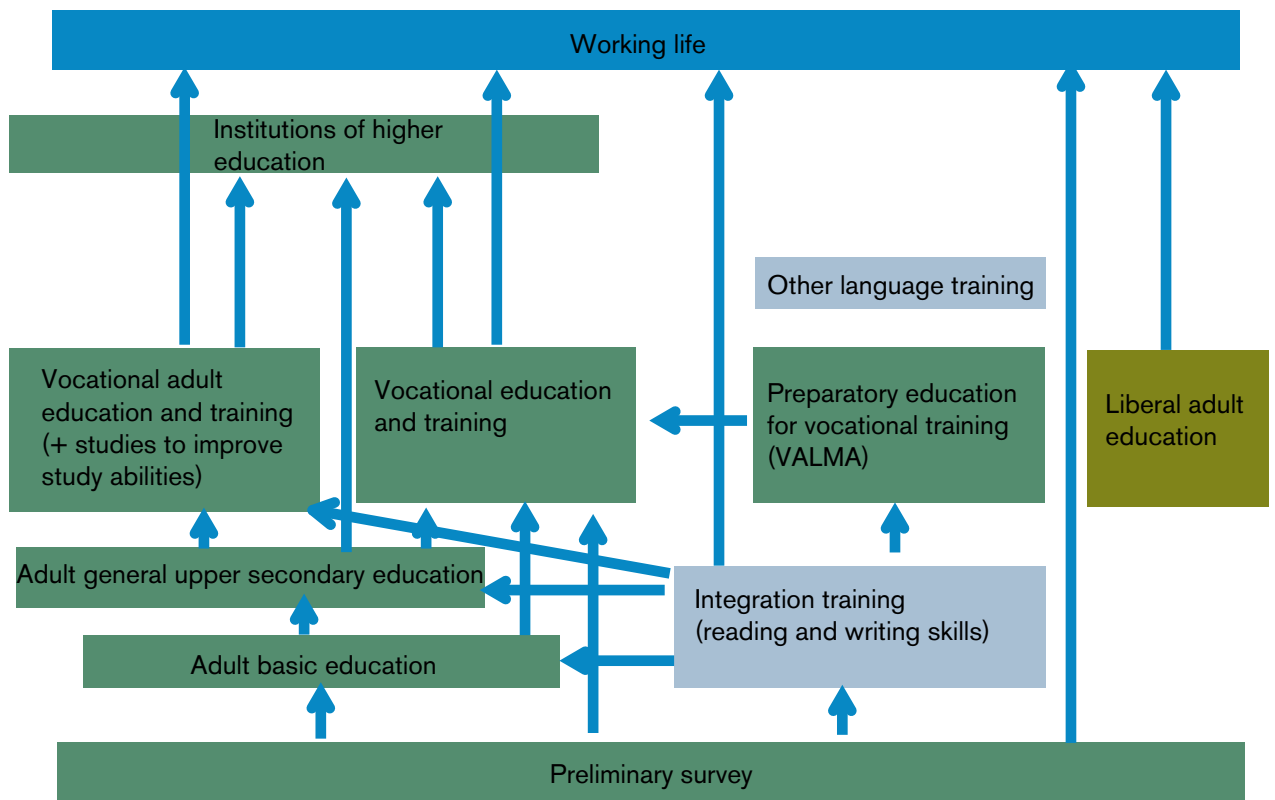
Other funding possibilities

The funding options from Erasmus+ and other EU sources to fund the problematic areas raised in this memorandum will be investigated.

Appendix 1. The educational tracks of asylum seeker children and youths



Appendix 2. The educational tracks of adult asylum seekers



Asylum seekers, adult

Appendix 3. The separate subsidies directed at the education of immigrants will be allocated in the budget for 2016

A total of approximately 100 million euros in subsidies has been allocated to the education of immigrants in the main budget category of the Ministry of Education and Culture.

The subsidies clearly allocated to the education of immigrants are as follows:

29.10.30 The central government transfer and subsidy to local government for the operating costs of general education

Preparatory studies for basic education (75,588,000 e)

The teaching of Finnish/Swedish as a second language in basic education and the teaching of one's own mother tongue (11,975,000 e)

Preparatory studies for general upper secondary education (2,500,000 e)

29.20.30 The central government transfers to local government and aids for the running costs of vocational upper secondary education

Preparatory education for vocational training (estimate approx. 6,300,000 e)

29.30.20 Personnel training for the education sector and some other costs

The training of a support group for teaching or education personnel with an immigrant background (1,500,000 e)

The education of foreigners living in Finland (100,000 e)

29.30.21 The development of adult education

The development of the education of immigrants (190,000 e)

29.30.30 A central government transfer to local government for the operating costs of institutions of liberal adult education

A training voucher subsidy for training in folk high schools and adult education centres to develop the study and language skills of immigrant youths (2,000,000 e)

29.40.55 A central government transfer to local government for the operation of polytechnics

Preparatory studies for immigrants (an estimate approx. 310,000 e)

Additionally, integration training based on the act promoting integration (1396/2010) can be organised as self-motivated training if an official from a TE office or the municipality has approved it as a part of the integration plan, in which case the training is funded with the central government transfer to local government intended for the training in question. The costs for training of this kind, for example in the field of liberal adult education, were estimated at approximately 6.5 million euros in 2014.

Also the subsidies of moment 29.80.52 (the funds from Veikkaus and Finland's Slot Machine Association for the promotion of arts) will be allocated to the immigrants.



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