

# **FINLAND**

# **Key contextual data**

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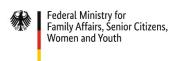
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# Early childhood education and care (ECEC)

#### Please note

In alignment with country-specific usage, the terms chosen in this report for the main forms of centre-based ECEC settings are: ECEC centre (päiväkoti 1-5) and pre-primary class (esiopetus 6-7)<sup>1</sup>. Any additional forms of provision are described where appropriate.

#### Historical milestones in ECEC in Finland

1863	First kindergarten with a nursery founded near Jyväskylä.				
1888	First Froebel-inspired kindergarten established in Helsinki.				
1927	First framework issued for the public funding of ECEC provision.				
1960s	Expansion of ECEC settings due to increasing employment of women				
Children's Day Care Act comes into force;					
1975	Municipalities have a duty to provide places for children below school age.				
1983	Children's Act: "All children are equal before the law".				
1985	Legal entitlement to a place in early childhood provision for all under 3 year-olds,				
1965	implemented gradually up to 1990.				
1990	Parents of under 3 year-olds can choose between a place in a municipal facility or a				
1990	childcare allowance for caring for their child at home.				
1996	Legal entitlement to a place in early childhood provision from the age of one up to				
1990	school starting age established.				
	Pre-primary education reform implemented (law approved in Parliament in 1998):				
2000	the year preceding school entry free of charge for all 6 year-olds.				
	First National Core Curriculum for Pre-primary Education announced.				
2001	Municipalities have a duty to provide a free place for 6 year-olds.				
2003	First National curricular framework for early childhood education and care is issued.				
2005	Revision of the 2003 National Curriculum Guidelines for Early Childhood Education				
2005	and Care in Finland				
2013	Transfer of responsibility for ECEC up to school entry at age 7 from the Ministry of				
2015	Social Affairs and Health to the Ministry of Education and Culture				
	Act on Early Childhood Education and Care (Varhaiskasvatuslaki) is passed.				
2015	Due to budget cuts, the right to a place in ECEC is reduced to 20 hours per week.				
2013	Parents and guardians are expected to enrol their child in a pre-school class, but there				
	are no sanctions if they do not comply.				
2016	A new normative curriculum for ECEC (Varhaiskasvatussuunnitelman perusteet) is				
2010	prepared by the Finnish National Agency for Education and comes into effect in 2017.				
	Amendments to the Act on Early Childhood Education and Care (Varhaiskasvatuslaki)				
2018	come into force and changes are updated in the National Curriculum Guidelines for				
	ECEC.				
2020	Each child's subjective right to ECEC is restored in the Act on Early Childhood Educa-				
2020	tion and Care (Varhaiskasvatuslaki).				
	Deviations from ECEC ratios are specified in the Act on Early Childhood Education				
2021	and Care. The staff are obliged to report any problems regarding the organisation of				
	the ECEC setting.				

<sup>&</sup>lt;sup>1</sup> Editors' note: International data sources use varying ways of presenting the age range of children enrolled in ECEC settings. The SEEPRO-3 editors have chosen the following age-inclusive format: 0-2 years for children up to 3 years of age and 3-5 years for 3, 4 and 5 year-olds in countries with a primary school entry age of 6. In the case of Finland, the relevant format is **0–6** years, since pre-primary education is part of ECEC and children start school when they are 7 years old.



2022	The inclusive principles and the specifications regarding special support are recorded as part of the Act on Early Childhood Education and Care ( <i>Varhaiskasvatuslaki</i> ).
2023	The requirement for a license for private service organisers is recorded in the Act on
2023	Early Childhood Education and Care (Varhaiskasvatuslaki).

Sources: Oberhuemer, Schreyer, and Neuman 2010; Turunen et al. 2012; Ministry of Education and Culture and Finnish National Agency of Education 2016; Salminen 2017; Kumpulainen 2018

# ECEC system type and auspices<sup>2</sup>

Finland has a unitary and decentralised system of early childhood education and care for children up to primary school age (7 years). It is an integral part of the education system. The Ministry of Education and Culture (Opetus- ja kulttuuriministeriö, OKM) is responsible for all public education, including ECEC. The Finnish National Education Agency (Opetushallitus) works closely with the Ministry of Education on the development of educational goals and their implementation, the creation of curricula and the organisation of funding allocations and expenditures. At the regional level, various authorities are responsible for education; municipalities or private providers are responsible for the on-site organisation and financing of early childhood services.

## General objectives and legislative framework

Education policy emphasises above all the right to equal opportunities for all. Education is considered a fundamental right of all citizens, regardless of age, place of residence, financial status, gender, family language or religion.

In 2018, a new Early Childhood Education and Care Act (Varhaiskasvatuslaki) came into force. Other legal provisions are the Government Decree on Early Childhood Education, Care and Upbringing (Valtioneuvoston asetus varhaiskasvatuksesta, 2018) and the Basic Education Act (Perusopetuslaki, 1998, with amendments), which regulates compulsory pre-primary education for 6 to 7 year-olds.

Further goals and principles are set out in the revised National Curricular Framework for Early Childhood Education and Care in Finland (Varhaiskasvatussuunnitelman perusteet), which came into force in August 2016 and is legally binding both or public and private providers, and in the National Core Curriculum for Pre-Primary Education (Esiopetuksen opetussuunnitelman perusteet, 2014).

#### **ECEC entitlement and compulsory attendance**

Since 1996, all children up to the age of 6 have been entitled to a place in an ECEC setting. Each of the 309 (2023) municipalities is obliged to provide the appropriate number of places. If the extent of municipal provision is not sufficient, vouchers for settings run by private providers can be issued by the municipalities.

An amendment to the Act on Early Childhood Education and Care in 2016 restricted the individual entitlement to early childhood education and care to 20 hours per week where one of the parents was unemployed or on maternity, paternity or parental leave, whereas parents in em-



<sup>&</sup>lt;sup>2</sup> The Eurydice country report on ECEC in Finland provided orientation for legal and regulatory aspects. All other sources are indicated within the text and in the references section.

ployment or studying still had the right to a full-day place (European Commission/EACEA/Eurydice 2019, 62). However, in alignment with a decision adopted by the European Committee of Social Rights (Council of Europe 2019), each child's subjective right to early childhood education and care was restored in 2020.

Since August 2015, attendance at one-year, free preschool classes has been mandatory for 6 to 7 year-olds. Municipalities must provide at least 700 hours of educational activities. Currently (2021), a pilot project is still underway to provide a free year of pre-primary education (for 20 hours per week) for 5 year-olds as well (European Commission 2020, 49). This is taking place in selected ECEC settings only.

Compulsory primary education starts at age 7.

#### Main types of provision

At the end of parental leave, when the child is usually 9 to 10 months old, parents can choose whether their child attends a municipal or private centre-based ECEC setting. Alternatively, they may prefer to register their child with a municipal or private home-based childcare setting or care for their child themselves. In the latter case, parents receive a childcare allowance until the child is 3 years old.

The Finnish Act on Early Childhood Education and Care recognises three different forms of ECEC: 1) centre-based ECEC, 2) home-based childcare and 3) sessional ECEC, such as playgroups, all of which follow the same framework curriculum.

Municipalities provide **ECEC centres** (*päiväkoti*) for children between 0 and 6 years of age. Enrolment is possible on a full-day (maximum ten hours) or on a half-day basis (maximum five hours).

Children whose mother tongue is Swedish or Sami can also attend facilities in their respective family language. The opening hours of ECEC centres (usually from 6:15 to 17:30) are adapted to local needs, including shift workers. However, it is recommended that attendance should not be longer than 10 hours a day. There are about 20 Sámi-language ECEC centres in Finland (Aurola 2020) and about 380 Swedish-language ECEC centres (Oker-Blom 2021).

Pre-primary education (esiopetus) is part of ECEC. Municipalities have been required to provide free, compulsory pre-primary classes for 6 year-old children since August 2015. Pre-primary education is typically offered for 4 hours daily (or 700 hours annually), and most children are also enrolled for additional hours in an ECEC centre to ensure full-time coverage. This means that the children come under two different curricula and legislative regimes during their day in ECEC. The pre-primary education group must be staffed by a teacher who has completed a universitybased initial professional education. Most commonly, children attend a pre-primary group in an ECEC centre from 8:00–12:00, 8:30–12:30 or 9:00-13:00. In some cases, pre-primary education can take place in primary school (see Table 4 for the current distribution) and be held either by a primary education teacher or an ECEC teacher. In the fall of 2021, the Ministry of Education and Culture launched a two-year pre-primary education pilot phase, which is scheduled to end in the spring of 2024. It is estimated that approximately 10,000 children will have participated by then. It includes an extensive research project that is evaluating the organisation in the municipalities, the effects of two-year pre-primary education on children, and the experiences of the staff and the children and their parents or guardians (Ministry of Education and Culture 2021c).



Free transportation is provided for children who live further than 5 km from the nearest facility. In 2021, there were 2,856 such classes, of which only 44 were private independent and 2,812 private subsidised.

Children aged 10 months to school age can also be cared for in a regulated home-based childcare setting (perhepäivähoito). This is offered either by municipalities (also as group childcare) or by private providers for parents who receive the childcare allowance.

In addition, some church (e.g., the Lutheran Church) and non-profit organisations offer opendoor short-term sessions for children and parents such as playgroups (päiväkerho).

Many municipalities also began to organise playgroup activities for children who do not meet the criteria for a full-day place in ECEC. Nevertheless, the pedagogical standards (e.g. education and training of staff) in playgroups cannot be compared with the standards in regular institutions. Moreover, in many municipalities playgroups are offered only a few days per week and only for three hours per day (Kumpulainen 2018).

#### **Provider structures**

Early childhood education and care is offered by municipal and private providers. Municipalities have a statutory duty to ensure that they can offer families with children appropriate childcare options. If there are not enough places in municipal facilities to meet demand, municipalities can also arrange places with private providers. According to the amended Early Childhood Education and Care Act in 2023, private ECEC providers must be licensed by the Regional State Administrative Agency (2023) before starting operation.

Private ECEC provision can also be commercially run, but the providers must meet the criteria required of public services. Both the Early Childhood Education and Care Act and the National Curriculum are binding for private providers. Especially in urban areas, private-commercial providers have increased recently, but this sector is still relatively small (6 to 8%, Kumpulainen 2018).

In 2021, 81% of all children in early childhood education and care attended municipal institutions, 6% were cared for in municipal home-based settings, and 19% in private ECEC centrebased and home-based settings. Altogether, 16.2% of under 3 year-olds and 83.8% of children aged 3 up to statutory school age were enrolled in ECEC settings, see Table 1 (Eurostat 2023I). Only 6% 2.5% of the children in pre-primary classes in primary schools were enrolled in private settings in 2021 (see Table 2).

Table 1 Finland: Number of children in early years settings by provider type, 2021

Provider type	Under 3 year-olds	Share in %	3 years to statutory school age	Share in %
Private for-profit and Private non-profit	12,428	23.9	28,806	14.2
Public	39,621	76.1	173,373	85.8
Total	52,049		202,179	

Source: Eurostat 2023l



Table 2
Finland: Number and share of children in pre-primary classes in primary schools by provider, 2021

Provider	Number of children	Share of children, in %*
Municipal and 5 joint municipal authorities	8,859	97.5
Private	223	2.5
Total	9,082	

Source: Statistics Finland 2023b, \*own calculations

#### Participation rates in regulated provision

Table 3 shows the development of enrolment rates since 2005. More than half (56.4%) of children under 3 years of age in Finland did not attend a centre-based setting in 2022, which can be explained at least in part by the generous parental leave and the childcare allowance. In contrast, 92.8% of children between the ages of 3 and school entry attended a centre-based setting. Since 2005, both rates have increased significantly.

Table 3
Finland: Participation rates in centre-based ECEC provision by age and duration of attendance, 2005-2022

Year	Weekly attendance	0 to under 3 years in %	3 years to minimum compulsory school age, in %
	1 to 29 hours	8	25
2005	Over 30 hours	19	51
	No enrolment in ECEC	74	24
	1 to 29 hours	8	21
2010	Over 30 hours	20	56
	No enrolment in ECEC	72	23
	1 to 29 hours	7.9	23.2
2015	Over 30 hours	24.6	59.6
	No enrolment in ECEC	67.4	17.2
	1 to 29 hours	9.3	19.6
2022	Over 30 hours	34.3	7.1
	No enrolment in ECEC	56.4	73.2

Source: Eurostat 2023b, Slight deviations from 100% due to roundings

Broken down by age, more than two-thirds of 2 year-olds and between 84-92% of 3 to 5 year-olds were enrolled in an ECEC setting in 2021. Almost all 6 year-olds (96.3%) attended the compulsory pre-primary class (see *Table 4*).

Table 4
Finland: Number and enrolment rates of children in centre-based ECEC settings, by age, 2021

Age	Number of children in ISCED-01 settings	Enrolment rates in ISCED-01 settings, in %	Number of children in ISCED-02 settings	Enrolment rates in ISCED-02 settings, in %	
Under 2 years	17,396	18.8			
2 year-olds	34,653	71.6			
3 year-olds			43,455	84.3	
4 year-olds			48,813	88.8	
5 year-olds			52,322	91.8	
6 year-olds			57,176	96.3	

Source: Eurostat 2023e, h



In 2019, 63% of children under 3 years were cared for at home or attended open door ECEC services such as playgroups. Because of the Covid pandemic the share of children under 6 years attending ECEC centres decreased to 22% (Eurochild 2021).

In 2019, the overall attendance rate in ECEC centres was 77%, only 1% of the 1 to 6 year-olds were enrolled in a private setting.

In 2022, only a relatively small proportion of children (about 16%) attended pre-primary classes located in schools (Statistics Finland 2023a):

Table 5
Finland: Number and relative share of children in pre-primary classes by institution, 2022

Age	Total	Located in ECEC centres	Share in %*	Located in schools	Share in %*
Up to and including 5 year-olds	6,915	6,811	11.2	104	0.2
6 to 7 year-olds	53,058	43,718	71.8	9,340	15.3
Over 7 years old	899	589	1.0	310	0.5
Total	60,872	51,118	84.0	9,754	16.0

Quelle: Statistics Finland 2023a, \*own calculations

## Financing and costs for parents

In 2019, a total of 1.13% of GDP was allocated to the early education sector, 0.5% on the child-care sector for under 3 year-olds and 0.6% on the 3–6 sector (OECD 2023).

ECEC settings are financed by state funds (30%), municipal funds (56%) and income-based parental fees (14%). The maximum monthly fee (including meals) for a full-time place in a public setting is €295 (2023). The municipalities decide on criteria for reduced fees. Since 2018, fees have been lowered overall to enable children from low-income families to attend an ECEC setting. For a 20-hour visit, parents pay a maximum of 60% of the cost of a full-time place, depending on income. The ceilings are adjusted every two years. In August 2021, parental contributions were reduced by 31% through an increase in the income limits, as were contributions for siblings (Ministry of Education and Culture 2021a).

700 hours per year (20 hours per week) of pre-primary education for 6 to 7 year-olds is free of charge. For additional hours, an income-related fee is charged. The fees for private ECEC settings are decided by the provider. As a rule, the fees in private facilities are higher than in municipal settings.

In 2018, the Ministry of Education launched a pilot project that provides for free attendance for 20 hours per week for 5 year-olds, which has already been extended twice; a total of 61 municipalities and 48,253 children have participated so far. The state compensated about 79% of the loss of fee income. It was found that the attendance rate of 5 year-olds increased compared to reference municipalities, as did the participation of low-income families (European Commission 2020, 49).

In 2022, a couple with two children spent about 11% of net household income on childcare costs<sup>3</sup> (OECD.Stat 2023).



<sup>&</sup>lt;sup>3</sup> The calculation is based on: full-time working parents (average wage); two children aged 2 and 3 years in full-time childcare; childcare benefits included.

#### Staff to child ratios and group size

As a rule, children in **ECEC centres** are grouped into three age groups: 0 to 2 years, 3 to 6 years and 6 to 7 years. However, in some cases, so-called sibling groups include all ages together. As stated by law, there may not be more children in a group than are allowed for three professionals and each group must have its own designated space.

The ratio of qualified staff to children is prescribed by law: One qualified professional for 4 children under 3 years or for 7 children over 3 years. If there are children in the group attending for less than 5 hours, the staffing ratio can also be 1:13.

**Pre-primary classes** as separate groups can also be attended by younger children and are then subject to the same staffing ratio as other ECEC groups. For pre-primary classes that are integrated into a primary school, the legal requirements of the primary school apply, in which the group size is not regulated. However, according to a recommendation by the Ministry of Education, there should be no more than 13 children in a pre-primary group, regardless of where it is located.

#### **Curricular frameworks**

Since 2018, the revised National Curriculum for Early Childhood Education and Care (*Varhaiskasvatussuunnitelman perusteet* 2018 and *Esiopetuksen opetussuunnitelman perusteet* 2014) has been in force for **ECEC centres**, on the basis of which the providers draw up local curricula and individual plans for each child. The central aim is to strengthen children's transversal competences as well as knowledge, skills, values, attitudes and volition. Play and outdoor activities are considered a prerequisite for development, learning and well-being.

The revised version of the National Core Curriculum for Pre-Primary Education (*Esiopetuksen opetussuunnitelman perusteet* 2014), which was introduced in local curricula from 2016, applies to **pre-primary classes**. The latest edition states that it mainly emphasises principles related to children's individuality, the importance of active learning and the importance of acting as members of a group. The emphasis is on play-based and child-centred learning and on a positive view of life. A separate curriculum has been drawn up for the pilot phase of the two-year pre-primary education (Finnish National Agency of Education 2023).

While the frameworks define specific content areas, these are intended only as a guide for professionals to ensure the balanced development of children. Centre-specific educational programmes are expected to adhere to the main areas of the curriculum, including cooperation between professionals and parents.

The same five overarching competence areas apply to both curricula: (1) thinking and learning, (2) cultural competences, interaction and expression, (3) management of daily life, (4) multiliteracy and competences in information technology, and (5) participation and involvement (Finnish National Agency for Education 2021). Five learning areas are the basis of the pedagogical work, which are combined and applied according to age: (1) the world of languages, (2) diverse forms of expression, (3) me and our community, (4) exploring my environment, and (5) I grow up, move and develop. Curricula are legally binding for both public and private providers.

Professionals in both settings have the freedom to choose their own methods and create appropriate learning environments.

To ensure a smooth transition to primary school, the curricula of early childhood education and care, pre-primary and primary school are aligned (European Commission 2019 et al., 108).



#### **Digital education**

In both curricula, "multiliteracy and competences in information technology" are listed as areas of learning. Although multiliteracy can be defined in very different ways, in Finnish research in the field of early childhood education it is also understood as becoming familiar with and working with digital media (cf. Valkonen et al. 2020). The Finnish National Agency for Education also considers the increasing role of digital competences in the lives of young children to be important and sees helping children to find their way in different digital environments as one of the tasks of early childhood education (Finnish National Agency for Education 2021).

Local curricula may define "digital competences" in more concrete terms: For example, according to the curriculum of the City of Helsinki, children should be encouraged to acquire competences in the use of digital media and understand them as a support for learning, creativity, self-expression and interaction. They have the opportunity to do this in a protected environment and under the guidance of professionals. They should assist the children in dealing with digital media and use them together with them. Digital games can, for example, contribute to learning problem-solving strategies (City of Helsinki 2019).

#### Monitoring - evaluation

In Finland, quality assessments (of settings, staff, curriculum implementation and children's developmental progress) are regulated at the local level and financed through municipal budgets. At the national level, the Finnish Centre for Educational Evaluation is responsible for evaluations. Regional state administrative authorities, the National Inspectorate of Social Affairs and Health and (in the case of private providers) municipalities are also involved in the supervision of ECEC provision.

#### Child-related assessment

An individual development plan (IDP) is drawn up for each child in cooperation with the parents. According to the Early Childhood Education and Care Act (2018), this is obligatory and it is the responsibility of the professionals to draw up such a plan as part of the pedagogical documentation with the help of interviews with the parents or guardians. In addition, the child's opinions must be heard and taken into account. The individual plan takes into account the child's experiences, well-being, interests and strengths, but also the need for support and guidance. The goals defined in the plan refer to the pedagogical activities and supports. They are not competence requirements for the child. The implementation of the plan must be evaluated and the plan must be revised regularly.

#### Centre-level assessment

Internal centre-based assessments do not focus on children's learning outcomes, but mainly on pedagogical activities, so that the quality of the ECEC centre as a whole, including the conditions for children's development and learning, can be improved.

Self-evaluation procedures are decided at local level, but they are mandatory for all levels of education. The Finnish Centre for Educational Evaluation supports providers by providing training and quality assurance materials. Guidelines and recommendations for the self-evaluation of ECEC settings were published in 2019 (Finnish Education Evaluation Centre 2019). How the results of a self-evaluation are used is up to the individual settings (European Commission/EACEA/Eurydice 2019, 128).



#### External evaluation

The providers of ECEC are required by law to carry out external evaluations of the quality of their settings as well as their own provider quality. These are carried out in particular by the Finnish Centre for Educational Evaluation and cover mainly structural and process-related factors, the latter also being directly linked to children's activities and experiences.

Despite the obligation to evaluate, there are no detailed guidelines on how this should be done. However, providers must ensure that both children and parents can participate in the evaluation (European Commission/EACEA/Eurydice 2019, 132).

## **Inclusion agenda**

#### Children with special educational needs and disabilities

According to the principles of inclusion, children are offered the necessary support. Children with special educational needs are integrated into mainstream institutions close to their home wherever possible. According to the Education Act (2018), every child should receive the support they need. The national curricula also apply to children with special educational needs, but these are adapted where necessary – and for each individual case. Children receive the support they need as soon as possible in order to initiate improvements as early as possible (European Commission 2020, 58f). In addition, the Right to Learn Programme 2020-2022 aims to enable even more children to access early childhood services through improved quality (ibid., 26).

If necessary, ECEC is carried out in a Special group (6 to 8 children with special educational needs), a Special integrated group (5 children with special educational needs and 7 without) or another group reduced in size due to the need for support.

The number of integrated special groups has decreased since the turn of the millennium, and some Finnish municipalities no longer have integrated special groups (Pihlaja and Neitola 2017). This means that not all children have the opportunity to be taught by a group-specific early special education teacher in a special group. The authors suggest that the background could be the municipalities' cost-saving efforts to improve efficiency.

#### Children with a migration background

For children of non-Finnish origin, the use of the respective family language is recommended throughout the ECEC sector (European Commission/EACEA/Eurydice 2019, 116f).

In Finland, Finnish and Swedish are the two official languages. Finnish is spoken by 86.9% (2020) of the population and Swedish by 5.2%. As a rule, there are institutions where one or the other language is predominantly spoken. In addition, municipalities in areas where Sami is spoken are also required to provide settings in this language. At the end of 2022, people from Russia were the largest group of non-Finnish speakers, followed by people from Estonia, Arab countries, England and Somali (Statistics Finland 2024).

In 2022, a total of 5.3% of the population had a non-Finnish citizenship, of which 34.7% came from other EU27 countries. In the age group of children up to 5 years, 6.2% had a non-Finnish background, of which 29.1% came from other EU countries (Eurostat 2023c).

According to national statistics, in 2022, 93.2% of the children in pre-primary classes were instructed in Finnish, 6.8% in Swedish (Statistics Finland 2023c, own calculations).

There are also support services for parents of children with a migrant background who care for their children at home. They can, for example, receive language tuition in an institution where their children are cared for at the same time (European Commission 2020, 120).



## Parental leave arrangements<sup>4</sup>

Following a new leave scheme from August 2022, the former Maternity leave has been replaced with "Pregnancy leave". Paternity leave was abolished as Parental leave now is divided evenly between parents.

**Pregnancy leave** (*raskausvapaa*) lasts 40 working days (about four months), of which two weeks before and two weeks after the birth are compulsory. The allowance depends on income and amounts to 90% of annual income between €10,665 and €64,048. Above an annual income of €64,048, 32.5% are paid; below an annual income of €10,665, a minimum lump sum of €800 per month is paid. Pregnancy allowance is paid only to the pregnant/birthing parent, it cannot be transferred to the other parent.

There is no longer a statutory entitlement to a **Paternity leave** (*isyysvapaa*).

Parental leave (*vanhempainvapaa*) lasts 160 working days per parent. It is an individual entitlement, 63 days of which are transferable to the other parent. For the first 16 days 90% of the earnings are paid; for the remaining days, benefit is paid at 70% of the individual's annual earnings between €13,713 and €41,629, with a lower percentage for earnings above this level and a minimum flat-rate of €800 per month below this level. If parents work while on parental leave, they receive only the minimum flat-rate. Parents can be granted parental allowance at the same time for a maximum of 18 days. Parental allowance can be used flexibly in several longer or shorter parts and the leave can be taken for the same period of time.

After the end of Parental leave, parents can take **Home-care leave** (*hoitovapaa*) up to the child's 3rd birthday in two parts with a minimum length of one month. They receive a basic lump sum of €377.68 per month and €113.07 for each additional child under the age of 3, plus an incomerelated payment of up to €202.12 per month. In addition, in 2022, 21% of municipalities paid a supplement to the home-care allowance.

Parents can also reduce their working hours after the end of parental leave until the end of the second school year. Parents with children under the age of 3 who work a maximum of 80% of their normal full-time hours receive approximately €179.49 per month, and €269.24 for a maximum of 60%.

Data on the uptake of the new leave scheme are not yet available. In 2021, 79% of fathers took up to 18 days of paternity leave. The 158 days of parental leave are usually taken by mothers. In 2021, about 7% of fathers took an average of 58 days of parental leave. A very large number of families (87% in 2020), usually mothers, take advantage of the childcare allowance. In 2021, only 8.1% were fathers. However, the overall popularity of this measure has declined in recent years, and many children under 3 years of age are now cared for in ECEC settings – one reason for this is also the improved labour market situation for women.

## **Current challenges for the ECEC system in Finland by Heidi Chydenius**

In Finland, the participation rate of children in ECEC has historically been low, and **increasing the participation rate** has been a Finnish educational policy goal for years. Efforts have been made to promote children's participation in ECEC, for example by experimenting with free ECEC for 5 year-old children and by experimenting with two years of pre-primary education instead of one. Results have been achieved, as the number of children participating in ECEC has doubled over the past few decades. When examining the participation rate, it should be noted that in



<sup>&</sup>lt;sup>4</sup> The brief information in this section is based mainly on the country note for Finland by Johanna Lammi-Taskula and colleagues in the *International Review of Leave Policies and Research 2023* (see *References*).

Finland, family day care is included in the scope of ECEC, which internationally is usually excluded from ECEC. However, the share of home-based ECEC provision has decreased nationally (Ministry of Education and Culture 2021b). According to the Education at a Glance report (OECD 2022, 163), in 2020, 88% of 3–5 year-olds participated in ECEC, which is at the same level as the EU average and above the OECD average (83%). The participation rate of children under the age of 3 in early childhood education has also increased. The participation rate was 37% in 2020, compared to 28% in 2015. However, the participation rate of children under 3 years old is still below the average of other Nordic countries, which is around 50% (OECD 2022). It seems that increasing the participation rate in ECEC for toddlers should be given more attention. The goal may turn out to be challenging, as Finnish culture is characterised by a strong familistic ideology, which has been strengthened by the long history of ECEC under social welfare.

The most acute challenge in Finnish ECEC is the educational skills gap. ECEC came under the Ministry of Education and Culture in 2013, after which efforts have been made to make the ECEC system a part of the education system. The skills gap has gradually emerged in the context of the social sector administration since the 1980s, when a new personnel regulation made it possible to reduce the number of teachers in ECEC groups. While teachers had previously comprised two thirds of the staff and childcarers one third, the situation gradually reversed during the 1990s. With the change, the organisers of ECEC aimed for cost savings, which were not significant. At the same time, the personnel structure of ECEC began to focus more and more on those trained in social and health care. The training needs of teachers in ECEC were not investigated during the period when the sector came under the Ministry of Social Affairs and Health. The extent of teacher training in universities was too low, and there was no basis for information about the need for teachers or the changes ahead. The available information on the personnel structure in ECEC is still indicative. According to the estimate, currently around 80% of ECEC staff have completed social and health education and only around 20% have completed teacher education. About 40% of the ECEC personnel have a tertiary level education. The majority of the staff are practical nurses who have completed secondary vocational education.

The temporal connection between the change in personnel structure and the quality problem is obvious. The evaluation report published by FINEEC in 2019 contains alarming **signs of quality deterioration**. The educational backgrounds of the employees who participated in the evaluation corresponded to the shares of different educational and professional groups in the personnel throughout the country. According to the report, the goals set by the mandatory curriculum for ECEC were not universally understood and implemented in accordance with the curriculum. There were particularly worrying deficiencies in the use of handicraft and art education and children's literature in the activities of ECEC centres. Based on the assessment, an understanding of ECEC for children under 3 years old also appeared to be lacking.

The Act on Early Childhood Education and Care (540/2018) elevates the best interest of the child to become the guiding principle of ECEC and emphasises the importance of pedagogy and pedagogical competence. In connection with the reform of the law, increasing the **proportion of staff with tertiary education**, and especially those with teacher education, was a major goal. By 2030, more than 60% of the staff in ECEC will have completed tertiary level education and at least 33% will be qualified teachers.–Data collection on ECEC professional education and the need for it has also been developed. To support the implementation of the law reform and to curb the teacher shortage, the intake numbers for IPE at universities have been increased. Qualifying programmes have been implemented for the time being, whereby those who work as childcarers are offered the opportunity to complete a tertiary level teacher education alongside their work. The childcarers who participate in these study programmes often act as substitutes for the teacher and receive the teacher's qualification based on the education.



Increasing the competence level of ECEC personnel is possible with the support of sufficient education funding and by improving the sector's attraction and retention power. Since the teacher shortage has developed over a long period of time, it will not be solved quickly. We are currently in a situation where there is a shortage of teachers and ECEC organisers struggle with the challenges of organising the service. Sometimes the decision-makers would like to solve the situation in the short term, such as by lowering the eligibility criteria or thinning out the personnel structure. In other words, they want to abandon the development goals set by The Act on Early Childhood Education and Care (540/2018). As an alternative solution, it may be necessary to rely on the extension of the transition period after 2030, in addition to which it could be necessary to draw up a development plan that supports the goals of the law. The development of early childhood education requires a long-term commitment to the goal set by the law.

# Demographic data

Please note: For reasons of comparability, data on children are always reported up to 6 years of age, even if compulsory schooling starts earlier or later in some countries.

## **Total population**

In 2022, the total population in Finland was 5,548,241. It had been increasing slightly, but steadily over the last 20 years (2000: 5,171,382; 2010: 5,351,427; 2020: 5,525,292) (Eurostat 2023a).

## **Total fertility rate**

In 2021, the average total birth rate in the EU27 (as of 2020) was 1.53. The highest total birth rate of the 33 SEEPRO-3 countries was in France (1.84), the lowest in Malta (1.13). At 1.46, Finland is below the EU27 average (Eurostat 2023d)<sup>5</sup>.

#### Children under 6 years of age

Table 6 Finland: Number of children under 6 years of age, 2022

Age	Number of children
Under 1 year	49,592
1 year-olds	46,833
2 year-olds	46,400
3 year-olds	48,655
4 year-olds	51,810
5 year-olds	54,671
Total 0 to under 6 year-olds	297,961

Source: Eurostat 2023a



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<sup>&</sup>lt;sup>5</sup> Data for Ukraine and the UK (2021) are from Statista (https://www.statista.com/statistics/296567/fertility-rate-in-ukraine/ and https://www.statista.com/statistics/284042/fertility-rate-in-the-united-kingdomuk/). Data for the Russian Federation (2021) are from WorldBankData (https://data.worldbank.org/indicator/SP.DYN.TFRT.IN?locations=RU).

In 2022, 2.6% of the total population were children under 3, 5.4% children under 6 years. Until 2015, these proportions were above the respective EU averages. In 2022, they are slightly below the EU average.

Table 7
Finland: Children under 6 years of age – share in total population from 2000 to 2022

Year	Comparison Finland/EU	Under 3 year-olds	3 to under 6 year-olds	0 to under 6 year-olds
2000	Finland	3.4	3.7	7.0
2000	Ø EU15 <sup>6</sup>	3.2	3.2	6.4
2005	Finland	3.3	3.3	6.5
2005	Ø EU25	3.1	3.1	6.2
2015	Finland	3.2	3.4	6.6
2015	Ø EU28	3.0	3.2	6.2
2022	Finland	2.6	2.8	5.4
2022	Ø EU27(2020)	2.7	2.9	5.7

Source: Eurostat 2023a, own calculations, deviations are due to rounding

## Single households with children under age 6

The vast majority of households (89.4%) with children under 6 were couple households in Finland in 2022. Single parent households accounted for only 4.7% – almost exclusively single mothers.

Table 8
Finland: Households with children under age 6, 2022

Household type	Total households	Total households, in %*			
All households	419,600				
Couple households	375,100	89.4			
Other household type	24,700	5.9			
Single households, total	19,800	4.7			
Single households, women	17,200	4.1			
Single households, men	2,600	0.6			

Source: Eurostat 2023k, \*own calculations

# Employment rates of parents with children under 6 years of age

In Finland, in 2022, the overall employment rate for men (15-64 years) was 80.6% and for women 79.0% (Eurostat 2023j).

In 2022, 69.5% of women and 91.7% of men (18-64 years) with children under 6 were employed. Among the 27 EU-countries (2020), both shares were above EU-average (63.6% and 87.2% respectively) (Eurostat 2023i).

<sup>&</sup>lt;sup>6</sup> The data for 2000 include the EU15-Länder at that time (AT, BE, DK, DE, IE, EL, ES, F, FI, IT, LU, NL, PT, SE, UK). The 2005 data (EU25) include CY, CZ, EE, HU, LV, LT, MT, PL, SI, SK. Data for 2015 include the additional EU28 countries BG, RO und HR. Data for EU27 (from 2020) comprise the countries of the EU28 without the UK.

Table 9a Finland: Employment rates of parents with children under 6 compared with other EU countries, 2010 und 2022

	2010	
	Mothers, in %	Fathers, in %
Finland	61.2	91.9
Highest rate of employment in 27 EU countries <sup>7</sup>	Denmark: 82.7	Netherlands: 93.4
Lowest rate of employment in 27 EU countries	Hungary: 31.7	Latvia: 72.7
	2022	
	Mothers, in %	Fathers, in %
Finland	69.5	91.7
Highest rate of employment in 27 (2020) EU countries <sup>8</sup>	Luxembourg: 81.9	Sweden: 95.1
Lowest rate of employment in 27 (2020) EU countries	Czech Republic: 42.5	Romania: 78.5

Source: Eurostat 2023i

For the SEEPRO-3 countries that were not part of the EU27(2020) in 2021/2022, data are displayed in Table 9b.

Table 9b Employment rates in non-EU SEEPRO-3 countries, 2021/2022/2023

Countries	Parents with children under 6 years		Overall employment rate	
	Mothers in %	Fathers in %	Women in %	Men in %
*Norway (2022)	82.9	94.3	75.4	80.1
***Russia (2021/2022)	67.1 (2021)	k.A.	55.6 (2022)	70.4 (2022)
*Serbia (2022)	64.4	78.3	57.9	71.0
**Switzerland (2022/2023)	46.9	95.3	60.0 61.1 (2023)	83.5 84.2 (2023
<sup>+</sup> Ukraine (2021)	n.d.	n.d.	60.7	69.9
****United Kingdom (2021/2023) with dependent children with children under 2 years with children 3–4 years	75.6 72.4 70.7	92.1 93.1 95.0	**72.3 **72.1 (2023)	**79.2 **79.4 (2023)

<sup>\*</sup>Eurostat 2023i, 2023j





<sup>\*\*[</sup>BFS] Bundesamt für Statistik. 2023. Erwerbsquoten in Vollzeitäquivalenten nach Geschlecht, Nationalität, Altersgruppen, Familientyp [Full-time equivalent employment rates by gender, nationality, age groups, family type]. https://www.bfs.admin.ch/asset/de/je-d-03.02.00.01.03

<sup>\*\*\*</sup>Rosstat. 2022. Statistical annex SDG in Russia 2022. https://eng.rosstat.gov.ru/sdg/report/document/70355;

BRICS. 2023. Joint Statistical Publication 2023. https://brics2023.gov.za/wp-content/uploads/2023/12/BRICS-2023-JSP\_Final\_Web.pdf

<sup>\*[</sup>SSSU] State Statistics Service of Ukraine. 2022. Employed population in 2021, by age group, sex and place of residence. https://ukrstat.gov.ua/operativ/operativ2017/rp/eans/eanse/Archznsmve.htm

<sup>\*\*</sup>Statista. 2023. Employment rate in the United Kingdom from June 1971 to January 2023, by gender. https://www.statista.com/statistics/280120/employment-rate-in-the-uk-by-gender/

<sup>&</sup>lt;sup>7</sup> AT, BE, BG, CY, CZ, DK, DE, EE, EL, ES, F, FI, IE, IT, HU, LV, LT, LU, MT, NL, PL, PT, RO, SE, SI, SK, UK

<sup>8</sup> AT, BE, BG, CY, CZ, DK, DE, EE, EL, ES, F, FI, IE, IT, HR, HU, LV, LT, LU, MT, NL, PL, PT, RO, SE, SI, SK

\*\*\*Office for National Statistics. 2023. *Families and the labour market, UK: 2021.* ht-tps://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployee-types/articles/familiesandthelabourmarketengland/2021

# Children at risk of poverty or social exclusion9

In 2022, 15.6% of children under 6 were at risk of poverty or social exclusion. This share was significantly lower than the EU average 23.3%) for this age group. The share of all persons at risk of poverty or social exclusion in the total population was 16.3% (EU: 21.6%) (Eurostat 2023f). In 2020, 1.3% of children under 6 years of age – this share has doubled since 2017 (0.6%) – and 1% of the whole population suffered from severe material deprivation still a relatively low figure compared to European average (6.1% and 4.3% respectively). In particular, single parents and parents with three or more children are at greater risk of poverty (2019: 21.4% and 12.7% respectively) (Eurochild 2021; Eurostat 2021g).

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<sup>&</sup>lt;sup>9</sup> 'At risk of poverty or social exclusion' refers to the situation of people either at risk of poverty (threshold set at 60% of the national median equivalised disposable income after social transfers), or (severely) materially deprived or living in a household with a very low work intensity. (https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:Material\_deprivation)

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