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Abstract			
<p>In the parliamentary term 2007–2011, the following three intersectoral Government policy programmes have been implemented:</p> <ul style="list-style-type: none">• Policy programme for employment, entrepreneurship and worklife• Policy programme for health promotion• Policy programme for the well-being of children, youth and families <p>In order to attain the Government's key objectives, the policy programmes cover broad-based issues defined in the Government Programme. More-detailed implementation plans and monitoring indicators for the policy programmes were confirmed in the Government Strategy Document of 5 December 2007. The implementation of each policy programme was steered and monitored by a ministerial group, led by the minister responsible for the programme. Full-time programme directors were responsible for the practical implementation of the policy programmes.</p> <p>This report compiles information on the operations and results of all three policy programmes during the Government's term of office. For each programme, a description is provided of the programme objectives, key measures and development of the programme's key indicators. In addition, each programme is evaluated in terms of how well it met the programme objectives and future challenges related to the programme's theme.</p> <p>The report includes a description of the legacy of the policy programmes, jointly drawn up by the programme directors for the parliamentary term 2007–2011. With the policy programmes drawing to a close, the programme directors present their views on future challenges. The report also includes an assessment of experiences gained from the policy programme concept implemented thus far and of opportunities for its further development.</p>			
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COVER NOTE

In the parliamentary term 2007–2011, the following three Government policy programmes have been implemented:

- Policy programme for employment, entrepreneurship and worklife
- Policy programme for health promotion
- Policy programme for the well-being of children, youth and families

In order to attain the Government's key objectives, the policy programmes cover broad-based intersectoral issues as defined in the Government Programme. More detailed implementation plans and monitoring indicators for the policy programmes were confirmed in the Government Strategy Document of 5 December 2007. The implementation of each policy programme was steered and monitored by a ministerial group, led by the minister responsible for the programme. Full-time programme directors were responsible for the practical implementation of the policy programmes. Marjaana Aarnikka acted as programme director of the policy programme for employment, entrepreneurship and worklife (until 30 April 2010, Rauno Vanhanen), Maija Perho as programme director of the policy programme for health promotion and Georg Henrik Wrede as programme director for the policy programme for the well-being of children, youth and families.

This report compiles information on the activities and outcomes of all three policy programmes during the parliamentary term. For each programme, a description is provided of the programme objectives and key measures, and of the development of the programme's key indicators. In addition, an evaluation is presented for each programme with regard to future challenges and meeting the programme objectives.

The report includes a description of the legacy of the policy programmes, drawn up jointly by the programme directors for the parliamentary term 2007–2011. With the policy programmes drawing to a close, the programme directors present their views on future challenges. The report also includes an assessment of experiences gained from the policy programme concept implemented thus far, and of opportunities for further development.

The policy programmes also reported on their measures and indicators in the mid-term review for the parliamentary term. A challenge faced by the reporting lay in the availability of up-to-date data for the indicators selected for policy programmes and assessing the policy programmes' impact. Policy programme topics and new measures are slow to have an impact. When the indicator data lags, it is difficult to prove a direct and immediate impact in the case of many indicators. It is also hard to evaluate the impact of individual measures on societal development. Another question is how to distinguish between the impact of policy programmes, economic cycles and the Government's policy outlines on thematic entities.

On the whole, it is evident that the Government's policy programmes have made a significant contribution to the attainment of objectives vital to society, while intensifying the intersectoral approach taken by the state administration. With the aim of creating a route to new opportunities for enhancing the management of intersectoral thematic entities in the 2010s, the programme directors present their common views of the development of future intersectoral challenges and the policy programme concept.

COMMON LEGACY OF THE POLICY PROGRAMMES

As the parliamentary term 2007–2011 draws to a close, highlighting issues related to **securing well-being and the reinforcement of economic growth** remains crucial from the policy programme perspective. **The health and well-being of the public** is a prerequisite for growth, and consequently for **ensuring the availability of labour and the extension of working lives**.

From the perspective of the policy programmes, and thematic entities requiring intersectoral measures in general, the challenge still lies in finding a way to render current, traditional practices, with their strong sectoral focus, more effective. Alongside the development of operating practices, prioritisation of issues is important, in order to make room for new functions and innovations yielding better results. The current system's overall benefit is often compromised by short-sighted pursuit of only partly optimised results.

A common concern revolves around how the sum of good experiences and practices gained from policy programmes – and valuable existing knowledge – might better benefit both political decision-making and activities at all administrative levels. Disseminating and implementing good practices at ministerial, regional and municipal level is a key challenge.

Current policy programmes have had a strong **regional perspective**. It is vital that this perspective be reinforced in the future. Differentiation between regions influences the level and quality of services available to citizens. For this reason, key elements in meeting the Government objectives include taking regional differences into account, linking regional actors more strongly to policy programmes, and central government steering targeted at municipalities. Close cooperation with various actors in the regions will also prove crucial. The policy programmes place a high value on continuing foresight work regarding labour market policies and educational needs, launched successfully during the Government's term of office. In addition, close dialogue on these issues should be maintained between various administrative sectors and organisations. It is of particular importance that young people enter employment as soon as possible after graduating.

One of the overarching issues for all policy programmes has been developing the **assessment of policy measures in terms of their impact and effectiveness**, as well as ensuring a strong **knowledge base** in support of decision-making. With regard to impact assessment, the policy programmes regard the long-term impact of decisions on citizens and enterprises as a particularly crucial issue.

All policy programmes have emphasised the need to develop services in a **preventive direction**. Because the results of preventive services emerge with a delay, they are difficult to measure over a short period spanning one or two years. The current approach, whereby balancing a single budget year or a parliamentary term's spending limits serves as the starting point for examination, hampers identification of preventive services' benefits in particular. From this, it follows that in one year, cost savings are pursued, while in the next the focus of expenditure may be shifted to corrective services.

The need to place an emphasis on preventive services concerns all service sectors. The Government Decree on welfare clinic services and school and student health services is an example of a shift in focus implemented during the parliamentary term. This reinforces preventive services aimed at children and young people, while reducing the need for expensive corrective measures. Correspondingly, the new Health Care Act places an emphasis on reinforcing primary health care, with a view to reducing the need for expensive specialist

health care. When successful, provision of preventive services reduces the need for corrective services. Information on the effectiveness of preventive services is already available, and distributing this information to different actors is important. In this way, it can be ensured that the shift in focus from corrective to preventive services is implemented as extensively as possible in all sectors and at all administrative levels.

Based on experiences gained from four years of intersectoral activities, the policy programmes identify the following topical intersectoral challenges. These will require investment in the coming parliamentary term. If desired, such themes serve as targets for future policy programmes, or intersectoral thematic action organised in some other way.

Strengthening civil activities and securing the operating preconditions of organisations

- The role of civil society and organisations in creating welfare
- Appropriate definition of charitability, securing services for special groups
- Social enterprises

Strengthening family policy

- Supporting children and young people
- Preventing social exclusion among young people
- Safeguarding income for indigent families with children, single-parent families in particular
- Gender equality
- Enhancing multiculturalism and strengthening integration

Extending working lives

- Reconciliation of work and family life
- Workplace development issues
- Developing occupational health services and health care for the unemployed (for the long-term unemployed in particular)
- Finding employment for those partially capable of working and enhancing and accelerating rehabilitation, as well as clarifying the division of duties in rehabilitation

Developing the creative industries to promote wellbeing

- Developing the creative industries and creative entrepreneurship
- Culture as a generator of welfare
- Cultural products, services and exports

POLICY PROGRAMMES AS A GOVERNMENT TOOL IN THE 2010S

The measures of various administrative sectors and actors have been compiled into policy programmes, in order to meet the horizontal objectives prioritised by the Government. These policy programmes have strengthened cooperation with ministries, agencies, public bodies, non-governmental organisations and interest groups.

Achievement of the objectives set for the policy programmes has been a subject of discussion, particularly in connection with the publication of the National Audit Office's performance audit report, entitled Policy programmes as steering instruments (National Audit Office performance audit reports, 212/2010). Media coverage of the National Audit Office report highlighted the view that it would not be viable to continue the policy programmes in their current form. More relevant to the future, however, was the view that despite their considerable shortcomings, the policy programmes have gradually created the basis and acceptance for unofficial, networked cooperation between ministries. Based on this premise, it would be possible, as well as necessary, to render the programmes' activities considerably more efficient. According to the National Audit Office, perceived problems with the policy programmes do not so much concern the programmes' practical implementation, as the basic prerequisites of the current implementation method. They also relate to programme directors' means of influencing the process.

This section of the report contains the current programme directors' views on the success of the policy programme concept and future opportunities for developing it. These are intended to provide material enabling the better organisation of operating practices with respect to future intersectoral policy themes.

Launching a policy programme

When taking decisions on intersectoral priorities for the Government Programme, careful thought should be given to options for the practical implementation and organisation of such priorities. The policy programme concept and its variants can provide a suitable tool for implementing activities, when the intention is to implement genuinely intersectoral thematic entities while including and influencing actors outside central government.

The starting point for a successful policy programme is a sufficiently **clear objective** with regard to the political agreement reached. While a policy programme is not the right tool for solving difficult political disputes, it can be used to operate across sectoral boundaries, while identifying new issues, themes and functions and raising them for discussion. When defining the principle objectives of a policy programme, it should be noted that all-embracing issues or those that involve only one sector are unsuitable from the point of view of policy programme implementation. Instead, **the focus should be clearly defined and horizontal.**

In order to ensure efficient and appropriate policy programme implementation and to avoid overlaps, it is crucial to chart **pending or ongoing programmes, projects and measures** related to the selected themes. A particular challenge is posed by the integration of such ongoing projects and measures into the policy programme framework. This is due to the fact that the projects or measures are often sector-specific and the ministry structure does not support an intersectoral approach. More specific decisions on the policy programmes' content can be made only after the new government has been appointed, for instance in connection with the preparation of the Government Strategy Document in the autumn.

An official status and foundation for the policy programmes should be recorded in the Government Programme, or in the strategy document further specifying the Government Programme. A flexible policy programme launch should also be possible during the parliamentary term. On the other hand, the possibility of implementing a programme spanning several parliamentary terms should be considered. Policy programmes should be made more flexible and should not be bound directly to the entire parliamentary term, for instance. Instead, they should support the Government's ability to respond rapidly and efficiently to changing needs.

Policy programme performance

Alongside successful focusing, **programme funding** is a key aspect of assessing the success of a policy programme. In the future, when targeting funding better account should be taken of the policy programme's focus, scope and objectives. In addition to securing the operating conditions for policy programmes, appropriations should be allocated in proportion to the targets set in each case. One possibility would be to reserve undistributed appropriations relating to the government term, for the implementation of intersectoral policy entities. This would create room for manoeuvre during the term, enabling the launch of new programmes.

Furthermore, it would be important to secure the possibility of including policy programme objectives in the ministries' operating and financial plans. For current policy programmes, the challenge has lain in locating financial resources for cross-sectoral projects, since the operating expense items for these programmes have been very limited. Under the current mandates, personnel resources, not money, have posed the greatest problems. More extensive, cross-sectoral reallocation of resources required by the policy programmes should be determined at government level, after reaching agreement on the importance of implementing the policy programme objectives and on the significance of the personnel and financial resources allocated to the programmes.

With regard to the performance of the policy programmes, future consideration should be given to how horizontality might be more effectively encouraged and performance monitoring enhanced to help ensure that horizontal objectives are met. **Linking policy programme objectives to performance targets at ministry and agency level** and concretising these objectives in performance agreements is crucial. In the future, the realisation of this process should be better monitored. Policy programmes should thus be given a clear role in guiding performance and the ministries' strategy processes.

Clear definition of the policy programme objectives, and allocation of the related responsibility, facilitates monitoring of the objectives' fulfilment. Ready availability of information on the achievement of the programme objectives would ease decisions on re-targeting measures, or the need to continue or end the programme after the goals have been met.

Actors and activities within a policy programme

The question of the policy programme director's status is central from the perspective of the programme's implementation. The current policy programmes deem **a politically appointed state secretary with an intersectoral position, who would act as programme director** as a viable solution. This would mean that the state secretary serving as programme director would bear responsibility for the intersectoral entity, while the programme package would be added to the portfolio of **the minister responsible for the policy programme**. Such an arrangement would reinforce the policy programmes' status and clarify the mandate to participate in key programme preparation activities. A programme director also serving as a

state secretary would not introduce changes in the activities of a ministerial working group or responsible ministers. Greater creativity could be applied in the appointment of the minister responsible for the policy programme. A direct sectoral connection would not be necessary in every case. The titles of ministers responsible for the programme could be modelled on current practices, cf. minister responsible for equality issues, minister responsible for ownership steering etc. If necessary, the required specialist resources from ministries and other bodies should be placed directly under the programmes' management, with a view to stronger involvement in the programme's preparation and steering measures. One possibility could be the so-called virtual ministry model trialled in the Netherlands.

The decision-making mechanism has been a problematic aspect of the current policy programmes. The only decision-making forum for the policy programmes has been their own ministerial group, which is not a decision-making body but one that prepares government decisions. With regard to the other ministerial groups, matters proceed to ministerial groups through sectoral administration. Ministerial groups for the policy programmes have discussed matters that should have been passed "downwards" to various ministries, reinforcing cooperation between them. However, within the current system, issues considered by the ministerial group have been viewed as part of the decision-making process and the related preparation has been directed "upwards" towards the relevant government session. In reality, decisions taken by the ministerial groups for policy programmes have seldom been genuinely intended for discussion in a government session. They have more often sought to influence the ministries' operations.

Therefore, in order to advance policy programme issues more effectively, **established, existing ministerial groups or cabinet committees** should be utilised. These could be complemented, depending on the issue in question. Coordination between various ministerial groups should be enhanced, in order to avoid overlaps in the handling of matters related to policy programmes. When necessary, joint meetings between ministerial groups (and advisory committees) should be convened. On the whole, it is important that ministerial group meetings are well-prepared, through closer cooperation between the various ministries than at present. Greater effort should be made to ensure that outlines and decisions of meetings are presented to a government session when necessary, or directly to the ministry responsible, in order to further their implementation at practical level.

Successful intersectoral priorities and the possible implementation of policy programmes require commitment to the programmes and the related handling procedures, both at the level of the government as a whole and that of ministries' senior officials.

Location and position of policy programmes within ministries

With regard to policy programme implementation, the programme's organisational location is of minor importance, but not wholly insignificant. While the current location of policy programmes within sectoral ministries decreases horizontality, it also increases depth in terms of substance. On the other hand, location in a ministry, as close as possible to the steering minister, is an advantage worth retaining. At the same time, ministries may perceive the policy programmes as a threat, in some cases, from the perspective of resources and requirements. If the programme director were to hold the status of state secretary, the Prime Minister's Office would be a more appropriate location in administrative terms. In this case too, the policy programme and programme functions could still be physically located at the ministry of the minister responsible for the programme.

Careful charting of projects and activities related to the policy programme, prior to deciding on the programme, would clarify its implementation at ministry level. By identifying the programme's connections to ongoing projects and internal processes at the ministry, and charting opportunities for cooperation and synergy gains, the programme's relation to the ministry's basic functions could be determined. This helps to avoid the prioritisation of the ministry's own strategies and programmes at the expense of the policy programme. In the future, organisations other than ministries, such as agencies, public bodies and other actors should also be more committed to the programmes' implementation.

In addition, it is important to remember that when considering the policy programme tool, account should be taken of the related conditions and purposes of use. At best, a policy programme can function as an efficient government tool. With political steering and sufficient resources, in addressing social problems it could also provide greater flexibility and agility than traditional administration.

1 POLICY PROGRAMME FOR EMPLOYMENT, ENTREPRENEURSHIP AND WORKLIFE

1.1 Summary of policy programme results and impacts

Key developments:

Full use of labour resources and availability of labour

- As a result of the global recession, Finland's employment rate fell to 67.8 per cent in 2010 and unemployment rose until mid-2010.
- However, unemployment during the recession grew less than anticipated.
- A Government Programme objective has been ensuring sufficient labour input as far as possible, as the working-age population decreases. It has not yet been possible to confirm the achievement of this goal, but general awareness of measures necessitated by the change in age structure has clearly grown.
- The recession caused a sharp increase in the unemployment rate for under 25-year-olds; in 2010, this was nearly five percentage points higher than in 2008.
- The growth in the unemployment rate among the elderly was very moderate.

Entrepreneurship

- At the end of 2009, there were approximately 266,000 enterprises in Finland (excl. primary production). There was a significant increase in the number of enterprises between 1990 and 2009.
- In 2009, the number of entrepreneurs reached a new record at 251,000, amounting to 9% of the employed workforce (excl. primary production sectors and assisting family members). This represented a 4 per cent increase on the previous year.
- The age structure of entrepreneurs is higher than that of wage earners. The number of female entrepreneurs has grown in the 2000s, female entrepreneurs now accounting for approximately a third of all entrepreneurs.
- During the parliamentary term, there has been no significant change in companies' desire to grow. In international comparison, the number of new growth enterprises and their share of all enterprises are relatively low in Finland.

Quality and productivity of worklife

- The Working Life Barometer of the Ministry of Employment and the Economy examines the connection between a company's economic performance and quality of worklife. Preliminary data from 2010 shows that the positive connection with the company's economic success and the quality of worklife has grown stronger both in the private and public sector, but particularly in the public sector.
- According to a long-term survey conducted by Statistics Finland and measuring the quality of worklife, employees' opportunities to improve themselves at work have further increased. In addition, their tasks are more versatile and are performed more independently.
- In international comparison, Finland stands out positively, for instance with regard to training in the workplace, flexible working hours, work-related decisions and development of work organisations.

Key reforms and measures:

Full use of labour resources and availability of labour

- The division of responsibilities with regard to forecasting workforce and educational needs has been specified, and closer dialogue is under way in national foresight work. The Government Institute for Economic Research (VATT) produces sectoral forecasts for the various administrative sectors and regional actors.
- Common flexicurity principles were prepared through tripartite cooperation and approved in the summer 2009.
- The social guarantee for young people was reformed by speeding up the schedule set for drawing up a job search plan.
- Youth employment was promoted by introducing the so-called Sanssi card, directed at the employer. This is based on labour market subsidies for recently graduated young people under the age of 30.
- On 5 November 2009, the Government adopted a resolution on an action plan for work-related immigration for 2009–2011.

Entrepreneurship

- The Talousapu helpline, for enterprises experiencing financial difficulties, was launched in October 2009.
- The start-up grant scheme became an established system, whose duration was prolonged from the beginning of 2008.
- In 2008, funding for young innovative companies was launched through the Finnish Funding Agency for Technology and Innovation Tekes and the FoF Growth fund (Kasvurahastojen rahasto), jointly established by Finnish Industry Investment Ltd and Finnish employment pension companies.
- The resolution on a national action plan for reducing the administrative burden of companies for 2009–2012 was adopted in March 2009.
- The national Enterprise Finland service system has been developed throughout the parliamentary term. Measures implemented include a telephone service for providing advice to start-up entrepreneurs and a point of single contact for the service sector.
- New guidelines for entrepreneurship education were published in March 2009. Schools are encouraged to cooperate with enterprises.
- The Timangi competition for young entrepreneurs was held for the first time in 2010. This competition awards young entrepreneurs and entrepreneur teams who have succeeded in growing their business through bold and innovative entrepreneurial activities.
- Social security for entrepreneurs was improved through several measures, which include changes in the unemployment security of a family member employed by the company and in retroactive protection with respect to an entrepreneur's unemployment security. Changes were also made to the waiting period for entrepreneurs' sickness allowance, the Act on Health Insurance and to the definition of an entrepreneur under the earnings-related pension acts.

Quality and productivity of worklife

- Providing information for workplaces on the quality and productivity of worklife was actively promoted during the parliamentary term (for instance through publications, regional events and websites).
The worklife quality portal Työelämän laatuportaali, aimed at small and medium-sized companies, was launched in January 2011.
- The TYLA implementation project for the quality and productivity of worklife was completed, making worklife quality issues part of resource planning at the Ministry of Employment and the Economy. This work clarified the roles of various actors in worklife, in order to ensure the more systematic continuation of network cooperation.
- Tekes' financing service for work organisation development, which was introduced in the autumn of 2009, attained greater visibility during 2010.
- Coordinated by the Ministry of Social Affairs and Health, the Forum for wellbeing at work aimed to promote wellbeing at work and change attitudes regarding the extension of working lives in a more positive direction.

1.2 Policy programme objectives

The activities of the policy programme for employment, entrepreneurship and worklife have supported the Government's objectives of securing economic growth, employment and a funding base for the welfare state, while the working-age population decreases and global competition intensifies. For its part, the programme has sought to respond to the challenges introduced by global economic developments and the decrease in the working-age population as the age structure changes. Measures included in the programme have also promoted the operating environment for entrepreneurship and improved the quality of worklife and productivity.

The Government Programme had the objective of raising the employment rate to 72 per cent in the current parliamentary term, provided that wage development supports employment and global economic development remains favourable. However, due to the impacts of the global economic downturn, this target was not reached. According to the Government Programme, it

would nevertheless be possible to increase employment by creating new, efficient production based on strong expertise. The creation of new, successful production also requires strong entrepreneurship.

The policy programme was aimed at preventing diminishment of the workforce and rapidly finding labour resources for open vacancies. Due to ageing, it is increasingly important that education be targeted to better meet labour market needs, reduce structural unemployment, facilitate the earlier entry of young people into working life and prolong the careers of older people. Policy programme objectives included alleviating problems in reconciling labour demand and supply, by addressing unemployment through labour market policy measures at the earliest possible stage. Other aims were preventing social exclusion and improving the effectiveness of labour market policy. In addition, working conditions, well-being at work and the prolongation of working life were to be improved, while reconciling work and family life.

With regard to securing economic growth and employment, the policy programme also focuses on the preconditions for entrepreneurial activities, on fostering willingness to become an entrepreneur and on increasing growth entrepreneurship. Efforts to strengthen the operating conditions of Finnish business owners have been made by taking account of the challenges and strengths of family enterprises, for instance. In order for rural areas to remain populated and maintain their vitality, the policy programme objectives also take agriculture and forestry entrepreneurship into consideration as part of entrepreneurship promotion.

In addition, a key objective of the programme was to improve the quality of worklife and productivity of work. Efforts to this end include supporting the opportunities of working communities to enhance their own capacity for innovation, especially through development of management and competences. The purpose of the policy programme activities was to support and monitor projects aimed at improving the productivity of work and worklife quality.

In order to achieve these objectives and evaluate the implementation of specified policies, the policy programme has engaged in active cooperation with labour market and entrepreneurial organisations, as well as with regional actors. The programme was prepared and implemented in close cooperation with various interest groups. Key measures in the policy programme were as follows:

- Promoting full use of labour resources and availability of labour
- Promoting entrepreneurship and the growth of enterprises
- Improving the quality of worklife and productivity of work

A key task for the policy programme was to manage the coordination of projects important to the programme objectives, while participating in such projects to a sufficient extent. Each ministry was responsible for the preparation of thematic entities within its own administrative sector, as part of the policy programme implementation plan. Progress made in the programme objectives has been monitored using key indicators.

1.3 Development according to key indicators

Full use of labour resources and availability of labour

The global economic downturn caused an extremely rapid and strong decline in production in Finland. As a result of the recession, Finland's employment rate fell to 67.8% in 2010, with unemployment rising until mid-2010. In 2009 and the beginning of 2010, measures were focused on addressing the immediate problems caused by the recession. Whereas stimulus

measures necessitated by the economic crisis have mainly been the ministries' responsibility, the policy programme's primary purpose and aim has been to ensure the long-term availability of labour, as the working-age population begins to decline.

During the economic downturn, efforts have been made to sustain employment through stimulus measures implemented by the Government and through labour market and education policy. Labour market policy measures have been increased and targeted at young people, recent graduates and people who have been laid off or dismissed. Employment and entrepreneurship among the academic unemployed has been supported. Increases in demand for labour and population ageing will already begin to hinder the availability of labour in some sectors this year.

Until 2008, there was strong growth in employment. The 55–65-year-old age group saw particularly intense growth, with its employment rate increasing by over 13 percentage points since 2000. Due to the recession, there was a clear decline in the employment rate in 2009. The deepest dip, over 5 percentage points, was seen among under 25-year-olds. The fall in the employment of older people was relatively mild throughout the recession, at one percentage point. By 2010, unlike other age groups, the employment rate among older people was already growing.

The unemployment rate for under 25-year-olds took a sharp upward turn during the recession. In 2010, the youth unemployment rate was nearly five percentage points higher than in 2008. Due to the downturn, the unemployment rate for 15–64-year-olds increased by approximately two percentage points, from 6.4% to 8.5%, while the increase in the unemployment rate for older people was very moderate. In all, growth in unemployment during the economic downturn has been lower than anticipated.

Employment rate by age group in 2000–2010, percentage

Age group, %	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
15–24	39.8	40.4	39.4	38.5	38.1	39.3	40.7	43.2	43.2	38.4	37.8
15–64	66.9	67.7	67.7	67.3	67.2	68.0	68.9	69.9	70.6	68.3	67.8
55–64	42.2	45.7	47.8	49.6	50.9	52.7	54.5	55.0	56.5	55.5	56.2

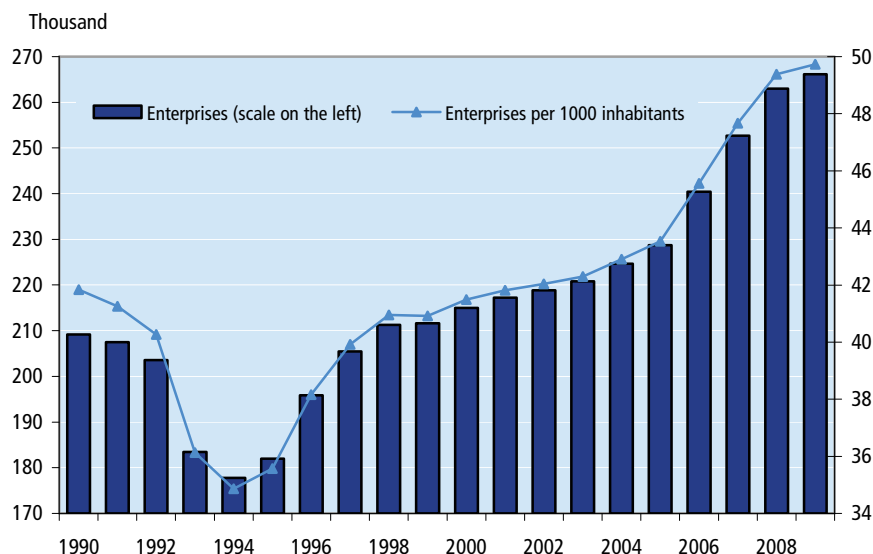
Source: Statistics Finland, Labour Force Survey.

Reinforcing entrepreneurship and growth orientation among enterprises

As the entrepreneurship review of 2010 shows, according to estimates by the Ministry of Employment and the Economy, the number of enterprises totalled approximately 266,000 at the end of 2009 (excl. primary production). The number of enterprises has increased since 1995. Particularly strong growth was seen in 2005–2008. However, the number of employer companies has remained unchanged for the last 10 years, at less than 90,000 companies.

According to the Labour Force Survey by Statistics Finland, in 2009 there were 251,000 entrepreneurs in Finland, amounting to 9% of the employed workforce, if primary production sectors and assisting family members are not included. The number of entrepreneurs reached a record high, with an approximate increase of 4% on the previous year.

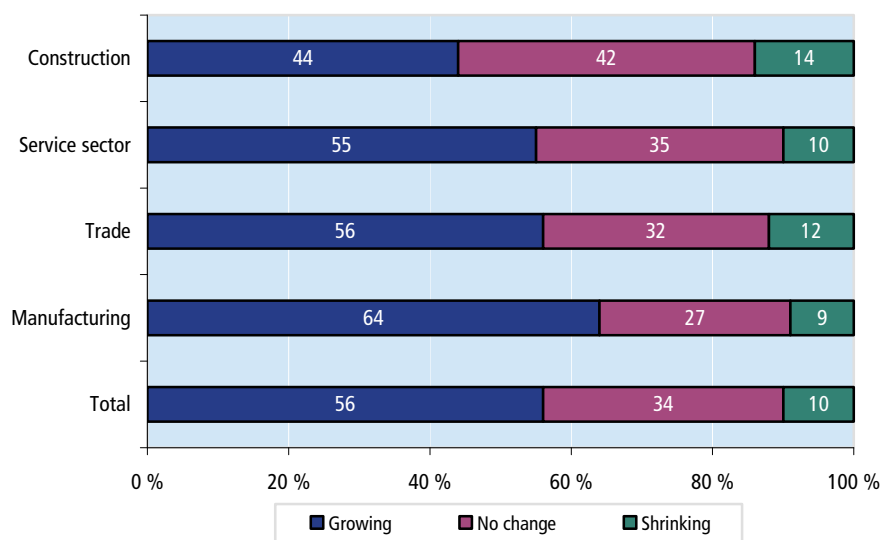
Development in the number of enterprises



Source: Register of Enterprises and Establishments and Population Statistics, Statistics Finland (1990–2008); 2009 estimate by the Ministry of Employment and the Economy.

International and national studies indicate that the number of new growth enterprises in Finland and their share of the total number of enterprises is low in international comparisons. Finland has been unable to sufficiently translate its high level of education and expertise into growth entrepreneurship. In terms of commercialisation of innovations, Finland achieves only average European level. During the parliamentary term, there have been no significant changes in the growth orientation of companies.

Expected growth in SME turnover by main industry in 2010–2011



Source: SME barometer.

According to the Global Entrepreneurship Monitor survey (GEM 2010), the share of entrepreneurs with strong growth orientation (12%) was lower in Finland in 2002–2009 than in the 21 surveyed European countries on average. Among the Nordic countries, where the share of new entrepreneurs with a strong desire to grow exceeded 16%, Finland brings up the rear. Among well-established enterprises, there seems to be no difference in growth orientation between Finland and other Nordic countries.

Quality and productivity of worklife

Little company-specific information is available on how improvements in the quality of worklife influence productivity of work. Since 2008, the Working Life Barometer has examined the connection between a company's economic success and the quality of worklife. Preliminary data from 2010 indicates that the positive connection between a company's economic success and quality of worklife has grown stronger both in the private and public sectors, but particularly in the public sector.

According to the long-term survey on the quality of worklife conducted by Statistics Finland, employees' opportunities to improve themselves at work have increased. Their tasks have become more versatile, are being carried out more independently and their work is considered important. In international comparisons, Finland stands out positively, for instance with regard to training in the workplace; having an influence on work-related decisions and participation in the development of the work organisation; flexible working hours; and how the work organisation motivates employees to give their best. However, problems related to bullying in the workplace are common in Finland by international standards.

Several studies have shown that worklife development measures have a positive impact on extending working lives, wellbeing at work and productivity. Good leadership and a reduction in the burden of work facilitate wellbeing at work. Today, mental stress caused by work is clearly greater than physical strain. According to the Working Life Barometer, more than a half of wage earners consider their work to be at least fairly stressful in mental terms and more than a third consider it fairly stressful in physical terms. Women experience greater mental and physical strain than men.

1.4 Overall assessment of achievement of policy programme objectives during the parliamentary term, and future challenges

Generally speaking, the policy programme objectives set in the Government Programme have been achieved fairly well. However, the programme includes thematic entities whose set goals have not been met, or whose preparation will continue into the next government's term of office. Weakening of the global economic situation has had a particular impact on achieving these objectives.

The economic crisis that began in 2008, and the subsequent recession, have led to the employment objective under the Government Programme remaining unachieved. Since the level of unemployment will remain high over the next few years, it is crucial that employment administration services be secured for unemployed jobseekers and that employer services be further developed. These activities should be aimed at rapid employment of jobseekers and the prevention of mounting problems in reconciling labour supply with demand.

The Government Programme set the objective of ensuring sufficient labour input as far as possible, as the working-age population decreases. With regard to meeting this goal, there has been positive development in extending the working lives of older people. In recent years, the participation rate of older people in working life has improved significantly; during the recession, their employment rate did not fall as much as that of other age groups. Changes made to the pension system and other policy measures have, for their part, contributed to the prolongation of working lives.

The recession has alleviated problems experienced in matching supply and demand in the labour market. Nevertheless, measures to improve regional reconciliation of labour supply and

demand must be continued. The principle solutions for the reconciliation problem include well-functioning employment services and allocation of study places by vocational branch and in regional terms, in accordance with labour demand.

The policy programme included the objective of increasing work-based immigration and raising the employment rate of immigrants. Various measures have thus been implemented to improve immigrants' educational opportunities and worklife skills. However, the economic downturn slowed down the recruitment of labour from abroad, while the active immigration policy was put on hold. At the moment, immigrants' share of the Finnish labour market is small by international standards and their labour participation rate is lower than that of the rest of the population. Their input into the labour market and as entrepreneurs could therefore be increased.

As regards entrepreneurship, the number of enterprises has been on the increase, totalling approximately 266,000 at the end of 2009 (excl. primary production). Also, the number of start-up grant decisions made has been growing. There has been no change in the number of employer companies, however. Use of the household tax deduction has increased, leading to major growth in the number of home service companies. Changes made in the household tax deduction scheme at the beginning of 2009 have reinforced this positive development. During the Government's term of office, no significant change was seen in the growth orientation of companies.

Implementation of the national action plan regarding the alleviation of companies' administrative burden has begun well in cooperation with various ministries. Several improvements were made in 2010.

On the basis of proposals by the civil service working group at the Ministry of Social Affairs and Health, several improvements were also made in social security for entrepreneurs, which is now close to that of wage earners. Issues related to addressing the deficit in social security for entrepreneurs have been actively promoted by the programme throughout the Government's term in office.

In 2009, the policy programme was involved in establishing a point of single contact for the service sector (multichannel service), launched at the beginning of 2010 as part of the Enterprise Finland service system. This contact point provides information, advice and electronic forms related to the establishment of a service sector company and carrying out business activities in Finland's service sector. Electronic services are being further developed.

Changes in the global operating environment and population ageing are among the key challenges to Finland's economic competitiveness. For Finland to secure its welfare services in the future, it is essential that the productivity of labour and economic growth are ensured.

Solving the problem of reconciling labour demand and supply and securing the availability of labour will pose a particular labour market challenge in the coming years. Coupled with population ageing, increasing demand for labour is already hindering the availability of labour in some sectors this year.

The current decade will witness a sharp decline in the working-age population. According to population projections by Statistics Finland, between 2010–2030 the working-age population (16–64-year-olds) will shrink by approximately 165,000, whereas the number of people who have reached retirement age will increase by 581,000.

Another crucial issue is to steer immigration more efficiently towards the labour market as part of the labour market and enterprise policy. In order to achieve this target, common policy outlines for immigration policy, which form an organisational basis for the related administration, must be established for the coming years.

Addressing these challenges requires that unemployment be reduced, the trend in long-term unemployment be reversed, the quality of worklife improved and the meaningfulness of work enhanced, as working lives are extended. In addition, the labour input of those outside the workforce should be more efficiently harnessed.

The age structure of entrepreneurs is even higher than that of wage earners. More than 60,000 ownership transfers among enterprises are expected by 2015. It would therefore be important to efficiently further the development of advisory and expert services related to ownership transfer of a company, in order to ensure uniform, well-organised ownership transfer services, as well as the related service provision processes and operating models.

Several successful measures have been implemented during the Government's term in office, to improve the operating environment for SMEs. However, it is also important that intersectoral cooperation already launched and any ongoing projects be carried on actively and with determination.

From the perspective of securing economic growth and employment, it is crucial that in the context of future policy measures, particular attention be paid to fostering citizens' willingness to become entrepreneurs and growth entrepreneurship. Operating conditions for Finnish ownership should be reinforced by taking account of the strengths and challenges of family entrepreneurship.

Taxation should provide sufficient incentives for innovation activity by SMEs, for risk-taking and growth, and for ownership in support of these activities. The introduction of tax incentives crucial to promoting growth and innovation activity by enterprises was not accomplished during the current term of government. This matter should be reconsidered during the next Government's term of office. No significant change was seen in the growth orientation of companies during the Government's term in office; promotion of growth entrepreneurship remains a key issue.

To improve the quality of worklife in the coming years, particular attention should be paid to developing working practices and promoting the adoption of strategic human resource management within companies. Simultaneously, the quality of worklife and productivity should be improved and the related know-how disseminated among SMEs. In addition, attention should be paid to the sufficiency and continuity of funding for worklife research and the databases enabling such research.

1.4.1 Key issues to be transferred to the next Government's term of office

This section discusses those key issues included in the policy programme, whose preparation was not completed during the 2007–2011 Government term. These should be continued during the next government term.

I Sufficiency of labour force

- Implementation and monitoring of guidelines already formulated concerning the foresight systems for workforce and educational needs, accompanied by further development of foresight activities and continuation of fruitful cooperation between various actors.
- Improving the reconciliation of labour supply and demand, by further developing employment services. Establishing closer links between the employment and business services provided by the Employment and Economic Development Offices, in order to support enterprise development and rapid recruitment of job seekers into open vacancies.
- Extending working lives throughout the working career. For instance, accelerating the transfer from study to work (further measures by the flexicurity working group) and promoting the retention of older workers in employment will also be key issues in the next term of government.
- Measures to support the employment of all workforce reserves on the open labour market and to reduce structural unemployment.
- Removing barriers to the immigration of workforce and sustainable internationalisation of the labour market; supporting the development of diverse working communities; mainstreaming the basic rules of working life and enhancing compliance with minimum terms of labour; providing effective support for the employment of immigrants living in Finland on the open labour market; creating ideas for new practices in the integration of immigrants; and assessing the operations of immigration administration. Common policy outlines and organisation of implementation.

II Entrepreneurship

- Taxation instruments to increase innovation activity among companies; particularly further measures regarding a tax incentive for innovation, alongside incentives to increase growth entrepreneurship and venture capital.
- Continuation of cooperation among public authorities on reducing the administrative burden. Implementation of the national programme aims to achieve a 25% decrease in the administrative burden compared to the 2006 level, by the end of 2012.
- Further development of the Enterprise Finland services and promotion of electronic services for companies, as part of the SAdE project (eServices and eAdministration). Securing the funding required for the development of the Enterprise Finland services. In accordance with the Government's outlines, all key electronic services for citizens and enterprises will be available in 2013.
- Further development of operating conditions for family and owner entrepreneurship. Continuing the performance of research on family entrepreneurs, family businesses and assisting family members, among others.
- Reforming the Inheritance and Gift Tax Act in areas concerning generational transfer within companies. Promoting cooperation between various actors and developing public advisory services regarding generational and ownership transfer in companies.
- Expanding and diversifying entrepreneurial training in education. Continuing the work of the Ministry of Education and Culture's steering group for entrepreneurship into the next term of government (nationwide development and coordination of entrepreneurship, with regard to basic education, general upper secondary education and vocational training).
- Improving and strengthening the capacity for entrepreneurship amongst higher education institutions and universities, as well as the commercial or societal utilisation of research results, for instance by taking account of the proposals presented by the working groups on higher education based entrepreneurship (Ministry of Education 2009:10 and Ministry of Education and Culture 2010:10).
- Deciding on further measures regarding the Talousapu financial helpline for enterprises, launched in 2009 through cooperation between the private and public

sectors. Resolving on the possibility of making the helpline a permanent part of the Enterprise Finland service after 2011.

- Objectives of the Ministry of Employment and the Economy's strategic project for the creative economy in the next government term, for instance in promoting the emergence of entrepreneurial and product development activities within the creative industries.
- Developing an operating model for social enterprises.

III Quality and productivity of worklife

- Reforming structures intended to improve the quality of worklife and productivity, for instance further development of cooperation between Tekes, the Finnish Funding Agency for Technology and Innovation. The Workplace Development Programme TYKES will continue into the next term of government. Operating practices should be established and worklife development measures enhanced as part of the innovation system.
- Further development of the monitoring system, for instance regularly surveying the opinions of employers and employees at the same workplaces, on realised developments in worklife and desired directions of development.

2 POLICY PROGRAMME FOR HEALTH PROMOTION

2.1 Summary of the policy programme's results and impacts

Key developments:

- The steady increase in the life expectancy of both men and women has continued.
- According to the report *Suomalaisten hyvinvointi 2010* (Wellbeing in Finland 2010) by the National Institute for Health and Welfare, the health of Finnish people has improved and their quality of life is high. Socio-economic differences have nevertheless grown: the difference in life expectancy between clerical staff and workers is 6 years for men and approximately 3 years for women.
- There has been positive development in well-being at work and the share of people who are either very or fairly satisfied with their work grew by 8% from 2005 to 2008 (from 79 to 87%).
- Alcohol consumption per capita decreased by 0.5 litres between 2005 and 2010.
- The municipalities now have a better understanding of the financial aspect of health promotion and people's well-being.

Key reforms and measures:

- The new Health Care Act includes obligations for municipalities with regard to taking account of health and welfare impacts, promoting health and well-being, health counselling and medical examinations and advisory centres for older people. The Decree on child welfare clinic services, school and student health care services and preventive dental health care for children and young people became fully effective on 1 January 2011. Its provisions provide a strong foundation for creating health promotion and intersectoral cooperation structures.
- Several training events, seminars and work meetings (a total of 260 meetings by the end of February 2011) have been held in municipalities, partnership areas and hospital districts, with the main goal of reinforcing the "health in all policies" concept.
- In all, 16 projects supporting health promotion have been jointly implemented with public health organisations or other actors and funding has been granted for 9 publications.

2.2 Policy programme objectives

The Government Programme defined improvement of the population's state of health, reduction in health disparities and integration of the 'Health in all policies' approach into the activities of various administrative sectors as objectives of the policy programme for health promotion. As laid down in the Government Programme, the grounds for the policy programme include population ageing and the costs incurred by lifestyle diseases (obesity in particular) and alcohol problems. Health promotion is expected to extend working lives and curb rising health care costs.

The policy programme was required to cover issues such as the development of structures for health promotion and the legislation for securing such structures; promotion of health and well-being among children and young people; ability to work and functional capacity among the working-age population, as well as well-being at work; promotion of health and functional capacity among the ageing population; promotion of the division and resourcing of responsibilities in health promotion and preventive activities; the significance of exercise and culture as a precondition for well-being; and the healthiness of the environment.

The policy programme's **social impact objectives** have been divided into the following areas:

- reinforcing the structures of health promotion
- achieving lifestyle changes that contribute to the prevention of public health problems (reducing obesity among children, adolescents and the working-age population, reducing intoxicant use and smoking)
- development of working and living conditions that promote healthy lifestyle choices
- strengthening basic social and health services and developing new working methods for health promotion
- reinforcing the activities and role of organisations in supporting health promotion, particularly with regard to participation and communal activities.

The rationale for the programme objectives noted that "health promotion brings undeniable benefits to society, the economy, workplaces and private individuals". It is recommended that the health promotion perspective be widely adopted. The key task of the policy programme is to advance and bolster the inclusion of health aspects in social decision-making and the service system –within state, regional and local administration– as well as in business, at workplaces, organisations and at individual level. In accordance with the 'Health in All Policies' approach, the policy programme provides the opportunity to strengthen and supplement ongoing development work beyond conventional administrative boundaries."

The following **strategic areas of emphasis** were defined for the policy programme:

- recognition of the social and economic importance of health promotion at various levels of decision-making, and the distribution of information promoting health
- strengthening of health promotion structures when revising legislation and as part of the local government and service structure reform
- compilation, commercialisation, distribution and rooting of existing knowledge, best practices and most successful projects
- reinforcement of competence.

In the Government's policy review session of February 2009, the following thematic entities were included as further measures in relation to the programme objectives:

- promoting well-being at work and developing the quality of worklife
- improving the availability of services that prevent social exclusion and reduce health disparities
- disseminating good practices in health care to the long-term unemployed
- disseminating best service practices and encouraging their adoption (several mentions)
- the opportunities of primary health care to better address mental health problems and the reduction of incapacity for work resulting from depression
- developing partnerships between the private sector and organisations, while supporting the activities of non-governmental organisations
- improving knowledge of preventive work and supporting the dissemination of good practices, for instance through the Health Care Act
- investigating how best to increase teaching on health-enhancing physical activity, a healthy diet and preventive alcohol and drug work, in social and health care training
- a national action plan for combating damp and mildew in buildings
- harmonising the evaluation of impacts on people.

The measures of the Government's policy review session have been promoted as part of the implementation of the policy programme's original objectives, in cooperation with the Ministry of Social Affairs and Health, the National Institute for Health and Welfare, the Finnish Institute of Occupational Health, the Advisory Board on Civil Society Policy and non-governmental organisations.

With regard to well-being at work and developing the quality of worklife, four working groups have engaged in preparing concrete proposals as follow-up measures to the working group on worklife, led by Jukka Ahtela. In addition, the Finnish Institute of Occupational Health has completed several development projects as part of the policy programme. Most measures proposed in the final report on health care for the long-term unemployed are included in the proposals by the working groups. A well-functioning health centre programme and the new Health Care Act have markedly improved the capability to address mental health problems in primary health care, as have the good practices developed under the Masto project. Based on a Government decision, the Ministry of the Environment launched a project on combating damp and mildew in buildings.

Good practices and service innovations are being collected and implemented as part of the INNO-Kylä project and the National Development Programme for Social Welfare and Health Care (KASTE).

2.3 Development according to key indicators

Promotion of health and well-being has become more active. In the health promotion barometer for 2010, published by the Finnish Centre for Health Promotion, compared to 2009 the general outlook on health promotion was slightly more positive in municipalities. Within organisations, however, a slightly smaller share of respondents than the previous year considered the health promotion situation to be positive. According to respondents within municipalities, health promotion has gained more visibility and people are better informed. In addition to improved visibility, managers within organisations find that the importance of health promotion has been more widely understood among citizens and actors vital to health promotion. The improved situation was considered to be based on well-functioning structures and leadership in health promotion. In addition, multi-professional cooperation and cooperation between administrative branches was mentioned among the bases for predicting an improvement in the health promotion situation.

According to preliminary data from the National Institute for Health and Welfare's TEAvisari indicator, which measures activity in health promotion, the average score in health promotion activity in basic healthcare, in comprehensive schools and in sports activities is 52 in basic healthcare (in 2010), 51 in sports activities (in 2010) and 62 in comprehensive schools (in 2009) on a scale of 1-100.

The Ministry of Social Affairs and Health commissioned a survey for educational institutions on **health-promoting exercise and diet**. Survey respondents found that this teaching provides fairly good basic information on the importance of nutrition (71%) and exercise (71%) to health, as well as the capability to identify problems related either to an individual's (67%) or a community's (66%) nutrition or exercise habits (67% and 64%). Compulsory studies include content on nutrition and exercise, mainly in the first year of study. Teaching on nutrition and exercise is usually integrated with various study packages. Optional studies include considerable tuition on nutrition (73%) and exercise (79%). However, the respondents believed that more tuition is required on nutrition and education. In addition, guidance and advisory competences require more versatile methods and a more comprehensive view.

According to the report *Suomalaisten hyvinvointi 2010* (Wellbeing in Finland 2010), **the health of Finnish people** has improved and their quality of life is high. Socioeconomic differences in health, subsistence and well-being have nevertheless grown. Key factors weakening quality of life include unemployment, being on a disability pension, requiring social assistance and having a low level of education. People living in sparsely populated areas considered their health to be

poorer than others. In cities, levels of stress have increased. In comparison to the 2008 report, the clearest change lay in improved well-being in those living in sparsely populated areas, compared to those living in city centres. It also seems that the differences in experienced well-being have not grown in the 2000s.

Are people doing sufficient or insufficient exercise to maintain their health?

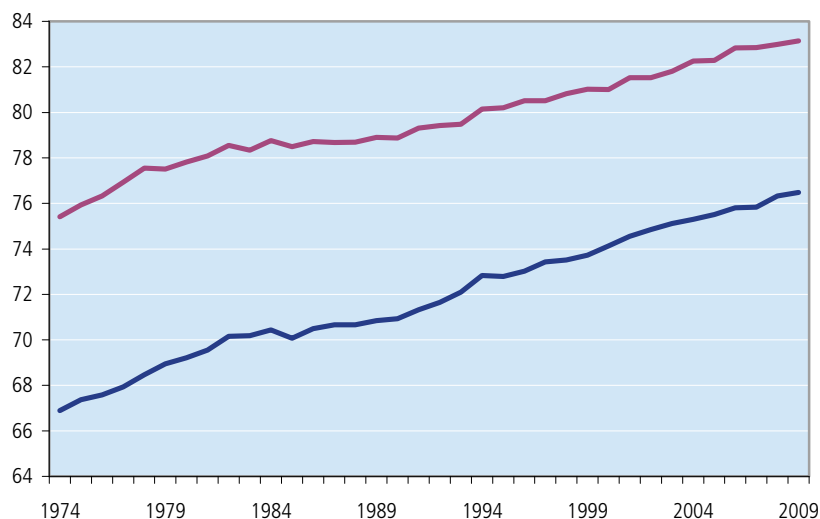
%	Classification according to old recommendations			Classification according to newer recommendations	
	2001–2002	2005–2006	2009–2010	2005–2006	2009–2010
Adequate	54	57	66	36	44
Inadequate	46	43	34	64	56

Source: Kansallinen liikuntatutkimus 2009–2010 (the National Sports Survey).

According to the so-called old recommendations, most of the population gets enough exercise from the point of view of health promotion. The share of those who exercise adequately has grown during the 2000s. A larger share of women than men do enough exercise, and this ratio has remained the same. In nearly all age groups, there is an almost equal increase in the share of those who take enough exercise. The large amounts of exercise performed by competitive and leisure-time athletes skew the results of general surveys; over half of people who do ordinary and utility exercise do not do so sufficiently. The general view also changes when measuring the results against the newer recommendation; according to this, people should exercise for a total of 30 minutes on an almost daily basis. Using this as the criterion, the majority of people do not get enough exercise.

Alcohol consumption has decreased for two successive years. In 2009, absolute alcohol consumption per capita was 10.2 litres. The number of alcohol-related diseases treated through health care services fell to the same level as in the early 2000s. There was an approximately 10% decrease in drink-driving crimes and the number of alcohol-related accidents leading to death declined by over a fifth (23%). There remains a clear gender division in alcohol-related harm; 45–65-year-old men suffer most from alcohol-related diseases.

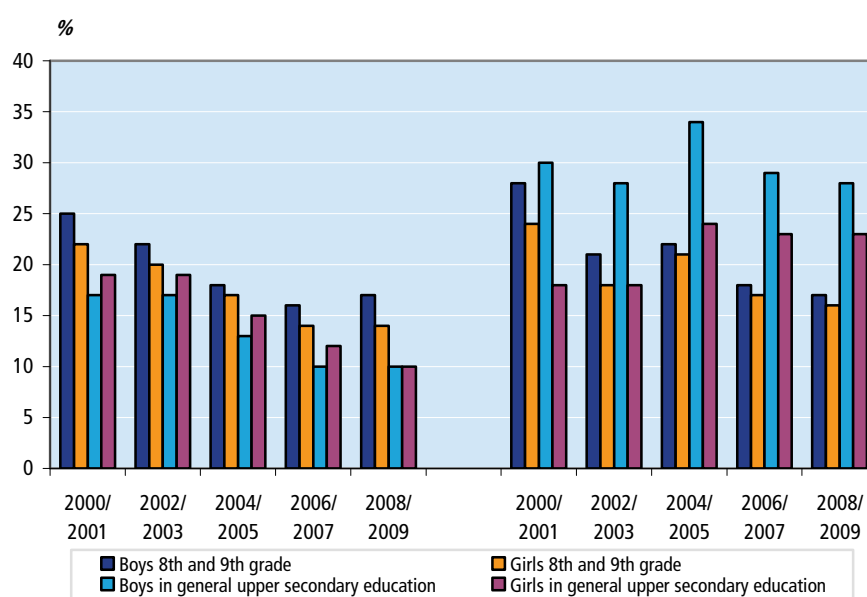
Life expectancy of newborns in 1974–2009



Source: Findicator, Statistics Finland.

There is slight improvement in the state of health experienced by **children and young people**. According to the School Health Promotion Studies of 2006–2010, the share of pupils in comprehensive school experiencing their health to be average or poor had declined by 2 per cent (from 16 to 18%). There is a clear difference between pupils in general upper secondary education and in vocational education, since those in vocational education experience poorer health and have worse health-related habits than pupils in general upper secondary education. For pupils at comprehensive school, many health indicators have remained the same, for instance overweight (14%), fatigue (16%), neck and shoulder pain and headache (31%) and moderate or severe depression (13%).

Pupils who smoke daily and are heavily drunk at least once a month, in the 8th and 9th grade in comprehensive school and general upper secondary education

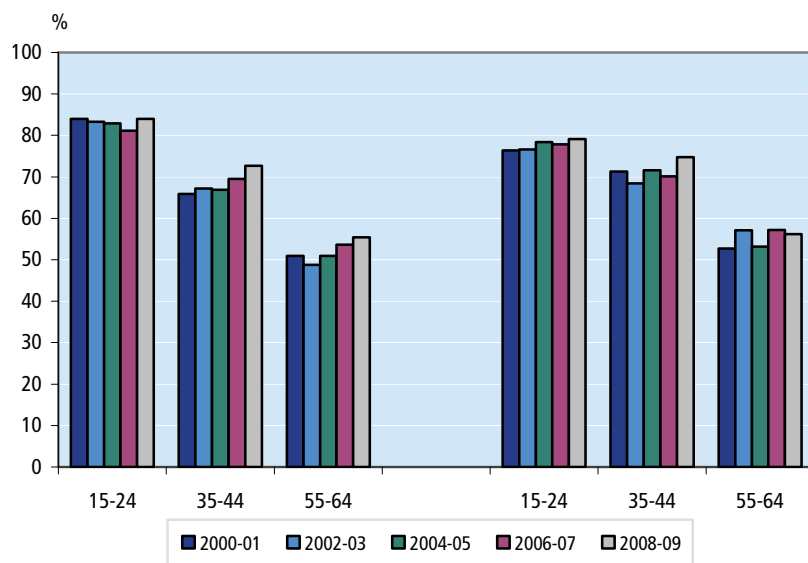


Source: School Health Promotion Study, National Institute for Health and Welfare.

Smoking on a daily basis has decreased to 16%, close to the target of less than 15%. On the other hand, experimentation with illegal drugs has somewhat increased (from 7% to 9%). Other health-related habits, such as eating school lunch, eating a regular breakfast, brushing teeth and doing enough exercise, have developed in a slightly negative direction. However, there has been positive development in the availability of health care for schools and in pupil and student welfare.

The experienced health of the **working-age population** has improved. In the 2000s, the share of 15–64-year-olds who feel they are in good or fairly good health has increased among both men and women in nearly all age groups.

Health experienced as being good or fairly good, by gender and age group



Source: The survey Health behaviour and health among the Finnish adult population (AVTK).

A slight positive development can be seen in the decline in numbers of daily smokers and in heavy drinking, and increased use of vegetable oil in nutrition. Women have increased their consumption of vegetables. In comparison to 2006, people engage in sports slightly more. However, the share of overweight people is on the increase. With regard to well-being and coping at work, there has been positive development. The share of people who are very satisfied with their work has grown from 2005 (79%) to 2009 (87%). In 2009, 56% of wage earners viewed themselves as strong and energetic, compared to 52% in 2006.

Evaluation of well-being at work, 24–26-year-olds

	2003	2006	2009
Very good physical ability to work	37%	35%	41%
Very good mental ability to work	28%	29%	35%
Very or fairly satisfied with current job	82%	79%	87%
Experiences very or fairly much stress at work	12%	10%	8%
Believes that where health is concerned, likely to be or definitely able to work until retirement age	76%	77%	76%
Considers occupational health care to be commendable or good	68%	69%	74%

Source: The 'Work and Health' interview study, age 24–64 (Finnish Institute of Occupational Health).

Main reasons for disability pensions

Reason for disability pension	1996	2009
Mental health problems	27%	38%
Diseases of the musculoskeletal system	32%	29%
Diseases of the circulatory system	13%	8%

Source: Finnish Centre for Pensions.

Mental health problems and diseases of the musculoskeletal system are the major reasons underlying disability pensions. Better occupational safety and protection and improved lifestyles, nutrition in particular, are reflected in the above-mentioned figures. Mounting worklife pressures are one reason for the increase in mental health problems.

Among **retired people**, functional capacity and ability to carry out everyday chores improved during the monitoring period. In 2009, nearly a half of women and men alike experienced their health as good or fairly good. Between 2003 and 2009, the feeling of insecurity has decreased. The factors causing most insecurity include a small pension income, becoming dependent on help from others and memory impairment. Alcohol consumption has increased, particularly among 65–74-year-olds; in the long term, the share of abstainers among retired people has declined. The share of those who exercise at least four times a week has decreased. Whereas approximately 93% of men and women aged 65–74 are able to move outside alone without difficulty, among 75–98-year-olds 83% of men, and 75% of women, are still able to do this. Of the total population of the same age group, the share of 75–84-year-olds who live at home has remained at approximately 93%, while approximately 77% of over 85-year-olds still live at home.

2.4 Achievement of the policy programme objectives

From the point of view of promoting health and well-being, the most valuable aspect was the prestigious support and the foundation provided by the policy programme, as an expression of the Government's will, to the wide array of measures prepared and implemented during the Government's term of office. The policy programme has either served as an impetus for, or partially spurred, several local or regional projects and events. In addition, it has strengthened the long-term efforts of the Ministry of Social Affairs and Health and expedited the implementation of separate sub-programmes. The state provincial offices/regional state administrative agencies, for instance, and regional councils to some degree, have based their own programme work and training and steering activities on the policy programme objectives.

Societal significance and structures of health promotion

A key objective for the policy programme was to create an understanding of the social and economic significance of health promotion at various levels of decision-making, as well as strengthening health promotion structures. The new Health Care Act significantly facilitates the attainment of this objective. Since mid-2008, health promotion obligations under the Act have been communicated by the policy programme, the Ministry of Social Affairs and Health and the National Institute for Health and Welfare at various events, seminars and work meetings on the basis of a proposal by the working group that prepared the law.

According to **the health promotion barometer** of 2009, compiled by the Finnish Centre for Health Promotion, 60.8% of health leaders were of the view that the policy programme had an impact, particularly with regard to the greater visibility and significance of health promotion. Next in order in terms of improvement were intersectoral cooperation and regional cooperation. The 2010 barometer showed the situation as having improved with regard to health promotion structures. In addition, it was believed that health promotion methods had improved.

In health care partnership areas, cooperation structures for health promotion with member municipalities still require development. In the autumn of 2010, the Association of Finnish Local and Regional Authorities conducted a survey of 30 respondents. According to the survey results, 31% of the respondents took account of the organisation and implementation of health and well-being promotion when deciding on solutions in accordance with the Framework Act. On the other hand, 51.7% of the respondents stated that this had been observed to some extent.

Within the partnership areas, the strategy/plan concerning health and well-being promotion for the coming years has been prepared as follows:

- approved by the municipal executive board/municipal council in all member municipalities 3.6%
- approved by some municipal executive board(s)/municipal council(s) in some member municipality(ies) 10.7%
- approved by a partnership area body 14.3%
- preparation has been commenced 53.6%
- has not been prepared 25%

At total of 17 areas (56.8%) have decided on the management and responsibilities of health and well-being promotion within the partnership area. Some 42.3% of areas have an executive board or similar body for the promotion of well-being and health, with members from various administrative sectors in the member municipalities, in addition to representatives of the partnership area. Half of the areas have appointed a person in charge of health and well-being promotion.

However, no precise assessment can be performed of developments in the structures of health promotion, management and intersectorality within municipalities, since the results of the municipal survey, conducted by the National Institute for Health and Welfare, will only be available later in the spring of 2011. Various events and meetings give the impression that a significant improvement has been made in the understanding of the human and economic benefits achieved through health and well-being promotion. Various cooperation partners have also communicated the same message. Further evidence for this is provided by the material acquired in the Healthy Municipality contest and the associated projects of the National Development Programme for Social Welfare and Health Care (KASTE). While the economic downturn hampered these development projects to some degree, it has also forced the municipalities to consider focus areas and service structures.

In addition, the message conveyed by the so-called pioneering municipalities, hospital districts and broad regional cooperation projects can be expected to get through, prompting lagging municipalities to renew their practices. Developed by the National Institute for Health and Welfare, the TEAvisari indicator provides municipalities with the opportunity for a detailed comparison of activities between various health promotion areas.

Prominent media coverage has been given to health promotion and healthy lifestyles. Magazines published by public health organisations and trade organisations have played a significant role in introducing good practices and new working methods promoting health. In addition, local, regional or national health promotion events have been reported in the local media.

Prerequisites of health promotion and the population's health

There has been positive development in worklife with regard to job satisfaction and occupational health services. More attention has been paid to supporting workplace exercise initiatives and exercise while commuting, for instance. Furthermore, much effort has been invested in developing occupational health care. As part of the measures aimed at extending working lives, the working groups on the development of **occupational health care and assessment of working ability of the unemployed and their health services** submitted their proposals in March 2011. In addition, there has been a slight increase in the average retirement age, as well as in the willingness to work until retirement age.

Examining data by age-group, obesity among children, young people and the adult population is marked and poses an obvious health risk. This problem is pronounced among those in a weak socio-economic position. Tackling obesity requires broad-based action and efforts aimed at children and young people who take insufficient exercise, and directed at their dietary habits. Schools play an important role this.

In the 2000s, there has been small decline in the share of smokers. The tobacco tax has been raised twice and the tobacco law was tightened last year, the amendment aiming to attain a tobacco-free Finland by 2040. Overall alcohol consumption has fallen slightly and growth in alcohol-related harm has halted or seen a small decline. During the Government's term in office, the alcohol tax has been raised three times. In the beginning of 2011, the so-called sugar tax became effective, increasing the prices of candy, ice cream and soft drinks.

The Decree on child welfare clinic services, school and student health care services and preventive dental health care has obligated municipalities to invest more in preventive work and add resources. This has been reflected in concrete decisions. For instance, the National Union of Public Health Nurses estimates that the situation has improved, particularly within child welfare clinic services and school health care services.

The Ministry of Environment has provided guidance for barrier-free, safe town planning and construction. In cooperation with the policy programme, two seminars have been held on the topic. In addition, alongside the Ministry of Education and Culture, the Ministry of Environment has implemented a project to promote cycling and produced the related material.

Within the framework of the National Development Programme for Social Welfare and Health Care (KASTE), structures have been developed for improving health and well-being, in addition to new multi-professional service practices for different age groups. It is vital that the best practices be maintained and disseminated. For this reason, it is important that, during the next programme period, part of development funding be reserved for embedding such practices.

In the context of social and health care service development, some mention should be given to the action plan **An Effective Health Centre** and the **Ikäneuvo programme**. Target setting under the policy programme is one of the factors underlying the Ikäneuvo programme. Furthermore, an entire section on advisory centres for older people was included in the Health Care Act.

In order to **strengthen civil society** and the operating preconditions for non-governmental organisations, cooperative efforts have been made alongside the Ministry of Justice and the Advisory Board on Civil Society Policy. In addition, based on joint funding from various ministries, a report was prepared on the funding of organisations and support practices. The report was completed at the end of 2010. Implementation of the proposals by the Ministry of Finance's tax working group will proceed so that, during the spring of 2011, the Tax Administration will prepare proposals on amending the guidelines. The guidelines will be issued before the summer, in the wake of the consultation process.

2.4.1 Further measures and recommended themes for the next Government's term of office

Continuation of policy programme projects

Among the projects included in the implementation plan for the health promotion policy programme, the action programme Art and Culture for Well-being 2010–2014 will continue into the next term of government. The programme's future implementation should be secured by providing the programme host, the National Institute for Health and Welfare, with sufficient resources and support from the Ministry of Education and Culture and the Ministry of Social Affairs and Health in particular. In addition, at least the same level of funding from the Ministry of Education and Culture as in 2011 (EUR 370,000), will be secured for 2012–2014.

In accordance with the original plans, several projects assigned as the responsibility of the Finnish Institute of Occupational Health and the National Institute for Health and Welfare will continue in the next term of government.

Monitoring of new legislation and support for implementation

Promotion of health and well-being has been provided with a **strong legislative foundation**, obligating actors at regional and local level to establish structures, strategies, action programmes and monitoring systems. In addition, they must monitor the population's health and well-being. In support of this, the Ministry of Social Affairs and Health and the National Institute for Health and Welfare have been preparing information collection systems within the framework of the ATH pilot project (regional health and well-being survey) and the INDI project (key indicator programme) that are now near completion. During the current term of government, the Ministry of Social Affairs and Health will still organise an extensive training round to support the implementation of the Health Care Act. Training will include a topic on the content of the sections on health promotion included in the Act.

Thus far, only insufficient and fragmented information is available on the **impacts of the PARAS reform** on health promotion structures and practices. In the spring of 2011, the results of the municipal survey will be made available, on the basis of which an evaluation of further measures should be performed. Feedback from the field is twofold: health promotion structures, management systems and working groups have been reinforced or formed. However, cooperation practices have not been formed in all partnership areas, alongside the administrative sectors of member municipalities that are creating and partly responsible for the preconditions for improved public health. Alongside the Association of Finnish Local and Regional Authorities, the Ministry of Social Affairs and Health Group should monitor the situation and support desirable structural solutions for health promotion, by means of support material and training, for instance.

First and foremost, **commitment of senior elected officials and senior officials within municipalities** should be ensured with regard to the broad-based, intersectoral promotion of health and well-being, both as part of the municipality's own activities and alongside key stakeholders. This requires raising the issue in forums such as meetings and training events for the municipality's senior elected officials and senior officials. In addition, close cooperation with the Association of Finnish Local and Regional Authorities is required.

Focus areas for the next term of government

In preventing national diseases, early intervention is essential; in this sense, **health education in comprehensive and secondary education and a learning environment that promotes health occupy a key position**. Furthermore, an important role is played by the quality of school lunches, and school yards that encourage pupils to exercise.

A key factor lies **in the use of effective methods for preventing the realisation of health risks**. This would be related to competences, from vocational basic training upwards and onto supplementary training and training in the workplace. In order to make active use of the health education material produced, easy-to-use databases on good practices and working methods are required. In addition to their official duties, the work of the National Institute for Health and Welfare and the Finnish Institute of Occupational Health should focus on active dissemination of good practices within the service system and in worklife. Completion of the INNO-kylä project will also play a key role, since this serves as a knowledge bank of good practices in the field of health and well-being.

The role of primary health care is emphasised, particularly in the promotion of public health, in reducing health disparities and in performing medical examinations required by the new Health Care Act. This is necessary in order to prevent the realisation of health risks among population groups outside the workforce, for instance, at a sufficiently early stage. In addition, the positive experiences and working methods gained from the health care project for the long-term unemployed should be extensively applied.

Occupational health care plays an important role in supporting healthy lifestyles, both amongst the working community and individual employees. Development of occupational health care in a preventive direction should be continued, while cooperation between occupational health care, executive management and supervisors is increased. An amendment to the Sickness Insurance Act entered into force this year. Based on this, the employer is entitled to a higher reimbursement of 60%, if the workplace has concluded an agreement with occupational health care on joint practices for the management, monitoring and early support of ability to work. This amendment's implementation should be supported by the Finnish Institute of Occupational Health and other bodies, such as the labour market organisations, responsible for promoting well-being at work.

With regard to measures at the level of the general-population **alcohol policy is in a key position** from the point of view of public health in general, and in decreasing alcohol-related illnesses and supporting the well-being of children. Efforts to decrease alcohol-related harm will continue to be based on influencing the general attitudinal climate and regulating the price and availability of alcohol. Preventive and corrective alcohol and drug work should be supported by securing the required resources, for instance. Moreover, there are grounds for restricting image advertising for alcohol. The impact of pub and restaurant opening hours on alcohol-related harm should also be investigated. In addition, the Alcohol Act should be revised, while maintaining its current basic principles.

The Government Programme, the policy programme for health promotion and the Government's mid-term policy review emphasised **securing and reinforcing the organisations' position** and their importance, particularly in the promotion of participation. It is therefore crucial that the work on further measures, determined during a cabinet evening session at the beginning of 2010, concerning taxation, funding and the definition of charitability be completed. In the next term of government, it should be ensured that the funds made

available from Finland's Slot Machine Association's veteran rehabilitation activities are allocated to organisations. Shoring up civil society is essential to efforts to prevent social exclusion.

Possible themes for policy programme or projects promoting health and functional ability

From the point of view of the policy programme, specific attention should be paid in the coming years to the following target groups and sore points in Finnish society:

- 1. Supporting the mental health of children and young people and preventing social exclusion.** How to ensure sufficient, early support for families in crisis, for instance home-care assistants and family worker services; how to support children and young people in the environment in which they are growing up, and in day care and at school, in addition to the home? How to develop low-threshold activity centres for young people, which would provide multi-professional assistance and support?
- 2. Guaranteeing a study place, work practice placement or a job for young people who have completed comprehensive school or dropped out of vocational training.** How to ensure so-called zero-tolerance, for whose implementation education, social and youth services and the labour administration would be responsible? How to integrate workshop activities, additional basic education in the 10th grade, apprenticeship training, youth work and the required social and health services into a package that would significantly reduce the risk of social exclusion?
- 3. Employment of people who are partially capable of working.** How to coordinate labour administration measures, health services and services for the disabled, rehabilitation, social security and earned income, so that the potential workforce in this population group is employed, while improving well-being and subsistence for individuals?
- 4. Promoting the health of population groups whose health is at risk and preventing problems from accumulating, with a special focus on reducing obesity.** How to establish good practices (for instance prevention of diabetes) in primary health care and occupational health care, including exercise and nutrition interventions as an integral part of reception work? How to influence the operating environment? What measures are needed at the general-population level?
- 5. Promoting the health and functional capacity of older people.** How to create environments that promote health, provide exercise opportunities, encourage participation and expand the network of advisory centres for older people?

Successful implementation of the aforementioned programme/project entities would contribute to achieving objectives vital to Finland's future: raising the employment rate, extending working lives and controlling the costs of corrective social and health services.

3 POLICY PROGRAMME FOR THE WELL-BEING OF CHILDREN, YOUTH AND FAMILIES

3.1 Summary of policy programme results and impacts

Key developments:

- Preconditions for the prevention of social exclusion among young people have been created through outreach youth work, for instance. The accessibility of workshop activities has increased.
- Low-threshold services for families have been increased through the dissemination of the family centre model.
- The safety of the media environment for underage children, and their media literacy, has been improved.
- Before- and after-school activities for small school children (1st and 2nd grade) have been expanded.
- The popularity of art as a hobby for children and young people has increased.

Key reforms and measures:

- The revised Youth Act entered into force on 1 January 2011, reinforcing multi-sectoral cooperation in the prevention of social exclusion among young people. According to the revised Act, municipalities are required to have a youth guidance and service network for general planning purposes and for developing the implementation of multi-sectoral cooperation between local authorities. This network must comprise representatives of the education, social, health and youth services and the labour and police administrations.
- State aid granted for outreach youth work has enabled the employment of over 230 outreach youth workers across Finland, in a total of 192 municipalities. Outreach youth work reaches out to young people under the age of 29 who are about to be excluded from education and worklife, and who need support in accessing public sector services.
- The policy programme included an investigation of the development of the knowledge base pertaining to the well-being of children. The working group prepared the memorandum Lasten hyvinvoinnin kansalliset indikaattorit - Tavoitteena tietoon perustuva lapsipolitiikan johtaminen (National Indicators of Children's well-being – Towards knowledge-based children's policy management, Reports of the Ministry of Education and Culture 2011:3)
- The central government distributed information on the United Nations Convention on the Rights of the Child, particularly in 2009, on the 20th anniversary of the Convention. According to a survey conducted by Taloustutkimus, awareness of the Convention on Rights of the Child increased significantly during the anniversary year. In January 2010, 72% of Finnish people said they were aware of the Convention, as opposed to October 2008, when 54% of respondents had heard of it.
- The proposal for a national communications strategy for children's rights has been completed (Reports of the Ministry of Education and Culture 2010:14). In the future, the committee proposes that the Ministry of Education and Culture coordinate communications on the Convention on Rights of the Child.

3.2 Policy programme objectives

The Government Programme of Prime Minister Matti Vanhanen's second Cabinet defined the prevention and reduction of social malaise and exclusion as the policy programme's general objective. Early intervention and preventive work were viewed as Government priorities. The Government Programme stated that the basis for the policy programme, which transcends boundaries between administrative sectors, would be provided by the Development Programme for Child and Youth Policy, to be adopted by the Government by the end of 2007 in accordance with the Youth Act. This policy programme would both monitor and support the implementation of this, the first Development Programme for Child and Youth Policy, during the electoral period. In addition, the Government Programme specified the following points, to which particular attention should be paid in the policy programme:

- early identification of the risk of social exclusion and ill-health in children and young people
- reducing the need to take children and young people into care
- reducing health disparities among children and young people and promoting healthy lifestyles and mental health
- improving the well-being, financial position and services of families with children
- supporting parenthood and reinforcing the sense of community
- education and employment of young people
- promotion of civic skills, involvement, leisure pursuits and participation among children and young people
- improving the living conditions of children and young people, with a special focus on gaining additional information on child poverty
- developing the evaluation of decisions and resolutions in terms of their implications for children
- promoting the dissemination of information on the rights of children

The Government Strategy Document 2007 specified the policy programme by dividing the objectives into three areas: a child-oriented society, well-being of families with children and prevention of social exclusion. Gender equality and multiculturalism were emphasised as themes permeating all topical areas.

In its meeting of November 2007, the ministerial group for the policy programme discussed the draft of the Development Programme for Child and Youth Policy, from the policy programme's perspective. Matters raised include the creation of a monitoring system, support for parenthood, media education, the importance of exercise and access to the labour market. The Development Programme for Child and Youth Policy 2007–2011 was handled at the cabinet evening session of 21 November 2007 and approved by the government session of 13 December 2007.

The fourth theme in the Government's policy review session position paper (24 February 2009), "Promoting the well-being of children, young people and families", was closely connected to the policy programme objectives. The position paper notes that most Finnish children are faring well and growing up in a positive environment. However, the Government acknowledged that in the last few decades, social and psychological exclusion has become more prevalent among children and young people. The position paper further states that sectoral boundaries have created unnecessary barriers to cooperation, preventing adequate multi-professional cooperation. Consequently, the decision was taken to prepare a report on the development of administrative structures, in order to address comprehensive management of the well-being and nurture of children and young people, from early childhood to their entry into the labour market. This task was assigned to the policy programme.

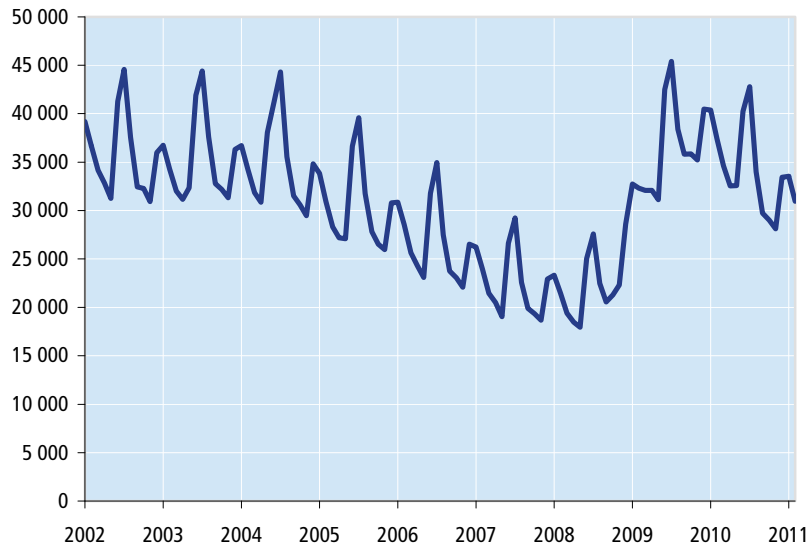
In addition to this, the rest of the policy programme period was strongly influenced by the objective, included in the position paper, of reinforcing multi-professional cooperation between authorities. The Government policy-review session item on ensuring multi-professional cooperation between authorities, in order to prevent the social exclusion of young people, led to Government proposal HE 1/2010 on the amendment of the Youth Act.

A third objective highlighted in the policy-review session position paper, and to the fore in the latter part of the policy programme period, was the Government's objective to expand the use of the family centre model nationwide, in order to step up preventive work for families with children. The policy programme included participation in the arrangement of the first Nordic family centre conference, held in Espoo in May 2010.

3.3 Development according to key indicators

During the parliamentary term, the economic situation led to a weakened employment situation among young people under the age of 25. However, significant investment has halted the rise in youth unemployment. Nevertheless, further investment is needed in the management of youth unemployment and its solutions.

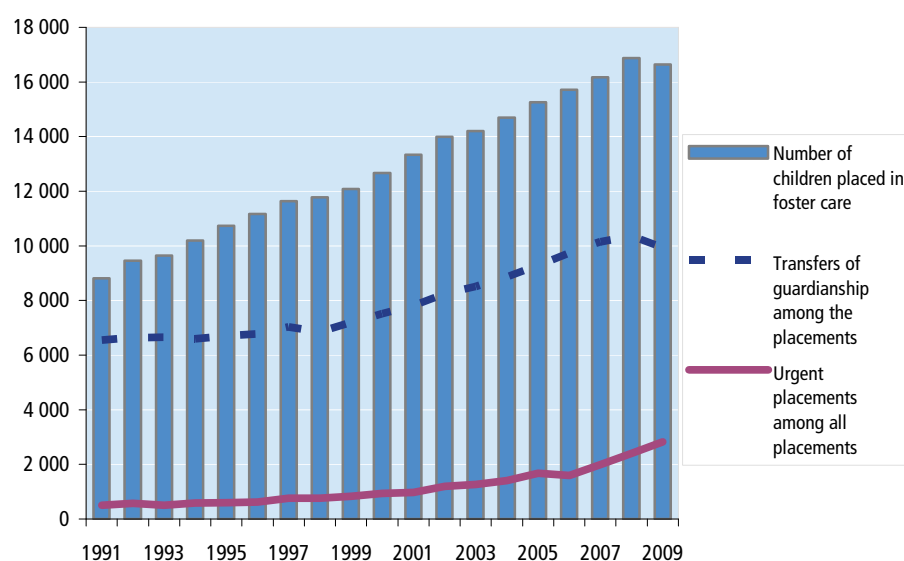
Young unemployed jobseekers by month in 2002–2011 (February)



Source: Ministry of Employment and the Economy, Employment Bulletin 2/2011 (including individual lay-offs since 2006).

Long-term growth in the number of children and young people placed in foster care turned slightly downwards in 2009. Altogether, the number of children and young people placed outside their homes totalled 16,643. Under child welfare, the total number of clients in open care has continued to increase. A total of more than 70,753 children and youth were clients of child welfare social work and subject to open care support measures. The number of children urgently placed in foster care has continued to grow. Stronger statutory requirements may have influenced the numbers of child welfare measures.

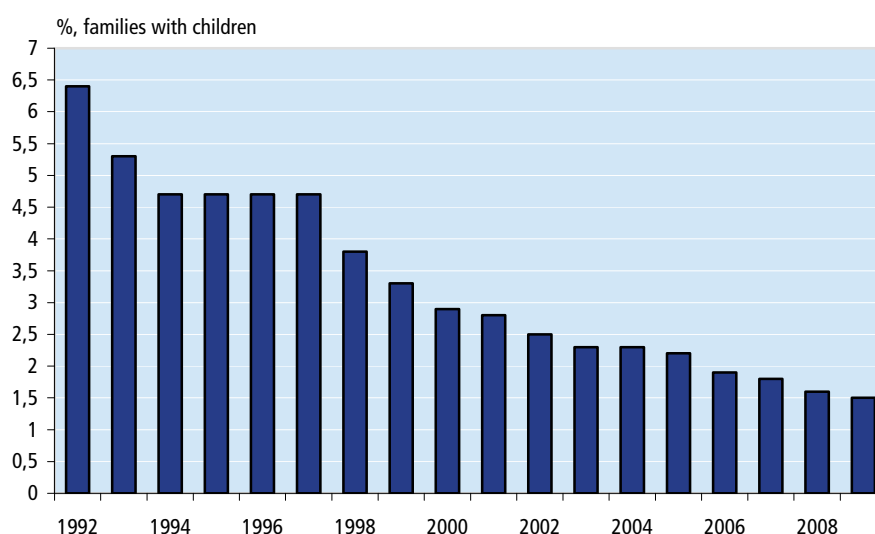
Children and youth placed outside their homes between 1991 and 2009



Source: National Institute for Health and Welfare.

The number of families with children, in receipt of municipal home-help services, has further decreased.

Number of families with children, in receipt of municipal home-help services



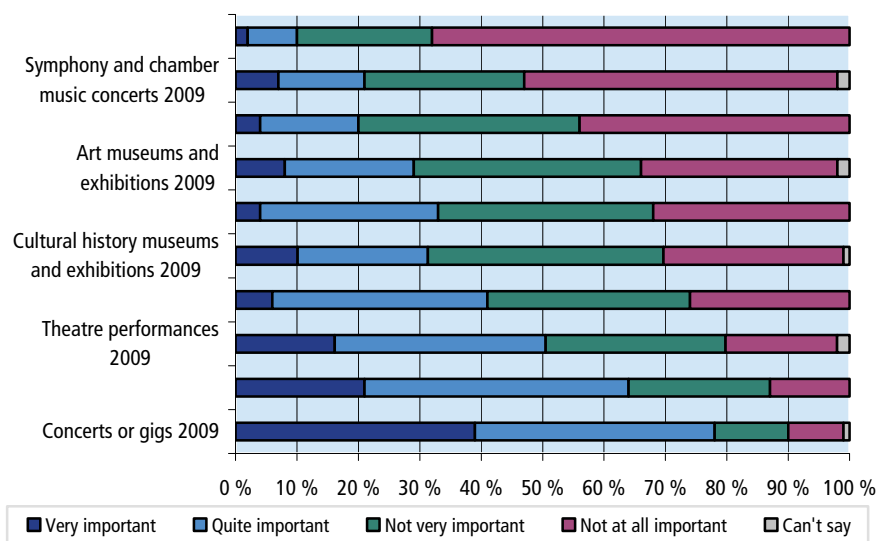
Source: National Institute for Health and Welfare, Sotkanet.

In the autumn of 2009, the LapsYTY project (Cooperation practices in services for families with children) of the National Institute for Health and Welfare conducted a survey of the heads of divisions responsible for social, health and educational services within municipalities. A total of 490 heads of divisions in 248 municipalities responded to the survey. According to the replies, 51 municipalities (21%) had arranged child and family services by applying the family centre model. In addition, 43 municipalities (17%) planned to develop their services according to the model. However, 111 municipalities (45%) reported that their services had not been structured using the family centre approach. According to the National Institute for Health and Welfare, among heads of divisions within municipalities there is some uncertainty as to what arranging such services involves.

Under the prevention of social exclusion, policy programme indicators included the hobbies of children and young people, their participation in sports and art and culture activities, and monitoring participation in these activities. In the 2000s, there has been an increase in attendance of cultural events, while disparities between population groups have levelled out. Of the population above the age of 10, the share of those who frequent cultural events has grown from 76% to 83% in the last 10 years. Attending cultural events and having cultural hobbies is most common among children and young people. At present, 10–14-year-olds more often participate in creative artistic hobbies than ten years ago.

The importance of cultural services in the lives and leisure time of young people has increase in the last ten years. The same trend can be observed for theatre performances, museums and symphony and chamber concerts. With regard to the place television and films occupy in young people's free time, there has been little change in the last ten years, these entertainments retaining their strong position.

The importance of various activities in life and in leisure time, comparison between 1999 and 2009



Source: Youth Barometer 2009 (respondents 15–29 years of age).

A key indicator in the policy programme was the share of children who live in small-income households (% , under 18 years and household income less than 60% of household median income). Using a relative indicator, the share and number of people on low income changes in line with income differences. In 2008, according to Statistics Finland approximately 696,000 people were classified as being on a low income, using 60% of the equivalent income median as the definition. In 1990, the corresponding figure was 395,000.

In just under 20 years, the number of people on a low income has increase by approximately 300,000. In 2008, the share of under 16-year-olds on a low income was 14%, in 2000 the corresponding figure was 12%, and in 2005, 11%. In 1990, it was 5%.

3.4 Assessment of the policy programme's success

The policy programme's success and achievement of its objectives can be assessed on several grounds. The previous section presented a summary of developments and achievements during the programme's implementation. Various measures related to the policy programme's

and the Government Programme's implementation were also described. In addition to this, the policy programme can be viewed as a general-information-steering and interventionist tool.

When examining the indicators specified for the programme (presented later), it can be seen that the Government Programme's objectives have mainly been met. The Government Programme defined the prevention and alleviation of ill-health and exclusion among children and young people as the policy programme's general objective. Early intervention and preventive work were viewed as Government priorities. However, the drastic change in the economic situation was reflected in the implementation of the policy programme's objectives, as in all other objectives set at the beginning of the Government's term in office. The programme had twelve sub-objectives. In the light of indicators illustrating these objectives, the majority of these saw positive development. Nevertheless, some areas show weak development. Some progress has been achieved in assessing the implications for children, but there is still a clear lag in achieving the related objectives. The same concerns reduction of violence: the establishment of a national unit responsible for domestic violence and family violence at Stakes, the National Research and Development Centre for Welfare, was not prioritised in the institutional fusion leading to the creation of the National Institute for Health and Welfare. Targeting and prioritising resources, rather than large financial investments, would have played a greater role in assessing the implications for children and the reduction of violence.

With regard to the prevention of social exclusion, examination of the indicators for youth unemployment and the number of children placed in foster care does not show a positive development. Reduction of poverty among families with children is also an area in which progress has been insufficient to achieve the objectives set. With respect to these areas, financial investment was not possible to the desired extent, due to the major change in the general economic situation. Although the youth unemployment rate increased from 2009 to 2011, the Government managed to do well in addressing youth unemployment. However, in the same respect it is difficult to determine the extent to which the youth unemployment situation would have deteriorated without the Government's measures.

The policy programme has been an important tool, particularly in strengthening coordination and the exchange of information as part of the child and youth policy. The policy programme's existence has reinforced cooperation between various actors. In addition, as specified in the programme objectives, the programme has contributed to accelerate the implementation of Finland's first child and youth policy development programme. The development programme was approved by the Government on 13 December 2007. In an unparalleled way, these two programmes, the development programme and the policy programme, have established a clear view of the Government's objectives and priorities in the field of child, youth and family policy. In the future, the child and youth policy development programme should be better coordinated, particularly through the KASTE programme in the administrative sector of the Ministry of Social Affairs and Health, and the Education and Development Research Plan of the Ministry of Education and Culture.

3.4.1 Measures to be continued and transferred to the next period

Memorandums by working groups involved in the policy programme contain important proposals; however, either no decisions have been made on their implementation, or their implementation requires further work. Some of the proposals are presented in brief below.

In the committee report *Lasten hyvinvoinnin kansalliset indikaattorit - Tavoitteena tietoon perustuva lapsipolitiikan johtaminen* (National Indicators of Children's well-being - Towards

knowledge-based children's policy management, Reports of the Ministry of Education and Culture 2011:3), funding for certain important studies was highlighted. The committee proposes new guidelines for government information policy, in order to render the indicator system purposeful and applicable. Since the study results could be utilised much more extensively than now, guidelines are particularly required on studies conducted at regular intervals, such as the child victim survey and the school health promotion survey. In addition, Statistics Finland is not committed to carrying out leisure time and time use surveys at regular intervals. This creates uncertainty regarding the availability of information, irregularity in the timing of the surveys, and the danger of losing organisations and expertise. With respect to a national indicator system for child welfare, it would be important to secure funding for periodic studies and other future continuity through budget funds. Proposals by the committee improve the opportunities for managing a knowledge-based child policy within the Government and various ministries. Furthermore, implementing the proposals will make it easier to assess the effectiveness of child, youth and family policy in the way preferred by the Finance Committee.

Further measures are still required with regard to central government coordination of the national implementation of the UN Convention on the Rights of the Child, and the related communications activities in particular. A working group was set up for the preparation of a national communications strategy for children's rights. Proposals by the working group are presented in its memorandum, entitled *Oikeuksista on vähän käyttöä ihmisille, jos he eivät tiedä niistä* (Rights are of little use if people are not aware of them, Reports of the Ministry of Education and Culture 2010:14). In the future, the committee proposes that the Ministry of Education and Culture coordinate communications on the Convention on Rights of the Child.

The issue of child, youth and family policy coordination after the policy programme is both topical and important. Within the policy programme, this became topical with the Government's policy review position paper (24 February 2009). On 1 October 2009, in connection with the Government's position, the Ministry of Education and Culture set up both a steering and study group as part of the policy programme. The study group was tasked with the preparation of a report on the development of administrative structures, in order to address the comprehensive management of the well-being and growth of children and young people, from early childhood to entry into the labour market. The group proposed three alternative solutions. In addition, the study group was in favour of the following proposals requiring further action, presented in the memorandum of a sub-working group (Reports of the Ministry of Education and Culture, 2010:15):

- Ensuring that statistics and studies are produced on the well-being of children and young people.
- Specifying legislation concerning the opportunities of children and young people to participate and have an influence.
- Adding a decree to legislation on the assessment of implications for children.
- Including monitoring of the well-being of children and young people as a policy theme, defined as being under special Government surveillance within the future Government Strategy Documents.
- Reconciling legislation concerning the Development Programme for Child and Youth Policy and the municipal welfare plan for children and youth.

With the support of the policy programme, the Threshold Association commissioned a master's thesis study on the life paths of young disabled adults. Completed in spring 2011, the study reveals a major need for further research on the topic. Among other issues, the study identifies the attitudes of fellow citizens and the lack of necessary services as risk factors of exclusion. A thorough study on encouragement of participation and its significance to the education and working life of a disabled person would thus be required.

With respect to work carried out as part of the policy programme, the current ongoing measures should be continued. In order to obtain a practical tool for local or regional multi-professional cooperation, as required by the new Youth Act, the policy programme established contacts with a linking system project applied in the Netherlands (www.verwijsindex.nl). In the Netherlands, the system has been expanded nationwide with the support of a "programme ministry for youth and families" resembling the policy programmes. In August 2010, the Dutch system was presented to the policy programme's ministerial group, which decided on an investigation into whether the "Verwijsindex" system could be implemented in Finland. Negotiations on a pilot project are being conducted with various parties. Contact has been maintained with the Dutch, both at ministerial level and with the developers of the linking system. However, further measures are required before the pilot project can be launched.



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