



Implementation of extended compulsory education: monitoring plan for 2021–2024

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Implementation of extended compulsory education: monitoring plan for 2021–2024

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Abstract

On 28 August 2019, the Ministry of Education and Culture appointed a project group and a monitoring group to implement the Government Programme policy for extended compulsory education. The legislation on the extension of compulsory education was adopted at the end of 2020, and the extended compulsory education entered into force in 2021 one age group at a time.

The Ministry of Education and Culture and the Finnish National Agency for Education have prepared a plan for monitoring the implementation of extended compulsory education in 2021–2024. The plan was discussed in the project group and in the monitoring group for extended compulsory education.

The plan is based on monitoring the implementation as stated in a government proposal, on resolutions attached to the parliamentary reply and on the monitoring obligations stated in them. It describes the premises, principles, targets, implementation and schedule for monitoring the implementation of extended compulsory education.

The monitoring of the extension of compulsory education is divided into seven thematic entities:

1. Application and admissions for those within the scope of compulsory education
2. Study guidance and engagement in education
3. Teaching and guidance
4. Special needs support and other forms of support
5. Student wellbeing
6. Cost effects of the reform
7. Realisation and impact of the objectives of the reform.

The monitoring will be carried out mainly by making use of existing registers and other information sources and the predominantly quantitative information contained in them, and by carrying out separate surveys, reports, studies or assessments, if necessary. The monitoring, research and evaluation data that each thematic entity provides will be used as part of the long-term impact assessment of the compulsory education reform and the overall evaluation of the implementation of the reform at the end of the monitoring period.

Keywords compulsory education, education, basic education, upper secondary education, teaching and instruction, guidance (advice and guidance)

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Oppivelvollisuuden laajentamisen toimeenpano: seurantasuunnitelma 2021–2024

Opetus- ja kulttuuriministeriön julkaisuja 2021:52	Teema	Koulutus
Julkaisija	Opetus- ja kulttuuriministeriö	
Yhteisötekijä	Opetus- ja kulttuuriministeriö ja Opetushallitus	
Kieli	englanti	Sivumäärä 25

Tiivistelmä

Opetus- ja kulttuuriministeriö asetti 28.8.2019 projektiryhmän ja seurantaryhmän hallitusohjelman oppivelvollisuuden laajentamista koskevien linjausten toteuttamiseksi. Oppivelvollisuuden laajentamista koskeva lainsäädäntö vahvistettiin vuoden 2020 lopussa, ja laajennettu oppivelvollisuus astui voimaan vuonna 2021 ikäluokka kerrallaan.

Opetus- ja kulttuuriministeriö ja Opetushallitus ovat valmistelleet suunnitelman oppivelvollisuuden laajentamisen toimeenpanon seurantaan vuosina 2021–2024. Suunnitelma on käsitelty oppivelvollisuuden laajentamisen projektiryhmässä ja seurantaryhmässä.

Suunnitelma perustuu hallituksen esityksessä todettuun toimeenpanon seurantaan sekä eduskunnan vastaukseen liitettyihin lausumiin ja niissä todettuihin seurantavoitteisiin. Suunnitelmassa kuvataan oppivelvollisuuden laajentamisen toimeenpanon seurannan lähtökohdat, periaatteet, kohteet, toteutus ja aikataulu.

Oppivelvollisuuden laajentamisen seuranta jakautuu seitsemään temaattiseen kokonaisuuteen, jotka ovat

1. oppivelvollisten hakeutuminen koulutukseen ja koulutukseen pääsy
2. opinto-ohjaus ja koulutukseen kiinnittyminen
3. opetus ja ohjaus
4. erityinen tuki ja muut tukimuodot
5. oppilaiden ja opiskelijoiden hyvinvointi
6. uudistuksen kustannusvaikutukset
7. uudistuksen tavoitteiden toteutuminen ja vaikuttavuus.

Seuranta toteutetaan hyödyntämällä ensisijaisesti olemassa olevia rekistereitä ja muita tietolähteitä ja niihin sisältyvää pääosin määrällistä tietoa sekä tekemällä tarvittaessa erillisiä kyselyjä, selvityksiä, tutkimuksia tai arviointoja. Kustakin temaattisesta kokonaisuudesta saatua seuranta-, tutkimus- ja arviointitietoa hyödynnetään osana pidempiaikaista oppivelvollisuusuudistuksen vaikuttavuuden arviointia ja seurantakauden lopussa tehtävää oppivelvollisuusuudistuksen toimeenpanon kokonaisarviointia.

Asiasanat

oppivelvollisuus, koulutus, perusopetus, toisen asteen koulutus, opetus, ohjaus (neuvonta ja opastus)

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Genomförandet av utvidgningen av läroplikten: uppföljningsplan 2021–2024

Undervisnings- och kulturministeriets publikationer 2021:52	Tema	Utbildning
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Referat

Den 28 augusti 2019 tillsatte undervisnings- och kulturministeriet en projektgrupp och en uppföljningsgrupp för att genomföra de riktlinjer i regeringsprogrammet som gäller utvidgning av läroplikten. Lagstiftningen om utvidgning av läroplikten stadfästes vid utgången av 2020, och den utvidgade läroplikten trädde i kraft 2021 för en åldersklass i sänder.

Undervisnings- och kulturministeriet och Utbildningsstyrelsen har berett en plan för uppföljningen av verkställigheten av utvidgningen av läroplikten 2021–2024. Planen har behandlats i projektgruppen och uppföljningsgruppen för utvidgning av läroplikten.

Planen baserar sig på den uppföljning av genomförandet som behandlas i regeringens proposition samt på uttalanden som bifogats riksdagens svar och de uppföljningsskyldigheter som konstateras i dem. I planen beskrivs utgångspunkterna, principerna, objekten, genomförandet och tidtabellen för uppföljningen av genomförandet av utvidgningen av läroplikten.

Uppföljningen av utvidgningen av läroplikten är indelad i sju tematiska helheter:

1. de läropliktigas ansökan till utbildning och tillträde till utbildning
2. studiehandledning och förankring i utbildningen
3. undervisning och handledning
4. särskilt stöd och andra former av stöd
5. elevernas och studerandenas välbefinnande
6. reformens kostnadseffekter
7. förverkligandet av målen för reformen och reformens genomslag.

Uppföljningen genomförs i första hand med hjälp av befintliga register och andra informationskällor och de huvudsakligen kvantitativa uppgifter som ingår i dem samt genom att vid behov göra separata förfrågningar, utredningar, undersökningar eller utvärderingar. Uppföljnings-, forsknings- och utvärderingsinformation som fås från varje tematisk helhet utnyttjas som en del av den långsiktiga utvärderingen av effekterna av läropliktsreformen och den helhetsbedömning av genomförandet av läropliktsreformen som görs i slutet av uppföljningsperioden.

Nyckelord

läroplikt, utbildning, grundläggande utbildning, utbildning på andra stadiet, undervisning, handledning (rådgivning och vägledning)

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1 Starting points for monitoring

Extending compulsory education is one of the objectives laid down in the Government Programme of Prime Minister Sanna Marin. The reform seeks to raise Finland's level of education and competence, reduce learning gaps, increase equality and non-discrimination in education and improve the wellbeing of young people. By extending compulsory education, we aim also to raise the employment rate.

The legislation on the extension of compulsory education was adopted at the end of 2020, and it entered into force in 2021. The new Act was applied for the first time to those whose completed basic education in spring 2021. All young people who have completed basic education are obliged to apply for further studies.

With the extension of compulsory education, every young person will be guaranteed an upper secondary qualification to be sure that they are ready to cope in the world of work. The reform is also a promise of free upper secondary education. In addition to the education and school meals that have been free of charge, things like textbooks, school journeys that are longer than seven kilometers, supplies and other materials needed in lessons, and final tests are all free of charge. We have also improved student guidance and student welfare services and the capacity of comprehensive schools to provide everyone with the skills to complete upper secondary education.

The implementation and the impact of the reform will be monitored until 2024.

The starting point for the monitoring of the extension of compulsory education is government proposal HE 173/2020 vp concerning the extension of compulsory education and the measures related its monitoring, which are described in Chapter 10 of the government proposal. According to the government proposal, the impacts of the extension of compulsory education on young people's access to education, engagement in the education, completion of an upper secondary qualification and placement in further studies or employment will be systematically monitored to see whether compulsory education will have the desired effect on completing an upper secondary qualification and, subsequently, improve the level of education and competence of Finnish people and the promote their employment. In addition, students' views on the adequacy and quality of teaching, guidance and other support will be monitored with national student feedback surveys and the existing student barometers. Information will

also be collected on the wellbeing of students. The monitoring data serves as a basis for intervening in shortcomings, for example, by enabling measures and funding in different development programmes to be directed to the rectification of shortcomings. In addition, the possible need to amend provisions or change financing will be assessed on the basis of the monitoring data.

The government proposal also states that the cost impacts of extended compulsory education will be monitored systematically in order to ensure smooth transitions from basic education to upper secondary education, the high quality of compulsory education, and the guidance and support required by the young people of compulsory education age. If necessary, the available financing will be directed in a different way or amendments will be made to the provisions or to the financing of different education forms. In addition, the developments in the number of applicants and students in the folk high school programmes intended for students who are required to attend compulsory education will be monitored in connection with the implementation of extended compulsory education.

According to the government proposal, there is also a need to commission independent external evaluations on the compulsory education reform, and the reform must be taken into account in the evaluation plans of the Finnish Education Evaluation Centre (FINEEC). Furthermore, the government proposal notes that other external evaluation on the overall impacts of the reform, including its impact on employment, will be conducted when more comprehensive information is available on the overall impacts of the reform.

Another starting point for the monitoring of the extension of compulsory education is the parliamentary reply to the government proposal. The parliamentary reply (EV 218/2020 vp) included a total of 22 resolutions. The resolutions dealt with the following themes: continuing the other measures supporting the extension of compulsory education, the position of children and young people with disabilities and requiring special needs support (especially the availability of study places and the availability and appropriate level of support), study guidance and student welfare resources, availability of remedial teaching and special needs education in upper secondary education, the right to contact teaching and the amount of contact teaching in vocational upper secondary education, the quality criteria for general upper secondary education, the teaching of Finnish/Swedish as a second language, appropriate level of the financing reserved for the reform, the support and guidance provided for the implementation, the realisation of linguistic rights, appropriate number of study places in the long-term study programmes of folk high schools, regional equality (especially impacts on the network of educational institutions and the availability of study places) and follow-up of the impacts of the reform with the help of scientific research. The purpose of the monitoring and evaluation presented in the monitoring plan is to collect information that will also be used when responding to the parliamentary resolutions.

2 Monitoring principles

The basic principles in the monitoring of the extension of compulsory education are cooperation and inclusion. The Ministry of Education and Culture of Finland and the Finnish National Agency for Education are responsible for the planning and implementation of the monitoring. The monitoring and its planning are carried out in cooperation with stakeholders. The monitoring group for the extension of compulsory education will be engaged in the planning. The term of the monitoring group will continue until 31 December 2021. After the term of the monitoring group has ended, the Ministry of Education and Culture will organise a webinar every six months to report on the progress in the implementation and monitoring of the reform. In addition to the members of the monitoring group, the webinars are also open to others interested in the compulsory education reform. The aim is to consider the points of view of different actors and engage stakeholders in the evaluation, monitoring and development of the implementation of extended compulsory education.

A draft of the monitoring plan for the implementation of extended compulsory education was discussed in the monitoring group in June 2021. The plan has been specified and supplemented on the basis of the feedback given by the monitoring group. The Ministry of Education and Culture confirmed the monitoring plan in September 2021.

In addition to the follow-ups, reports, studies and evaluations presented in the monitoring plan, the Ministry of Education and Culture and the Finnish National Agency for Education encourage, through information-based guidance and possibly through the allocation of resources, research groups and researchers to investigate the implementation and impacts of extended compulsory education from the points of view of different fields of science.

3 Thematic entities subject to monitoring

The monitoring of the extension of compulsory education is divided into the following thematic entities in accordance with the government proposal:

1. Application and admissions for those within the scope of compulsory education
2. Study guidance and engagement in studies
3. Teaching and guidance
4. Special needs support and other forms of support
5. Student wellbeing
6. Cost effects of the reform
7. Realisation and impact of the objectives of the reform

4 Implementation of monitoring and its schedule by theme

The monitoring of the implementation of extended compulsory education will be carried out mainly by making use of existing registers and other information sources and the predominantly quantitative information contained in them, and by carrying out separate surveys, reports, studies and assessments, if necessary. In the monitoring, the emphasis is put on the activities of practical actors in the compulsory education reform (i.e., education and training providers and municipalities), and reforming the activities in accordance with the government proposal concerning the extension of compulsory education and the objectives of the reform. The studies and evaluations included in the monitoring plan also look at the actions of the Ministry of Education and Culture and the Finnish National Agency for Education in matters such as preparing the reform, communications, guidance and advice.

Monitoring is built on the thematic entities mentioned in Chapter 3. The monitoring, research and evaluation data provided by each thematic entity will be used as part of the long-term impact assessment of the compulsory education reform and the overall evaluation of the implementation of the reform at the end of the monitoring period. The sub-chapters in this chapter describe in more detail the implementation and schedule of each thematic entity.

As a rule, the data used in quantitative monitoring is register-based person-level data, which makes it possible to combine information from different registers and enables temporal monitoring. Consequently, it is mainly possible to use the same demographic variables – gender, age, mother tongue and citizenship – in almost all monitoring targets. Quantitative monitoring requires that data protection and the regulations on the processing of personal data be considered both when combining and when publishing data as information classified as sensitive is also required in monitoring.

The information sources used in quantitative monitoring are the KOSKI¹ data repository, the student admissions register, the compulsory education register, the ARVO² feedback system, the qualification and student registers of Statistics Finland, the VIRTa higher education achievement register, the employment register of Statistics Finland, National Incomes Register (Katre) of the Finnish Tax Administration, the collection of cost information on general upper secondary education, vocational upper secondary education and folk high schools, and the Financial information service for municipalities. The key statistical information on education has been compiled in Vipunen (Education Statistics Finland), the reporting of which is used in monitoring.

4.1 Application and admissions for those within the scope of compulsory education

Application and admissions for persons within the scope of compulsory education is monitored on an annual basis, taking into account the time points critical in terms of admission to education and the guidance provided to those within the scope of compulsory education. For example, the intention is to monitor applying, receiving a study place and accepting it yearly on the basis of the number of applicants and the admission results indicated by the student admissions register. If necessary, information on the number of students within the scope of compulsory education starting their studies, dropping out and completing their qualification can be obtained at any time from the KOSKI data repository. In addition, the information on notifications sent to the municipality of residence on persons within the scope of compulsory education who did not get a study place or who dropped out of their studies is recorded in the compulsory education register. The intention is to monitor the information on starting studies and the number of the notifications sent to the municipalities of residence especially at the end of August and the beginning of September.

The monitoring is aimed at ensuring that all persons subject to compulsory education apply to further education after basic education and also receive a study place regardless of where they live in Finland. With regard to the availability of study places, attention will be paid to possible regional differences and efforts will be made to ensure regional and linguistic equality. Special attention will be paid to the education pathways of persons

1 KOSKI data repository includes nationwide information on education achievements and rights to study in basic education and in general and vocational upper secondary education and training.

2 ARVO is a digital student feedback service. Anonymous feedback is collected from students and graduates.

entitled to special needs support or demanding special needs support, immigrants and students who have not received the basic education certificate. With regard to persons entitled to demanding special needs support, especially the appropriate level of study places aimed at them is examined, but also the relevance of the guidance for education after basic education in relation to the young person's goals and capacities to study in places other than a special education school. If all of those within the scope of compulsory education do not get a study place in all of the regions, the reasons for the deviations will be investigated and solutions found to problems that may emerge. These measures are taken as a response to resolutions 5, 12 and 15.

The long-term study programmes of folk high schools and the education intended for students who are required to attend compulsory education included in these programmes are one way of completing compulsory education after basic education. The developments in the number of applicants and students in the folk high school education intended for students who are required to attend compulsory education will be monitored in connection with the implementation of extended compulsory education. If the demand for these folk high school programmes proves to be greater than anticipated in connection with the reform, the number of student places will be increased in future. The review will be conducted regularly, for the first time in spring 2023. These measures are taken as a response to resolution 16.

4.2 Study guidance and engagement in studies

Study guidance was enhanced in connection with the extension of compulsory education. The aim is to help everyone within the scope of compulsory education to find the educational option that best suits them and make smooth transitions from one education to another. In addition, the aim is that study guidance will enhance engagement to the education and, for its part, support the completion of an upper secondary qualification and the transition to further studies or the world of work. In the monitoring of study guidance, attention is paid to the development of new or already confirmed forms of study guidance introduced in conjunction with the reform and to their quality, amount and resourcing as well as to the allocation, relevance and adequacy of study guidance from the point of view of pupils and students. Special attention is focused on how especially those most in need of study guidance receive guidance and support for choosing their education and engaging in education. In the monitoring, attention is also paid to the impact of the reform on the education of guidance counsellors including the number of study places and the competence needs.

The different forms of study guidance are examined in connection with the monitoring both separately and, above all, by ensuring the guidance continuum in transitions from one education to another. Monitoring is implemented using both quantitative and qualitative methods. Quantitative monitoring uses the statistical data received from existing information sources and examines and explores possibilities to produce new monitoring data. Qualitative monitoring takes advantage of scientific research and national evaluation.

In quantitative monitoring of study guidance, the targets of monitoring are intensified personal guidance counselling in basic education, applying and admissions to education, participation in education in transition phases and beginning studies in compulsory education after basic education. In addition, dropping out of education and transitions to a new education are monitored from the perspective of study guidance and enhancing engagement in education. The information obtained from Vipunen (Education Statistics Finland) lays the basis for the quantitative monitoring of upper secondary education. Quantitative monitoring will be carried out annually for the duration of the monitoring, between 2021 and 2024.

Qualitative monitoring of study guidance will be launched in 2022. FINEEC will conduct an evaluation of study guidance that will cover the continuum of study guidance related to the extension of compulsory education from basic education up to the study guidance following the completion of an upper secondary qualification. In the first phase of the evaluation, the targets of evaluation are especially the implementation of guidance as a whole, the resources directed to study guidance, supporting the completion of an upper secondary qualification and the wellbeing of students. An interim report will be published at the beginning of 2023. In the second phase of the evaluation, the target will be the rate of completing a qualification, preventing dropping out of studies and the role of enhancing study guidance and the wellbeing of students in the promotion of the objectives of extending compulsory education. The final report will be published in 2024.

In addition to the evaluation of study guidance conducted by FINEEC, the procurement of a qualitative monitoring study on guidance counselling in basic education will be implemented through a competitive tendering process. The monitoring study would be conducted between August 2022 and August 2023 and its results must be published by December 2023. The qualitative and quantitative monitoring of study guidance are also taken as a response to resolution 6.

4.3 Teaching and guidance

The aim of extending compulsory education is for every young person completing basic education to gain an upper secondary qualification and good capabilities for the world of work and further studies. To complete an upper secondary qualification, students need enough teaching and guidance to gain the competence required for completing the qualification. The quality of teaching and guidance and the competence produced by the education are at the heart of the monitoring of teaching and guidance. The monitoring pays special attention to obtaining qualified professionals in both national languages, in Finnish and Swedish (resolution 15).

In vocational upper secondary education, attention is paid not only to the quality of the teaching and guidance but also to the amount and adequacy of the teaching and guidance provided in different learning environments. In vocational upper secondary education, teaching and guidance may be so-called contact teaching provided in the educational institution, teaching and guidance provided in the education provider's other learning environments such as online learning environments, and education and guidance provided at a workplace by a responsible workplace instructor. Comprehensive monitoring data is currently not available on the amount of teaching and guidance. The information is difficult to collect because the amount varies according to students, qualifications, units, the training agreement and the apprenticeship agreement. The aim is to improve the monitoring of the amount of teaching and guidance in future by taking advantage of different information sources and registers, such as the monitoring of cost information in vocational upper secondary education and eHOKS³.

FINEEC will carry out an evaluation of the realisation of individual learning pathways between 2021 and 2022. In the evaluation, it will produce information on the functionality of the practices related to the individualisation, identification and recognition of prior learning and guidance, and on the realisation of choice for students. Information on the adequacy and, where possible, also on the amount of teaching and guidance will be collected in connection with the evaluation. In addition, the intention is to collect qualification-specific information on the amount and adequacy of teaching and guidance in learning outcomes evaluations in future, for example, through evaluations by education providers, teachers and students.

In addition to resolution 15, the monitoring and evaluation data on teaching and guidance also partly respond to resolutions 11, 13, 14, 17 and 21, which emphasise the student's

³ eHOKS is a national service that compiles data from vocational students' personal competence development plans in one place. eHOKS service allows viewing and sharing of data.

right to contact teaching, the importance of drawing up quality criteria for general upper secondary schools and securing operating conditions for the special courses and specialisations in general upper secondary schools, development of the support and language-aware instruction for students of Finnish/Swedish as a second language, and securing Sámi-language teaching. The government decree on the amount of teaching and guidance in vocational education and training (583/2021) was adopted in June 2021 and will enter into force on 1 August 2022. Students' views on the quality of general upper secondary education are obtained from sources such as the general upper secondary school barometer (Lukiolaisbarometri), which will be published again in 2022. The possible harmful effects of the extension of compulsory education on the special study units offered in general upper secondary education will be investigated during the school year 2023–2024. In 2021, the Ministry of Education and Culture launches a report on the state of teaching in Finnish/Swedish as a second language. The report will be completed in 2022. Furthermore, the development group for the Sámi languages and Sámi-language instruction has considered the possibilities of Sámi speakers to receive education in their mother tongue and the adequacy of Sámi-speaking teachers in its report published in 2021 and the development measures included in the report. The monitoring related to this will be organised as part of the implementation and follow-up of the development group's decisions.

4.4 Special needs support and other forms of support

The aim of extending compulsory education is that everyone completing basic education will continue their studies and move on to upper secondary education either immediately or after transition-phase education. The aim is to guarantee young people the opportunity to complete an upper secondary qualification. A precondition for this is that young people with disabilities and others requiring special needs support also receive a study place and the support services they need. The aim of monitoring special needs support and the support services related to it is to ensure that this aim is fulfilled everywhere in Finland. In addition to students requiring special needs support, the monitoring will also pay attention to the other students requiring support and their opportunities to receive the service they need, such as remedial teaching or part-time special needs education.

FINEEC conducts an evaluation on the organisation of special needs support in vocational upper secondary education as part of the evaluation on the realisation of individual learning pathways. The evaluation produces information especially on special needs support arrangements and their functionality, such as identifying the needs for support, the forms of support and guidance, the availability and accessibility of support, and the practices of adapting competence assessment and exception to vocational competence requirements or to key competence requirements. The evaluation report will be published

in September 2021. Based on the evaluation results, a decision will be made on the required further measures for the development of special needs support provided in vocational upper secondary education.

The Ministry of Education and Culture intends to launch a report in cooperation with the Ministry of Social Affairs and Health because of resolutions 3 and 4. In the resolutions, Parliament requires that the support equipment essential for the studies be guaranteed and the availability of the support services needed by students be determined for students with disabilities and students requiring special needs support. However, the services to be determined are an extensive entity as a whole as the responsibility for organising the services and support measures intended for students with disabilities is divided between several different actors. The preparation of the report will be launched during 2021 and the work on the report will be divided into three phases: 1) a description of the current state, in 2021, 2) a report on the availability of services and support measures, in 2022 and 3) proposals for the required measures, including possible needs to amend legislation, in autumn 2022. The decisions on the targets and implementation of further monitoring will also be made in this context.

The monitoring and evaluation data concerning special needs support is for its part also a response to resolutions 2, 5, 7, 9 and 10. Among other things, the resolutions emphasise the importance of ensuring sufficient and diverse forms of support during the entire educational pathway of those within the scope of compulsory education and sufficient regional availability of places in upper secondary education for young people requiring special needs support and young people with disabilities. As one of the efforts to improve the position of students requiring special needs support, the Ministry of Education and Culture will launch the preparation of a legislative amendment concerning the need to take the decision on special needs support into account when a person within the scope of compulsory education moves on to compulsory education leading to a qualification, and the municipality of residence's rights to access information related to its guidance and monitoring responsibility.

4.5 Student wellbeing

Only a student who is well can learn new things and take advantage of what they have learnt. Looking after the wellbeing of students is therefore important in order to achieve the objectives of extending compulsory education. Students' wellbeing and the possible impacts the reform may have on it are primarily monitored with the help of a school health survey, ARVO student feedback and the Amisbarometri and Lukiolaisbarometri barometers for vocational and general upper secondary students. The intention is to

also include themes related to students' wellbeing in the evaluation of study guidance described in Chapter 4.2.

Student welfare is also closely related to student wellbeing. In its resolution number 8, Parliament requires that a sufficient amount of both individual and collective student welfare and their regional availability be secured and monitored. An amendment to the Student Welfare Act is currently under preparation. For example, the amendment includes provisions on the scaling of student welfare services and the qualifications of school social workers. The government proposal was circulated for comments in spring 2021 and it was submitted in autumn 2021. The availability and adequacy of student welfare is monitored as part of the implementation of the legislative amendment in question.

4.6 Cost effects of the reform

With the extension of compulsory education, also the right to free-of-charge education expanded. In line with the current state, teaching is free of charge. After the reform, the necessary learning materials and equipment needed for studying in upper secondary education are also free of charge to those within the scope of compulsory education and to others entitled to free-of-charge education as referred to in the Act on Compulsory Education. The education free of charge secured in the Constitution of Finland also covers the necessary school transport, sufficient nutrition and in some cases also accommodation. According to the Government Programme, the costs arising from the compulsory education obligation will be compensated in full to the providers of the different forms of education. The systematic monitoring of the cost effects of extending compulsory education is aimed at ensuring that this entry is implemented.

The monitoring is carried out on an annual basis, using the information obtained from the cost monitoring of the different forms of education. In the information, the changes resulting from the extension of compulsory education in the targets of monitoring have been taken into account. The costs related to the extension of compulsory education in the collection of cost information of VET providers and providers of private general upper secondary education and possibly also in the collections of cost information of folk high schools will be listed separately as from 2021. As for municipal providers of general upper secondary education, it will be possible to list their costs related to the extension of compulsory education separately as from 2022. If the costs of the reform do not correspond to the estimate in the government proposal, the level of funding must be reassessed.

As part of monitoring the cost impacts, a separate report will also be conducted on how education providers will ensure in practice that students have access to the learning

materials and tools they need free of charge for the duration of the education. The report will be launched in autumn 2022 and its results will be published in December 2023 at the latest.

The annually conducted cost monitoring and the measures that may have to be taken on the basis of the monitoring data are taken as a response to resolution 18. In its resolution, Parliament required the Government to keep an eye on the adequacy of the funding reserved for the compulsory education reform and take action if it is found insufficient.

4.7 Realisation and impact of the objectives of the reform

The extension of compulsory education is aimed at achieving the following: the level of education and competence of Finnish people will rise (everyone completing basic education will gain an upper secondary qualification), differences in learning outcomes will be narrower, educational equality and equity will improve, employment rate will increase, social exclusion will decline and young people will feel better. The achievement and impact of the objectives of the reform will be monitored and assessed for each monitored thematic entity for the duration of the monitoring period as described above in subsections 4.1–4.6. The evaluation of how the objectives of the whole reform have been achieved, how successful the implementation has been and an impact assessment will be conducted as an extensive scientific study that will take advantage of the information obtained from theme-specific monitoring, reports and evaluations. With regard to the rate of completing an upper secondary qualification and moving on to the world of work and further studies, the study will give only preliminary information on the achievement of the objectives as, with a few exceptions, the first students completing their compulsory education will mainly not graduate until in 2024. Comprehensive monitoring of the realisation of these objectives requires a longer observation period than the monitoring period.

Whether the reform will contribute to a rise the education level, narrow the differences in learning outcomes and improve the employment rate will not be visible before the end the monitoring period. In this respect, it will be possible to examine only possible preliminary indications of the direction of the development.

At the same time, the above-mentioned study monitoring the achievement of the objectives of extended compulsory education and its impact are taken as a response to parliamentary resolutions 20, 22 and 15. In these resolutions, Parliament requires that the impacts of extended compulsory education and the realisation of free-of-charge upper secondary education be monitored in the long term with the help of scientific research and that the Government conduct broad-based evaluation of the implementation and

impacts of the compulsory education reform and take the necessary action to rectify any shortcomings. Parliament also places special attention to the realisation of linguistic rights in both national languages.

The Ministry of Education and Culture and the Finnish National Agency for Education guide and support municipalities and education and training providers in the implementation of legislation, among other things, by disseminating information on the reform and its implementation on its website, actively communicating information on the reform and its implementation, organising webinars and other training events to municipalities and education providers, maintaining a column for frequently asked questions and providing advice and guidance where necessary. The key support measures are documented. The aim is to make the implementation of the reform smoother and so contribute to ensuring that the objectives of the reform will also be achieved. The guidance and support measures are also taken as a response to parliamentary resolution 19. In addition, the Ministry of Education and Culture and the Finnish National Agency for Education reform and develop the entire educational pathway according to the Government Programme, also taking into account the long-term development needs and required measures recorded in the Education Policy Report. These measures are taken as a response to resolution 1.

5 Follow-up needs after the monitoring period 2021–2024

The extension of compulsory education is aimed at long-term impacts on the level of education, learning outcomes differences and the employment rate. The intention is to monitor as far as possible all those students who have been within the scope of the extended compulsory education. However, it will not be possible to verify the long-term impacts of extended compulsory education during the monitoring period of the monitoring plan. Instead, continuous follow-up is required after the monitoring period.

It will not be possible to monitor the impacts on employment until as from 2025 at the earliest. This timetable requires access to the national Incomes Register KATRE. The impacts of extended compulsory education on the placement of students in the world of work and further studies after upper secondary education cannot be examined more comprehensively until after the monitoring period has ended. Apart from individual exceptions, the first young people within the scope of extended compulsory education will mainly graduate in 2024. Therefore, information on completing the entire upper secondary education and transition to further studies or the world of work will not be available until as from 2024.

Appendix 1. Targets and schedule for monitoring the extension of compulsory education

Target of monitoring	2021	2022	2023	2024
1. Application and admissions for those within the scope of compulsory education	Quantitative monitoring based on the student admissions register, the compulsory education register and KOSKI information, incl. young people requiring special needs support, young people with disabilities, immigrants and those who have not received a basic education certificate (also examination by region and language group)	Quantitative monitoring based on the student admissions register, the compulsory education register and KOSKI information, incl. young people requiring special needs support, young people with disabilities, immigrants and those who have not received a basic education certificate (also examination by region and language group)	Quantitative monitoring based on the student admissions register, the compulsory education register and KOSKI information, incl. young people requiring special needs support, young people with disabilities, immigrants and those who have not received a basic education certificate (also examination by region and language group)	Quantitative monitoring based on the student admissions register, the compulsory education register and KOSKI information, incl. young people requiring special needs support, young people with disabilities, immigrants and those who have not received a basic education certificate (also examination by region and language group)
			A report on the adequacy of student numbers in the folk high school programmes intended for students who are required to attend compulsory education, spring 2022	
2. Study guidance and engagement in studies	Quantitative monitoring of upper secondary education on the basis of information in the compulsory education register and Vipunen	Quantitative monitoring of upper secondary education on the basis of information in the compulsory education register and Vipunen	Quantitative monitoring of upper secondary education on the basis of information in the compulsory education register and Vipunen	Quantitative monitoring of upper secondary education on the basis of information in the compulsory education register and Vipunen
	Statistics Finland's separate collection of data on intensified personal guidance counselling in basic education and the prepared plans for further studies is under negotiation	The aim is to establish quantitative monitoring of intensified personal guidance counselling.		
		FINEEC's evaluation of the study guidance system as a whole is under negotiation, the evaluation will be launched in 2022.	An interim report on FINEEC's evaluation of study guidance will be completed and published in early 2023.	A final report on FINEEC's evaluation of study guidance will be completed and published in December 2024 at the latest.
		A competitive tendering process on a follow-up study on guidance counselling in basic education, the study will be launched in August 2022.	A follow-up study on guidance counselling in basic education will be completed in August 2023, the report will be published in December 2023 at the latest.	

Target of monitoring	2021	2022	2023	2024
3. Teaching and guidance		Quantitative monitoring of teaching and guidance provided in different learning environments in VET (collection of cost information, eHOKS individual competence development plan)	Quantitative monitoring of teaching and guidance provided in different learning environments in VET (collection of cost information, eHOKS individual competence development plan)	Quantitative monitoring of teaching and guidance provided in different learning environments in VET (collection of cost information, eHOKS individual competence development plan)
	FINEEC's evaluation on the realisation of individual learning pathways in VET is launched (including adequacy of the teaching and guidance provided in different learning environments and, where possible, also the amount).	FINEEC's evaluation on the realisation of individual learning pathways in VET will be completed (including adequacy of the teaching and guidance provided in different learning environments and, where possible, also the amount).		
		FINEEC's qualification-specific learning outcomes evaluations in VET (including adequacy of teaching and guidance provided in different learning environments)	FINEEC's qualification-specific learning outcomes evaluations in VET (including adequacy of teaching and guidance provided in different learning environments)	FINEEC's qualification-specific learning outcomes evaluations in VET (including adequacy of teaching and guidance provided in different learning environments)
	A report on the state of teaching Finnish/Swedish as a second language is launched.	A report on the state of teaching Finnish/Swedish as a second language is completed.		
			A report on the possible impacts of extended compulsory education on the special study units offered in general upper secondary education is launched.	A report on the possible impacts of extended compulsory education on the special study units offered in general upper secondary education is completed.

Target of monitoring	2021	2022	2023	2024
4. Special needs support and other forms of support	FINEEC's evaluation of the provision of special needs support in vocational upper secondary education (part of the evaluation of the implementation of individual learning pathways), preliminary results in summer 2021, evaluation report in September 2021			
	A report implemented in cooperation with the Ministry of Social Affairs and Health on the availability of services, support measures and support equipment intended for students with disabilities and the availability and functioning of health, mental health, social and disability services required to support learning: phase 1 (autumn 2021) review of current state	A report carried out in cooperation with the Ministry of Social Affairs and Health on the availability of services, support measures and support equipment intended for students with disabilities and the availability and functioning of health, mental health, social and disability services required to support learning: phase 2 (spring and summer 2022) surveys to education providers and students and phase 3 (autumn 2022) proposals for required measures, including needs to amend legislation		

Target of monitoring	2021	2022	2023	2024
5. Student wellbeing	Monitoring based on Arvo feedback	Monitoring based on Arvo feedback and the Amisbarometri and Lukiolaisbarometri barometers for vocational and general upper secondary students	Monitoring based on Arvo feedback	Monitoring based on Arvo feedback and the Amisbarometri and Lukiolaisbarometri barometers for vocational and general upper secondary students
		Themes related to student wellbeing will be included in FINEEC's evaluation of guidance counselling that will be launched.	FINEEC's interim report on the evaluation of study guidance will be completed and published in early 2023 (including themes related to student wellbeing).	FINEEC's final report on the evaluation of study guidance will be completed and published in December 2024 at the latest (including themes related to student wellbeing).
	Amendment to the Student Welfare Act in 2021: availability and adequacy of student welfare is monitored as part of the implementation of the legislative amendment concerned			
6. Cost effects of the reform	Preliminary quantitative monitoring based on collections of cost information (VET and private general upper secondary education, possibly also folk high schools)	Quantitative monitoring based on collections of cost information (VET and private general upper secondary education, possibly also folk high schools) and the Financial information service for municipalities (municipal general upper secondary education)	Quantitative monitoring based on collections of cost information and the Financial information service for municipalities	Quantitative monitoring based on collections of cost information and the Financial information service for municipalities
		A report on implementing education free of charge in practice will be launched in autumn 2022.	The results of the report on implementing education free of charge will be published in December 2023 at the latest.	
7. Realisation and impact of the objectives of the reform				Extensive scientific research (e.g., a project under the Government's analysis, assessment and research activities) on the realisation of the objectives of the reform, the success and effectiveness of its implementation (using information obtained from thematic monitoring, reports, evaluations and studies)



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