

National Programme on Ageing to 2030

For an age-competent Finland

Government resolution

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Finnish Government Helsinki 2023

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The National Programme on Ageing 2030 – For an age-competent Finland Government decision-in-principle

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Abstract

The National Programme on Ageing 2030 – For an age-competent Finland was prepared in 2020 to prepare for population ageing. The Programme defines a shared direction and a set of approaches for examining matters across administrative branches and beyond government terms.

The key impact objectives of the Programme on Ageing 2030 are to direct to older people and risk groups preventive measures that improve functional ability; to extend the functional ability and working careers of older working-age people, especially in healthcare and social services; to increase and enable voluntary work; to ensure the equality, more efficient coordination and economic sustainability of services for older people; to increase the age-friendliness of housing and residential environments; and to highlight the development and utilisation of Finnish technology for ageing.

The Programme on Ageing, which was prepared in 2020, states that a proposal for a government resolution will be prepared regarding the further objectives and approaches of the Programme until 2030. The guiding principle of the resolution is that the measures to prepare for population ageing would continue to aim at achieving the set impact objectives.

The horizontal themes include strengthening the inclusion, right to self-determination and resources of older people in all sectors of society; paying more attention to individual characteristics and needs as well as the diversity of older people in all sectors of society; influencing attitudes towards ageing and deepening intergenerational relations; improving the reliability and comparability of information collected; developing the impact assessment of practices and defining indicators to ensure the quality of activities; and identifying and making use of opportunities related to population ageing.

This report presents the principles for the implementation of the National Programme on Ageing, the action plan for 2023–2027 and the preliminary proposals for measures for 2027–2030.

This resolution and the action plan were prepared in collaboration with various ministries, municipalities, organisations and other operators. Members of older people's councils and older people have participated in the preparation of the resolution and the action plan through various workshops and discussion events, for example. The official consultation round for the proposal was held between June 17th 2022 and August 31st 2022.

Keywords Programme on Ageing, cross-administrative, aging, key impact objectives, action plan

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Kansallinen ikäohjelma vuoteen 2030 – Tavoitteena ikäkyvykäs Suomi Periaatepäätös

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Yhteisötekijä Finnish Government, Ministry of Social Affairs and Health
Kieli englanti **Sivumäärä** 49

Tiivistelmä

Väestön vanhenemiseen varautumiseksi vuonna 2020 laadittiin Kansallinen ikäohjelma vuoteen 2030: Tavoitteena ikäkyvykäs Suomi. Ikäohjelmassa määritellään yhteinen suunta ja keinot, joiden avulla asioita tarkastellaan poikkihallinnollisesti ja yli vaalikausien.

Ikäohjelman 2030 keskeisinä vaikuttavuustavoitteina on suunnata ennaltaehkäiseviä ja toimintakykyä parantavia toimia iäkkäälle väestölle ja riskiryhmille, pidentää ikääntyvien työikäisten toimintakykyä ja työuria, erityisesti sosiaali- ja terveydenhuollossa, lisätä ja mahdollistaa vapaaehtoistoimintaa, varmistaa iäkkäiden palvelujen yhdenvertaisuus, tehokkaampi koordinaatio ja taloudellinen kestävyys, lisätä asumisen ja asuinympäristöjen ikäystävällisyyttä ja nostaa esille suomalaista ikätekniologian kehittämistä ja hyödyntämistä.

Vuonna 2020 laaditussa ikäohjelmassa on kirjattu, että valmistellaan ehdotus valtioneuvoston periaatepäätökseksi ikäohjelman jatkotavoitteista ja keinoista vuoteen 2030 saakka. Periaatepäätöksen lähtökohtana on, että toimet väestön ikääntymiseen varautumiseksi edelleen tähtäisivät asetettujen vaikuttavuustavoitteiden toteuttamiseen.

Läpileikkaavina teemoina on iäkkäiden henkilöiden ihmisoikeuksien, itsemääräämisoikeuden, osallisuuden, voimavarojen ja elämänlaadun vahvistaminen yhteiskunnan kaikilla osa-alueilla, iäkkäiden henkilöiden yksilöllisten ominaisuuksien, yhdenvertaisuuden ja tarpeiden sekä iäkkään väestön moninaisuuden parempi huomioiminen yhteiskunnan kaikilla osa-alueilla, ikääntymiseen liittyviin asenteisiin vaikuttaminen ja sukupolvien välisten suhteiden syventäminen, ikääntyminen ja ikäihmisen elämä nähdään itseisarvona, väestön ikääntymiseen liittyvien mahdollisuuksien tunnistaminen ja käyttäminen, kerättävän tiedon luotettavuuden ja vertailukelpoisuuden parantaminen ja vaikuttavuuden arvioinnin kehittäminen toiminnan laadun varmistamiseksi ja tietojohdantamisen tueksi.

Tässä raportissa esitellään periaatteet Kansallisen ikäohjelman toteuttamisessa, toimeenpanosuunnitelma vuosille 2023–2027 sekä alustavat toimenpide-ehdotukset vuosille 2027–2030.

Tämä periaatepäätös ja toimeenpanosuunnitelma on laadittu yhdessä eri ministeriöiden, kuntien, järjestöjen ja muiden toimijoiden kanssa. Vanhusneuvostojen jäseniä ja ikäihmiset ovat osallistuneet periaatepäätöksen ja toimeenpanosuunnitelman laatimiseen mm. eri työpajojen ja keskustelutilaisuuksien kautta. Periaatepäätös oli virallisella lausuntokierroksella 17.6.2022–31.8.2022.

Asiasanat ikäohjelma, poikkihallinnollinen, ikääntyminen, vaikuttavuustavoitteet, toimenpiteet

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Nationellt åldersprogram fram till 2030 – För ett ålderskunnigt Finland Principbeslut

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Referat

Befolkningen blir äldre, och i syfte att förbereda samhället för detta utarbetades 2020 ett nationellt åldersprogram fram till 2030: För ett ålderskunnigt Finland. Det nationella åldersprogrammet innehåller gemensamma riktlinjer och metoder för hur utmaningarna kan hanteras förvaltningsövergripande och över valperioderna.

Till de centrala effektmålen för åldersprogrammet 2030 hör att rikta in förebyggande åtgärder och åtgärder som förbättrar funktionsförmågan på den äldre befolkningen och riskgrupperna, förlänga funktionsförmågan och arbetskarriärerna bland äldre i arbetsför ålder i synnerhet inom social- och hälsovården, öka och möjliggöra frivilligarbete, säkerställa likabehandling, effektivare samordning och ekonomisk hållbarhet inom äldreomsorgen, öka äldreanpassningen i boendet och boendemiljöerna och lyfta fram utvecklingen och utnyttjandet av finländsk teknik för äldre.

I det åldersprogram som utarbetades 2020 konstateras att ett förslag till principbeslut av statsrådet om åldersprogrammets mål och metoder fram till 2030 ska beredas. Utgångsläget i principbeslutet är att åtgärderna för beredskapen inför befolkningens åldrande alltjämt ska vara inriktade på att uppfylla de effektmål som satts upp.

Genomgående teman är att stärka de äldres delaktighet, självbestämmanderätt och resurser inom alla delområden i samhället, bättre beakta de äldres individuella egenskaper och behov samt äldrebefolkningens mångfald inom alla delområden i samhället, påverka attityderna i anslutning till åldrandet och fördjupa relationerna mellan generationerna, förbättra tillförlitligheten och jämförbarheten hos de uppgifter som samlas in, utveckla bedömningen av verksamhetspraxisens slagkraft och fastställa indikatorer som kan användas för att säkerställa verksamhetens kvalitet, samt identifiera och utnyttja de möjligheter som anknyter till befolkningens åldrande.

I denna rapport presenteras principerna för genomförandet av det nationella åldersprogrammet, åtgärdsprogrammet för åren 2023–2027 och preliminära åtgärdsförslag för åren 2027–2030.

Principbeslutet och åtgärdsprogrammet har tagits fram i samarbete med olika ministerier, kommuner, organisationer och andra aktörer. Medlemmar av äldreråd och äldre personer har deltagit i utarbetandet av principbeslutet och åtgärdsprogrammet bland annat via olika workshoppar och diskussionsmöten. Principbeslutet var officiellt ute på remiss 17.6.2022–31.8.2022.

Nyckelord åldersprogram, tväradministrativt, åldrande, effektmål, åtgärder

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TO THE READER

Population projections indicate that, particularly in the oldest age groups, the number of older people will rise while the number of children and people of working age will decline. Projections indicate that people aged over 75 years will be the only growing age group. The National Programme on Ageing 2030 – For an age-competent Finland¹ was drawn up in 2020 to prepare for population ageing. The Programme sets out a common direction and approaches for examining matters across administrative branches and over multiple government terms.

The National Programme on Ageing sets long-term, measurable impact objectives for 2030 related to challenges arising from population ageing. The key impact objectives will target preventative and functional capacity-building measures at older people and risk groups, prolong the functional capacity and working careers of older people of working age, especially in healthcare and social welfare, increase and enable voluntary work, ensure equitable, more efficiently coordinated and economically sustainable services for older people, make housing and residential environments more age-friendly, and highlight the development and application of Finnish technology for ageing.

Some areas of essential significance to older people and an ageing population – such as issues related to livelihood – were excluded from the programme on ageing due to implementation of the ongoing long-term social security reform, which covers such matters as pensions and other benefits.

An implementation plan will be prepared in each Government term, specifying the necessary measures and evaluating their implementation in relation to the key impact objectives. The measures of the implementation plan for the 2020–2023 Government term were drawn up and implemented to match the key impact objectives. Some of the measures were implemented as part of the Social and Health Centre of the Future programme.

1 National Programme on Ageing 2030 – For an age-competent Finland Publications of the Ministry of Social Affairs and Health 2020:31. Ministry of Social Affairs and Health. Helsinki 2020.

The decision to appoint the steering group of the Programme on Ageing and the National Ageing Programme to 2030 note that a Government resolution on the further goals and methods of the Programme is under preparation. The guiding principle is that measures to prepare for population ageing would continue to seek the assigned key impact objectives.

This Government resolution outlines the general principles of preparing for ageing of the population and the implementation plan to be realised across administrative branches over the period 2023–2027, with provisional proposals on measures for 2027–2030. The resolution and implementation plan have been jointly prepared with various ministries, municipalities, organisations and other actors. Members of Elderly Councils and representatives of the elderly have participated in preparing the implementation plan and Government resolution, for example through various workshops, forums and discussion events. The draft Government resolution was officially circulated for comments between 17 June and 31 August 2022. Comments received in the consultation round were taken into account in the final document.

The key impact objectives, goals and implementation plan for the Programme on Ageing are consistent with the European Commission's 2021 Green Paper on Ageing², and with the themes of the UN Decade of Healthy Ageing (2021–2030)³, the UN 2030 Agenda Programme for Sustainable Development Goals⁴, and the Quality Recommendation to guarantee a good quality of life and improved services for older persons⁵. Legislative measures will also be taken to prepare for population ageing.⁶

2 GREEN PAPER ON AGEING. Fostering solidarity and responsibility between generations. European Commission. Brussels 2021. <https://op.europa.eu/en/publication-detail/-/publication/d918b520-63a9-11eb-aeb5-01aa75ed71a1>

3 <https://www.who.int/initiatives/decade-of-healthy-ageing>

4 <https://www.ykliitto.fi/yk-teemat/kestavan-kehityksen-tavoitteet> [In Finnish only]

5 Quality recommendation to guarantee a good quality of life and improved services for older persons 2020–2023 The Aim is an Age-friendly Finland. [In Finnish and Swedish only] Publications of the Ministry of Social Affairs and Health 2020:29. Helsinki 2020.

6 <https://stm.fi/en/old-people>

1 Introduction

The demographic structure of Finland is changing rapidly. Projections indicate that people aged over 75 years will be the only growing age group. The World Health Organisation (WHO) has declared the current decade as the Decade of Healthy Ageing. Healthy and good ageing will be promoted throughout the course of life by investing in measures that promote health, wellbeing and safety, and in education and preventing social exclusion. Societal decisions are determining the future of ageing and opportunities for dignified and good ageing.⁷

The right skills, knowledge and competence help people adapt to various changes, ensure their wellbeing, and contribute to enhancing society, productivity and economic growth⁸. Reforming continuous learning is part of the Sustainable Growth Programme for Finland.⁹ Opportunities to work affect actual retirement ages. This depends not only on the pension system, but also on the working capacity and wellbeing of employees and on flexible working arrangements. The wellbeing of people in work and their adaptability to change depend on a good standard of attractiveness and holding power of the industry concerned, and on management, flexibility, occupational health care, healthy work communities and good occupational health and safety.¹⁰

Equality and non-discrimination are among the most important values of a fair society. Provisions governing equality and non-discrimination are a key component of human and fundamental rights. Universal non-discrimination, equality and the prohibition of discrimination nowadays form an important part of international human rights treaties

7 Decade of Healthy Ageing Plan of Action (2021–2030). World Health Organization. December 2020. https://cdn.who.int/media/docs/default-source/decade-of-healthy-ageing/final-decade-proposal/decade-proposal-final-apr2020-en.pdf?sfvrsn=b4b75ebc_25&download=true

8 GREEN PAPER ON AGEING. Fostering solidarity and responsibility between generations. European Commission. Brussels 2021. <https://op.europa.eu/en/publication-detail/-/publication/d918b520-63a9-11eb-aeb5-01aa75ed71a1>

9 <https://okm.fi/en/continuous-learning-reform>

10 Futures Review of the Ministry of Social Affairs and Health Societal integration and sustainable wellbeing. [In Finnish only with English and Swedish description sheet] Finnish Government Publication Series 22/2018. Helsinki 2018.

and of the Finnish constitution. These values equally apply in such areas as freedom of expression, the right to services, the right to a family, and the right to a share of society's resources.

Equality means that all persons are equal in dignity, irrespective of sex, age, ethnic or national origin, citizenship, language, religion or conviction, opinion, disability, state of health, sexual orientation, or any other personal characteristic. Equality is implemented by prohibiting discrimination and actively promoting equality. Discrimination means that someone secures or is assigned a status that is disadvantaged in relation to others due to one or more of the foregoing or equivalent characteristics.¹¹

Elderly people may face discrimination¹². It is important to monitor discrimination on the basis of age and other factors, and to include such monitoring in the duties of public authorities. Attention must be paid to the findings of investigations in order to prevent and tackle discrimination. Groups of people who are subject to negative stereotyping and prejudices are particularly prone to become victims of discrimination. Even though the mechanisms of discrimination are often similar, specific discriminatory situations vary from one group to another.¹³

The pensions of women are smaller than those of men.¹⁴ Income level and socioeconomic status affect participation and opportunities for activity. Lack of funds can affect opportunities to participate and be active, as well as social relationships and the experience of loneliness. The Programme on Ageing recognises the wide-ranging impact of small pensions. As the Programme on Ageing has no permanent funding, it includes no measures related to the size of pensions.

11 Törmä S., Huotari K., Tuokkola K., Pitkänen S. Diversity of elderly people. Survey on discrimination in social and health care services experienced by elderly people from minority groups. [In Finnish only with English and Swedish description sheet] Ministry of the Interior publication 14/2014. <https://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/78988/lk%3%a4ihmisten%20moninaisuus%20n%3%a4kyv%3%a4ksi.pdf?sequence=1&isAllowed=y>

12 <https://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/78988/lk%3%a4ihmisten%20moninaisuus%20n%3%a4kyv%3%a4ksi.pdf?sequence=1&isAllowed=y>

13 *Sukupuolten tasa-arvo Sote-palveluissa*. [Gender equality in health and social services. In Finnish only.] Association of Finnish Local and Regional Authorities. Helsinki 2021. <https://www.kuntaliitto.fi/julkaisut/2021/2104-sukupuolten-tasa-arvo-sote-palveluissa>

14 <https://www.julkari.fi/bitstream/handle/10024/140562/elakkeet-ja-sukupuolten-tasa-arvo.pdf?sequence=1&isAllowed=y>

Responsibility for promoting the wellbeing, health, functional capacity and safety of the ageing population and the organisation of services is vested in municipalities and wellbeing services counties. It is also important to increase opportunities for the elderly to make decisions and choices in their lives that support their own health, wellbeing and functional capacity. Success will require long-term cooperation of all administrative branches and strong partnerships with the business community and civil society. This will promote universal participation, equality, non-discrimination, solidarity between generations and the responsibility and resilience of communities and society as a whole.

2 Principles for implementing the National Programme on Ageing

The goal of the National Programme on Ageing is to prepare for ageing of the population on a large scale. The Programme on Ageing encourages the safeguarding of optimally functional ageing and the construction of an economically, ecologically and socially sustainable service system.

The National Programme on Ageing to 2030 – For an age-competent Finland was completed in October 2020 through a collaboration of the Ministry of Social Affairs and Health, the Ministry of Education and Culture, the Ministry of Justice, the Ministry of Economic Affairs and Employment, the Ministry of the Environment, the Finnish Institute for Health and Welfare, the Finnish Institute of Occupational Health, the Association of Finnish Local and Regional Authorities, and various organisations. The Programme specifies a common direction and a set of approaches for examining matters across administrative branches and beyond government terms.

The long-term measurable key impact objectives related to the challenges arising from population ageing have been set until 2030 (Figure 1). The goals and necessary measures will be specified in an action plan drawn up for each Government term, with implementation of these measures assessed in relation to the long-term objectives. The measures will be supplemented during the Government term. Measures under the key impact objectives of the Programme on Ageing to 2023 focus on supporting voluntary work, planning the deployment of wellbeing technology, enhancing housing and living environments, improving the functional capacity of the elderly and services for the elderly, and projects related to the welfare and availability of staff. Some measures were implemented in 2020–2022 as part of the Social and Health Centre of the Future programme.

The decision to appoint the steering group of the Programme on Ageing and the National Ageing Programme to 2030 note that a Government resolution on the further goals and methods of the Programme is under preparation. An implementation plan for 2023–2027 and preliminary proposals for measures in 2027–2030 are also being prepared.

The guiding principle of the resolution is that the measures to prepare for population ageing would continue to seek the assigned key impact objectives.

The Programme on Ageing is based on six key impact objectives (Figure 1):

1. The working capacity of older working-aged people has improved and careers have grown longer, especially in services for older people
2. Older people are maintaining good functional capacity for a longer time
3. People are increasingly participating in voluntary work, and this participation is supported in an ageing society
4. Technology has increased wellbeing
5. Housing and living environments are age-friendly
6. Services will be arranged in socially, ecologically and economically sustainable ways.

Figure 1. Key impact objectives of the National Programme on Ageing to 2030



The welfare, skills and availability of staff are major challenges in our society. It is important to find various solutions and flexibilities that ensure longer working careers and prevent age discrimination in the world of work. The measures in the Programme on Ageing for improving the working capacity of older employees and prolonging their working careers focus particularly on staff working in services for the elderly, as this is the field in which the need for additional staff is rapidly growing as the population ages and service needs increase. Studies conducted by the Institute of Occupational Health have also found that the occupational welfare of staff working in services for the elderly is clearly poorer than that of other employees in local government.

The attractiveness of working in services for the elderly, and the welfare and working capacity of staff in this field should be promoted by improving management skills, ensuring an ethical organisational culture and career management, and strengthening the knowledge base. It is also important to promote a work culture based on cooperation and trust, to enhance operating methods through the application of technology and in other ways, to develop and maintain vocational skills and mobility, and to ensure successful arrangements in the field of immigration for employment.¹⁵¹⁶

One objective of the Programme on Ageing is to build the functional capacity of older people and promote their health and wellbeing. Measures that support healthy and active lifestyles and wellbeing improve quality of life, promote functional capacity, reduce illness and delay the need for services. Measures that support healthy lifestyles and wellbeing seek to reinforce such aspects as mental health and wellbeing, inclusion, security, activity and social relationships, to reduce loneliness, and to promote physical exercise, nutrition, avoidance of substance abuse, and other healthy ways of living. Focusing lifestyle guidance on people who are suffering from or at risk of memory loss disease is an important measure for maintaining the functional capacity of the elderly.

Culture and art similarly and comprehensively promote the health, functional capacity and wellbeing of elderly people. Active citizenship, continuous and lifelong learning and wellbeing of the elderly will be promoted in municipalities by providing a range of educational and cultural services, including diverse hobby and recreational activities and adequate support for using digital services.

15 <https://hyvatyo.ttl.fi/tyo2030/work2030>

16 <https://stm.fi/-/sosiaali-ja-terveydenhuollon-henkiloston-riittavyyden-ja-saatavuuden-ohjelma-alkaa> [in Finnish and Swedish only]

Applying technology to promote and support the wellbeing, health and care of the elderly is an increasing aspect of the digitalisation of social and health services. Digitalisation and the use of artificial intelligence enables promotion of equality and non-discrimination. Remote technology seeks to improve the availability of health and wellness services in order to maximise access to services. Technology can also be applied in implementing self-care services using various remote monitoring devices, medicine dispensers, automatic reminders, and electronic advisory and transaction services. Electronic self-care health services and associated management of individual health information help in preventing health problems, self-assessment of service needs, and independent living. Technology can also be beneficial as part of the administrative, organisational and other duties of staff. Identified areas of application include guiding the use of staff working time, improving information flow, and logistical solutions. Care must nevertheless be taken throughout to ensure that greater use of digital tools does not lead to exclusion from societal functions. As the range of technological solutions and digital services grows, it is necessary to improve the availability of digital support, maintain the right of clients to self-determination, and ensure that they can access required services regardless of individual capability. The application of technology must be ethical and responsible.

Finland has extensive opportunities for voluntary work and the importance of such work as a source of wellbeing is widely recognised. Involvement in voluntary work and serving as a volunteer are already factors that promote wellbeing. Benefits come from such aspects as the social relationships, daily rhythm and experience of being needed that volunteering provides. Volunteering enables attachment to society, social participation, meaningful activity, agency and empowerment.¹⁷ It can also help in actively preventing hate speech, promoting community, reducing loneliness and prejudice, and increasing interaction between generations.¹⁸

The work of volunteers boosts the wellbeing of people of various ages by providing society with a huge number of diverse venues for exercise and cultural pursuits, community meeting places, rescue services and other resources. Pensioners are actively involved in voluntary work. Elderly people are also one large group of people in need of help who are assisted by numerous volunteers through various voluntary duties.

17 Kuikka, Meeri (2019), *Voimaannuttava vapaaehtoistoiminta*. [Empowering voluntary work. In Finnish only.] Presentation. <https://kansalaisareena.fi/wp-content/uploads/2019/07/Voimaannuttava-vapaaehtoistoiminta-Meeri-Kuikka-Lapin-yliopisto.pdf>.

18 Blueprint for European volunteering 2030

An age-friendly municipality will provide a variety of housing options for the older population, together with accessible and safe living environments that allow, in particular, for the needs of people with memory disorders. Age-friendly operating models combine housing and services in ways that can flexibly meet the individual needs of the elderly. The guiding principle is to give the older population better opportunities to continue living at home, to anticipate future housing and service needs, and to ensure a high standard of care and a comfortable environment for those who need care around the clock. Assessing the functionality and safety of housing and living conditions well in advance of old age supports continued living at home and independent living, while reducing the risk of accident and other dangers. It is also important to adapt public transport to the increase in the number of elderly passengers by developing age-friendly operating models, transport infrastructure and vehicles.

An ageing population challenges us to develop the content and structure of services so that they can be provided in a socially, ecologically and economically sustainable way. Reforming services for older people will ensure the high standard of care, treatment and rehabilitation services that are required to promote their health and wellbeing. The health and wellbeing of the elderly can be supported through high standard, timely and individual services, and by supporting inclusion and agency. Counselling for wellbeing and health is arranged for varying levels of need in client and service guidance with a view to maintaining functional capacity, having broad regard to operational opportunities and ensuring timely and necessary client services. These help to ensure non-discrimination in the service system, more efficient coordination, and financial sustainability.

The cross-cutting themes of the Programme on Ageing are:

1. Strengthening the human rights, self-determination, participation, resources and quality of life of elderly persons in all walks of life.
2. Better consideration of the individual characteristics, equality and needs of elderly persons, and of the diversity of the elderly population in all areas of society.
3. Influencing attitudes related to ageing and reinforcing intergenerational relations.
4. Viewing ageing and the life of an elderly person as an intrinsic value. Identifying and taking opportunities related to ageing of the population.
5. Improving the reliability and comparability of data collected, developing evaluation of the effectiveness of operating practices, and specifying indicators to ensure the quality of operations and support information management.

3 Implementation plan for 2023–2027 and preliminary proposals for measures in 2027–2030

The long-term operational objective is to prepare for ageing of the population extensively and sustainably. The Programme on Ageing is based on six key impact objectives.

1. The functional capacity of older working-aged people has improved and careers have grown longer, particularly in services for older people
2. Older people are maintaining good functional capacity for a longer time
3. People are increasingly participating in voluntary work, and this participation is supported in an ageing society
4. Technology has increased wellbeing
5. Housing and living environments are age-friendly
6. Services will be arranged in socially, ecologically and economically sustainable ways.

3.1 The functional capacity of older working-aged people has improved and working careers have grown longer, particularly in services for older people

Goals for 2030

- Preparation for ageing begins in middle age, and is continued on retirement
- Various solutions and flexibilities ensure longer careers and prevent age discrimination in the world of work
- The skills, competence and working capacity of staff working in services for older people and the attractiveness of the sector have been improved
- Enhancing the occupational wellbeing of staff working in services for the elderly is integrated into the development of service operations, the quality of care, and self-monitoring, and information on its impacts is systematically collected regionally and nationally to support informed management.

Background

The dependency ratio of the population will deteriorate in future years as the number of people of working age decreases in relation to the population that has exceeded this age. It is important to support the functional capacity of ageing employees, so that they can cope in the world of work, even in the final years of their working careers and regardless of industry. Many people would also like to continue working, even in retirement. It is important to give such individuals encouragement and opportunities to do so.

To improve the functional capacity of people of working age and prolong their working careers, preparation for ageing should start in middle age and continue on retirement. Supporting and maintaining working capacity is a matter for both the individual concerned, and for work communities, employers and society in general. Aspects involved in preparing for the ageing of employees include lifestyles that promote working and functional capacity, work and a work environment that enable healthy choices and support working capacity, provision of activities and services that promote wellbeing and health, and concern for residential and living environments.

Some measures related to these aspects are ongoing separately from the Programme on Ageing, of which a few key examples are set out below. The measures of the Work Ability Programme (2019–2023) are seeking solutions to the known employment problems of people with partial working capacity. The aim is to help such individuals find employment and cope at work. This can be achieved by providing them with appropriate services to support working capacity. The Ministry of Economic Affairs and Employment is jointly responsible with the Ministry of Social Affairs and Health for the Work Ability Programme and its implementation.

The parliamentary reform of continuous learning (2019–2023) focuses on people of working age between 25 and 64 years. In the course of this reform, older people of working age (55–64 years) have been identified as an under-represented group whose participation in continuous learning and skills levels should be increased. In seeking to influence the participation and skills level of under-represented groups, the Service Centre for Continuous Learning and Employment (SECLE) has the most significant role in implementing the reform. For example, at least 1,500 participants in training initiatives financed by the European Union Recovery and Resilience Facility must belong to under-represented groups (including the elderly). Other SECLE funding applications also allow for ageing people of working age.

Based on the Strategy for Lifelong Guidance 2020–2023, measures will be taken over the 2020–2023 government term to make guidance more readily available, to reinforce lifelong career management skills, and to make it easier to identify, secure and plan careers in the world of work. The Ministry of Education and Culture and the Ministry of Economic Affairs and Employment are responsible for this strategy.

The changing age structure is increasing the need for services for the elderly, meaning that more staff will be needed for such services. At the same time the working-age population is shrinking. Many new employees will accordingly be required in providing services for the elderly, but it is also important to keep all currently skilled staff employed and capable of working in the sector. Ethical and many other psychosocial workload factors are more common in work with the elderly than in other fields of health and social welfare. To maintain and strengthen the attractiveness and holding power of the sector, it will be necessary to invest in the occupational wellbeing of staff working in services for the elderly, to reduce workload factors, and to ameliorate their adverse impact.¹⁹ It is especially important to reduce the accumulating workload. Supporting and maintaining working capacity among staff working in services for the elderly will accordingly also remain very important in the future, calling for commitment from policymakers, management and supervisors, as well as from employees. Employees may be supported in the ability to comprehend their own working capacity, and in taking care of their own wellbeing and health. Comprehending working capacity means allowing for the demands and impacts of the work and occupation in measures to promote working capacity, and customising activities accordingly. The needs of people of varying ages and measures to maintain and improve working capacity and wellbeing must be comprehensively assessed in work communities. Many formats piloted among staff working in services for the elderly that support the functional capacity of ageing employees and extend their working careers may also be applied more widely in the health and social services sector, and possibly in other sectors as well in applicable respects.

Changes are commonplace in the work and working environment of services for the elderly, and it is important to manage changes from the perspective of prolonging working careers. Good adaptability of workplaces to surrounding conditions is of paramount importance. A community-directed way of working and development expertise at the workplace will enable flexible solutions to the challenges of an evolving work environment. *Community-directed* here refers to arranging and coordinating

19 Policy recommendation of the Institute of Occupational Health: The ethical burden of elderly work is reduced by investing in occupational wellbeing. [In Finnish only] <https://www.ttl.fi/tyoelaman-suunta/politiikkasuositukset/politiikkasuositus-vanhustyon-eettinen-kuormitus-vahenee-panostamalla-tyohyvinvointiin>

work collectively.²⁰ It enables employees to be self-directed, with the ability to promote common goals independently at their own discretion, and without the need to seek the permission of a supervisor for everything. A community-directed way of working begins with the ability of managers to trust their staff.²¹ Coaching (committing) leadership reinforces the autonomy, competence and cohesion of employees, which strengthen their intrinsic motivation and commitment to the sector and to the workplace.²² When people have the power to make decisions about their own work, this generally has a favourable impact on their wellbeing at work.²³

Changing the work environment and ensuring the attractiveness of the sector in services for the elderly requires investing in occupational skills and new career models. Professional competence may be viewed as a multidimensional entity. It is important to ensure in-service regeneration of competence from the perspective of people with varying life situations, employment relationships and training needs. It is also necessary to introduce new national models that enable professional development and career paths. Learning needs in services of the elderly must be viewed from a broader perspective. Besides supporting basic competence, clinical and gerontological expertise and interaction skills, it is important to develop multidisciplinary cooperation and digital skills. Every professional should have an opportunity to learn new things at work. This is important for both individual and organisational growth.

20 Salovaara, P. (2020) *Johtopäätös – Yhteisöt ja organisaatiot pomokulttuurin jälkeen*. [Conclusion – Communities and organisations after boss culture. Publication in Finnish only] Teos publishing company; Martela, F. (2021) *Itseohjautuvuus on yhteisöohjautuvuutta – Ja sen lupaus on suuri*. [Self-direction is community direction – And it promises a great deal. Publication in Finnish only]. In M. Gamrasni (ed.), *Matkaopas yhteisöohjautuvuuteen*. [A travel guide to community direction. In Finnish only.] Haaga-Helia publications 3/2021; Martela, F., Hakanen, J. J., Hoang, N., and Vuori, J. (2021). *Itseohjautuvuus ja työn imu Suomessa – Onko itseohjautuvuus työhyvinvoinnin vai -pahoinvoinnin lähde?* [Self-direction and job absorption in Finland – Is self-direction a source of occupational wellbeing or malaise? In Finnish only.] Analysis based on a nationally representative sample (N = 2000). (Aalto University publication series BUSINESS + ECONOMY; Volume 2021, No. 3). Aalto University. <http://urn.fi/URN:ISBN:978-952-64-0359-5>

21 Aura, Ossi, et al. *Itseohjautuvuuden johtaminen 2020*. [Managing self-direction 2020.] Available 7 (2021): 2021.

22 Schaufeli, W.B. (2015), "Engaging leadership in the job demands-resources model", *Career Development International*, Vol. 20 No. 5, pp. 446–463. <https://doi.org/10.1108/CDI-02-2015-0025>

23 Martela, F., Hakanen, J. J., Hoang, N., and Vuori, J. (2021). *Itseohjautuvuus ja työn imu Suomessa – Onko itseohjautuvuus työhyvinvoinnin vai -pahoinvoinnin lähde?* [Self-direction and job appeal in Finland – Is self-direction a source of occupational wellbeing or malaise? In Finnish only.] Analysis based on a nationally representative sample (N = 2000). (Aalto University publication series BUSINESS + ECONOMY; Volume 2021, No. 3). Aalto University. <http://urn.fi/URN:ISBN:978-952-64-0359-5>

More consideration should also be given to the individuality, varying expectations and needs of employees, and to the diversity of the work community. Differences and changes may arise in the working capacity of employees. By understanding diversity, supervisors and the work community can organise the work in a better and more flexible way, with the work community managed in a more individual manner that promotes the wellbeing of all staff. Progress in digitalisation, technological advances and globalisation call for a thorough reconsideration of the concept of work, of ways of working, and of the significance of work in people's lives.

Improving the expertise and motivation of staff working in services for older people and making the sector more attractive will require us to continue R&D work. The findings of the "How's it going?" survey of occupational wellbeing conducted by the Institute of Occupational Health are generally poorer for elderly care workplaces than for other workplaces in the health and social services sector. On the basis of known good practice, the *Hyvä veto* operating model developed over the 2020–2023 government term reinforces an ethical organisational culture, coaching management and cooperation between young and more experienced people. The goal is to spread the *Hyvä veto* operating model more widely for application in services for the elderly. The work done in the *Hyvä veto* project will be applied in development work over subsequent government terms. R&D work will be pursued in partnership with professionals working in services for the elderly, so that the solutions and goals that emerge can be smoothly integrated into the work processes of organisations.

Measures for 2023–2027

- We shall reinforce the intrinsic motivation, commitment to work and occupational wellbeing of older staff working in services for the elderly by improving the expertise and understanding of supervisors and work communities with respect to management and allowing for diversity, and by improving opportunities for more frequent community-directed work.
- We shall focus development work on and study how improving the occupational wellbeing of staff working in services for the elderly can be most effectively integrated into the development of service operations and quality of care, and into self-monitoring of operating units, with a view to keeping the workload of staff working in services for the elderly under control and to maintaining working capacity and health.
- R&D work will continue in services for the elderly, with new operating models introduced for a more multidisciplinary approach and career models for strengthening vocational competence.

- We shall respond to the skills needs of the world of work and older people of working age by promoting continuous learning. (Overseen by the Ministry of Education and Culture)
- We shall develop guidance, counselling and career planning support for ageing employees (and for jobseekers and others outside of the workforce) in order to clarify their own interests, strengths and career goals well before retiring age. (Overseen by the Ministry of Economic Affairs and Employment)
- We shall systematically collect information on the occupational wellbeing of older people of working age, and develop ways in which information can be increasingly applied on a regional and national basis to support management by information.
- We shall improve expertise in developing the occupational wellbeing of supervisors and staff.
- We shall involve staff in enhancing operations and disseminate best practices regionally and nationally to ensure that development outcomes are deployed in working communities
- We shall work with the interdepartmental programme for the adequacy and availability of health and social services staff and the WORK2030 programme, the Strategy for Lifelong Guidance, the Work Ability Programme, the Institute of Occupational Health, and the working capacity support activities of the public sector pension insurer KEVA.

Measures proposed for 2027–2030

- We shall continue extensive R&D projects, and implementation and monitoring of good practices.
- We shall involve staff in developing operations.

Principally overseen by the Ministry of Social Affairs and Health

3.2 Older people are maintaining good functional capacity for a longer time

Goals for 2030

- The functional capacity and participation of the elderly have strengthened, with an increase in years of active and functional living.
- The functional capacity of the elderly is maintained through approaches that support the elderly population in promoting health, wellbeing and security, such as reinforcing mental wellbeing and health, inclusion, a sense of security, activity, stronger social relationships and reduced loneliness, and promoting physical exercise, nutrition, avoidance of substance abuse, and other healthy ways of living.
- Investing in early identification of declining functional capacity and targeting preventative measures on such cases will have reduced the loss of functional capacity and arrested the deterioration of morbidity, and particularly of memory disorders.
- Recommendations and measures to maintain the functional capacity of the elderly will call upon evidence-based knowledge.
- The participation and autonomy of the elderly will have strengthened, together with opportunities to make choices based on individual characteristics and preferences.

Background

Functional capacity is a multidimensional concept that can be analysed in many ways. The dimensions of functional capacity are interconnected, and also relate to the opportunities and demands of the environment and to an individual's state of health and other personal characteristics. It amounts to the capacity and opportunities to make decisions and choices in everyday life, and to live a good life as functional capacity deteriorates. Everyone should be able to make their own determination as to the content of a good life. This includes the ability to make decisions and choices on individual terms, allowing for personal characteristics, such as ethnicity, language, religion, conviction, opinion, sexual orientation, gender or some other personal characteristic and preference.

The dimensions of functional capacity include the ability to function physically, psychologically, cognitively and socially. Functional capacity gives people the ability to manage the meaningful and necessary activities of everyday life in their own living environment. Physical functional capacity is manifest in individual mobility. Sensory functions such as sight and hearing are also often considered an aspect of physical functioning capacity. Psychological capacity refers to the personal resources that enable

people to cope with everyday challenges and crises, such as factors related to life management, mental wellbeing and mental health. Cognitive functional capacity is a blend of various aspects of information processing that enables individuals to perform in everyday life through such activities as receiving and understanding information. This includes functions related to memory, understanding and learning. The entirety of social functioning arises from dynamic interactions between the individual, the social network, the environment, the community and society. This aspect of functional capacity is manifest in such areas as social relationships, interactions, social activity and experiences of participation.²⁴ Socio-economic conditions also affect functional capacity. A poor financial situation can affect opportunities to participate and be active. Low income can also affect social relationships and the experience of loneliness.

People are increasingly staying active for longer, prolonging their working careers and participating in social activities after retirement. Thanks to healthier lifestyles and advances in medicine, most older people remain fit and can choose how to spend their time. The significance of a certain chronological age for health and functional capacity is not the same as in previous generations. Increased life expectancy has resulted in a longer lifespan in good health. These new realities change our understanding of ageing and highlight the important contribution of the elderly to society and the economy through intergenerational learning and cohesion.²⁵

On the other hand, the period of poor health at the end of life does not seem to have shortened, with even more functional and health problems. The number of elderly people who need more services is growing as life expectancy increases and treatment becomes more effective.²⁶ As longevity becomes more common, it is necessary to prepare for activities that maintain functional capacity, and for a growing need for services. There is evidence of benefits to maintaining functional capacity and preventing diseases in elderly people of all fitness levels and ages.²⁷

24 <https://thl.fi/en/web/functioning/what-is-functioning->

25 GREEN PAPER ON AGEING. Fostering solidarity and responsibility between generations. European Commission. Brussels 2021. <https://op.europa.eu/en/publication-detail/-/publication/d918b520-63a9-11eb-aeb5-01aa75ed71a1>

26 Jylhä, M., Enroth, L., Halonen, P. *Vanhoista vanhimpien terveys ja toimintakyky*. [Health and functional capacity among the oldest old. In Finnish with a summary paragraph in English.] *Duodecim medical journal*, 2019;135(11):1085-91. <https://www.duodecimlehti.fi/duo14950>

27 Pitkälä K., Strandberg T. *Sairauksien ehkäisy kannattaa vielä vanhanakin*. [Prevention is beneficial even in old age. In Finnish with a summary paragraph in English.] *Duodecim medical journal*, 2018;134(11):1141-8

An estimated 14,500 people fall ill with memory disorders every year in Finland, including people of working age. A total of some 200,000 people suffer from such disorders. This number will rise in proportion as the number of elderly people increases. Early diagnosis of memory disorders enables preventative measures and steps to improve functioning and support the wellbeing of individuals with memory disease and their loved ones.²⁸

Various measures can influence functional capacity, some of them directly targeted at the activities of ageing individuals and some at the operating models, structures and services supplied by society. One way is by promoting healthy lifestyles, with a key role assigned to encouraging exercise and good nutrition. Another key approach is promoting measures that support mental wellbeing. An active everyday life with elements that support inclusion and content that the elderly can personally influence improves quality of life and maintains functional capacity.

The functional capacity of the elderly also depends on the age-friendliness of housing and living environments, accessibility, security, the availability of local and other services, educational, cultural and artistic opportunities, access to green spaces, physical exercise and other hobby opportunities, and the benefits of age technology in maintaining functional capacity. Public transport and taxi service providers must adapt to an increase in the number of passengers with compromised functional capacity or mobility, and must invest in accessible transport infrastructure and vehicles. The effective individual ability of an older person to maintain safety promotes safety and the feeling of security. Messages from security authorities significantly affect the feeling of security, and can also help to prevent crime.

The guiding principle of life-cycle thinking is that human development and learning continue throughout life. Themes from life-cycle thinking include life-long learning and healthy lifestyles, which are often already adopted in childhood. A life-long perspective helps people to understand that it is possible to influence ageing. The problems that emerge in old age can be an outcome of previous life stages. It is possible to aim for a future active and healthy old age by preventing and mitigating the impacts of various risk factors, and by supporting the development and application of personal resources throughout life.

28 Ngandu T., Kivipelto M. *Monimuotoiset elintapainterventiot muistisairausepidemian ehkäisyssä*. [Multidomain lifestyle interventions in the prevention of memory disorder epidemic. In Finnish with a summary paragraph in English.] *Duodecim medical journal*, 2018;134(24):2547-53

Continuous learning can delay the onset of memory disorders and prevent age-related cognitive decline. It also supports the active functioning of older people in society. Developing civic skills, such as digital skills and literacy, and supporting influencing opportunities are important for lifelong participation in democracy. The ability to influence and participate are strongly related to the experience of self-determination and meaningfulness.²⁹

The Programme on Ageing implemented a wide range of cross-cutting measures to improve the functional capacity of the elderly in 2020–2023.

- Lifestyle counselling was arranged through the Social and Health Centre of the Future programme for people at risk of memory disorders, for example applying the FINGER operating model. The FINGER trial indicates that this operating model helps the elderly to adopt healthier lifestyles, conserving memory and reasoning functions and reducing the risk of memory disorders.
- The Finnish Institute for Health and Welfare implemented the National Memory Service Path Project, which stresses early identification of memory problems, access to services, and lifestyle guidance. The Memory Service Path model will be adapted as part of Social and Health Centre operations.
- Arts Promotion Centre Finland and the Ministry of Education and Culture implemented a *Wellbeing from Culture for the Elderly* programme, developing cultural outreach activities for people of limited means and an operating model of cultural outreach work for older people at risk of marginalisation.
- The *Movement and Digital Skills* programme implemented by the Ministry of Education and Culture sought to improve and maintain the wellbeing and functional capacity of the elderly through physical activity, exercise and healthy lifestyles, and through a campaign of public information.
- The Ministry of Education and Culture studied the realisation of cultural rights of the elderly and also reported on their digital skills and media literacy, resilience and loneliness/lack of community in the context of the COVID-19 pandemic.
- Through such instruments as continuing education for professionals and online material, the National Nutrition Council implemented a national portal base related to food services for the elderly.
- The Ministry of Transport and Communications and the Finnish Transport and Communications Agency Traficom developed operating models for public transport in the Turku region that optimise the user-friendliness of digital services from the perspective of the elderly.

29 GREEN PAPER ON AGEING. Fostering solidarity and responsibility between generations. European Commission. Brussels 2021. <https://op.europa.eu/en/publication-detail/-/publication/d918b520-63a9-11eb-aeb5-01aa75ed71a1>

Sustainability of the service system will require older people to retain their functional capacity for longer. Promoting and maintaining the functional capacity of the population still requires a wide range of actors across all branches of government and various sectors of society, ranging from community planners and service system developers to voluntary organisations. It is also important to support the loved ones, relatives and caregivers of the elderly. The mission of health and social services is to ensure that the functional capacity of elderly individuals is maintained through various and sufficient preventative and rehabilitation methods. Timely and adequate rehabilitation improves and prevents deterioration in the functional capacity of the elderly, and reduces the need for other services.

Early diagnosis of memory disorders, access to services and lifestyle guidance are also important. Lifestyle guidance is important for elderly people who are already in need of services to enabling a reduction or delay in the need for regular or more substantial services. This requires expertise of various professional groups, and development of such expertise to identify risk groups and provide an effective service system. Measures to improve the functional capacity of the elderly and promote health and wellbeing must be implemented with respect for the right of self-determination and in a way that accommodates the differing needs of individuals and the importance of various specific aspects of wellbeing for the overall wellbeing and functional capacity of various people. Functional capacity and measures must be assessed using broadly reliable indicators, with policymaking that relies on evidence-based knowledge.

Measures for 2023–2027

- We shall continue introducing and developing good existing and new practices and operating models that support the functional capacity of the elderly, for example in the areas of lifestyle guidance, memory disorders, rehabilitation, physical exercise, nutrition, mental wellbeing, mental health, cultural wellbeing and civic activities, while respecting the individual characteristics and preferences of the elderly and their right to self-determination.
- We shall continue developing assessment, implementation and dissemination models for supporting the functional capacity of the elderly based on previous development work, and evaluating impacts regionally and nationally.
- We shall develop and introduce effective practices implemented by wellbeing services counties and municipalities in order to improve promotion of equal welfare, health and safety and interface work and collaboration between other activities of municipalities and the third sector.

- We shall ensure that guidance, counselling and public safety information serve the needs of maintaining the safety of the elderly.
- We shall develop and introduce operating practices that improve the participation of elderly persons in services and other activities to support the functional capacity of the elderly.
- We shall support equal opportunities for the elderly for active citizenship and lifelong learning.
- We shall build an evidence-based information pool to aid in obtaining reliable and comparable information in preparing for ageing of the population and ensuring financial sustainability (e.g. broader application of RAI quality indicators).

Measures proposed for 2027–2030

- We shall continue applying effective and functional operating models

Principally overseen by the Ministry of Social Affairs and Health

3.3 Technology has increased wellbeing

Goals for 2030

- The application of technology to promote the wellbeing and health of the elderly and to support treatment and care has increased. Technological solutions are included as a natural part of personal measures that ensure the wellbeing, health and functional capacity of ageing individuals, and of the service system.
- The elderly can apply technology that supports independent everyday life in various ways, according to their abilities. Society is supporting equal opportunities for the elderly to use technology, and preventing digital exclusion.
- Use of technology has improved the wellbeing of professionals at work by reducing the workload and enabling new forms of work. Professional staff are supported in continuously developing skills in applying technology.
- Professional staff, elderly people and their relatives are involved in developing and planning the deployment of technology. Attitudes towards the use of technology are favourable.
- The impacts and effectiveness of introducing technology are monitored and applied in management by information. The use of analytics and

artificial intelligence in exploiting large data volumes has improved the cost-effectiveness, quality and transparency of operations.

- Legislation ensures ethical and responsible applications of technology that respect fundamental and human rights. Legislation supports the full use of technological opportunities.
- Finland is a model country for developing and benefiting from age technology, and our experience and expertise is widely applied around the world. Technology exports have generated prosperity in Finland, for example in the form of jobs, investment and new solutions.

Background

Technological progress is creating new opportunities for promoting wellbeing and health, as well as alternatives for implementing services. The use of technological solutions of proven effectiveness can improve the wellbeing of elderly people and bring increased efficiency to the service system. Technology can support people in leading healthier lives, securing support for the treatment and rehabilitation of their illnesses, living independently in their homes, and moving around safely outside. Electronic self-care health services and associated management of individual health information help in preventing health problems, self-assessment of service needs, and independent living. Monitoring of personal health and healthy lifestyles is increasing, and various smart measuring devices are becoming commonplace. Various solutions and services related to safety and a sense of security are also increasing, together with mobility, location, tracking and alarm technologies and their use.

Digitalisation and remote technology are enabling people to participate in the activities of society regardless of place and time. The services of society can be provided to sparsely populated areas and to people with functional disabilities. Technology can help to provide conditions both for independent activity by members of the public as part of society, and for coping for longer at home. At the same time, we must also ensure that no one is excluded from the functions of society due to progress in digitalisation. The elderly are a heterogeneous group as users and beneficiaries of technology, and it is not possible for everyone to use digital devices, even with support. Care must be taken while deploying technology to ensure realisation of the right to self-determination and opportunities to influence how personal care is arranged. Services must also be ensured for elderly people who are unable to operate user-friendly devices independently due to a decline in physical or cognitive function, even where support is available. The availability and accessibility of services must be enabled in all service channels where necessary. Transactions on behalf of others must be data secure and linguistic rights must be accommodated. The Act on the Provision of Digital Services seeks to ensure optimal public access to digital services and development of digital services to be more client-oriented.

The Act reflects the goals of the European accessibility act (Directive (EU) 2019/882). It lays down the minimum requirements for the accessibility of online public administrative services and the means of monitoring compliance.

Even though a growing number of elderly people will be more accustomed to technology and more competent in digital skills in coming years, ageing also imposes limits on the ability to adopt novelties. There may also be other obstacles to the application of technology.³⁰ As technology continues to expand, the elderly will need more support, guidance and training for continuous learning of technology, for digital and media literacy, and for reducing digital vulnerability. Technological progress and the expansion of electronic services will highlight the importance of usability and information security, and care will then have to be taken to ensure the participation and full inclusion of all.

Trust in digital services and the use of technological tools is fostered by strengthening the agency of older people, their participation in technological progress, and their social inclusion in general.³¹ There must be an active societal debate with stakeholders about data protection, digital exclusion, the right to self-determination, and ethics. Various organisations are developing operational models that promote data protection, self-determination and ethical practices and prevent digital exclusion. Legislation is being developed to ensure that technology is applied responsibly, and with respect for fundamental and human rights.

The relevant point in applying technology is not so much the technology itself, but the associated changes in ways of working.³² We must ensure that technological R&D provides reliable, user-friendly solutions that respond to needs. Accessible technology that is designed in a user-oriented way and functions straightforwardly in your native language improves equitable access to services. Use of services may be promoted with real-time support.³³ Operating processes must be improved as new technology is deployed. Support services, logistics, maintenance and updates must function smoothly. Service needs assessment can help clients to consider using a technological solution. Straightforward channels and operating models must be provided for feedback from professionals, the elderly and relatives. Services must be continuously enhanced based on the comments received.

30 <https://www.sciencedirect.com/science/article/pii/S0160791X19301794>

31 https://www.julkari.fi/bitstream/handle/10024/143084/YP2104_Korjonen-Kuusipuro%26Saari.pdf?sequence=1&isAllowed=y

32 Dufva, M. *Megatrendit 2020*. [Megatrends 2020. In Finnish with an executive summary in English.] Sitra reports 162. Vantaa 2020.

33 https://www.julkari.fi/bitstream/handle/10024/142805/URN_ISBN_978-952-343-687-9.pdf?sequence=1&isAllowed=y

Broader deployment of digital services and technologies in the service system will require commitment by management, strengthening of staff skills, a change in working methods and processes, technical support in the work community, and the development of procurement processes and expertise. The opportunities provided by technology can give social and healthcare professionals new ways of delivering better service and care that also enhance their own wellbeing at work. Well-functioning technologies give professionals time to encounter their clients and increase flexibility in working duties.³⁴ Technology can enhance the efficiency of staff working time, provide opportunities to modify work, and facilitate the work of care sector professionals. Deploying technology creates new professional roles (such as technology coordinator and remote nurse) and can make the work more interesting, especially among young people. The technology must nevertheless be user-friendly and meet the needs of staff, with adequate training and resources for implementation, and support must be readily available. Professionals find that technology is necessary in services for the elderly when it meets its purpose and is easy to use, flexible, and free from malfunctions.³⁵

Technology can also improve information flow, client and patient safety, and logistical solutions. Remote technology seeks to improve the availability of health and wellness services and thereby maximise access to services. Remote services can also bring a wider selection of services to clients than is possible to implement as non-virtual services. They may also include various experiential services and experiences that cannot otherwise be realised.

Applications and other devices are often individual and disconnected nowadays. It is important to ensure the future interoperability of solutions, and to develop platforms where various solutions can be comprehensively assembled. The platform will provide a range of solution packages suited to the client. Deployment of technology will comply with national guidelines for health and social services information management and digitalisation. The aim is to link separate technology solutions and the data that they generate into the overall architecture of health and social services. This supports the creation by technologies and digital services of a broader knowledge base for developing management by information with respect to the elderly as well. Full application of technology and data will also require a reform of legislation. Technology solutions that are already used in home care are being brought within the scope of regulation with a view to ensuring that they comply with the legislation, that such aspects as protection of privacy are ensured, and that personal data are not collected or processed needlessly.

34 <https://hbr.org/2017/01/the-neuroscience-of-trust>

35 <https://trepo.tuni.fi/handle/10024/104482>

Management by information

Comparable information must be available to enable public authorities to lead, guide and monitor the health and social services system. We currently lack an adequate, high-standard knowledge base and knowledge structures for management by information in health and social services. The Act on Secondary Use of Health and Social Data (552/2019) enables development of the necessary management by information practices, data production models, information contents and systems.

The Ministry of Social Affairs and Health launched the Toivo Programme for developing management by information of wellbeing services counties and the data management solutions required for managing the data production, data pools and management by information of national public authorities. The goal is to create a unified and comprehensive knowledge base that helps wellbeing services counties in efficiently arranging correct and adequate health and social services. Besides developing management by information under the Toivo Programme, other measures are ongoing that will improve the information management opportunities of both wellbeing services counties and national public authorities. The Finnish Institute for Health and Welfare has opened a public database on the functional capacity and service structure of the clientèle of regular services for the elderly. Information obtained from the new RAI database of regular services for the elderly describes resources, functional capacity, access to assistance from relatives and sociality in regular services of the elderly.

Technological solutions and the secondary use of healthcare and social welfare service information will improve the efficiency of such aspects as collecting information, transparency, dissemination and the assessment of service needs. This will free up resources for duties that require personal guidance and advice. New tools may reduce the need for costly corrective measures, thereby improving cost effectiveness. Policymaking that accommodates impacts on wellbeing supports investment in wellbeing, and may also help to curb growing costs. Developing compatible information systems in the course of implementing the overall health and social services architecture plays a key role in the application of technology.

Sufficiently extensive, high-standard, repeatable research settings will also be required to understand the impacts and effectiveness of technology. For example, there is still too little information on the effects of using technology on staff needs. This would serve as a basis enabling reliable estimates of the proportion of staffing resources that are replaced by technology.

Technological progress is providing business opportunities for enterprises. The benefits of technology are needed swiftly and widely for use by an elderly and ageing population. The service system for the elderly needs effective knowledge-based solutions to be able

to respond to the rapidly growing need for services. The seller, buyer and supervisory authority need a common understanding of the effectiveness of a technological solution. This may be evaluated, for example, using the Digi-HTA method. There is a particular need for an operating model that effectively adapts various technologies to traditional service forms, creating a new, broader functional and technology-enabled service package for the elderly. Developing and piloting the best solutions in Finland will create export opportunities for technology businesses, service providers and application developers. Sufficiently extensive practical references from the country of origin are important in building credibility for export efforts.

Deploying technology is part of a package of measures related to the service system for the elderly in the 2020–2023 Government term, and is included in the Government programme. Many measures will be implemented to promote the objective. The national framework for technology supporting smart ageing and care at home (the KATI programme) will be further developed in collaboration with health and social services actors, users and other stakeholders. The practical application and implementation of the model and the applicability and use of its technologies will be simultaneously tested in nationally coordinated regional pilot projects. This will enable the trial projects to provide comparable and complementary information on the success of the trials and the effectiveness of the model. As part of the KATI programme, a national coordination model for age technology is being prepared to support the deployment of technology and the dissemination of good practices in all areas of wellbeing.

A national development pilot project on using artificial intelligence to forecast multidisciplinary service needs in the elderly client group will also be implemented during the current Government term. The project develops forecasting of multidisciplinary service needs and pilots an artificial intelligence-based prediction model to identify individuals and client groups with an increased risk of substantial use of various health and social services. The work also examines legal requirements related to the development and application of an artificial intelligence-based forecasting model, for example regarding the use of personal data. The goal is to determine the key opportunities and limitations in current legislation related to developing and applying forecasting models in the health and social services sector, and to evaluate the significance of associated EU legislative proposals. An investigation is separately in preparation into whether current legislation adequately protects privacy and the processing of personal data in the case of new sensor-based security service solutions and remote care technologies.

Conversational artificial intelligence (chatbot or voicebot) was trialled to support the wellbeing of elderly people living at home and the use of wellbeing services. A preliminary study and initial trial of a speech bot was carried out at the beginning of 2022 with a view to determining the acceptability and feasibility of a speech bot for use by the

elderly at home. The project arranged a small-scale trial of various speech technology implementations and physical platforms in which elderly people personally tried out the demo implementations and commented on the speech interaction and platforms (devices).

Measures for 2023–2027

- We shall continue applying technology based on previous development work, with the following content:
 - We shall help the elderly to find and apply technologies that are suitable for them, which support independent living at home, taking care of their own wellbeing, health and functional capacity, and independent social interaction.
 - We shall develop opportunities to apply technology in the service system, including:
 - Client and service guidance as a client-oriented digital process
 - Development of operational guidance systems and associated processes
 - Technology that supports the treatment and care of clients in home care and housing services
 - Opportunities to trial, lease and borrow age technology for short-term needs, such as choosing a suitable solution or rehabilitation
 - We shall assemble various services for the elderly using functional platform solutions and overall architectures, and by harmonising solutions. We shall evaluate opportunities to include self-acquired technology in assembling platforms.
 - We shall apply the information accruing from the use of technology both in promoting wellbeing, health and functional capacity, and in the service system for management by information.
 - We shall train the staff of wellbeing services counties and municipalities in the boundary conditions of procurement legislation to ensure the effectiveness, client and patient safety, usability and smooth deployment of technological solutions to be purchased.
 - We shall develop legislation to identify technological opportunities and ensure that technology is used responsibly and with respect for fundamental and human rights.

- We shall introduce a national coordination model for age technology:
 - We shall collect and disseminate information on effective operating models and practices, and support their development, implementation and monitoring.
 - We shall evaluate the effectiveness and cost benefits of age technology solutions, and collect information about evaluated solutions using the Digi-HTA method.
 - We shall promote a favourable attitude to applying the opportunities of technology with a view to spreading good practices.
 - We shall guide regions, organise peer learning, and promote networked national and regional cooperation between diverse actors to support the deployment of technology widely in various regions.
 - We shall promote the commercial and international opportunities of an age technology operating model, for example by identifying how operating models and implementations developed by the public sector can be exploited to boost exports and in international technology cooperation.
 - We shall support collaboration between health and social services operators and businesses in jointly development, piloting and deploying technologies.

- Promoting user orientation and preventing digital exclusion:
 - We shall ensure that elderly people, their relatives and professionals are ready to use continually evolving technology through digital support and continuous learning of technology.
 - We shall support collaboration between voluntary actors and municipalities in arranging digital support.
 - We shall expand language versions of digital services and support plain language expression.
 - We shall ensure data protection and the security of age technology solutions, together with client and patient security and cyber security.
 - We shall promote information-secure transactions and proxy transactions in digital services.
 - We shall ensure the ethical character and responsibility of age technology solutions that apply artificial intelligence
 - We shall support involvement of the elderly in user-oriented product development

Measures proposed for 2027–2030

- Further development and deployment of technology related to promoting wellbeing, health and functional capacity.
- Further development and deployment of technology for application in services for the elderly.
- Further development and deployment of user-oriented operating practices.
- Further development and deployment of tools for management by information.

Principally overseen by the Ministry of Social Affairs and Health

3.4 People are increasingly participating in voluntary work, and this participation is supported in an ageing society

Goals for 2030

- Central government, wellbeing services counties and municipalities recognise the importance of voluntary work in an ageing society and the associated role of organisations, and enable volunteering in a way that benefits society and volunteers.
- Municipalities and wellbeing services counties establish structures in their operations that promote and activate voluntary work locally and regionally.
- Support in administrative aspects is available for volunteers
- Participating in voluntary work is an attractive option for elderly and other age groups, and people increasingly participate.
- Participating in voluntary work has improved the participation and influencing opportunities of the elderly.
- Voluntary work has promoted the health and wellbeing of the elderly.

Background

Finland has extensive volunteering opportunities and the significance of voluntary work as a source of wellbeing is widely recognised. Involvement in voluntary work and serving as a volunteer are already factors that promote wellbeing. Benefits come from such aspects as the social relationships, daily rhythm and experience of being needed that volunteering provides. Volunteering enables attachment to society, social participation,

meaningful activity, agency and empowerment.³⁶ Volunteering can also help in actively preventing hate speech, promoting community and reducing prejudices, and in increasing intergenerational interaction.³⁷

The work of volunteers boosts the wellbeing of people of various ages by providing society with a huge number of diverse venues for exercise and cultural pursuits, community meeting places, rescue services and other resources. Pensioners are actively involved in voluntary work. Elderly people are also one large group of people in need of help who are assisted by numerous volunteers through various voluntary duties.

Voluntary work in Finland is currently undergoing several changes in operating conditions, including a change of demographic structure, urbanisation and technological progress. It is important to ensure that the status of voluntary work as a factor promoting the wellbeing of the elderly is also safeguarded in the new operating environment. This means also enabling the elderly to serve as volunteers in future, participating in activities that promote wellbeing and health enabled by volunteers of varying age and background.

The demographic trend is one of the most important factors affecting volunteering. Ageing of the population manifests itself in voluntary work not only as a rise in the number of capable elderly people, but also as a fall in the number of active volunteers, especially in sparsely populated areas. Pensioners nowadays are educated and active people with the desire and ability to perform cognitively demanding tasks. Retired people often seek interesting voluntary opportunities after their working careers end. The appeal of volunteering nevertheless competes with various modern hobbies, and this phenomenon also sets a challenge to change the form of voluntary work. It is important to support the opportunities of the elderly to participate in voluntary work, while encouraging younger age groups to take an interest in such work in the future.

In addition to the demographic trend, the population of Finland is becoming more diverse. The OECD Civic Space Scan of Finland report notes that immigration-related tensions and discrimination directly affect the operating conditions of Finnish civil society.³⁸ Changes in the public funding of organisations and such factors as various global crises also affect the operating environment for voluntary work. It is crucially important to acknowledge these challenges and consider how to respond to them in a

36 Kuikka, Meeri (2019), *Voimaannuttava vapaaehtoistoiminta*. [Empowering voluntary work. In Finnish only.] Presentation. <https://kansalaisareena.fi/wp-content/uploads/2019/07/Voimaannuttava-vapaaehtoistoiminta-Meeri-Kuikka-Lapin-yliopisto.pdf>.

37 Blueprint for European volunteering 2030

38 OECD (2021) Civic Space Scan of Finland. OECD Public Governance Review. <https://doi.org/10.1787/f9e971bd-en>

way that safeguards the operating conditions of civil society. Voluntary work nevertheless itself remains a way of preventing racism and social polarisation. This work enables people from varying backgrounds to meet in a spirit of collaboration.³⁹ Volunteering should be made more readily accessible to people of varying background.⁴⁰

Besides the foregoing changes in operating conditions, changes in the field of voluntary work also reflect a change in how people use their time and in ways of participating. This is manifest in a growing interest in short-term, “pop-up” voluntary activities and the emergence of the “fourth sector”. New activity forms are challenging more traditional forms of volunteering, and giving operators suitable ways of encouraging new people to get involved in voluntary work.

Various changes in operating conditions challenge voluntary actors, and especially the organisations, municipalities, parishes and religious communities that largely coordinate activities, to consider adapting their operations to the changed circumstances. While such changes challenge voluntary work, they also bring new practical approaches that are effective in contemporary conditions. Many actors are currently considering various ways of bringing continuity to voluntary work within their own operations. These considerations include completing a generational shift, streamlining administration, culturally sensitive ways of recruiting new volunteers, and integrating pop-up voluntary work into their own operations. For example, a 2021 survey of organisations shows that associations in the health and social services sector need ways of recruiting new members and of increasing the number of activists and the appeal of association activities as operating conditions evolve. Public administration can also work to support and enable favourable operating conditions for organisations and voluntary activities.⁴¹

39 Summary of stakeholder interviews for the Ministry of Justice *Vapaa! – Fri!* project. <https://oikeusministerio.fi/en/project?tunnus=OM011:00/2021>

40 Blueprint for European Volunteering 2030

41 Peltosalmi, Juha; Eronen, Anne, Haikari, Janne, Laukkarinen, Matti, Litmanen, Tapio, Londén, Pia, Ruuskanen, Petri (2020). *Ajankohtaiskuva sosiaali- ja terveystaloudesta, Järjestöbarometri 2020. [Current picture of health and social sector organisations, 2020 survey of organisations. In Finnish with a foreword in Swedish only.]*

Measures for 2023–2027

A project coordinated by the Ministry of Justice will be launched to implement the key impact objective. The project will take note of previous surveys of evolving conditions for volunteering.⁴² The project will include:

- Promoting the development of structures that boost the status of voluntary work in wellbeing services counties and municipalities based on previously completed development work:
 - Arranging training for wellbeing services counties and municipalities concerning the importance and effectiveness of volunteering.
 - Disseminating models to wellbeing services counties and municipalities that previous survey work has found to be effective, and that enable them to support and stimulate local voluntary work.
 - Developing and testing models of cooperation between municipalities and wellbeing services counties, and voluntary actors in the regions.
 - Clarifying the mutual role of wellbeing services counties and municipalities in relation to coordinating and supporting voluntary activities in a region.
 - Supporting the ability of wellbeing services counties to receive voluntary work that benefits elderly clients in services for the elderly.
 - Assessing the kind of measures that will be required in order to deploy the foregoing cooperation structures and operating models in permanent practice. Assessing the need for any statutory amendments.
 - Working in close cooperation with wellbeing services counties, municipalities and voluntary operators in a region.
- Studying the prospects for introducing a national solution to support the administrative aspects of civic operators (including financial expertise, establishing associations and submitting applications for funding), and formulating preliminary models for implementing this solution.
 - Investigating whether more support in managing administrative functions can be provided to third and fourth sector operators by clarifying the mutual division of functions and the content of operating methods of certain public authorities and civic organisations.

42 Vapaaehtoistoiminnan koordinaatiota ja toimintaedellytysten kehittämistä selvittävän työryhmän loppuraportti, [Final report of a working group investigating the coordination of voluntary work and progress in operating conditions] Ministry of Finance report – 39/2015; *Kansalaisyhteiskunnan ja vapaaehtoistoiminnan alatyöryhmän loppuraportti*. [Final report of the sub-working group on civil society and voluntary work] (Ministry of Justice, 2018), Final report of the Ministry of Justice *Vapaa! – Fri!* project (Ministry of Justice, 2022).

- Paying particular attention to various funding applications, and to improving the skills required for such applications.
 - Drawing upon the forms of support provided by municipalities to enterprises as an example in the investigative work, while also examining the prospects for establishing corresponding support structures for various civil society actors.
 - Assessing the adequacy of support measures from a regional perspective and ensuring that the effectiveness of the proposed solutions extends to local level.
 - Allowing for the equality of voluntary actors and the assessing the adequacy of support measures from the point of view of various actors (including national actors, small associations and multicultural actors).
 - Assessing the need for possible legislative amendments to implement the models.
- Investigating, modelling and deploying various operating methods for the work of voluntary work coordinators to attract volunteers and secure their commitment to voluntary work.
 - Giving particular consideration to the perspective of elderly people, to differences between volunteers, and to regional disparities that affect operations.
 - Supporting entities that organise voluntary work in deploying operating models that reduce the participation threshold for voluntary activities and provide briefer assignments. Arranging a study that seeks to understand the perspective of the elderly, both in managed and coordinated voluntary work and in the freer activities of the fourth sector.
 - Completing a study of existing best operating models and practices for attracting and engaging elderly people in voluntary activities. This work will also give consideration to operating models that increase cooperation between generations.

Measures proposed for 2027–2030

- Voluntary work support measures will continue

Principally overseen by the Ministry of Justice

3.5 Housing and living environments are age-friendly

Goals for 2030

- People anticipate and prepare for the challenges of ageing in their housing.
- Accessible and adaptable residences suitable for older people have been developed, repaired and constructed.
- The design and development of living environments allow for the needs of the elderly, a sense of community, participation, and the application of technology.

Background

Age-friendly housing and residential areas are of great importance for an ageing population living at home. Support for housing is important both for elderly people and society. It relates to the wishes and self-determination of residents, and to appropriate services for the elderly. Elderly people have varying needs, so housing must be supported and developed in many ways. Needs must be considered when renovating existing dwellings and residential areas, and when building new ones. Some elderly people are also seeking new types of housing solutions that suit them.

Early anticipation and preparation for future housing needs are important when housing older people. This affects a wide range of actors in society – citizens, municipalities, wellbeing services counties, condominium housing companies, and real estate and construction industry operators. It is important for everyone to anticipate their own housing well in advance from the perspective of ageing, and to prepare for it. It is easier to have repairs made to your dwelling when you are in good shape, compared to when your functional capacity is already significantly impaired. Moving to a new dwelling and residential area is also smoother when new residents can actively get to know their surroundings.

Housing and a living environment that are age-friendly enable people to remain active even as mobility and sensory functions decline. Age-friendliness supports the functional capacity and inclusion of residents. It includes both physical factors of the dwelling and living environment, such as accessibility, safety, technology and the availability of services, and social factors, such as community and participation. Allowing for special characteristics of the functional capacity of people with memory disorders is part of good housing.

Repairing the housing stock is an important means of transforming housing to meet the needs of residents. An estimated 78 per cent of people over 65 are homeowners, so their decisions and solutions play a key role in repairing dwellings. Repair grants from the Housing Finance and Development Centre (ARA) support repairs of dwellings and residential buildings, and the installation of passenger lifts. Central government also supports the construction of new residential units for the elderly. Renovation of the ARA housing stock in urban areas to suit older people supports the housing of older people in municipalities where the population is falling. Central government renovation grants and advice on repairs are important instruments for promoting improvement of the housing stock. Repair advice is mainly the responsibility of organisations at the moment, as the proportion of such repair provided by municipalities has fallen in recent decades.

A rising number of elderly people live alone, increasing loneliness and insecurity. Solutions that promote community and inclusion can reduce feelings of loneliness. Various housing options are needed to meet the demand for housing for the elderly. The age-friendliness and physical accessibility of general housing construction is also a very important aspect when addressing the needs of an ageing population. Multi-generational and communal housing increases inclusion and a sense of security. A sense of community can also be promoted in residential areas by providing meeting places and arranging joint activities.

Municipalities and future wellbeing services counties will have a significant mission to discharge in supporting the living conditions of the elderly population. Good living conditions for the elderly support healthy ageing while also reducing the need for services for the elderly. The duties of municipalities will continue to include community planning and zoning, promoting wellbeing and health for various population groups, and functions related to housing. The reform of health and social services will see responsibility for organising social housing services transferred to wellbeing services counties. Amendments to the Social Welfare Act and to the Act on Supporting the Functional Capacity of the Older Population and on Social and Health Services for Older Persons will affect housing services and functions for the elderly. The elderly population support plans of municipalities and of wellbeing services counties will be required to include forecasts of the housing needs of the elderly population and development of housing that meets these needs. Counselling services to promote wellbeing will be required to encourage members of the elderly population to forecast their own housing, and to implement solutions that support independent living. Effective cooperation between municipalities and wellbeing services counties will be essential in future housing and housing services for the elderly, and in promoting wellbeing and health.

Measures will be needed from municipalities to develop age-friendly residential areas and meet the housing needs of the elderly. Anticipating and preparing for housing the elderly is still a limited area in municipalities. The situations of municipalities, conurbations and

sparingly populated areas vary and suitable solutions will be needed for them. Many elderly people live in depopulating areas, and there is a need to improve their living conditions. The ageing population will increasingly live in the existing housing stock of urban areas. Municipalities may apply many measures to support the housing, mobility and everyday lives of an ageing population. Planning and realising age-friendly living environments, and especially developing existing environments will be crucial. Age-friendly living environments support the activity and movement of the elderly, enabling even those with reduced functional capacity to be active and involved. Such living environments are safe and free of obstacles, with easy access to required services and a provision of green spaces.

The Ministry of the Environment implemented an action programme for housing the elderly in 2020–2022. This supported the forecasting and preparation of housing for elderly people and municipalities, and the development of age-friendly housing and living environments. The Housing Finance and Development Centre (ARA), municipalities and industry organisations were involved in implementing the programme. Central government instruments have included grants for renovation and construction of dwellings, and for municipal development projects. Housing development projects for the elderly have been or are being implemented with central government aid in 57 municipalities and joint municipal authorities.

Measures for 2023–2027

- We shall support forecasting and preparing housing for the elderly through increased counselling on housing and renovation.
- We shall boost the development of housing and housing services for the elderly in municipalities and wellbeing services counties.
 - Support for implementing the Act on Supporting the Functional Capacity of the Older Population and on Social and Health Services for Older Persons and increasing expertise in housing and housing services.
 - Support for development projects of municipalities and wellbeing services counties.
 - Developing age-friendly living environments through networked cooperation.
 - Dissemination of good practices and examples.
- We shall promote age-friendly renovation of the housing stock.
 - Securing the availability of renovation grants and reviewing the currency of grant conditions.
 - Developing and disseminating methods for assessing the renovation needs of dwellings.

- We shall develop and increase housing solutions for the elderly.
 - Reinforcing the Design for All principle in housing design.
 - Developing and implementing community housing and other intermediate housing in accordance with the Social Welfare Act, with an ARA housing investment grant for special groups.
 - Applying various forms of housing tenure for the elderly.

Measures proposed for 2027–2030

- Measures will be updated based on needs and previous implementation.

Principally overseen by the Ministry of the Environment

3.6 Services will be arranged in socially, ecologically and economically sustainable ways.

Goals for 2030

- Services for the elderly have been reformed in terms of content and structure to provide elderly people with the high standard care, rehabilitation and attention needed to promote their wellbeing, functional capacity and health, while respecting their right to self-determination and freedom of choice.
- Service integration, timely, safe and necessary services and cost-effectiveness have been ensured through client and service management and the operating practices of services. Counselling to promote wellbeing, health and safety is part of guidance.
- Services provided at home apply the operating models of acute care, rehabilitation and family care, new technologies are applied when implementing services and in consultation between professionals, and services operate around the clock.
- Operating control systems support management and the flexible allocation of staff skills according to the service needs of clients.
- It is safe to live at home. Necessary and timely services support the participation opportunities of the elderly.
- Ecologically sustainable practices are part of the service system, allowing for conservation of biodiversity, for example through ecologically sustainable daily practices. Diets have changed to comply with nutritional recommendations. Mobility in everyday surroundings is free of obstacles, minimising stress on the environment and enabling walking, cycling and the use of public transport.

Background

Economic, ecological and social sustainability are closely interlinked. Social sustainability includes responding to individual needs, equitable and fair distribution of wellbeing and resources, and solidarity. Realising economic sustainability will require changes in current public services and benefits within the limits of available resources, in order to achieve stability and functionality. Economic sustainability enables the technological renewal that is required for ecological sustainability. Ecological sustainability of services is promoted through choices that allow for sustainable production and consumption methods, seeking to reduce harmful environmental impacts and ensure that material functions do not exceed the carrying capacity of the environment. The knowledge base concerning the ecological sustainability of services must be strengthened, and structures and operating models must be developed. Ageing of the population challenges the sustainability of the service system and requires us to develop both the content and the structure of services. We need an understanding of the shortcomings of services, and of the need to improve services and new ways to curb the growth in costs. Attention should be paid, when improving the adequacy of services and the availability of staff, to applying the skills of various professional groups in the everyday lives of elderly people and, as a matter of gender equality, to increasing the proportion of men working in various capacities in the care sector.

To monitor social, ecological and economic sustainability, measures will be needed that are suitable for an ageing population and demographic structure. The quality indicators related to self-monitoring and their target levels must be defined and linked to quality recommendations for the elderly and to the RAI assessment. This work strengthens self-monitoring as a tool used by the service provider to develop and monitor service quality in the daily client work of operating units. Reliable and comparable information supports the development of socially, ecologically and economically sustainable services both nationally and regionally. The quality of services provided to the elderly should be monitored from the perspective of the client and of the organisation in order to improve quality.

Shifting the focus to prevention and the opportunities provided by new ways of working and services enable a better and more humane service for elderly people and also promote economically, socially and ecologically sustainable working methods, including health-promoting food services and the opportunity for incidental physical activity. The health, functional capacity and wellbeing of the elderly can be supported with high standard, timely and individual services, and by supporting mental wellbeing, mental health, inclusion and agency. The ageing population is increasingly heterogeneous and diverse, and wellbeing may be defined in a wide variety of ways, with a broad range of opportunities for satisfying needs. Participation of the elderly includes opportunities for

meaningful interaction, and the ability to influence one's own life and decisions relating to personal affairs. The rights of the elderly to self-determination and freedom of choice must be accommodated when arranging and implementing services.

Previously created service structures are being developed for greater flexibility, and to be readily adaptable to meet the needs of an ageing population based on such resources as research-based information. The establishment of good practices in services will continue, as will the organisation of client and service guidance as regional packages. Client and service guidance benefits from technology, and enables electronic transactions and low-threshold activity. Counselling to promote wellbeing and health and safety will be implemented in client and service guidance for varying levels of need in order to maintain functional capacity, allowing for various operating options (interfaces), including referral to substance abuse services, cultural services and organisation activities, and ensuring timely and necessary service for the client. These help to ensure non-discrimination in the service system, more efficient coordination, and financial sustainability.

Strengthening services provided at home and ensuring adequate home care resources are a key part of a package of measures related to the service system for the elderly. One of the main goals of the reform in legislation on elderly services has been to strengthen the quality and resources of home care. A project for services supporting future living at home seeks to reform the operating methods of services for the elderly and client-oriented service packages. The purpose of the project is to support municipalities and future wellbeing services counties in preparing and implementing the quality recommendation for the elderly with respect to a socially, ecologically and economically sustainable service package for the elderly. One development target in this project concerns various stand-in arrangements in the regions that can help in allocating staff and expertise to points of need and also in responding to acute shortages of staff. Effective preventative, promotional and functional capacity-maintaining activities, rehabilitation, and nationally coherent operating models that support independent life management will be needed to reinforce remaining and living at home. A round the clock home care service will be provided on every day of the week. National operating models for family care are still under development, with a significant role played by both elderly and working-age family carers for whom support is paramount. Advances in digitalisation and wellbeing technology will be harnessed to support living at home. The care strategy being prepared by the European Union will also support development in these areas.

Counselling related to housing options and personal preparations made by the elderly will be part of client and service guidance. The needs assessment for services must give consideration to safe housing that meets varying needs, and to living environments that support the ability of the elderly to participate and remain involved in various activities. Organisations will be vital for implementing participation opportunities in residential

areas, and counselling and client guidance units must have information about them. Counselling and client guidance units must apply coherent criteria when coordinating housing services in an area and granting housing services.

Measures for 2023–2027

- Client and service guidance will be developed from the perspective of promoting wellbeing, health and safety, and supporting functional capacity, and the participation and autonomy of elderly persons will be strengthened through self-monitoring and RAI assessment data, having regard to their own position and resources, and to their individual service needs.
- We shall continue developing self-monitoring and quality indicators, quality levels and indicators, and establishing good operating practices.
- We shall support living at home by developing and deploying integrated operating models, including models for acute care, rehabilitation and family care in which technologies will form part of the service ecosystem.
- A disposition towards ecological sustainability will be instilled in the design and practices of services, so that financial and material activities are adapted to the carrying capacity of the natural environment, the knowledge base concerning the ecological sustainability of services for the elderly is strengthened, and structures and operating models are developed to promote ecological sustainability. National implementation of the Nordic nutritional recommendations that form the basis for the dietary recommendation for the elderly will support a sustainable diet, with the construction of a national monitoring system enabling assessment of operations. We shall support universal access to sustainable, healthy food that satisfies human nutritional and other needs.
- We shall develop and implement operating models that improve the availability and adequacy of staff in services for the elderly.
- The following and other measures will be evaluated to improve the adequacy of services and the availability of staff:
 - Increasing the number of roving private care providers to support living at home.
 - Increasing family care of clients where this is a suitable form of service
 - Using care assistants for clients whose service needs can be met with their skills.
 - Evaluating and disseminating good practices in international recruitment
 - Improving arrangements for stand-in service

Measures proposed for 2027–2030

- Applying information provided by the elderly, research findings and reliable monitoring data to build a service ecosystem.
- Measures to support safe and healthy living of the elderly at home.
- Incorporating a disposition towards ecological sustainability in service planning and practices. Using information gathered from the elderly nutrition monitoring system to evaluate effectiveness and cost-effectiveness, and to enhance operations.

Principally overseen by the Ministry of Social Affairs and Health

3.7 Monitoring, evaluation and impacts of implementation

The plan for implementing the Programme on Ageing has been prepared by public officials working in various branches of government. Implementation is linked to current legislation, policymaking and functioning structures. It will be cross-cutting, involving a wide range of societal actors, including ministries, wellbeing services counties, municipalities and organisations.

The Government resolution includes several proposals for measures to achieve the key impact objectives over future government terms. Action proposals will also be supplemented and modified as necessary. The measures will be implemented within the framework of government finances and state budgets.

Various measures will be subject to prior impact assessment where possible, including an assessment of gender and equality impacts.⁴³ Realisation of the Programme on Ageing implementation plan will be linked to selected indicators used to monitor and evaluate achievement of the key impact objectives of the Government resolution and the effectiveness of measures implemented in each government term. Evaluation will take the form of continuous evaluation beginning at the launch of implementation, and evaluation findings will also be applied during implementation. The selected indicators will be evidence-based and determined during the government term. Public information measures will be guided by a communications plan prepared during the government term.

43 <https://thl.fi/en/web/management-of-health-and-wellbeing-promotion/management-of-wellbeing/practices/human-impact-assessment>

A steering group and an implementation group appointed by the Ministerial Working Group on Health and Social Services will regularly monitor the progress of implementation. The steering group and implementation group will always be appointed for each government term.

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