

# Education at a Glance 2023

## Country note

### Finland

This country note provides an overview of the key characteristics of the education system in Finland. It draws on data from *Education at a Glance 2023*. In line with the thematic focus of this year's *Education at a Glance*, it emphasises vocational education and training (VET), while also covering other parts of the education system. Data in this note are provided for the latest available year. Readers interested in the reference years for the data are referred to the corresponding tables in *Education at a Glance 2023*.

#### Highlights

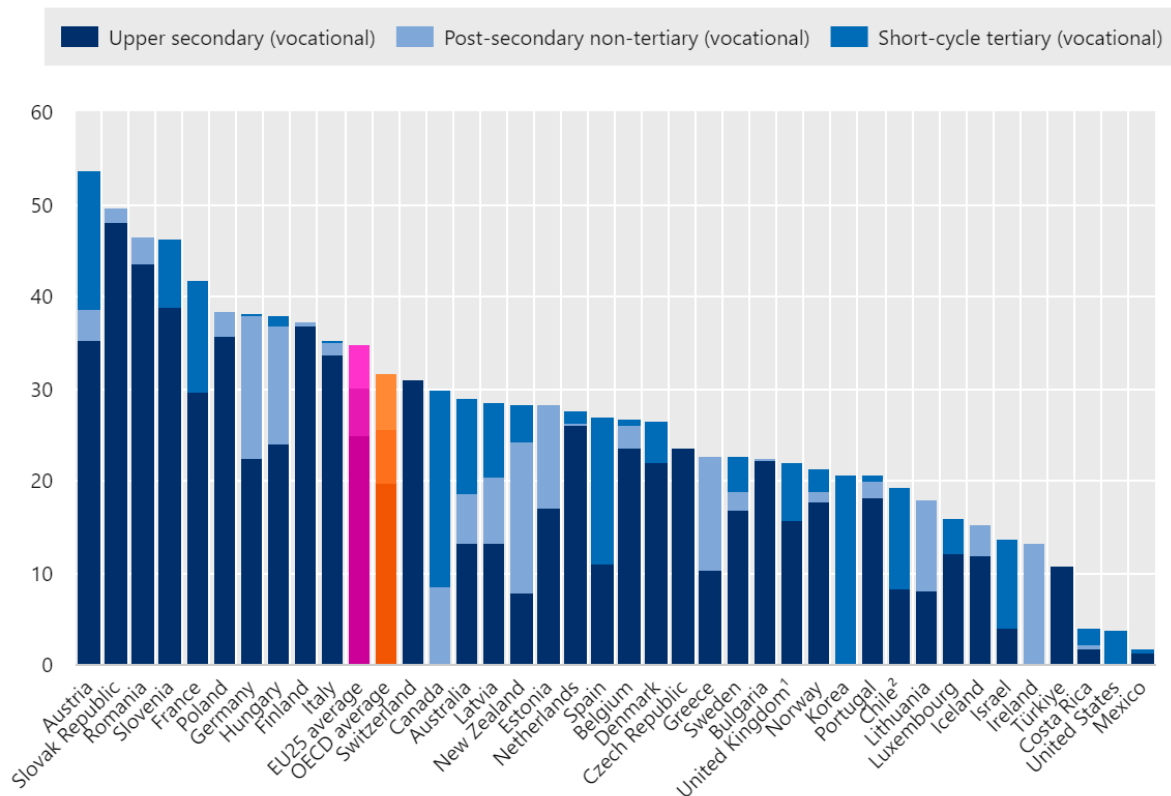
- VET is an important part of upper secondary education in Finland. 68% of all upper secondary students are enrolled in VET programmes in Finland, a higher proportion than the OECD average of 44%. In Finland, the most common vocational field is engineering, manufacturing and construction with 24% of upper secondary vocational graduates earning a qualification in this field, compared to 32% on average across OECD countries (Education at a Glance Database).
- One of the advantages of vocational education and training is the possibility to combine school and work-based learning, which can help to facilitate school-to-work transitions. In combined school- and work-based programmes, between 25% and 90% of the curriculum is taught as work-based learning, while the remainder is organised within the school environment. In Finland, only 16% of upper secondary vocational students are enrolled in combined school- and work-based programmes, which is lower than the OECD average of 45%.
- To support upper secondary vocational students' transition to post-secondary education and improve their career prospects, many countries have created direct pathways from vocational programmes to higher levels of education. In Finland, all upper secondary vocational students are enrolled in programmes that offer the chance of direct access to tertiary education. In comparison, on average only 75% of students across the OECD are enrolled in programmes that offer this possibility.
- Finland is among the OECD countries where local governments are the largest contributors to upper secondary vocational education, with over 70% of government expenditure coming from this level of government, against 21% on average across OECD countries.
- There are no tuition fees for a tertiary education degree for national students in Finland. To reduce the upfront cost of education and living expenses, students are provided with a study grant and may take out a loan that they are required to pay once they start to work. In Finland, students' average debt at graduation from tertiary education is USD 16 884, among the lowest levels across OECD countries with available data.

## The output of educational institutions and the impact of learning

- High-quality VET programmes integrate learners into labour markets and open pathways for further personal and professional development. However, the quality and importance of VET programmes differ greatly across countries. In some countries, half of all young adults (25-34 year-olds) have a vocational qualification as their highest level of educational attainment, while the share is in the low single digits in other countries. In Finland, 37% of 25-34 year-olds have a VET qualification as their highest level of attainment: 37% at upper secondary level and less than 1% at post-secondary non-tertiary level (Figure 1).

**Figure 1. Share of 25-34 year-olds whose highest level of education has a vocational orientation, by level of educational attainment (2022)**

In per cent



1. Data for upper secondary attainment include completion of a sufficient volume and standard of programmes that would be classified individually as completion of intermediate upper secondary programmes (9% of adults aged 25-34 are in this group).

2. Year of reference differs from 2022. Refer to the source table for more details.

Countries are ranked in descending order of the share of 25-34 year-olds who attained vocational upper secondary, vocational post-secondary non-tertiary or vocational short-cycle tertiary education.

**Source:** OECD (2023), Table A1.3. For more information see *Source* section and [Education at a Glance 2023 Sources, Methodologies and Technical Notes](#) (OECD, 2023<sub>[1]</sub>).

- Across the OECD, unemployment rates for 25-34 year-olds with vocational upper secondary attainment are lower than for their peers with general upper secondary attainment. This is also the case in Finland, where 7.1% of young adults with vocational upper secondary attainment are unemployed, compared to 11.6% of those with general upper secondary attainment.

- Although an upper secondary qualification is often the minimum attainment needed for successful labour-market participation, some 25-34 year-olds still leave education without such a qualification. On average across the OECD, 14% of young adults have not attained an upper secondary qualification. In Finland, the share is lower than the OECD average (9%).
- Workers in Finland aged 25-34 with vocational upper secondary or post-secondary non-tertiary attainment earn similar wages as those without upper secondary attainment, whereas the earning advantage for workers with general upper secondary attainment is 7%. However, in almost all OECD countries, tertiary degrees provide a significantly larger earnings advantage. In Finland, 25-34 year-old workers with bachelor's attainment (or equivalent) earn 12% more than their peers without upper secondary attainment, while those with master's or doctoral attainment (or equivalent) earn 38% more.
- On average across the OECD, tertiary attainment continues to increase among the working age population. As a result, tertiary attainment is becoming as common as upper secondary or post-secondary non-tertiary attainment among 25-64 year-olds. In Finland, however, 43% of 25-64 year-olds have tertiary attainment, a smaller share than those that have upper secondary or post-secondary non-tertiary attainment (46%). Similarly, despite tertiary attainment progression among 25-64 year-olds in Finland (4 percentage points increase) between 2010 and 2021, the increase remains below the OECD average (10 percentage points increase).
- On average across OECD countries, 14.7% of young adults aged 18-24 are not in education, employment or training (NEET), while in Finland the corresponding figure is 10.9%. Reducing NEET rates among young adults remains nevertheless important because those who become NEET face worse labour-market outcomes later in life than their peers who remained in education or training at this age.
- As the demand for skills in the workplace changes ever more quickly, the importance of lifelong learning continues to grow. In Finland, the share of adults who participated in non-formal job-related education over a four-week reference period is 10% among 25-64 year-olds with vocational upper secondary or post-secondary non-tertiary attainment, 11% among those with general upper secondary attainment and 16% among those with tertiary attainment. This compares to average shares of 7% (vocational upper secondary or post-secondary non-tertiary attainment), 7% (general upper secondary or post-secondary non-tertiary attainment) and 14% (tertiary) across the OECD.

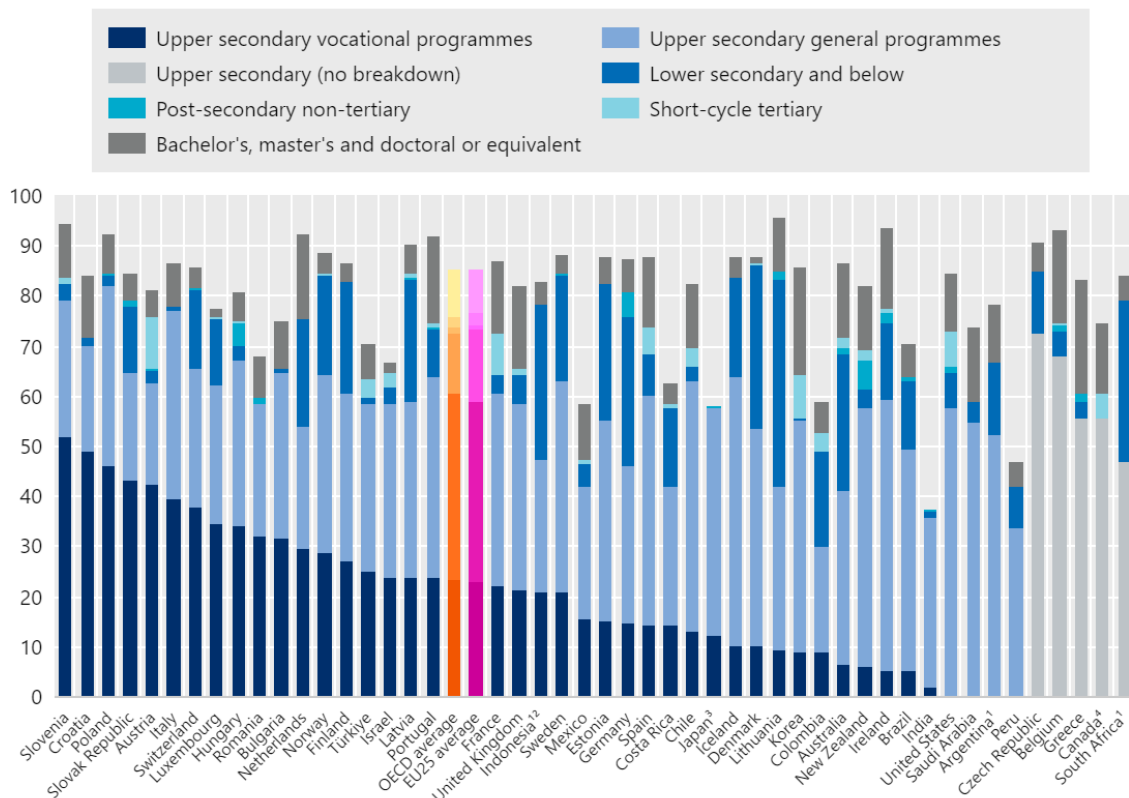
### Access to education, participation and progress

- Participation in high-quality early childhood education (ECE) has a positive effect on children's well-being, learning and development in the first years of their lives. In Finland, 72% of 2-year-olds are enrolled in ECE. This increases to 84% of 3-year-olds, 89% of 4-year-olds and 92% of 5-year-olds.
- Compulsory pre-primary education in Finland starts at the age of 6, compulsory education at the age of 7 and continues until the age of 16 (from the school year 2021/22, until the age of 18). Students typically graduate between the ages of 19 and 20 from general upper secondary programmes. The age range for completing vocational programmes is wider, with students typically graduating from vocational upper secondary programmes between 18 and 26. This is similar to most OECD countries, where graduates from vocational upper secondary programmes have a wider age range, reflecting the greater diversity of pathways into these programmes than for general ones.
- The large majority of 15-19 year-olds across the OECD are enrolled in education. In Finland, 33% of this age group are enrolled in general upper secondary education and 27% in vocational upper secondary education. A further 23% are enrolled in lower secondary programmes and 4% in tertiary programmes. This compares to an OECD average of 37% enrolled in general upper secondary

programmes, 23% in vocational upper secondary programmes, 12% in lower secondary programmes and 12% in tertiary programmes (Figure 2).

Figure 2. Enrolment rates of 15-19 year-olds, by level of education (2021)

In per cent



1. Year of reference differs from 2021: 2020 for Argentina and South Africa; 2018 for Indonesia.

2. Excludes students enrolled at tertiary levels.

3. Breakdown by age not available after 15 years old.

4. Excludes post-secondary non-tertiary education.

Countries are ranked in descending order of the share of students enrolled in upper secondary vocational education.

Source: OECD/UIS/Eurostat (2023), Table B1.2. For more information see Source section and [Education at a Glance 2023 Sources, Methodologies and Technical Notes](#) (OECD, 2023<sup>[1]</sup>).

- On average across countries and other participants with comparable data, 77% of entrants into general upper secondary education successfully complete their upper secondary studies (either in general or in vocational programmes) within the theoretical duration of the programme. The completion rate increases by an average 10 percentage points within two years after the end of the theoretical duration. In Finland, 81% of entrants into general upper secondary education complete their programme within the theoretical duration, but this share increases to 92% after an additional two years.
- In most countries with available data, completion rates in vocational upper secondary programmes are lower than in general upper secondary programmes. This applies to Finland as well: 63% of vocational students complete upper secondary education (either general or vocational programmes) within the expected duration and 72% complete their programme after an additional

two years. On average across countries and other participants with available data, 62% of vocational entrants complete their studies on time and 73% within an additional two years.

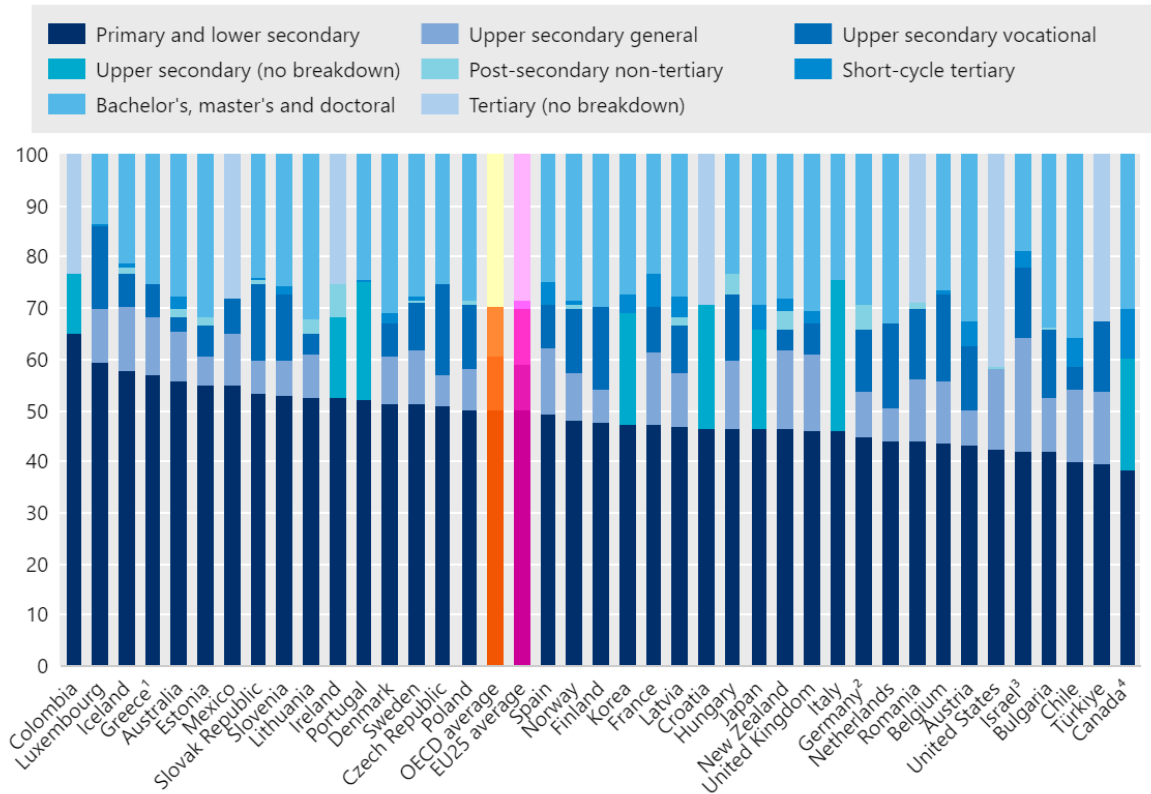
- In some countries, most students enrol in another education programme shortly after completing their upper secondary education. In other countries, it is common for upper secondary graduates to enter the labour market or take a gap year and return to education later. Consequently, the share of general upper secondary graduates in education one year after their graduation ranges from less than 40% in Sweden to more than 90% in Slovenia. In all countries, general upper secondary graduates are more likely to be enrolled in formal education one year after their graduation than those who graduated from a VET programme. In Finland, 57% of general upper secondary graduates are in education one year after their graduation compared to 17% of vocational graduates.
- Bachelor's programmes are the most popular programmes for new entrants to tertiary education. On average across the OECD, they attract 76% of all new students compared to 93% in Finland. Short-cycle tertiary programmes are the second most common level of education for new entrants into tertiary education, but their importance differs widely across countries. However, they do not exist in Finland.
- Perhaps surprisingly, the share of international students at tertiary level has not been negatively affected by the COVID-19 pandemic in many OECD countries. However, a few countries experienced double digit declines in the share of international students. Finland is not one of them, as the share of international students remained stable between 2019 and 2021 (8% of all tertiary students).

## Financial resources invested in education

- All OECD and partner countries devote a substantial share of their domestic output to education. In 2020, OECD countries spent on average 5.1% of their gross domestic product (GDP) on primary to tertiary educational institutions. In Finland, the corresponding share was 5.4% of GDP, of which 27% was dedicated to primary education, 21% to lower secondary education, 23% to upper secondary education and 29% to bachelor's, master's and doctoral or equivalent programmes (Figure 3).
- Funding for education in absolute terms is strongly influenced by countries' income levels. Countries with higher per capita GDP tend to spend more per student than those with lower per capita GDP. Across all levels from primary to tertiary education, Finland spends USD 13 705 annually per full-time equivalent student (adjusted for purchasing power), compared to the OECD average of USD 12 647. Expenditure per student is equivalent to 26% of per capita GDP, which is slightly below the OECD average of 27%.
- The COVID-19 pandemic has created unprecedented challenges for education systems across the world. On average across the OECD, expenditure on primary to tertiary educational institutions per full-time equivalent student (including expenditure on research and development) grew by 0.4% from 2019 to 2020 (the first year of the pandemic and the latest period with available data). In Finland, it increased by 1%. This change in expenditure per student is the result of total expenditure on educational institutions increasing by 1.3% and the total number of full-time equivalent students increasing by 0.4%.
- The distribution of spending between general and vocational upper secondary programmes depends on a variety of factors, such as the number of VET students, the fields of study within VET programmes and the importance given to VET relative to general programmes. In Finland, 7% of all funding for educational institutions is spent on general upper secondary education and 16% on vocational upper secondary education (11% and 10% respectively on average across the OECD).

**Figure 3. Total expenditure on primary to tertiary educational institutions, by level of education (2020)**

In per cent



1. Year of reference differs from 2020. Refer to the source table for more details.

2. Upper secondary vocational programmes include lower secondary vocational programmes.

3. Upper secondary programmes include lower secondary programmes.

4. Primary education includes pre-primary programmes.

Countries are ranked in descending order of total expenditure on primary and lower secondary institutions.

Source: OECD/UIS/Eurostat (2023), Table C2.1. For more information see Source section and [Education at a Glance 2023 Sources, Methodologies and Technical Notes](#) (OECD, 2023<sup>[1]</sup>).

- Government sources dominate non-tertiary education funding in all OECD countries, while the private sector contributes 9% of the total expenditure on educational institutions on average. Private funding in Finland accounted for 1% of expenditure at primary, secondary and post-secondary non-tertiary levels.
- In most countries, private sources accounted for similar shares of expenditure on general and vocational programmes at upper secondary level. In Finland, the private sector is responsible for 1% or just below of expenditure on general and vocational upper secondary programmes.

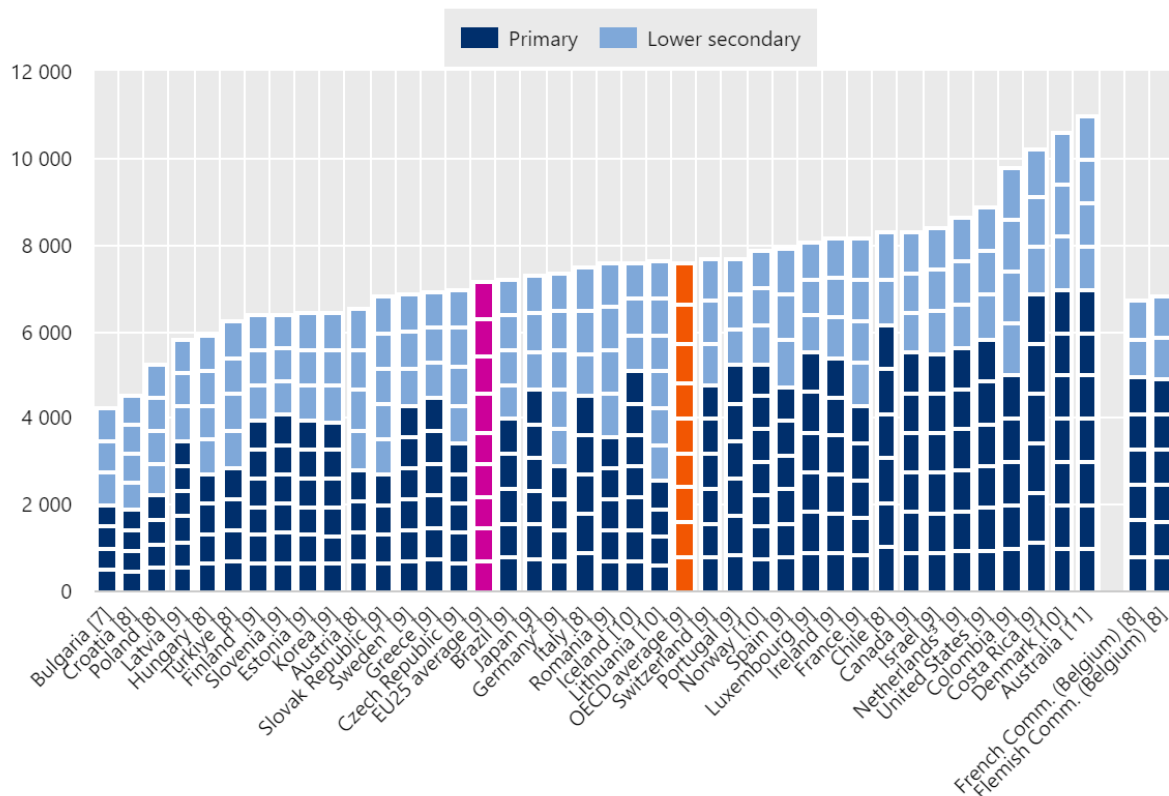
## Teachers, the learning environment and the organisation of schools

- The total compulsory instruction time throughout primary and lower secondary education varies widely from country to country (Figure 4). Across the OECD, over the course of primary and lower secondary education, compulsory instruction time totals an average of 7 634 hours, distributed

over nine grades. In Finland, the total compulsory instruction time is lower, at 6 384 hours, over nine grades.

**Figure 4. Compulsory instruction time in general education (2023)**

In hours, in primary and lower secondary education, in public institutions



**Note:** Instruction hours for each grade refer to average hours per grade for the level of education. Numbers in square brackets refer to the total number of years for primary and lower secondary education.

1. Estimated number of hours by level of education based on the average number of hours per year, as for some subjects, the allocation of instruction time across multiple levels is flexible.

2. Year of reference 2022.

3. The number of grades in lower secondary education is three or four, depending on the track. The fourth year of pre-vocational secondary education was excluded from the calculation.

Countries and other participants are ranked in ascending order of the total number of compulsory instruction hours.

**Source:** OECD (2023), Table D1.1. For more information see *Source* section and [Education at a Glance 2023 Sources, Methodologies and Technical Notes](#) (OECD, 2023<sup>[1]</sup>).

- On average across OECD countries, 25% of the compulsory instruction time in primary education is devoted to reading, writing and literature and 16% to mathematics. In lower secondary education, the share is 15% for reading, writing and literature and 13% for mathematics. In Finland, 23% of time is devoted to reading, writing and literature and 15% to mathematics at primary level compared to 12% and 13% at lower secondary level.
- Teachers' salaries are an important determinant of the attractiveness of the teaching profession, but they also represent the single largest expenditure category in formal education. In most OECD countries, the salaries of teachers in public educational institutions increase with the level of education they teach, and also with experience. On average, annual statutory salaries for upper

secondary teachers (in general programmes) with the most prevalent qualification and 15 years of experience are USD 53 456 across the OECD. In Finland, the corresponding salary adjusted for purchasing power is USD 53 189, which is equivalent to EUR 49 343. Upper secondary teachers in vocational programmes in Finland have different statutory salaries depending on their qualification levels and subjects taught: for those with the most prevalent qualification and 15 years of experience, salaries amount to USD 58 458.

- Besides average teacher salaries themselves, annual teaching time requirements, annual hours of compulsory instruction time for students, and class size also impact total spending on teacher salaries. When combined, these factors can be used to estimate an average cost of salaries per student and show the relative impact of each individual factor on total salary spending. Total teacher salary costs per primary student are USD 3 763 in Finland, slightly higher than the OECD average of USD 3 614. This difference can be broken down into these four factors: higher teacher salaries increase costs (by USD 261), below-average teaching hours increase costs (by USD 419), below-average student instruction time reduces costs (by USD 710) and smaller classes increase costs (by USD 179). Between 2015 and 2021, the salary cost of teachers per student increased by 2% (from USD 3 703 to USD 3 763).
- Between 2015 and 2022, statutory salaries of upper secondary teachers in general programmes (with the most prevalent qualification and 15 years of experience) declined in real terms in roughly half of all OECD countries with available data. In Finland, upper secondary teachers' salaries decreased by 2% between 2015 and 2022.
- On average across OECD countries, in full-time equivalent terms, there are 14 students for every teaching staff member in general upper secondary programmes and 15 students per staff member in vocational upper secondary programmes. In Finland, in full-time equivalent terms, there are 15 students per staff member in general upper secondary programmes, just above the OECD average. In vocational upper secondary programmes, in full-time equivalent terms, there are 18 students for every teaching staff member (above the OECD average).
- The average age of teachers varies across OECD countries. In some countries, the teaching workforce is much younger than the labour force in general, whereas in others, teachers tend to be older. In Finland, 40% of teachers in general upper secondary programmes are aged 50 or older, compared to the OECD average of 39%. Teachers in vocational programmes are older than their general programme peers, with 57% aged 50 or above (43% on average across the OECD).
- National/central assessments (standardised tests with no consequence on students' progression through school or certification) are more common at primary and lower secondary levels than at upper secondary level, while most OECD countries conduct national/central examinations (standardised tests with formal consequence) in the final years of upper secondary education. These national/central assessments and examinations take place at different grades and can have different periodicities, their contents may vary over years and/or across students and are not necessarily compulsory for students. In Finland, sample-based national assessments are conducted according to a four-year plan which determines the number of assessments for each level and subject during that period. At upper secondary level, there is one final examination in general education that each student is expected to take.



## References

- OECD (2023), *Education at a Glance 2023 Sources, Methodologies and Technical Notes*, OECD Publishing, Paris, <https://doi.org/10.1787/d7f76adc-en>. [1]
- OECD (2023), Education at a Glance Database, <https://stats.oecd.org/>. [2]
- OECD (2023), *Education at a Glance 2023: OECD Indicators*, OECD Publishing, Paris, <https://doi.org/10.1787/e13bef63-en>. [3]

## More information

**For more information on *Education at a Glance 2023* and to access the full set of indicators, see:** <https://doi.org/10.1787/e13bef63-en>.

For more information on the methodology used during the data collection for each indicator, the references to the sources and the specific notes for each country, see *Education at a Glance 2023 Sources, Methodologies and Technical Notes* (<https://doi.org/10.1787/d7f76adc-en>).

For general information on the methodology, please refer to the *OECD Handbook for Internationally Comparative Education Statistics 2018* (<https://doi.org/10.1787/9789264304444-en>).

Updated data can be found on line at <http://dx.doi.org/10.1787/eag-data-en> and by following the *StatLinks 2* under the tables and charts in the publication.

Explore, compare and visualise more data and analysis using the Education GPS:

<https://gpseducation.oecd.org/>.

---

### Questions can be directed to:

Directorate for Education and Skills

[EDU.EAG@oecd.org](mailto:EDU.EAG@oecd.org)

---

This work is published under the responsibility of the Secretary-General of the OECD. The opinions expressed and arguments employed herein do not necessarily reflect the official views of OECD member countries.

This document, as well as any data and any map included herein, are without prejudice to the status of or sovereignty over any territory, to the delimitation of international frontiers and boundaries and to the name of any territory, city or area.

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

---

The use of this work, whether digital or print, is governed by the terms and conditions to be found at [www.oecd.org/termsandconditions/](http://www.oecd.org/termsandconditions/).

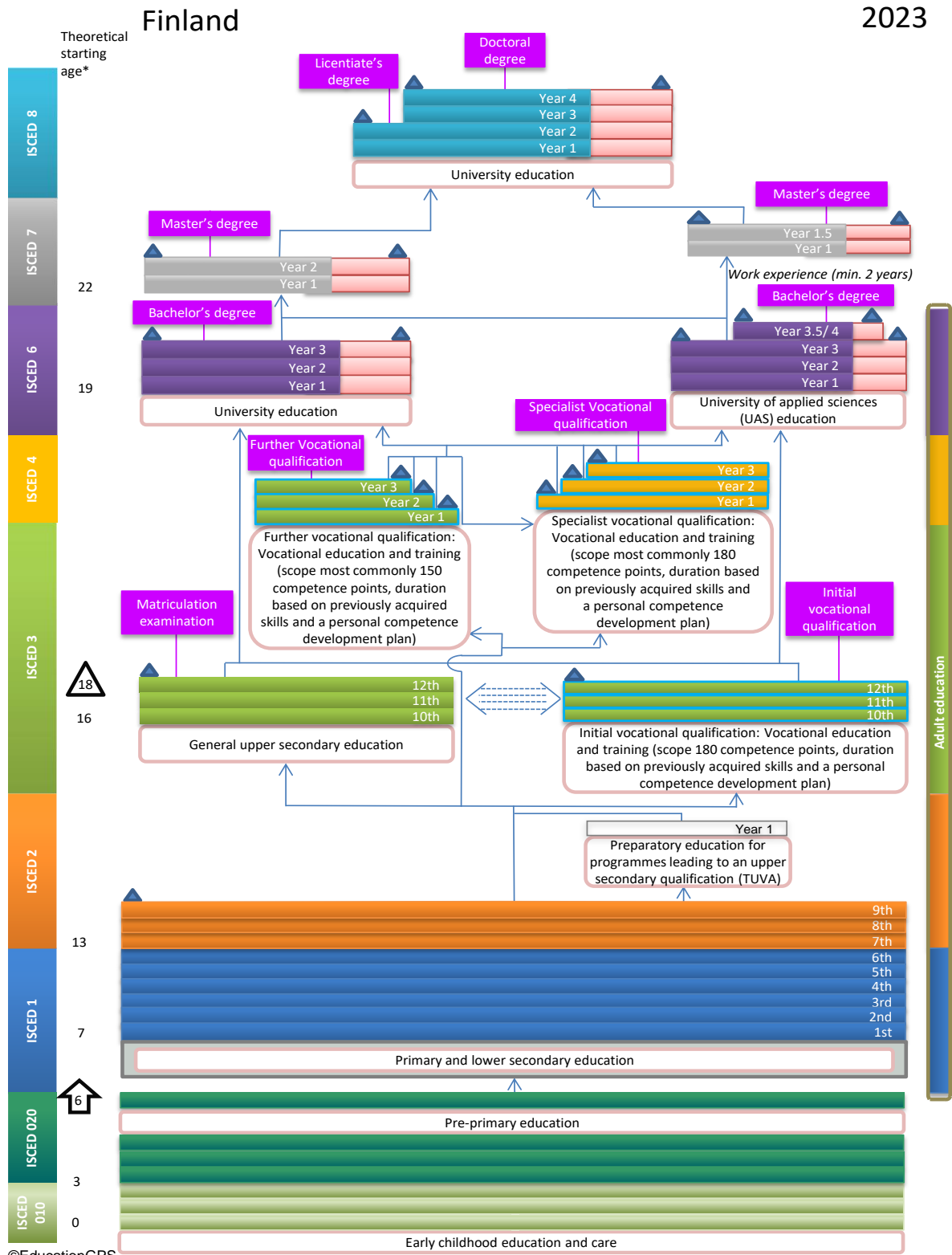
Key facts for Finland in *Education at a Glance 2023*

Indicator	Country		OECD average		Source	
<b>Educational attainment of 25-34 year-olds by gender</b>	2022		2022		Table A1.2	
	% Men	% Women	% Men	% Women		
	Below upper secondary	10%	8%	16%		12%
	Upper secondary or post-secondary non-tertiary	55%	45%	44%		35%
	Tertiary	35%	47%	41%	54%	
<b>NEET rates of 18-24 year-olds by gender</b>	2022		2022		OECD (2023 <sup>[2]</sup> )	
	% Men	% Women	% Men	% Women		
	10.5%	11.3%	14%	15.5%		
<b>Employment rates of 25-64 year-olds by educational attainment and gender</b>	2022		2022		OECD (2023 <sup>[2]</sup> )	
	% Men	% Women	% Men	% Women		
	Below upper secondary	62%	47%	70%		48%
	Upper secondary or post-secondary non-tertiary	80%	77%	84%		69%
	Tertiary	90%	88%	90%	83%	
<b>Enrolment rate of children aged 3 in ECEC</b>	2021		2021		Table B2.1	
		84%		73%		
<b>Enrolment rate of 15-19 year-olds</b>	2021		2021		Table B1.1	
		87%		84%		
<b>Share of upper secondary students enrolled in VET programmes</b>	2021		2021		Table B1.3	
		68%		44%		
<b>Upper secondary completion rates by programme orientation</b>	2021		2021		Table B3.1	
	General	Vocational	General	Vocational		
	By the end of the programme duration	81%	63%	77%		62%
	Two years after the end of the programme duration	92%	72%	87%	73%	
<b>Expenditure on educational institutions per full-time equivalent student by level of education (in USD PPP)</b>	2020		2020		Table C1.1	
	Primary	USD 11 212		USD 10 658		
	Lower secondary	USD 17 726		USD 11 941		
	Upper secondary	USD 10 238		USD 12 312		
	Tertiary	USD 19 583		USD 18 105		
<b>Total expenditure on primary to tertiary educational institutions as % of GDP</b>	2020		2020		Table C2.1	
		5.4%		5.1%		
<b>Share of total education expenditure on upper secondary educational institutions by programme orientation</b>	2020		2020		Figure C2.2	
	General	Vocational	General	Vocational		
	7%	16%	11%	10%		
<b>Total compulsory instruction time in primary and lower secondary education</b>	2023		2023		Table D1.1	
		6 384 hours		7 634 hours		
<b>Statutory salaries of upper secondary teachers in general programmes with the most prevalent qualifications after 15 years of experience (in USD PPP)</b>	2022		2022		Table D3.1.	
		USD 53 189		USD 53 456		
<b>Change in statutory salaries of upper secondary teachers in general programmes with the most prevalent qualifications after 15 years of experience (in real terms)</b>	2015-2022		2015-2022		Table D3.7	
		-2%		4%		
<b>Share of teachers in general upper secondary programmes aged 50 or older</b>	2021		2021		Table D7.2.	
		40%		39%		

**Note:** The OECD average for completion rates reflects a different country coverage (see Indicator B3).

**Source:** OECD (2023<sup>[2]</sup>)

Diagram of the education system



©EducationGPS

**Source:** OECD (2023), "Finland: Diagram of education system", OECD Education GPS, [http://gpseducation.oecd.org/Content/MapOfEducationSystem/FIN/FIN\\_2011\\_EN.pdf](http://gpseducation.oecd.org/Content/MapOfEducationSystem/FIN/FIN_2011_EN.pdf)  
 Please refer to "Finland: Diagram of education system" for information on the keys.