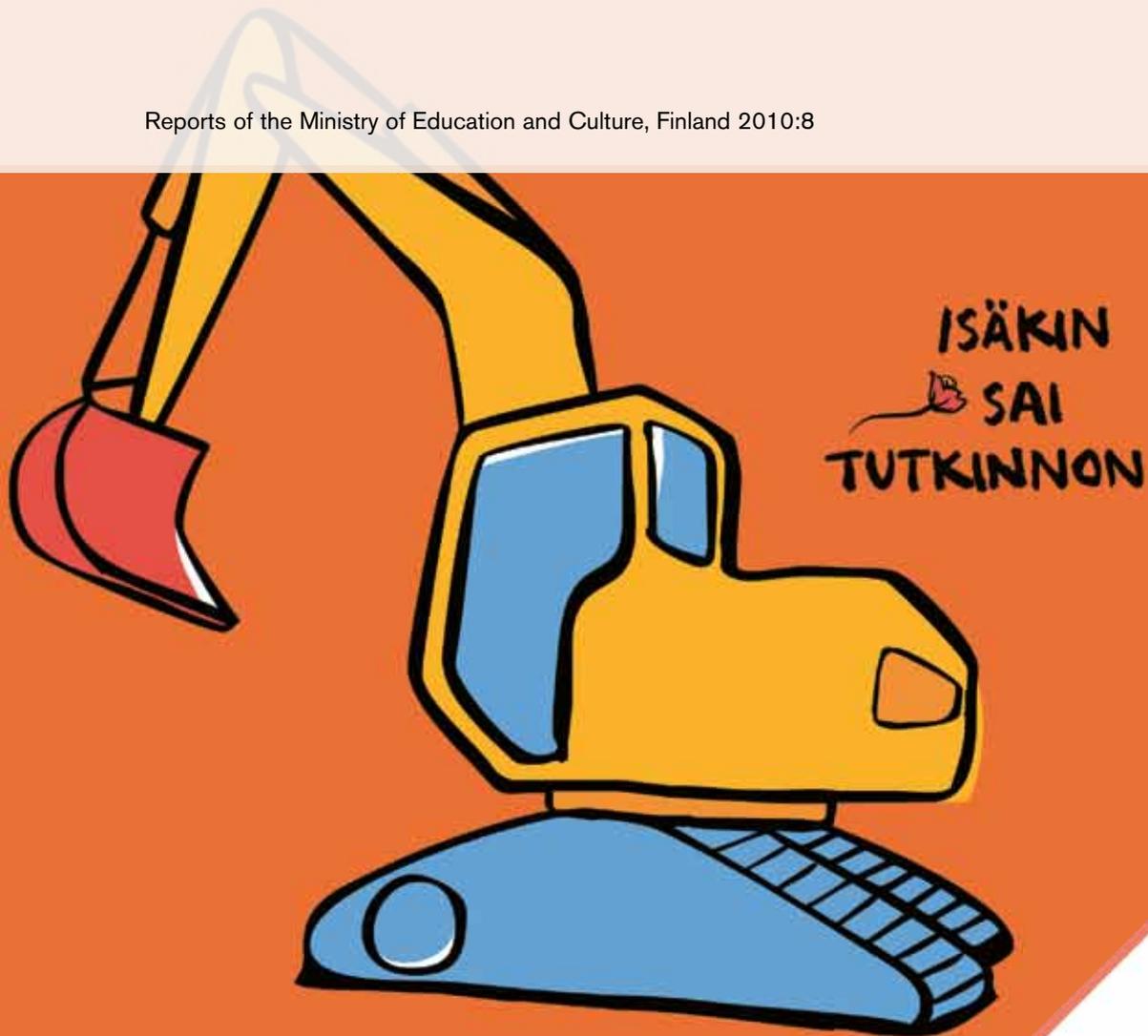


# Noste Programme 2003–2009

Final report

Reports of the Ministry of Education and Culture, Finland 2010:8



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## Final Report

Reports of the Ministry of Education and Culture, Finland 2010:8

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## Summary

### Description of the Noste Programme

The Noste Programme was implemented in 2003–2009 to raise the level of education among adults. Objectives included to strengthen the participation in working life and career development of adults who only have basic education, to reduce the labour shortage resulting from the retirement of the post-war generation, and to improve the employment rate.

The objectives were pursued by promoting entry into education of the Programme's target group through the dissemination of information and outreach activities, improving the target group's access to regularly financed vocational education and training, increasing, through special funding, the number of available study places in vocational education and training and computer driving license training, as well as increasing support measures in general and vocational education and training through special funding.

In accordance with the Noste Decree, the following could be completed under the Programme: vocational upper secondary qualifications, vocational qualifications and specialist vocational qualifications and their parts, computer driving licences and modules, and since 2007 knowledge work examinations, as well as unfinished comprehensive school and upper secondary school education. The Programme was intended for 30-59-year-olds, although 25-year-olds and above were also eligible for completing comprehensive school education. The Programme was primarily targeted at the working population.

The quantitative target was to reach approximately 10 per cent of the target group coming within the sphere of the studies.

Noste funding was primarily granted to local and provincial projects that promoted entry into education, education and examinations as well as related support measures. In addition to these, the Programme involved a national project supporting outreach activities. Pursuant to the Noste Decrees, the Programme was to be implemented through tripartite cooperation on several levels. Education providers were required to participate in workplace-specific implementation of the education in cooperation with employers and employees.

Apart from examination fees, the studies were free of charge for students.

State Provincial Offices granted a total of EUR 124.5 million in discretionary government transfers for regional projects.

## Students reached and qualifications

In 2003–2009, a total of 25,680 Noste students began their specially funded studies and qualifications. The relative proportion of Noste students is approximately 7.3% of the total target group of 350,626 persons at the start of the Programme. Regionally, the differences in reaching the target group varied from 3.9 per cent to 12.4 per cent.

The report data have been compiled since 2002 on the participation of the basic education group and age group corresponding to the Noste group in adult education leading to a qualification, funded by a statutory government contribution, and labour administration funding, as well as in general upper secondary studies. This way, it could be demonstrated that the participation of the Noste group in vocational adult education leading to a qualification actually increased, rather than was merely transferred to another form of funding.

In 2003–2009, a total of 19,540 qualifications and partial qualifications, including computer driving licences and modules, were completed. Approximately 61% of all completed qualifications were completed in full. Noste-funded studies that began in 2009 will continue through other forms of funding in 2010, and qualifications will also be completed subsequent to the Noste Programme period.

## Other impacts

Long-term follow-up and evaluation as shown that the effects of the Noste Programme were considerably more widespread and diverse than the Programme's quantitative targets. Graduates and workplace representatives thought that their professional competence and work motivation had increased because of the studies. Also, their self-esteem and sense of security in working life were seen to have improved, although qualifications did not usually lead to new jobs, positions or a pay rise.

The Noste Programme challenged education providers to create new operating models for adult education; outreach activities were developed to motivate the part of the population that was least interested in participating in education. In the context of adult education, outreach activities motivated and succeeded in reaching a much larger audience than solely the Noste group. Outreach activities implemented in companies opened up new and deepened existing business partnerships. According to the follow-up, the best and most successful studies in terms of student volumes arose as a result of tripartite cooperation, where both the employer and employee were committed to the education process. At its best, extensive networks during the Programme created new operating cultures among education providers as well.

The less-educated adult group clearly highlighted the importance of personalising studies, *strengthening learning skills, guidance and support measures*. During the Programme, teachers became increasingly aware of inadequate learning skills among adults, and several educational institutions adopted, for example, screening methods for dyslexia and focused on strengthening learning skills.

During the Programme, a large number of adult education institutions made improvements in assessing the educational needs also of less-educated staff at workplaces, and were better able to reach and include the less-educated adult population in studies and provide opportunities for these groups to complete their qualifications.

## Tiivistelmä

### Noste-ohjelman kuvaus

Vuosina 2003–2009 toteutetun aikuisten koulutustason kohottamisohjelman, Noste-ohjelman, tarkoituksena oli parantaa enintään perusasteen tutkinnon suorittaneiden aikuisten työelämässä pysymistä ja urakehitystä, lieventää suurten ikäluokkien eläkkeelle siirtymisen aiheuttamaa työvoimavaajausta ja vaikuttaa työllisyysasteeseen.

Tavoitteisiin pyrittiin edistämällä ohjelman piiriin kuuluvien henkilöiden hakeutumista koulutukseen tiedotuksella ja hakevalla toiminnalla, parantamalla heidän mahdollisuuksiaan päästä tavanomaisesti rahoitettuun ammatilliseen koulutukseen, lisäämällä erityisrahoituksella heille tarjolla olevia ammatillisen koulutuksen ja tietotekniikan ajokorttikoulutuksen opiskelijapaikkoja sekä lisäämällä erityisrahoituksella heille tarjolla olevia opiskelun tukitoimia yleissivistävässä ja ammatillisessa koulutuksessa.

Noste-asetuksen mukaan ohjelmassa voitiin suorittaa ammatillisia perustutkintoja, ammattitutkintoja ja erikoisammattitutkintoja ja niiden osia, tietokoneen ajokortteja ja niiden osia, vuodesta 2007 lähtien myös tietotyötutkintoja, ja lisäksi viedä kesken jääneet peruskoulu- ja lukio-opinnot loppuun. Ikärajoina kohderyhmällä oli 30–59 vuotta, paitsi peruskoulun loppuun suorittajilla alikärajana oli 25 vuotta. Ohjelma kohdistui pääasiassa työssäkäyviin.

Määrällisenä tavoitteena oli saavuttaa koulutuksen piiriin noin 10 % kohderyhmästä. Heidän opintoihin hakeutumistaan ja opiskeluun motivoitumistaan edistettiin hakevalla toiminnalla. Sillä tarkoitettiin toimintaa, jossa ohjelman piiriin kuuluvia henkilöitä pyrittiin tavoittamaan heidän tavanomaisissa elämänympäristöissään, useimmiten työpaikoilla.

Noste-rahoitusta myönnettiin ensisijaisesti paikallisiin ja maakunnallisiin hankkeisiin, joissa järjestettiin sekä opintoihin hakeutumista edistäviä toimia, koulutusta ja tutkintotilaisuuksia että opiskelun tukitoimia. Näiden lisäksi ohjelmaan sisältyi yksi valtakunnallinen SAK:n koordinoima hakevaan toimintaan painottunut hanke. Noste-asetuksissa edellytettiin ohjelman toteuttamisessa kolmikantayhteistyötä useilla tasoilla. Koulutuksen järjestäjien edellytettiin toimivan koulutuksen työpaikkakohtaisessa toteuttamisessa yhteistyössä työnantajan ja työntekijöiden kanssa.

Koulutus oli maksutonta opiskelijoille tutkintomaksuja lukuun ottamatta. Lääninhallitukset myönsivät alueensa hankkeille valtionavustukset, joiden kokonaissumma oli 124,5 milj. euroa.

### Tavoitetut opiskelijat ja tutkinnot

Vuosina 2003–2009 ohjelman piirissä aloitti yhteensä 25 680 Noste-opiskelijaa erityisrahoitettuja opintoja ja tutkintoja. Tavoitettu Noste-opiskelijoiden suhteellinen osuus on keskimäärin 7,3 % koko kohderyhmästä, jonka koko ohjelman alkaessa oli

350 626 henkilöä. Maakunnalliset erot Noste-ryhmän tavoittamisessa vaihtelivat 3,9 prosentista 12,4 prosenttiin. Kanta-Häme ja Pohjois-Savo pääsivät yli tavoitteeksi asetetun 10 prosentin kohderyhmästä ja Päijät-Häme sekä Pohjois-Karjala ylsivät liki tavoitteeseen.

Raportissa on koottu tietoja aina vuodesta 2002 alkaen Noste-ryhmää vastaavan pohjakoulutus- ja ikäryhmän osallistumisesta myös valtionosuusrahoitteiseen ja työvoimahallinnon rahoittamaan tutkintoon valmistavaan aikuiskoulutukseen sekä lukio-opintoihin. Näin pystyttiin osoittamaan, että Noste-ryhmän osallistuminen tutkintoon valmistavaan ammatilliseen aikuiskoulutukseen todellisuudessa kasvoi eikä siirtynyt vain toiseen rahoitusmuotoon.

Tutkintoja ja osatutkintoja, mukaan luettuna kaikki tietokoneen ajokorttitutkinnot sekä niiden osat, suoritettiin vuosien 2003–2009 aikana yhteensä 19 540. Kokonaisten tutkintojen osuus oli noin 61 % kaikista suorituksista. Noste-rahoituksella vuonna 2009 aloitettuja koulutuksia jatkuu vielä vuonna 2010 muilla rahoitusmuodoilla ja tutkintoja suoritetaan Noste-ohjelmakauden päättymisen jälkeen.

### Muut vaikutukset

Monivuotinen seuranta- ja arviointitutkimus osoitti, että Noste-ohjelman vaikutukset olivat määrällisiä tavoitteita huomattavasti laajemmat ja moniulotteisemmat. Tutkinnon suorittaneet ja työnantajien edustajat arvioivat ammatillisen osaamisen ja työmotivaation kasvaneen koulutuksen ansiosta. Noste-ryhmän itsetunnon ja turvallisuuden tunteen työelämässä arviointiin myös parantuneen, vaikka tutkinnon saavuttaminen ei säännönmukaisesti merkinnyt uutta tehtävää, asemaa tai palkan nousua.

Noste-ohjelma haastoi koulutuksen järjestäjät luomaan uudenlaisia toimintamalleja aikuiskoulutukseen; kehitettiin *hakevaa toimintaa*, jonka avulla pystyttiin motivoimaan koulutukseen heikommin innostuvaa väestön osaa. Hakevalla toiminnalla oli Noste-ryhmää laajempi merkitys aikuiskoulutukseen motivaattorina, sillä sen avulla tavoitettiin runsaasti muitakin aikuisia opiskeluun. *Yrityksiin jalkautuva hakeva toiminta* avasi uusia ja syvensi vanhoja yritysysteistyösuhteita. Seurantatutkimusten mukaan useimmiten parhaimmat ja opiskelijamäärässä mitattuna tuloksellisimmat koulutukset syntyivät Noste-ohjelmassa kolmikantayhteistyön tuloksena. Näissä sekä työnantaja että työntekijä sitoutuivat koulutusprosessiin. Parhaimmillaan Noste-ohjelman aikainen laaja *verkostotyö* loi uutta toimintakulttuuria myös koulutuksen järjestäjien kesken.

Matalan pohjakoulutuksen aikuisryhmä nosti selkeästi esiin tarpeen panostaa opiskelun henkilökohtaistamiseen, *oppimisvalmiuksien vahvistamiseen, ohjaukseen ja tukitoimenpiteisiin*. Noste-ohjelman aikana kouluttajat alkoivat tiedostaa laajemmin puutteet aikuisten opiskelunvalmiuksissa ja useat oppilaitokset ottivat käyttöönsä mm. luki-vaikeuksien seulontamenetelmiä ja kouluttajat panostivat oppimisvalmiuksien vahvistamiseen.

Laajassa osassa aikuiskoulutusta järjestäviä oppilaitoksia kehittyi Noste-ohjelman vuosina valmius jäsentää työpaikoilla myös vähän koulutetun henkilöstön koulutustarpeita, tavoittaa ja vastaanottaa entistä paremmin vähän koulutettua aikuisväestöä koulutukseen sekä järjestää heille mahdollisuuksia tutkintojen suorittamiseen.

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# 1 Background

## 1.1 Adult Education and training in Finland

Adult education and training is designed to provide study opportunities for adults. It encompasses self-motivated education, staff training and labour market training. The Ministry of Education and Culture is responsible for self-motivated education, the Ministry of Employment and the Economy for labour market training and employers for staff training.

An average of 12 per cent of the Ministry of Education and Culture's main title of expenditure is allocated to adult education. Of this total, about 40 per cent is allocated to vocational adult education and training and apprenticeship training, one fourth goes to adult education provided by higher education institutions, a fifth to liberal adult education, and about 5 per cent to developing adult education and continuing education for teaching staff.

Some 800 educational institutions provide further and continuing education of varying duration, non-degree studies, as well as education leading to a qualification. Learning mostly takes place in working life and through informal studies using networks, libraries and other learning environments.

Educational establishments arrange education and training intended for adults at all levels of the education system. It may lead to qualifications or relate to general self-development. Efforts have been

made to make the provision as flexible as possible in order to enable adults to study alongside work.

Adults can study for general education certificates and take the matriculation examination. In vocational training, there are competence-based qualifications specifically intended for adults.

In higher education, adults can study in separate adult education programmes offered by polytechnics. In universities there are no specific programmes for mature students, who study in the same groups with young people.

Adult education and training also includes staff-development and other training provided or purchased by employers.

Labour market training is financed by the labour administration and mainly intended for unemployed persons and those aged 20 or over who are threatened by unemployment.

More than 1.7 million citizens participate in different types of adult education each year. More than half of this number is made up of the working age population. The aim is for the annual share of the working age population participating in education to reach 60 per cent by 2012. To achieve this figure, the participation base needs to be expanded and the study opportunities of the population groups who participate the least must be improved. The goal is to increase the study opportunities of people with no vocational education and training or whose education is outdated,

entrepreneurs, the staff of small and medium-sized enterprises, immigrants and people aged over 55.

The Finnish educational system is presented in the Figure in Appendix 1.

## 1.2 Background to the Noste programme

Considerable investments were made into improving the competence of the least-educated individuals under the Noste Programme in 2003–2009. A great deal was expected of the Programme. The Programme was expected to promote equality, reduce the forecasted labour shortage and raise the employment rate. Special measures adopted under the Programme were expected to lower the threshold of the least-educated individuals to participate in education. At the same time, it was expected that the results of the Programme could be used to develop adult education in general.

Finnish education policy has focused on the least educated population groups even before the launch of the Noste Programme. In 1997, the Lifelong Learning Committee discussed the level of education of the least educated population. In 1998–2003, Finland participated in a thematic review of adult education under the direction of the OECD. According to the Finnish review, which was completed in 2001, the OECD review group was largely in line with the policies of the Lifelong Learning Committee. According to the report, the situation of the least-educated group was deteriorating on the labour market, as highly educated young people continue to enter the market. The report considered motivating less-privileged groups into education and creating incentive procedures as future challenges for educational policy.

The proposals of the **Parliamentary Adult Education and Training Committee**, established at the initiative of the Parliament as recently as 2001, had adequate political weight to facilitate the necessary changes. According to the Committee's proposal, the educational level of adults with a low basic education could be increased through an action plan implemented in 2003–2007, which, in light of the urgency of the target and extent of the

target group, would require additional resources.

The general objectives of the Noste Programme and policies for implementing the concept were defined in the report of the Parliamentary Adult Education and Training Committee.

The aim to improve participation in employment and career development of less-educated individuals was justified by the so-called preparation committee, especially from the viewpoint of equality. "Education has become an increasingly important prerequisite in the workplace and in society in general. An adequate level of education creates opportunities to find a place on the labour market and prevents unemployment. It strengthens the employees' ability to develop in their work and participate in necessary further education, as well as improves mobility on the labour market. For adults in employment, completing a post-basic education qualification has enhanced their position on the labour market and created a foundation for updating their skills in the context of work or through further education. Additionally, for nearly two decades, five out of six young people entering the labour market have had a post-basic education qualification, so the competitive position of individuals with no more than a basic education has continued to weaken."

**The Incomes Policy Agreement** for 2001–2002 already referred to the inadequate basic educational level of the middle-aged population, while the Incomes Policy Agreement for 2003–2004 actually supported the programme for raising the educational level. In addition, the subsequent Incomes Policy Agreement for 2005–2007 demanded additional resources for adult education.

According to Prime Minister Matti Vanhanen's **Government Programme** (24 June 2003), adult education was to be developed on the basis of the proposals of the Parliamentary Adult Education and Training Committee.

The implementation of the Noste Programme was ensured, since an appropriation was secured in the Government budget for the Programme for 2003–2007, the use of which was steered by annually issued decrees.

## 2 An overview of the Programme

The Noste Programme was implemented in 2003–2009 to raise the level of education among adults. Its objectives included to strengthen the participation in working life and career development of adults with no more than basic education, to reduce the labour shortage resulting from the retirement of the post-war generation, and to improve the employment rate.

The objectives of the Noste Programme were pursued by:

- promoting access to education among persons within the framework of the programme through the dissemination of information and other outreach activities<sup>1</sup> (targeting special funding for promoting access to education)
- improving their access to regularly financed vocational education and training, and
- increasing, through special funding, the number of available study places in vocational education and training and IT, as well as
- increasing the support measures available in general education and vocational education and training through special funding.

### Education and training offered by the Programme

In accordance with the Noste Decree, the following education and training could be completed in the Programme: vocational upper secondary qualifications, vocational qualifications and specialist vocational qualifications and their parts, computer driving licences and modules, as well as unfinished studies of comprehensive schools and upper secondary schools.

### Age limits

The minimum age limit of 30 years made it clear that the Programme was specifically designed for adults. People who had not finished their basic education were exceptions. Since their position on the labour market is considered to be particularly difficult, the minimum age limit for completing basic education was specified as 25 years. The maximum age limit was initially set at 54 years, but was raised to 59 years during the Programme's second year.

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<sup>1</sup> Outreach activities aim to increase people's awareness of opportunities to take a qualification as well as training opportunities, and to generate interest in developing one's own skills. The main way of achieving this is through practical implementation of activities outside educational institutions. If the working population is the focus of outreach activities, these are targeted at individuals via the workplace. Outreach activities mainly take place through personal interaction and they involve the same kinds of elements as in the provision of information, counselling, consulting and guidance. Outreach activities can also be a part of more extensive development and service activities aimed at work communities in adult education and training.

### **Labour market position of the participants**

According to the Noste Decree, the Programme was mainly to be targeted at those in work. However, the Programme was open to everyone falling within its scope regardless of their labour market position. Unemployed persons were able to participate, although their educational opportunities were mainly addressed through labour policy adult education.

### **Quantitative targets**

The goal for the number of participants was confirmed in the annual budgets. The overall target was to ensure 39,100 participated in the studies, which is equivalent to 10% of the target group.

### **Measures to promote entering education**

According to research, individuals who have no more than basic education displayed less interest than average in education, were more likely to consider studies to be of no benefit and to fear failure, and required more support than average in their studies. As a result, their entry into and motivation to participate in education should be supported through special measures.

According to the Noste Decree, funding for the Programme could be used for outreach activities, the dissemination of information and guidance as well as other activities for promoting entry into education.

### **Free tuition**

The annual general instructions for the Noste Programme informed Noste funding applicants on the acceptable costs. According to the instructions, no other tuition fees could be charged apart from the statutory examination fee for participating in a competence-based qualification.

### **Support measures for studies**

The Noste Decree states that funding could be used for studies that improve learning skills and for practical studies, student guidance, personalisation of

studies, and other measures that support education. Noste funding could also be used for supporting education leading to a vocational qualification, funded by a statutory government contribution (regular form of funding), and for supporting the basic education syllabus as well as for completing unfinished upper secondary education.

### **Regional cooperation among educational institutions**

In accordance with the Noste Decree, Programme funding was primarily granted to regional projects that promoted entry into education, training and examinations as well as related support measures.

### **Tripartite cooperation**

According to the Noste Decrees, the Programme was to be implemented through tripartite cooperation on several levels. Education providers were required to participate in the workplace-specific implementation of the studies in cooperation with employers and employees. The Noste Programme was especially intended to raise the standard of education of those in work. Hence, the Programme had to be planned and implemented in cooperation with the employment sector.

## 3 Administration of the Noste Programme

On 24 January 2003, the Ministry of Education and Culture appointed a steering group for the programme for raising the level of education among adults, and its aim was to steer the Programme's implementation, monitoring, evaluation and research activities. The steering group was chaired by Counsellor of Education Jorma Ahola from the Ministry of Education and Culture, and members included representatives from employment sector organisations, regional administration and the Ministry of Labour. Marja Pakaste from the State Provincial Office of Southern Finland acted as the Programme's project manager and national coordinator.

The State Provincial Offices granted discretionary government transfers for projects of educational institutions in each region by virtue of the Act on Discretionary Government Transfers (688/2001) and the Noste Decrees issued by the Government on an annual basis, and steered the implementation of the Noste Programme.

On a regional and local level, one of the educational communities from the network of educational institutions was responsible for the project's coordination and administration. Each project had its own steering group, which comprised representatives of the participating educational institutions, employment sector organisations and labour administration.

## 4 Funding for raising the level of education among adults

The primary form of funding for training provided to the Programme's target groups constituted normal, core funding for adult education. Secondary funding included discretionary government transfers granted by the State Provincial Offices. Which totalled EUR 124.5 million in 2003–2007.

The appropriations constituted three-year deferrable appropriations. The last appropriations for implementing the Noste Programme were reserved in the budget for 2007. These could be used until the end of 2009, when the remaining studies funded by Noste appropriations ended.

The discretionary government transfer was allocated annually to the State Provincial Offices according to the Noste target group's proportional share in each province.

The average cost for Noste-funded student days are equivalent to the expenditure of other adult education.

Programme implementation was also supported through funding reserved for coordination, dissemination of information and other development (EUR 1,653,000), research funding (EUR 911,000) and funding for arranging national and regional training events (EUR 740,000).

## 5 Noste projects

There were a total of 68 Noste projects (7 in Swedish) at the start of the Programme in 2003. By 2007, some projects had been merged and the total number was 59, six of these being in Swedish (Table 1). The projects were mainly regional and provincial multidisciplinary network projects. Extensive provincial projects involved 20–30 educational institutions that represented several education providers.

One of the projects was a national project for outreach activities coordinated and headed by the Central Organisation of Finnish Trade Unions SAK.

**Table 1.** Number of Noste projects by province

Province	Finnish-speaking	Swedish-speaking
Southern Finland	17	3
Western Finland	16	3
Eastern Finland	7	-
Oulu	9	-
Lapland	4	-
<i>Total</i>	53	6

## 6 Dissemination of information

The selected communications strategy was a multi-level and open dissemination of information implemented centrally on a national, regional and local level. The Programme's image was created through national communication promoting general awareness of the Programme. A coherent image was created using a logo, identifying colour (orange) and brochures, slogans and posters for different target groups (Noste students, employers). Information and outreach activities on the practical provision of education took place on a regional and local level, making use of national communication materials. Centrally produced Nostetta magazines disseminated information on best practices. The website [www.noste-ohjelma.fi](http://www.noste-ohjelma.fi) aimed to enhance the Programme's visibility among all groups; the target group, employment sector and education providers. The media were updated annually. In addition, adverts and accounts by students were posted in regional newspapers. In 2006, the input of outreach activities were promoted through the Noste Road Show and Pulpettikammo campaign.

**Noste Road Show** was a new form of outreach activities targeted at the Noste group. During the tour between 5 September and 13 October 2006, an American truck with the Noste logo and adverts for the Pulpettikammo campaign toured around Finland visiting 28 Noste programme areas and 44 localities. The communications, guidance and events that took place during the tour were the responsibility of

the regional Noste projects. Over a hundred media articles were produced about the tour. Adverts for the Pulpettikammo campaign supporting the tour were published in a number of national as well as 50 provincial newspapers. The campaign was also supported through radio advertising, which aired the Noste theme tune.

The Noste Programme was also involved in a number of exhibitions, seminars and fairs.

## 7 Training project participants and disseminating best practices

### 7.1 Seminars and training events

The launch of the Noste Programme was boosted through events during the Adult Learner's Week in 2003. The largest of these events was arranged at Finlandia Hall, Helsinki on 6 October.

Training and seminars were arranged centrally for project participants on an annual basis, partly in cooperation with vocational teacher education colleges. The purpose of the training events arranged in 2004–2005 was to enhance the pedagogical skills of education providers in reaching and training less-educated adults. In 2005, the Programme's networks were supported through provincial seminars. In 2006, positive experiences from the implementation of the Programme were shared at seminars and through guided benchmarking. The dissemination of the Noste Programme's promising was continued in 2007–2008 in regional seminars.

In addition, the Ministry of Education and Culture granted funding for arranging regional and local training events. The funding was intended for developing cooperation between educational institutions and the employment sector, creating and supporting a mutual partnership network between education providers, and enhancing the skills of education staff in guiding and arranging training for less-educated adults.

The Noste programme's promising practices was continued in 2007–2008 in regional seminars.

Recognition was also given at the seminar to the Noste Programme participants and partners, whose involvement was marked by commitment, encouragement and success. A certificate of honour signed by the Ministry of Education and Culture was received by a total of 29 persons, including education providers, project managers, workplace representatives, work communities and so-called competence pilots.

Publications on best practices (List of references) were compiled during 2006–2009 for educators and the employment sector. The publications were coordinated by a project manager in cooperation with researchers and project leaders.

## 8 Arranging follow-up and evaluation

Follow-up and evaluation of the Noste Programme are carried out using several different sources.

The development of the number of students studying with special funding for the Noste Programme was monitored using the OPTI database (National Board of Education).

The development of the number of Noste target group students in education leading to a qualification funded by a statutory government contribution, labour market training aiming for a qualification, and upper secondary schools, was monitored in light of the educational statistics of Statistics Finland.

Qualitative evaluation and monitoring of the Programme were conducted with the help of commissioned studies at the University of Tampere and the University of Joensuu. Research activities carried out almost throughout the Programme period were focused on outreach activities, educational and study guidance, support measures, learning at work, regional networks of education providers and the impact of education. The research reports have been included in the list of references. In addition, a publication assessing the effects of the Noste Programme was produced mainly in cooperation among researchers.

## 9 Noste Programme implementation through education funded by discretionary government transfers

### 9.1 New students and student years

During the Noste Programme in 2003–2009, a total of 25,680 students began their specially funded education, the share of Swedish-speaking students being 878 (3.4%).

In examining the result, it is important to keep in mind the total of 66,000 Noste students

(education in total at educational institutions and apprenticeship training, Statistics Finland<sup>2</sup>) in addition to the afore-mentioned figure, in education and training funded by a statutory government contribution (Chapter 10).

Table 2 shows the annual development of student numbers in 2003–2009.

**Table 2.** Noste students in 2003–2009 and share of new students in Swedish-speaking education, apprenticeship training and computer driving license training. Opti 22 February 2010

Year	New students with Noste funding	Share of Swedish-speakers of new students		Share of new students in apprenticeship training		Share of new students in computer driving license training	
		N	%	N	%	N	%
2003	1 616	49	3,0	-	-	839	51,9
2004	5 227	172	3,3	247	4,7	2 304	44,1
2005	5 528	268	4,8	381	6,9	2 177	39,4
2006	4 974	168	3,4	373	7,5	1 695	34,1
2007	4 860	144	3,0	231	4,8	1 585	32,6
2008	2 436	57	2,3	88	3,6	878	36,0
2009	1 039	20	1,9	25	2,4	411	39,6
<i>Total</i>	25 680	878	3,4	1 345	5,2	9 889	38,5

<sup>2</sup> The statistics on students of Statistics Finland were compiled on 20 September as cross-sectional statistics and they may include the same students in several years, whereas in the Noste Programme statistics were compiled on students new to the training. In this way, statistics on the same students were compiled in several instances only when they started their studies for both a vocational qualification and for computer driving license training.

The table in Appendix 2 indicates the number of new students in specially funded Noste training by province and field of education in 2003–2009.

The relative proportion of Noste students is approximately 7.3% of the total target group, which was 350,626 persons at the start of the Programme. The table in Appendix 3 shows the provincial differences in reaching the Noste group. The proportional shares in reaching the target group vary between 3.9 per cent and 12.4 per cent. Kanta-Häme and Northern Savo exceeded their goal of 10 per cent of the target group, while Päijät-Häme and North Karelia came close to their target.

### Student years

Alongside the number of new students, the scope of the studies needs to be examined. This has been described as student years. Noste-funded studies totalled 12,000 student years in 2003-2009 in Finland as a whole.

This makes it possible to estimate the average duration of Noste studies as approximately six months. Table 3 shows the number of student years for each province.

The scope of Noste studies varies considerably between each province depending on its size and number and structure of the population; from 180 student years in Central Ostrobothnia to 3,339 student years in the Uusimaa province. After Uusimaa, the studies were most extensive in Southwest Finland (1,150 student years), Northern Ostrobothnia (656 student years) and Päijät-Häme (595 student years).

Appendix 4 shows student years by province and field of education, while Figure 1 indicates the distribution of student years by field of education.

The highest number of student years was completed in the field of Social services, health and sport (25%). This was followed by Technology, communication and sport (20%), Tourism, catering and domestic services (19%) and Social science, business and administration (14%). The share of computer driving licenses was 11%.

### 9.1.1 Apprenticeship training

Apprenticeship training was included under Noste funding in the Programme's second year in 2004, although its share never became particularly

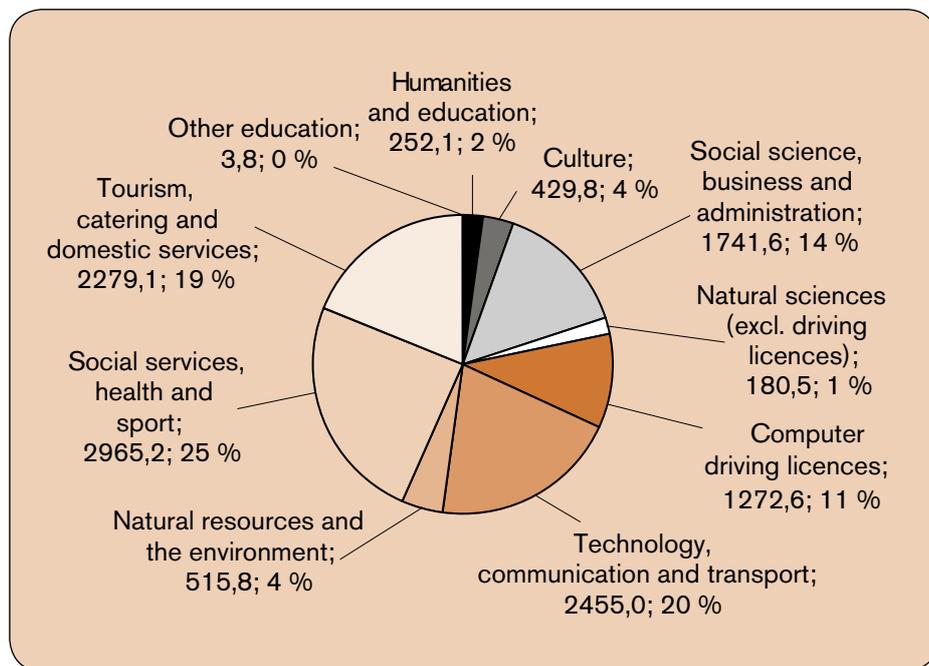


Figure 1. Distribution of completed student years by field of education. 1,2095.5 student years in total. Opti 26 February 2010

significant throughout the Programme. 1,345 students (5.2%) (Table 2) began apprenticeship training with Noste funding. At the same time, a considerable number of adults within the Noste group participated in apprenticeship training funded by a statutory government contribution (normal funding) (Chapter 10).

### 9.1.2 IT training

9,889 students, 38.5% of new students (Table 2), took part in computer driving license training.

The share of computer driving license training has been considerable throughout the Programme and especially during the first year (Figure 2). Computer driving license training was intended to increase learning skills and lower the threshold for completing a vocational qualification.

### 9.1.3 Distribution by age

Three out of four new students were 40 years of age or over, and 35% 50 years of age or over. (Figure 3). 50–54-year-olds formed the largest age group.

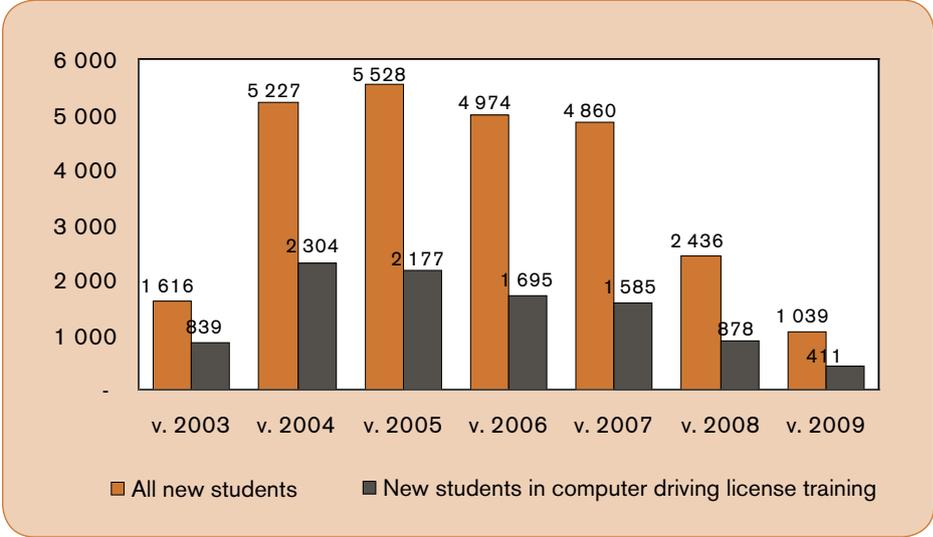


Figure 2. Number of new Noste students and share of new students in computer driving license training per year. Opti 19 April 2010

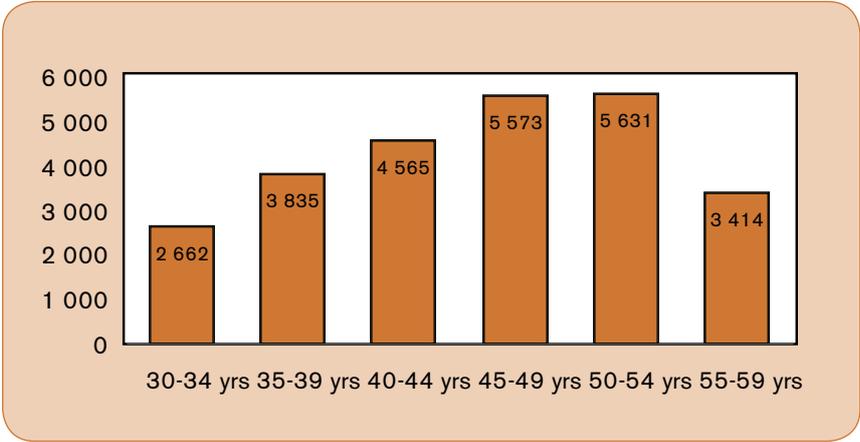


Figure 3. New Noste students by age group. Opti 19 April 2010

### 9.1.4 Distribution by gender

The number of women, unemployed persons and entrepreneurs in Noste studies has only been calculated since 2005 (Table 3).

The share of women and men in Noste studies in 2005–2009 was relatively even. The share of women was approximately 53% and men 47% (Table 3 and Figure 4). The year 2005 was different, as the share of new male students in Noste studies rose to approximately 59%.

According to the National Adult Education Survey 2006<sup>3</sup> (Statistics Finland), 41% of the women and 35% of the men in the Noste target group took part in adult education. An upper

secondary qualification as the educational level was linked to an increased likelihood to participate in adult education; 67% of women and 53% of men took part in adult education.

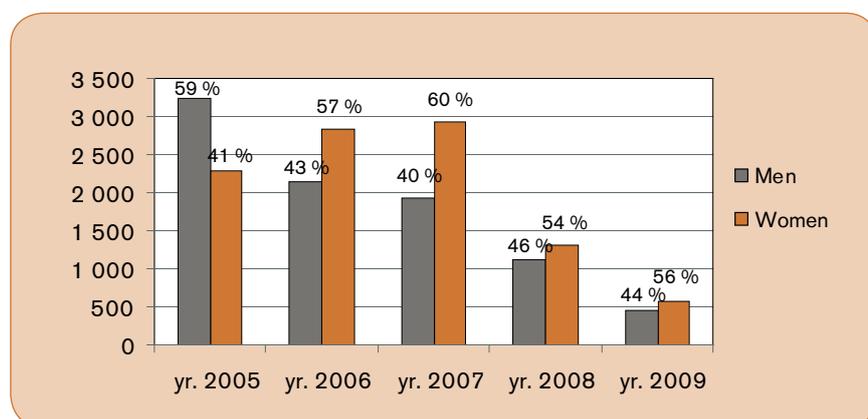
### 9.1.5 Unemployed

The average share of unemployed students was under 10% (Table 3). However, the share of the unemployed rose gradually during the Programme to 14% of new students in 2009. It is important to note that approximately 25,000 unemployed adults within the Noste target group participated in labour market training at the same time (Statistics Finland).<sup>2</sup>

**Table 3.** Noste students, share of women, unemployed persons and entrepreneurs in 2005–2009. Opti 22 February 2010

Year	New students	Women		Unemployed		Entrepreneurs	
		N	%	N	%	N	%
2005	5 528	2 291	41,4	251	4,5	148	2,7
2006	4 974	2 837	57,0	465	9,3	249	5,0
2007	4 860	2 940	60,5	606	12,5	193	4,0
2008	2 436	1 306	53,6	277	11,4	110	4,5
2009	1 039	582	56,0	147	14,1	68	6,5
<i>Total</i>	18 837	9 956	52,9	1 746	9,3	768	4,1

Data on the share of women, unemployed persons and entrepreneurs compiled since 2005.



**Figure 4.** New Noste students in 2005-2009 by gender. Opti 22 February 2010

<sup>3</sup> All training courses and seminars that lasted at least 6 hours have been included as adult education and training.

### 9.1.6 Entrepreneurs

The share of entrepreneurs was approximately 4.1% of new Noste students (Table 3.). Their share rose slightly during the last year to 6.5% of all new students.

## 9.2 Completed qualifications and partial qualifications

A total of 19,540 qualifications and partial qualifications, including all computer driving licences and modules, were completed during 2003–2009 (Appendix 2). The share of qualifications completed in full was some 61% of all completed qualifications. Studies started with Noste funding in 2009 will continue in 2010 with other forms of funding, and qualifications will continue to be completed after the end of the Noste Programme period. There are a total of 150 Noste students of this type. The number of computer driving licences and partial qualifications was 8,368, which is 42% of all qualifications. In other words, the vocational qualifications and their parts totalled 58% of all qualifications. Their proportional distribution by field of education is presented in Figure 5.

After computer driving licenses, the largest number of qualifications (19%) arose in the educational field of Technology, communication and transport. The share of Social services, health and sport was 13% and Tourism, catering and domestic services 12%. These were followed by Social science, business and administration at 7%.

Of all vocational qualifications completed in 2003–2009 (totalling 11,172), the vocational qualification in institutional cleaning was clearly the most popular among Noste students. 1,310 vocational qualifications and 439 partial qualifications in institutional cleaning were completed during the Noste Programme. The Specialist Qualification in Forestry was the most popular specialist vocational qualification, with a total of 88 qualifications and 65 partial qualifications.

### 9.3 Completing studies

The Table in Appendix 2 shows the proportional number of qualifications and partial qualifications compared to the number of new students according to the field of education. These percentages serve as a rough estimation for the level of activity at which qualifications have been completed in different fields of education. It is important to remember

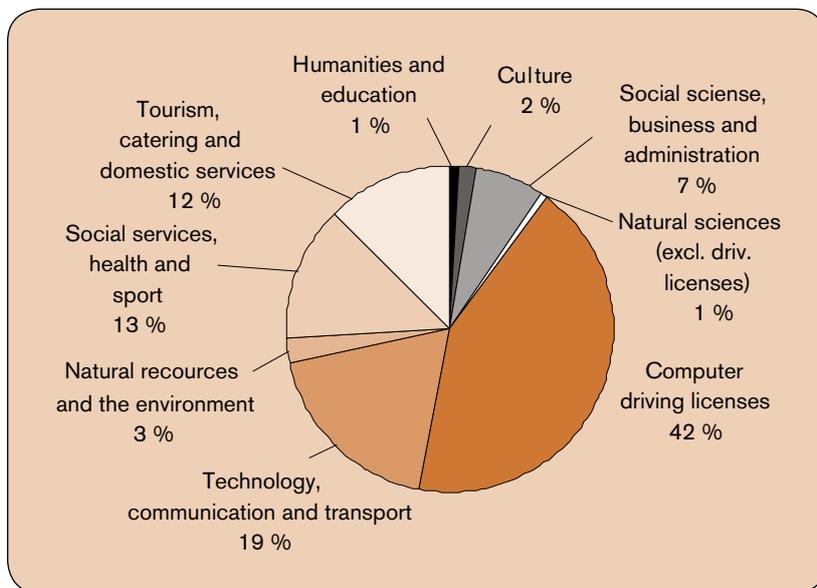


Figure 5. Qualifications and partial qualifications completed in 2003–2009 by field of education. Opti 3 March 2010

that a fairly small proportion of students have two qualifications; in addition to a computer driving license, they also have a vocational qualification. This trend is evident in the figures for the Province of Lapland, where the number of qualifications exceeds the number of students. As mentioned above, approximately 150 students began their studies with Noste Programme funding, but will continue to complete their qualifications with other funding. Taking the above factors into account, it can be estimated that approximately 76–77% of all new students completed a qualification or partial qualification.

Information on the number of dropouts among Noste students has been compiled since 2005. The figures must be viewed critically, as the criteria for registering studies as unfinished most probably varied according to each project. In 2009, the share of dropouts exceeded 10% for the first time, reaching 13.9% (Table 4). The ratio for dropping out of studies has been calculated as the percentage of notified dropouts compared to the number of new students in the previous year.

**Table 4.** Number of dropouts among Noste students in 2005–2009. Opti 6 April 2010

Year	Number of dropouts	New students in previous year	% New students in previous year
2005	358	5 227	6,8 %
2006	522	5 528	9,4 %
2007	492	4 974	9,9 %
2008	420	4 860	8,6 %
2009	482	2 436 + 1 039*	13,9 %

\* New students in 2008 and 2009

## 9.4 Targeting Noste discretionary government transfers for different measures

The proportion of outreach activities of paid subsidies was approximately 18%. During the Programme's first year in 2003, the focus of activities and funding were on outreach activities and their development, but the priority shifted increasingly towards training in the subsequent years. Project coordination and administration were also covered by the funding for outreach activities, increasing its funding contribution. Actual outreach activities involved arranging information events, practical activities with businesses and workplaces, extensive studies of educational needs at workplaces, face-to-face discussions with and guidance for the target group, preparing materials, communications, newspaper advertising, various campaigns, such as the Noste Road Show, and participation at fairs.

The share of funding for studies and related support measures was 79%.

According to estimates by project managers, the share of guidance and support measures required for personalisation was about 10% of the cost of a student day. In some cases, the share could rise to as much as 30-40%.

Discretionary government transfers have been targeted at vocational education and training funded by a statutory government contribution as well as support measures for comprehensive and upper secondary schools. The share of this funding was approximately 3% of the total funding.

175 students were provided support measures for completing their studies at comprehensive schools, and almost the same number of individuals received support for completing their upper secondary education. Remedial teaching was provided to 2,003 students in normally funded vocational education and training.

## 10 Noste target group in vocational education and training leading to a qualification funded by a statutory government contribution, and labour market training aiming for a qualification, as well as in general upper secondary education, in 2002–2008

To examine the outcomes of the Noste Programme, it is important to know how many 30–59-year-olds without a qualification after basic education participated in education leading to a qualification before and during the Noste Programme. As a result, student data on vocational education and training funded by a statutory government contribution, labour market training and upper secondary schools have been compiled for 2002–2008. Table 5 summarises the trend in the total number of students corresponding to the Noste group during 2002–2008 in upper secondary education funded by statutory government contribution, including upper secondary schools and labour market training aiming for a qualification.

The total number of students corresponding to the Noste group in the afore-mentioned education and training rose significantly between 2002 and 2008. The share of students within the Noste group was 5,826 higher in 2008 than at the start in 2002.

The number of students within the Noste group has increased in all forms of education with the exception of general upper secondary schools. Growth has been particularly strong in labour market training and apprenticeship training, while the number of adults in the Noste group studying at upper secondary schools has significantly decreased.

**Table 5.** Noste group in upper secondary vocational education and training funded by a statutory government contribution, qualification-targeted labour market training and general upper secondary schools in 2002–2008 (Statistics Finland)<sup>2</sup>

	2002	2003	2004	2005	2006	2007	2008
Vocational education and training leading to a qualification at educational institutions	4,654	5,112	4,676	5,352	5,305	5,117	5,413
Apprenticeship training leading to a qualification	5,467	4,898	5,315	5,374	5,512	6,480	7,447
Labour market training aiming for a qualification	750	508	3,737	3,923	4,350	4,408	4,525
General upper secondary school	1,182	915	828	684	584	521	494
<i>Total</i>	12,053	11,433	14,556	15,333	15,751	16,526	17,879

# 11 Assessing the impact of the Noste Programme

## 11.1 Student numbers

The quantitative target was not reached, but the achieved number of students is of a good level in terms of the challenging target group, especially in light of the international field of adult education... We can conclude that accurate, tailor-made education for the target group, tripartite cooperation and the best forms of outreach activities, face-to-face interaction as well as practical involvement with companies reap good quantitative results.

(J. Tossavainen and H. Laukkanen, 2009)

The target group of less-educated individuals was a challenge for the Noste Programme. The quantitative results were also strongly affected by the fact that Noste studies lead to a qualification, making the decision to participate more difficult than in the case of shorter training courses. It is also important to note that the Programme took place during a time of economic growth, when companies were mainly interested in production. This had an adverse effect on the opportunities and willingness of companies to arrange training.

In addition, the quantitative targets were based on a presumption that qualifications would be of a shorter duration than was actually the case. In many cases, the education and training arranged for the Noste group were lengthy, the average duration being six months. This is partly explained by the

students' need for support and desire to participate in contact teaching. As a result, the assessment needs to consider both the number of new students and the duration of studies. The combined effect of these two elements is measured as student years.

Approximately 7.3% of the original size of the Noste target group was reached during the Programme. Participation among the Noste group actually grew during the Programme, rather than being merely transferred to discretionary government transfers. This was indicated by the simultaneous growth in education funded by a statutory government contribution and labour market training, which the outreach activities of the Noste Programme undoubtedly affected.

The Programme succeeded in reaching 30-59-year old males, which can perhaps be described as the most challenging adult group. The distribution by gender was generally rather even (women 53%, men 47%).

According to the experiences of students, the threshold for participating in the education was particularly lowered in particular by the Programme's outreach activities, free tuition, the provision of new fields of education, expansion in the local educational offering and the possibility to study while working. In addition, the support of families and other close communities, employers, trade unions and competence pilots was seen as valuable.

Some of the provinces succeeded in attaining and even exceeding the quantitative targets, while a few

never managed to get the activities off the ground. The Noste group in some provinces was more active than average in accessing education funded by a statutory government contribution and labour market training aiming for a qualification, which partly explains its weaker participation in Noste-funded education. In addition, the lengthy duration of the education reduced the number of students admitted to the education.

The professional skills, personal characteristics and networks of project leaders as well as the attitudes and support of the management of educational institutions were important factors explaining the differences in the regions.

## 11.2 Completing qualifications and other impacts

More than half of the completed qualifications were vocational qualifications and partial qualifications. 61% of all the qualifications taken were complete vocational qualifications and computer driving licenses. The Noste group seems to have the completion of the qualification as its general aim. This aim is highlighted by an estimated 76–77% of new students completing a qualification or part of one.

Dropping out of the education was caused by similar reasons as in adult education in general, such as reasons relating to personal issues and changes in life situations. In general, Noste students gave positive feedback on the education. For most of the Programme period, the share of dropouts among Noste students remained under 10%. A rise in the number of dropouts in the final year is explained by an increase in unemployment, which was also likely to have affected Noste students. This resulted in students transferring from Noste studies to labour market training, which was registered as dropping out of the studies.

Long-term follow-up and evaluation show that the effects of the Noste Programme were considerably more widespread and diverse than the Programme's quantitative targets. Graduates and workplace representatives thought that their professional

competence and work motivation had increased because of the studies. In addition, their self-esteem and sense of security in working life were seen to have improved, although the qualifications did not usually lead to new jobs, positions or a pay rise.

## 11.3 Proportion and importance of outreach activities

“The outreach activities of the Noste Programme have significantly boosted the different ways of arranging adult education, although reaching the actual Noste target group and motivating it to study have been particular challenges. However, the activities have generated a large number of participants in vocational studies funded by a statutory government contribution, and in continuing education and training.”<sup>4</sup> (T. Kosonen and A. Luukkainen. 2008).

Assessments of outreach activities, workplace cooperation, guidance and support measures as well as networking are mainly based on evaluations carried out by researchers and regional project managers. Operating methods based on direct interaction became the most important form of outreach activities. The use of outreach activities became more widespread each year, with increasingly large numbers trusting in their impact. In general, workplaces and businesses served as environments for outreach activities. A rising number of skills needs assessments were conducted for companies each year, and the actors believed that this operating method would expand in the future, too.

“In addition to campaigns, outreach activities were carried out in day-to-day operations in working communities. Teachers were allocated time for company visits. Practical activities with companies resulted in several large-scale skills assessments of staff at the level of the work community and individual level, in cooperation with employers and employees. The practical activities were carried out by providing information on available funding options and finding the best solution for the needs of both the employee and employer.” (Nostevoimaa, Final Report 2010).

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<sup>4</sup> The direct quotes at the start of chapters are from project managers and trainers.

As a result of the learning process, outreach activities were profiled over the years as a separate form of activity, which involved steering and guidance.

“In many cases, face-to-face discussions and interaction were seen as successful methods of outreach activities. The discussions allowed educators to clarify what adult education actually is today. In the first joint meeting, sensitivity to the hopes and needs of the individual as well as assessing their current competence level and study alternatives are important” (Nostetta Pohjois-Karjalaan, Final Report 2009)

On average, project managers and other coordinators spent less than 10% of their work time on outreach activities. However, a number of respondents said they spent a quarter of half of their work time on the activities (T. Kosonen and A. Luukkainen, 2008).

In addition, the ‘Osaava pärjää’ project carried out by SAK focused on outreach activities. During the project, nearly 600 peer support persons were trained for workplaces and information was provided on the opportunities of the Programme in the context of the workplace. Competence pilots provided support for skills, motivation for studies, guidance and information within work communities as voluntary workers without pay. In some Noste projects, information disseminated by competence pilots and shop stewards has been considered to be vital in terms of launching the studies. According to experiences gained from Noste projects, the best, and usually most successful studies in terms of student numbers, came about as a result of tripartite cooperation (H. Laukkanen, 2008), where both employers and employees were committed to the educational process. However, interaction between the Noste project and competence pilot was often found to be problematic. A new operating method would require continuous development for finding suitable cooperation models.

Outreach activities motivated the part of the population that is least willing to participate in education as a result of their basic educational level, age and gender. In addition, the impact of outreach activities has surpassed the Noste Programme itself in motivating individuals to participate in adult education.

According to follow-up research, the common features of effective outreach activities include direct, personal contacts, consideration for personal needs and wishes, diversity and a multi-channel approach, peer activities and paying attention to regional characteristics, as well as the competence, enthusiasm and will of implementers.

## 11.4 Noste and working life

Cooperation with the employment sector and workplace organisations formed the basis for Noste activities. Tripartite planning created good opportunities for the target group to participate in education. Joint planning was also intended to ensure the employer’s support in the workplace and to facilitate flexible study arrangements. According to researchers (K. Hulkari, T. Kosonen and J. Tossavainen, 2009), cooperation between vocational education and training and the workplace were the most influential factor in terms of the Programme’s effectiveness. The best way to include less-educated adults is through employment, and their study motivation is strongly linked to work. Concerns over succeeding in working life and ensuring a position on the labour market were major incentives for participating in adult education.

The early stages of the Programme were still steered by operating models that were strongly linked to educational institutions, although the development of workplace partnerships began relatively soon. Resources for outreach activities formed the economic basis for the development. Effective and developing workplace relationships were typical features of successful Noste projects. The number of business contacts grew, but the key element was the changes in the operating methods as they became better coordinated in terms of the needs of the target group and the employment sector. The experience of educational institutions was that they could keep better track of educational needs in the workplace because of direct, natural contacts with the workplace, employees and union representatives (H. Laukkanen, 2008).

From the viewpoint of educational institutions, workplace-oriented studies had to be arranged

in a way that allowed increasing flexibility in the arrangement of qualifications. The provision of training shifted from educational institutions to the workplace, and efforts were made to coordinate timetables with the variations in production. Workplace needs were taken into account in updating the content of studies, through the implemented needs assessments, for example. During the Noste Programme, workplace cooperation shifted from traditional company visits towards developing the competence of companies, where the objectives of the individual, organisation and qualification requirements are coordinated in a way that serves all the parties.

Researchers consider that the Programme succeeded in strengthening cooperation between the workplace and educational institutions, although development needs still exist.

### **11.5 Guidance, personalisation and support measures**

Steering and guidance services were centralised in several projects so that educational guidance was provided according to a one-stop-shop principle. Another alternative was to implement guidance close to the customer, whereby each educational institution in the region provided guidance on the educational offering relating to the project.

Adults often have difficulties in study routines and practices, which creates additional work especially at the beginning of studies. In addition to providing information on studies, encouraging and motivating the target group is important during the application stage. Noste students require more support and guidance than average, which teachers think may be linked to inadequate study skills, fears and learning difficulties. Insecurities relating to personal skills led to a need for more encouragement and support than average.

In many educational institutions, the application stage involved clarifying the applicants' study motivation and learning styles, as well as their linguistic and sometimes mathematical skills. Various forms of support were adopted during the Noste Programme, including remedial tuition, practical

studies, additional time for drawing up personal study plans and personal guidance. Some of the students were offered a 'soft landing' to studying and a chance to gradually get used to learning routines. For some adults, computer driving license training serves as a first step, providing useful basic skills for subsequent studies that lead to a vocational qualification.

In some projects, part of the guidance and even entire educational processes had been transferred to the workplace. Support measures also included supporting the language studies of immigrants and trial examinations for individuals with a phobia of examinations. Study circles were arranged by educational institutions to support studies. These met after the school day to complete unfinished assignments and courses with the guidance of a student counsellor or teacher. Study circles were also used for peer guidance without a teacher.

Skills and courses in learning to learn were arranged in the context of several projects.

Teachers became increasingly aware of inadequate study skills during the Programme.

### **11.6 Partnership networks**

The Noste Decree required education providers to form joint networks and cooperate with workplace and employment union representatives. In the context of the Programme, the purpose of the networks of educational institutions was to improve the level of service and customer orientation of adult education. The networks were mainly based on the principle of regional proximity, where regional or provincial educational institutions signed a cooperation agreement as a basis for implementing and funding the Noste Programme. According to assessments, the projects arranged in the form of partnership networks produced more diverse education, student counselling, outreach activities and joint communication.

Partnership networks with trade union representatives were a new form of networking in Noste projects. Cooperation was carried out with local trade unions, shop stewards and local organisations as, for example, steering group cooperation.

A common objective and commitment, mutual trust and the structure and coordination of the network were crucial for the progress of Noste networks (K. Hulkari, 2007). The extent of the project network was not directly linked to the effectiveness and profitability of the project. The sharing of information, increased know-how, producing innovation and the development of customer- and workplace-orientation brought added value to the network. During the Programme, participants became increasingly aware of adult education, each other's activities and different operating cultures.

The project networks were unable to achieve their potential capacity in areas where the operating environment had a number of conflicting interests or ongoing organisational changes affecting the educational institution. At its best, extensive network cooperation during the Programme resulted in more diverse education, social capital and new innovations. The development activities were interactive, collective and promoted the sharing of information, and promising practices were distributed between project network participants (K. Hulkari & S. Mahlamäki-Kultanen, 2009).

### 11.7 Noste heritage

"Adult education as a whole has taken off, and likewise awareness of adult education has increased significantly."  
(K. Hulkari, 2007. Verkostojen lupaus)

According to researchers, the Noste Programme has played its part in making the participation model of adult education more equal. Long-term project work and a successful outcome have made teachers more aware of study alternatives for the less-educated part of the population. Also, the trust of adult educators in their own pedagogical skills seems to have strengthened as a result of challenging, yet successful experiences.

In addition to education and qualifications arranged for the target group, the Noste Programme provided an opportunity to develop adult education. Noste funding and operating models have enabled the development of flexible and customer-oriented

adult education. Trainers have gained experience in recognising and validating previous learning, and personalisation has become rooted in practice. In addition to students, the business and employment sector was increasingly seen as a customer of adult education. Noste training carried out alongside working provided skills in clarifying and listening to the needs of both employers and employees in planning and implementing the education.

During the Programme, a shift from an orientation focused on the offering towards demand and needs has taken place within adult education. The experiences are likely to create useful qualitative changes that will lead to a much wider cultural shift in adult education than the Programme itself. The significance of the impacts depends on the extent to which the activities have been linked to the overall task of the educational institution. According to the results of a questionnaire, outreach activities in particular have become rooted in the practices of educational institutions, and this trend was likely to continue also in the future. Future plans of educational institutions also include workplace cooperation, skills needs assessments and practical activities between the workplace and potential students.

The Programme provided new dimensions to the conventional role of trainers, which challenge adult educators to expand and specialise their know-how. Outreach activities gave teachers a new type of content and focus area to their work. Workplace cooperation, which was strongly linked to outreach activities, expanded the role of educators from being a traditional teacher and study guide towards a skills development consultant. The new role has required negotiation skills, understanding and new competence in developing the operating environment of the workplace. The need to change the job descriptions of educators also challenges them to make changes, which, according to the follow-up, has not always been easy.

In some educational institutions, the structures for implementing the education and the institution's operating culture prevented them from perceiving and fully benefiting from the development opportunities during the Programme period.

Developing the practices and operating culture of educational institutions is likely to continue and broaden even after the Programme has ended. This is evident in a number of final reports for projects, including the following excerpt:

“Noste projects have undoubtedly played a vital part in shaking up our adult education system as well as in developing new operating models and cooperation between workplaces and educational institutions. We will continue to pay particular attention to improving the educational opportunities of the aging and uneducated population also in the future in planning and implementing educational arrangements.” (Koulutuskaruselli project in the Oulu region. Final Report, 2009)

The education and research development programme for 2007–2012 creates a foundation for establishing the best practices of the Noste Programme. It states that *“The best practices created during the Noste Programme will be expanded as operating methods for adult education as a whole”*. The best practices have also been included in the proposals of the AKKU steering group, which was appointed for the general reform of vocationally oriented adult education (9 November 2009), with an aim of improving educational opportunities of under-represented groups and lowering the threshold for participating in adult education.

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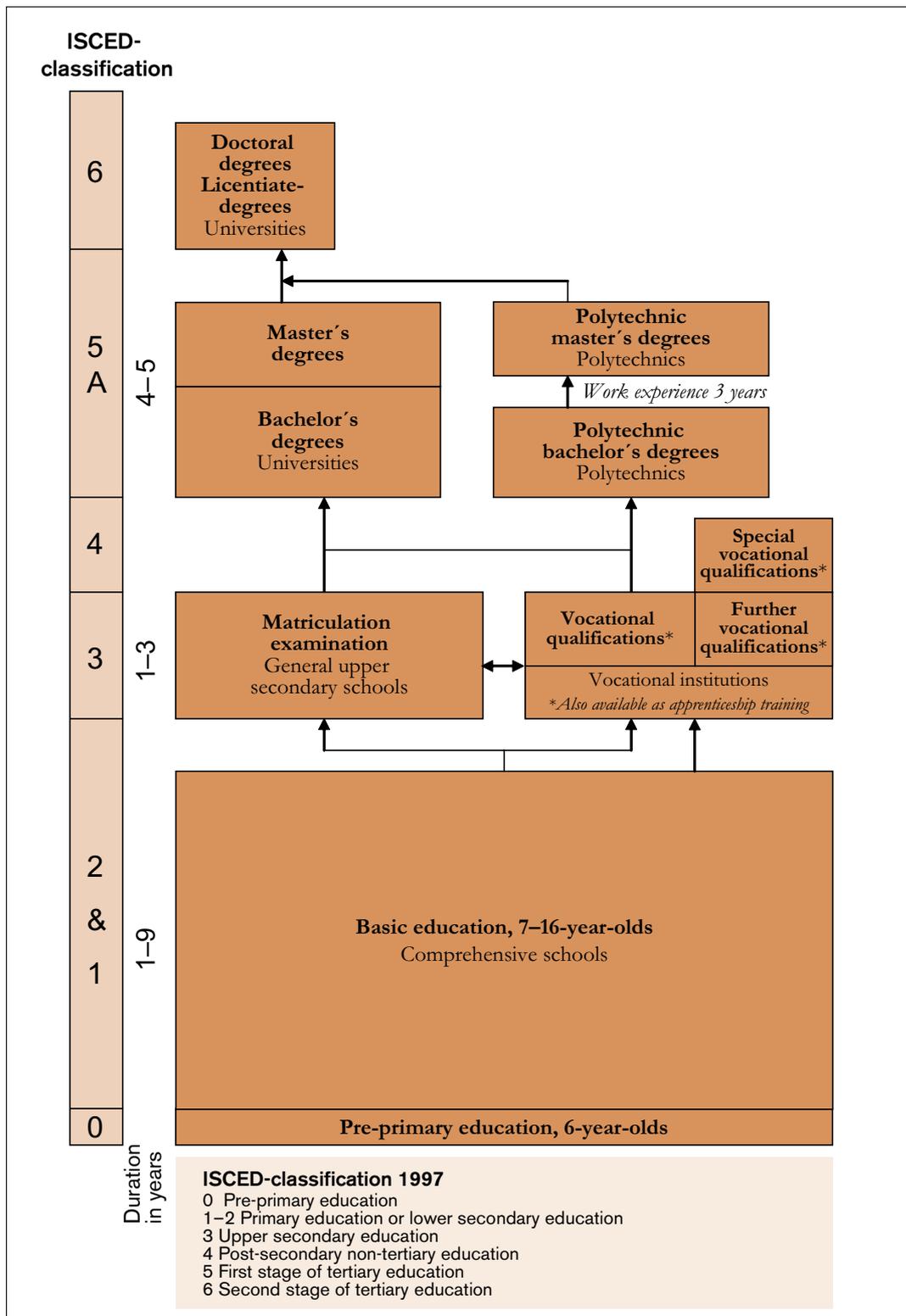
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## THE FINNISH EDUCATION SYSTEM



## New students in Noste education<sup>1</sup> and completed qualifications / partial qualifications<sup>2</sup> in 2003–2009

Province / Region / Field of education	New students			Completed degrees			
	School-based	Apprentice- ship training	Total	Qualifications <sup>3</sup>		Total	% of new students
				Qualifi- cations	Parts		
<b>Southern Finland</b>							
Humanities and education	52	33	85	62	18	80	94 %
Culture	397	5	402	109	119	228	57 %
Soc.sc., business and admin.	1 491	161	1 652	628	276	904	55 %
Natural sciences (excl.driv.lic.)	100	1	101	42	9	51	50 %
Computer driving licenses	5 479	-	5 479	2 667	2 418	5 085	93 %
Technol., comm.and transport	1 917	196	2 113	947	758	1 705	81 %
Natural resources and the envir.	115	3	118	56	25	81	69 %
Social services, health and sport	906	242	1 148	562	433	995	87 %
Tourism, catering and dom. serv.	1 229	142	1 371	530	309	839	61 %
Other education	11	-	11	-	-	-	0 %
<i>Fields of education in total</i>	11 697	783	12 480	5 603	4 365	9 968	80 %
<b>Eastern Finland</b>							
Humanities and education	7	1	8	3	5	8	100 %
Culture	47	-	47	-	34	34	72 %
Soc.sc., business and admin.	129	15	144	84	17	101	70 %
Natural sciences (excl.driv.lic.)	11	-	11	4	2	6	55 %
Computer driving licenses	987	-	987	429	334	763	77 %
Technol., comm. and transport	466	14	480	215	161	376	78 %
Natural resources and the envir.	93	-	93	42	44	86	92 %
Social services, health and sport	755	9	764	369	125	494	65 %
Tourism, catering and dom. serv.	657	5	662	325	97	422	64 %
Other education	38	-	38	-	-	-	0 %
<i>Fields of education in total</i>	3 190	44	3 234	1 471	819	2 290	71 %
<b>Lapland</b>							
Humanities and education	3	-	3	-	-	-	0 %
Culture	2	-	2	1	-	1	50 %
Soc.sc., business and admin.	8	-	8	9	-	9	113 %
Natural sciences (excl.driv.lic.)	2	-	2	1	-	1	50 %
Computer driving licenses	277	-	277	205	122	327	118 %
Technol., comm. and transport	241	-	241	236	14	250	104 %
Natural resources and the envir.	229	-	229	70	47	117	51 %
Social services, health and sport	61	14	75	53	7	60	80 %
Tourism, catering and dom. serv.	43	20	63	33	9	42	67 %
Other education	-	-	-	-	-	-	0 %
<i>Fields of education in total</i>	866	34	900	608	199	807	90 %

Province / Region / Field of education	New students			Completed degrees			
	School- based	Apprentice- ship training	Total	Qualifications <sup>3</sup>		Total	% of new students
				Qualifi- cations	Parts		
<b>Western Finland</b>							
Humanities and education	66	2	68	45	15	60	88 %
Culture	49	2	51	25	10	35	69 %
Soc.sc., business and admin.	528	25	553	256	87	343	62 %
Natural sciences (excl.driv.lic.)	107	-	107	23	20	43	40 %
Computer driving licenses	2 791	-	2 791	1 099	791	1 890	68 %
Technol., comm. and transport	1 517	104	1 621	753	388	1 141	70 %
Natural resources and the envir.	323	11	334	124	84	208	62 %
Social services, health and sport	958	56	1 014	525	295	820	81 %
Tourism, catering and dom. serv.	1 142	150	1 292	734	250	984	76 %
Other education	19	-	19	-	-	-	0 %
<i>Fields of education in total</i>	7 500	350	7 850	3 584	1 940	5 524	70 %
<b>Oulu</b>							
Humanities and education	23	4	27	15	9	24	89 %
Culture	7	-	7	5	1	6	86 %
Soc.sc., business and admin.	30	27	57	28	9	37	65 %
Natural sciences (excl.driv.lic.)	5	-	5	1	-	1	20 %
Computer driving licenses	355	-	355	168	135	303	85 %
Technol., comm. and transport	224	12	236	158	23	181	77 %
Natural resources and the envir.	25	15	40	29	4	33	83 %
Social services, health and sport	234	34	268	165	50	215	80 %
Tourism, catering and dom. serv.	179	42	221	125	26	151	68 %
Other education	-	-	-	-	-	-	0 %
<i>Fields of education in total</i>	1 082	134	1 216	694	257	951	78 %
<b>Finland in total</b>							
Humanities and education	151	40	191	125	47	172	90 %
Culture	502	7	509	140	164	304	60 %
Soc.sc., business and admin.	2 186	228	2 414	1 005	389	1 394	58 %
Natural sciences (excl.driv.lic.)	225	1	226	71	31	102	45 %
Computer driving licenses	9 889	-	9 889	4 568	3 800	8 368	85 %
Technol., comm. and transport	4 365	326	4 691	2 309	1 344	3 653	78 %
Natural resources and the envir.	785	29	814	321	204	525	64 %
Social services, health and sport	2 914	355	3 269	1 674	910	2 584	79 %
Tourism, catering and dom. serv.	3 250	359	3 609	1 747	691	2 438	68 %
Other education	68	-	68	-	-	-	0 %
<i>Fields of education in total</i>	24 335	1 345	25 680	11 960	7 580	19 540	76 %

1 Opti 24 February 2010

2 Opti 3 March 2010

3 Qualifications also include computer driving licenses and modules

### Noste group by province, new students<sup>1</sup>, percentage of new students of target group and student years<sup>2</sup> in 2003–2009

Province	Size of target group (31.12.2002)	New students	% of target group	Completed student years
<b>ESLH</b>	157 962	12 480	7,9 %	5 513,2
Uusimaa	100 725	7 559	7,5 %	3 338,6
Eastern Uusimaa	8 735	628	7,2 %	228,3
Kanta-Häme	11 762	1 454	12,4 %	533,2
Päijänne Tavastia	15 027	1 416	9,4 %	595,9
Kymenlaakso	12 559	867	6,9 %	452,2
South Karelia	9 154	556	6,1 %	365,0
<b>LSLH</b>	124 850	7 850	6,3 %	3 974,3
Southwest Finland	32 563	2 376	7,3 %	1 150,4
Satakunta	17 112	945	5,5 %	423,7
Tampere Region	28 657	1 780	6,2 %	766,1
Southern Ostrobothnia	12 969	1 002	7,7 %	577,5
Ostrobothnia	12 702	499	3,9 %	426,1
Central Ostrobothnia	5 452	367	6,7 %	179,8
Central Finland	15 395	881	5,7 %	450,6
<b>ISLH</b>	33 611	3 234	9,6 %	1 291,6
Northern Savonia	13 695	1 441	10,5 %	578,7
Southern Savonia	10 514	916	8,7 %	264,9
North Karelia	9 402	877	9,3 %	448,0
<b>OLH</b>	23 924	1 216	5,1 %	873,5
Northern Ostrobothnia	19 391	884	4,6 %	655,9
Kainuu	4 533	332	7,3 %	217,5
<b>LLH</b>	10 279	900	8,8 %	443,0
<b>Total</b>	<b>350 626</b>	<b>25 680</b>	<b>7,3 %</b>	<b>12 095,5</b>

1 Opti 23 February 2010

2 Opti 23 April 2010

## Implemented student years in the Noste Programme in 2003–2009 by field of education

Province / Region / Field of education	Completed student years
<b>Southern Finland</b>	
Humanities and education	131,4
Culture	344,7
Soc.sc., business and admin.	1 196,7
Natural sciences (excl.driv.lic.)	81,6
Computer driving licenses	702,8
Technol., comm.and transport	1 033,0
Natural resources and the envir.	90,4
Social services, health and sport	1 082,5
Tourism, catering and dom. serv.	848,6
Other education	1,5
<i>Fields of education in total</i>	5 513,2
<b>Eastern Finland</b>	
Humanities and education	7,7
Culture	16,4
Soc.sc., business and admin.	102,5
Natural sciences (excl.driv.lic.)	9,9
Computer driving licenses	147,0
Technol., comm. and transport	232,3
Natural resources and the envir.	46,0
Social services, health and sport	463,5
Tourism, catering and dom. serv.	264,6
Other education	1,6
<i>Fields of education in total</i>	1 291,6
<b>Lapland</b>	
Humanities and education	2,2
Culture	0,6
Soc.sc., business and admin.	15,8
Natural sciences (excl.driv.lic.)	0,6
Computer driving licenses	36,0
Technol., comm. and transport	125,3
Natural resources and the envir.	68,8
Social services, health and sport	116,9
Tourism, catering and dom. serv.	76,7
Other education	-
<i>Fields of education in total</i>	443,0

Province / Region / Field of education	Completed student years
<b>Western Finland</b>	
Humanities and education	88,9
Culture	60,5
Soc.sc., business and admin.	365,9
Natural sciences (excl.driv.lic.)	83,5
Computer driving licenses	323,4
Technol., comm. and transport	920,6
Natural resources and the envir.	273,8
Social services, health and sport	965,9
Tourism, catering and dom. serv.	891,1
Other education	0,7
<i>Fields of education in total</i>	3 974,3
<b>Oulu</b>	
Humanities and education	22,0
Culture	7,6
Soc.sc., business and admin.	60,8
Natural sciences (excl.driv.lic.)	4,8
Computer driving licenses	63,3
Technol., comm. and transport	143,8
Natural resources and the envir.	36,7
Social services, health and sport	336,4
Tourism, catering and dom. serv.	198,0
Other education	-
<i>Fields of education in total</i>	873,5
<b>Finland in total</b>	
Humanities and education	252,1
Culture	429,8
Soc.sc., business and admin.	1 741,6
Natural sciences (excl.driv.lic.)	180,5
Computer driving licenses	1 272,6
Technol., comm. and transport	2 455,0
Natural resources and the envir.	515,8
Social services, health and sport	2 965,2
Tourism, catering and dom. serv.	2 279,1
Other education	3,8
<i>Fields of education in total</i>	12 095,5

## Opetusministeriön julkaisuja -sarjassa vuonna 2010 ilmestyneet

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## Opetus- ja kulttuuriministeriön julkaisuja -sarjassa vuonna 2010 ilmestyneet

- 1 Koulutus ja kulttuuri. Vuosikatsaus 2009–2010
- 7 Noste-ohjelma 2003–2009. Loppuraportti
- 9\* Art and Culture for Well-being –proposal for an action programme 2010–2014
- 10\* Näin suomalaista kulttuuria viedään; Kulttuurivientiraportti 2009
- 11\* Kiinnostuksesta kysynnäksi ja tuotteiksi – Suomen koulutusviennin strategiset linjaukset

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\* Ei painettu, vain verkossa



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