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With comparative data annex provided by EDE

Finland

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European Disability Expertise (EDE) provides independent scientific support to the Commission's policy Unit responsible for disability issues. It aims to mainstream disability equality in EU policy processes, including implementation of the United Nations Convention on the Rights of Persons with Disabilities.

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[1] For an introduction to the Semester process, see https://www.consilium.europa.eu/en/policies/european-semester/how-european-semester-works/.

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1 Executive summary and recommendations

1.1 Key points and main challenges for the European Semester in 2021

COVID-19 has deeply affected the whole society in Finland in 2020, and these impacts are particularly felt by disabled persons. The negative impact on macro-economy has significantly increased unemployment, while health care costs have increased.

The latest Government programme[2] includes several disability-specific objectives and actions to promote the participation and inclusion of people with disabilities. Yet under the difficult circumstances the implementation of these objectives seems challenging due to rearranged priorities and changed financial and budgetary situations. This crisis should not deepen pre-existing inequalities experienced by persons with disabilities and crisis response needs to pay careful attention to disability inclusion.

The key challenges for labour market policy continue to be in its implementation and low employment rate among persons with disabilities, particularly among those with intellectual disabilities and multiple disabilities. This has been severely complicated by the negative impact of COVID-19 made to the macroeconomics in general.

Deinstitutionalization is due by the end of 2020. This timeframe, however, should not be used as an excuse not to provide sufficient community-based services including housing and disability services towards their independent living. In the process of deinstitutionalisation, negative attitude was pointed out in a study.[3] Attitude is an acute challenge in the Finnish society in 2021 and beyond.

The ongoing social and health care (SOTE) reform has been taking too long time. Many other legislative reforms including the reform of the disability service legislation depends on the SOTE reform to be finalised. In many municipalities' development has been on halt, while general anxiety among persons with disabilities towards quality service availability has prevailed. Genuine participation of persons with disabilities in the decision making of the SOTE reform and disability service law continues to be a top priority, which should not be compromised due to the on-going COVID-19 crisis.

The challenge for education policy is lower education level of persons with disabilities compared with the rest of the population. Inclusive education and reasonable accommodation are keys for ensuring their equal opportunity.

Investment is needed to improve access to social and health services for persons with disabilities, to strengthen measures to support employment and bolster active labour market policies for disabled jobseekers and workers, and to guarantee accessibility to green and digital transition including sustainable and efficient infrastructure for persons with disabilities.

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2 https://valtioneuvosto.fi/marinin-hallitus/hallitusohjelma.

3 Tuokkola, K. and Katsui, H. (2018) *From institutions to community living: drivers and barriers of deinstitutionalisation*. EUFRA. Brussels, https://fra.europa.eu/sites/default/files/fra_uploads/finland-independent-living-case-study-report_en.pdf.

1.2 Recommendations for Finland

These recommendations are based on the evidence and analysis presented in the following chapters of our report.

- **Recommendation**: Special attention must be paid to completing the implementation of the government programme.
  Rationale: In times of financial difficulties the focus easily centralises to the majority of the population, while marginalised people might be forgotten. At the same time, financial constraint tends to be used as a justification for limited and/or poor-quality services and thereby leaving persons with disabilities behind. A human rights-based approach to disability needs to be high on agenda.

- **Recommendation**: Inclusive planning and implementation of social and health care reforms needs to be ensured.
  Rationale: The ongoing reforms must be finalised with the participation and involvement of people with disabilities throughout the process. New innovative solutions for them to participate must be established in the midst of COVID-19 epidemic.

- **Recommendation**: More effort is needed for employment of persons with disabilities particularly during and after the time of COVID-19.
  Rationale: Employment is the least materialised rights in Finland among persons with disabilities, which has a great impact on the overall attitude of both society and that of persons with disabilities themselves.

- **Recommendation:** Deinstitutionalisation process needs to be completed by paying utmost attention to enough coordination and provision of community-based services.
  Rationale: Self-determination right of some persons with disabilities has been jeopardised in the process of deinstitutionalisation. Negative attitude is still a major problem in this process.

- **Recommendation:** Equal opportunities of education needs to be ensured for children and persons with disabilities through inclusive education and reasonable accommodation.
  Rationale: The education level of persons with disabilities is lower than the rest of the population, which further restricts their opportunities for employment.

- **Recommendation:** investment is needed to improve access to social and health services for persons with disabilities, to strengthen measures to support employment and bolster active labour market policies for disabled jobseekers and workers, and to guarantee accessibility to green and digital transition including sustainable and efficient infrastructure for persons with disabilities.
  Rationale: In all of these sectors, persons with disabilities are still largely marginalised.

2 Opportunities to mainstream disability equality in the Semester documents

2.1 Country Report for Finland (Staff Working Document)

In 2020, the Country Report for Finland included the following direct references to disability issues:

- 'p. 5 Weaknesses in the policy framework have hindered the participation of certain groups in the labour market. These groups notably include low-skilled men, workers close to retirement, people with a migrant background, people with partial work ability and persons with disabilities.
- p. 33 legislative work on a reform of the disability pension has started. It seeks to incentivise people on part-time disability pensions to come back to the labour market.'

The new Government Programme[4] targeted to address the hindrances to enter the labour-market. The COVID-19 pandemic has increased unemployment and the amount of temporary lay-offs. Thus, there is a risk that a lot of resources will be directed to stabilise the situation, while marginalised groups will not be in the forefront of governmental interventions.

In the explanatory report 'Reform of the measures promoting access to employment and rehabilitative work activities for the disabled'[5] raises a number of points where the preparatory legislative work requires further clarification and proposes the establishment of a pilot project. The report constitutes a part of the government key project Career opportunities for people with partial work ability.[6]

2.2 Country Specific Recommendation for Finland (CSR)

In 2020, the Country Specific Recommendation for Finland included the following direct references to disability issues:

[4] The Finnish Government. (2019) Inclusive and competent Finland – a socially, economically and ecologically sustainable society. Programme of Prime Minister Sanna Marin's Government 2019. Helsinki, https://valtioneuvosto.fi/marinin-hallitus/hallitusohjelma.

[5] The Ministry of Social Affairs and Health. (2019) Selvitysraportti: Vammaisten työllistymistä tukevan toiminnan ja työtoiminnan uudistaminen (Report: Reform of the employment support and employment activities of persons with disabilities), https://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/161425/Rap_20_2019_Vammaisten %20tyollistymista %20tukevan %20toiminnan %20ja %20tyotoiminnan %20uudistaminen.pdf.

[6] The project website: https://tietyoelamaan.fi/.

- '17. The fragmentation of service provision and the unequal access to social and primary healthcare services is expected to remain an issue after the crisis, particularly for unemployed and retired people, including persons with disabilities.
- 18. Effective short- and medium-term policy actions, designed in close cooperation with the social partners, are needed to curb increases in the unemployment rate and to re-integrate into the labour market those who have lost their jobs due to the COVID-19 crisis. These efforts should also support groups at risk of poverty and social exclusion, such as the low-skilled, persons with disabilities, people with partial work ability and people with a migrant background.'

The cohesive service provision is the key target in the ongoing SOTE reform[7] and all the other legislative reforms related to the structural and service reform. These reforms are discussed in chapter 4.2.

In June 2020, the Government of Finland launched the Work ability programme.[8] The objective of the programme is to make individuals' existing work ability available by supporting their work ability and functional capacity. The Ministry of Social Affairs and Health will support the development and implementation of activities in line with the objectives of the Work ability programme by granting discretionary government transfers to projects that may be implemented by municipalities or joint municipal authorities. The sets of measures to be supported with government transfers are: 1) support for work ability to be included in the services of future health and social services centres, 2) methods of supported employment. People with disabilities are included to the programme and the planning document has focused on many tasks especially to this target group. The decisions of financed programmes should be published in September 2020 and then it will be apparent what kind of projects have been presented by the local authorities and which programmes the Government decides later on to subsidise.

7 SOTE Reform website: https://soteuudistus.fi/etusivu.

8 The Ministry of Social Affairs and Health. (2020) Työkyky ohjelma 2020-2022: *Ohjelma ja hakuopas* (Work ability programme 2020-2022: programme and guideline). Helsinki, https://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/162179/STM_2020_11 %20 %281 %29.pdf?sequence=1&isAllowed=y.

3 Disability and the labour market - analysis of the situation and the effectiveness of policies

The UN CRPD Committee has not yet made recommendations to Finland:

Article 27 UN CRPD[9] addresses Work and Employment.

After the ratification of the Convention in 2016, the first action plan (2018-2019)[10] was established and evaluated in 2020.[11] In the first action plan, it was pointed out that the right to work is the least realized rights in the Finnish context (p. 52).

In collaboration with a number of stakeholders, especially organizations of persons with disabilities, the national advisory board for the rights of persons with disabilities (VANE) is preparing for a new action plan for the implementation of the CRPD according to the general secretary of VANE.

3.1 Summary of the labour market situation of persons with disabilities

Data from EU-SILC indicate an employment rate for persons with disabilities in Finland of 58.3 % in 2018, compared to 75.9 % for other persons and approximately 7.5 points above the EU27 average - resulting in an estimated disability employment gap of approximately 18 percentage points (EU27 average gap 24.2, see Tables 2-4).

The same data indicate unemployment rates of 18.8 % and 8.2 %, respectively in 2018 (see Tables 5-7) and the economic activity rate for persons with disabilities in Finland was 71.8 %, compared to 82.6 % for other persons (see Tables 8-10). These indications are broken down by gender and age in the respective tables in annex.

The statistics in Table 2 indicate that persons with disabilities are disadvantaged in terms of their employment status. The disaggregated data by gender and disability continues to indicate a slightly advantageous status of women with disabilities over men with disabilities, which is significantly better compared with the average EU statistics for women with disabilities. This tendency correlates with the better employment rate for Finnish women in comparison with the EU average statistics. The employment rate of persons with severe disabilities continues to be alarmingly worse than others with and without disabilities in Finland, and also than the EU average

When disaggregated by disability and age group, the employment status of persons with disabilities is consistently worse than persons without a disability across different age groups. The gap enlarges as they get older, as is evident in the Table 3.

[9] https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/article-27-work-and-employment.html.

[10] The Ministry of Social Affairs and Health. (2018) Right to social inclusion and equality: The national action plan on the UN Convention on the Rights of Persons with Disabilities 2018-2019. Helsinki, http://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/160834/STM_7_2018.pdf.

[11] The Ministry of Social Affairs and Health. (2019) Seurantaraportti: YK:n vammaisten henkilöiden oikeuksien yleissopimuksen kansallinen toimintaohjelma (2018-2019), http://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/161768/Rap_61_2019_YKn vammaisten.pdf?sequence=1&isAllowed=y.

Table 4 shows the employment rates over the last ten years between 2008 and 2018 disaggregated by disability status. The gap is not significantly changed over the years, which indicates that the relative position of persons with disabilities improves only marginally.

In Finland, there is no register kept of persons with disabilities, and thus no up-to-date data on employment rate of persons with disabilities is available. Therefore, proxy of persons with partial working ability, those with functional impairments or those receiving relevant allowances is often used in various reporting of Finland. The previous action plan (2018-2019)[12] for the implementation of the CRPD used statistics from the Social Insurance Institution of Finland (KELA) and refers to persons with disabilities as those receiving a care allowance for a pensioner or a disability allowance for persons aged 16 years or over. Among them, 38.4 % were in full-time employment, and 31.0 % in part-time employment during the previous two years. The seemingly high numbers pose a question whether or not the statistics include those with disabilities engaged in day activities or rehabilitative work activities. The initial report (2019) of the government of Finland[13] to the Committee for the Rights of Persons with Disabilities refers to the same statistics and adds that of those who had been working, 53.5 % were satisfied with their current working hours/workload and only 13.2 % wanted to work more hours. Of those who wanted to enter working life, 26.1 % wanted to work full-time and 25.1 % part-time. 33 % of the respondents considered themselves unable to work.

Based on the report (2017) by the National Institute of Health and Welfare (THL),[14] among people aged 29 or older, 27 % of functionally impaired people and 55 % of the rest of the population were employed. Correspondingly, the proportion of pensioners was larger for functionally impaired people (58 %) than for the rest of the population (36 %). Of functionally impaired people of working age, a good third were employed, whereas for the rest of the population, the figure was 75 %. These statistics inform big gaps between persons with disabilities and the whole population.

Another study commissioned by the Ministry of Economic Affairs and Employment of Finland on the employment of persons with disabilities is ongoing as of August 2020. The study preliminary problematises the current situation in which the option of pension is too easily offered to persons with disabilities that disincentivises their employment.
According to the initial report (2019)[15] of the government of Finland to the Committee for the rights of persons with disabilities, 109 suspected cases of discrimination were initiative in the occupational safety and health division of the regional state

[12] The Ministry of Social Affairs and Health. (2018) Right to social inclusion and equality: The national action plan on the UN Convention on the Rights of Persons with Disabilities 2018-2019. Helsinki.
[13] The Finnish Government. (2019) Finland's Initial Report on the Implementation on the Convention on the Rights of Persons with Disabilities, https://um.fi/documents/35732/0/CRPD+initial+report+Finland.pdf/959fa430-9e7e-9fe0-76d1-c435f47181ea?t=1565948791606.
[14] Nurmi-Koikkalainen et al. (2017) Tietoa ja tietotarpeita vammaisuudesta: analyysia THL:n tietotuotannosta. THL, http://www.julkari.fi/bitstream/handle/10024/135650/URN_ISBN_978-952-302-946-0.pdf?sequence=1&isAllowed=y.
[15] The Finnish Government. (2019) Finland's Initial Report on the Implementation on the Convention on the Rights of Persons with Disabilities.

administrative agency of Southern Finland. Of these, seven concerned discrimination based on disability. Of these seven cases, four were found to be discrimination by the employer. The cases concerned recruitment, the extension of a fixed-term employment contract, help needed by the employee in duties and reasonable accommodation.

3.2 Analysis of labour market policies relevant to the Semester

For reference, see also the 2020 National Reform Programme[16] for Finland.

The current government's programme (2019)[17] refers to disability inclusion as a way towards a socially sustainable welfare state and promises to pay attention to the participation of people with disabilities for them to lead an independent life, receive an education and be part of working life (p.8). The programme includes a section entitled, 'People with partial work capacity and those in need of special support'. Under this section, the following mentions are made:

- A working capacity programme for people with partial work capacity will be implemented to ease access to employment. Pilot projects for the deployment of effective services and schemes will be launched as part of this programme. The rehabilitation system will be redesigned based on the proposals of the rehabilitation committee.
- The intermediate labour market will be developed. Access to employment-promoting and individual services will be enhanced for those in need of special support (including people with partial work capacity, immigrants, people with disabilities, young people and older members of the workforce). The availability of work coaches in employment and social services will be improved. The availability of mental health services will be ensured.
- The operating conditions of social enterprises will be improved by revising their funding and providing support to strengthen business expertise.
- The system of rehabilitative work will be remodelled to incorporate social rehabilitation, allowing for the individual rehabilitation needs of people who are long-term unemployed or disadvantaged in the labour market with a view to strengthening their working life skills and ensuring their social participation.

The incentive traps that prevent people on disability pension from working will be abolished by introducing a linear model for partial disability pension.

In the same programme, further mentions are made under various sections:

- to increase the employment of older people and others with poor employment prospects.
- to increase the maximum pay subsidy for people with partial work capacity, the disabled, the long-term unemployed and immigrants who are difficult to employ.

[16] The Ministry of Finance. (2020) Eurooppa 2020-strategia: Suomen kansallinen uudistusohjelma, kevät 2020. The publication series of the Ministry of Finance 2020:35, https://ec.europa.eu/info/sites/info/files/2020-european-semester-national-reform-programme-finland_fi_0.pdf.

[17] https://valtioneuvosto.fi/marinin-hallitus/hallitusohjelma.

The 4 000 person-year limit preventing employment will be abolished in the third sector pay subsidy.

- to implement a working capacity programme for people with partial work capacity to ease access to employment.
- to develop the intermediate labour market. Access to employment-promoting and individual services will be enhanced for those in need of special support (including people with partial work capacity, immigrants, people with disabilities, young people and older members of the workforce). The availability of work coaches in employment and social services will be improved. The availability of mental health services will be ensured.

In 2018, the Human Rights Centre under the Parliamentary Ombudsman's office launched a campaign called 'Monday belongs to everyone' to advocate for more positive attitude towards persons with disabilities and to increase their inclusion in the labour market.

The Social Welfare Act lay down provisions on promoting access to employment and rehabilitative work activities of people with disabilities. By virtue of the Act on Special Care for the persons with intellectual disabilities, rehabilitative work activities, work training and other activating tasks are organised as services for people with disabilities. According to a study (2019)[18] commissioned by the Ministry for Health and Social Affairs on the reform of the measures promoting access to employment and rehabilitative work activities for the disabled, however, people with intellectual disabilities are often offered community employment activities.

Another study (2015)[19] states that persons with intellectual disabilities are about 40,000 (0.8 % of the population), of which about 25,000 are in working age. 15,000 of them use employment services: about 5,000-6,000 are in day activities and about 9,000 are either community employment activities or activities to support their employment. Only 400-500 persons with intellectual disabilities are in paid job in the open market. Majority of them in employment of different kinds are part-time, on average 20 hours work per week. The study pointed out that work activities in accordance with the Social Welfare Act do not sufficiently encourage or guide people to the open labour market. When it comes to persons with visual disabilities, their statistics are precise due to the existence of their registry. According to the latest registry (2018)[20] of persons with visual impairments, 22.1 % are in full-time employment, 17.5 % in part-time employment, 3.2 % unemployed, 3 % students, and 51.6 % pensioners (of working age). It was pointed out that the ratio of pensioners among the working age population is ten times more than the general population statistics.

[18] The Ministry of Social Affairs and Health. (2019) *Selvitysraportti: Vammaisten työllistymistä tukevan toiminnan ja työtoiminnan uudistaminen.*

[19] Vesala, H. et al. (2015) *Kehitysvammaisten Ihmisten Työllisyystilanne 2013-2014. Kehitysvammaliiton selvityksiä 9*. Helsinki, https://www.vates.fi/media/tutkimustietoa/muiden-tutkimukset/kehitysvammaisten-ihmisten-tyollisyystilanne.pdf.

[20] Näkövammaisten liitto. (2018) *Näkövammaregisteri. Näkövammaisten liitto*. Helsinki, https://www.nkl.fi/fi/nakovammarekisterin-vuosikirja.

A study (2017)[21] on the views of employers on the opportunities and barriers for persons with partial work ability in finding employment reveals that most companies perceive motivation to work as the most important criterion and quality for a jobseeker with partial work ability. A disability or an illness is therefore not the deciding factor when hiring new employees. Based on the study, it appears that attitudes towards partial ability to work are taking a more positive turn. The national plan called for better and efficient services for finding employment especially in terms of eradicating incentive traps that reduces overall income when employed and when allowance is withdrawn. A linear model that secures raise of overall income when employed is proposed. The package of the regional government reform (SOTE reform), that is expected to come into force in 2023, includes plan for such services that increase customer-orientation and merging Act on Services and Assistance for the Disabled and the Act on Special Care for the persons with intellectual disabilities into the Act on Disability Services and Assistance.

According to the monitoring report (2020)[22] of the action plan 2018-2019, the government observed positive development which was, however, the general trend among the whole population before the COVID-19 crisis. The Career opportunities for people with partial work ability key project of the government trained 700 employment capacity coordinators in employment-related reasonable accommodation measures and available services through an online training. As part of the key project, the Ministry for Health and Social Affairs produced a report (2019)[23] on the reform of the social services promoting access to employment and rehabilitative work activities of people with disabilities. The report highlights the importance of multisectoral cooperation, such as social services and employment services, in the assessment of suitable services for each person with a disability.

[21] Ala-Kauhaluoma, M. et al. (2017) *Osatyökykyisistä osaavaa työvoimaa*. Ministry of Economic Affairs and Employment. Helsinki, http://julkaisut.valtioneuvosto.fi/handle/10024/160229.

[22] The Ministry of Social Affairs and Health. (2019) *Seurantaraportti: YK:n vammaisten henkilöiden oikeuksien yleissopimuksen kansallinen toimintaohjelma* (2018-2019) (Monitoring report: the national action plan to implement the UN Convention on the Rights of Persons with Disabilities (2018-2019)).

[23] The Ministry of Social Affairs and Health. (2019) *Selvitysraportti: Vammaisten työllistymistä tukevan toiminnan ja työtoiminnan uudistaminen* (Report: Reform of the employment support and employment activities of persons with disabilities).

4 Disability, social policies and healthcare – analysis of the situation and the effectiveness of policies

The UN CRPD Committee has not yet made recommendations to Finland:

Article 28 UN CRPD[24] addresses Adequate standard of living and social protection.

Article 19 UN CRPD[25] addresses Living independently in the community.

Article 25 UN CRPD[26] addresses Health.

The Government programme[27] presents many positive objectives and actions to enhance the social situation of people with disabilities. However, the spreading of the COVID-19 pandemic halted many legislative reforms and developmental work throughout the country. The situation of all citizens was worsened through restrictions. Also, the timespan from the programme has been so short that it is difficult to find results from the actions.

4.1 Summary of the social situation of persons with disabilities

Data from EU-SILC indicate the poverty risk rate for working age persons with disabilities in Finland was 14.6 % in 2018, compared to 11.1 % for other persons of similar age - an estimated disability poverty gap of approximately 4 percentage points (see Table 14). For people aged over 65, the disability poverty gap was 7.2 points (16.8 % for older persons with disabilities and 9.6 % for other persons of similar age). The tables in annex also indicate the respective rates of AROPE and break these down by gender as well age.

Table 11 indicates clear evidence that poverty or social exclusion are experienced significantly more by persons with disabilities compared with those without a disability both in Finland, which is worrying, despite improvement in the trend over recent years.

The risk is particularly bigger for those with severe disabilities (Table 13). The gender disparity is smaller in Finland compared with the EU average. When over 65 years, the risk is almost two times more for households with persons with disabilities than those without. In Finland which strives for welfare state with principle of equality and non-discrimination, this is a huge challenge that has not been attended well enough.

Table 15 shows a three-year average for self-reported unmet needs for medical examination for people with disabilities. Finnish persons with disabilities (both moderate and severe) report unmet needs almost two times more than the EU average, which is a very worrying trend. Persons with severe disabilities tend to report

[24] https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/article-28-adequate-standard-of-living-and-social-protection.html.
[25] https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/article-19-living-independently-and-being-included-in-the-community.html.
[26] https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/article-25-health.html.
[27] https://valtioneuvosto.fi/marinin-hallitus/hallitusohjelma.

unmet needs significantly more often than those with moderate disabilities, which indicates clear signs of health disparity.

Socioeconomic differences in access to outpatient care are extensive in Finland compared to other industrialised countries. Visits to the doctor have consistently been shown to be distributed in favour of higher income groups when need for care is taken into account. This has especially been the case in occupational health care and private outpatient services, while municipal health centre visits have been distributed pro-poor. Unmet need for outpatient care is also more common among persons with lower socioeconomic position. Persons with higher level of education are likely to be better aware of the services available and of the alternative care pathways open to them. They demand more effectively consultations, examinations and specialised health care. All these factors also affect the service provision of people with disabilities.[28]

It is estimated that there are around half a million people with clear limitations to function in Finland.[29] The majority of people with functional limitations use than same services as everyone else. Previous studies have shown that the lives of people with functional limitations are different than the rest of the population: their education in average is lower, unemployment is higher and economic difficulties more common. Persons with limited ability to function suffer more often of poor health and other problems with wellbeing.[30] People with limited ability to function have more often than others unmet needs for care and help.[31]

The following structural features in the Finnish health care system affect the availability and quality of services: the decreasing availability of municipal outpatient services in many parts of the country as well as the three-tier structure of outpatient services (municipal health centres, occupational health care and private outpatient services), which also affects the use of specialised inpatient care through referral practices.

[28] THL. (2015) Effect of Health Care Services on Health Inequalities, https://thl.fi/en/web/health-and-welfare-inequalities/health-care-cervices/effect-of-health-care-services-on-health-inequalities.

[29] Sainio, Päivi & Sääksjärvi, Katri & Nurmi-Koikkalainen, Päivi & Ahola, Sanna & Koskinen, Seppo (2017): Toimintarajo*itteisuuden yleisyys ja toimintarajoitteisten henkilöiden hyvinvointi – tuloksia Terveys 2011 –tutkimuksesta* (Prevalence and welfare of persons with functional impairments – Results of Health 2011 research). Teoksessa: Päivi Nurmi-Koikkalainen & Sanna Ahola & Mika Gissler & Nina Halme & Seppo Koskinen & Minna-Liisa Luoma & Antti Malmivaara & Anu Muuri & Päivi Sainio & Katri Sääksjärvi & Riikka Väyrynen: Tietoa ja tietotarpeita vammaisuudesta. Analyysia THL:n tietotuotannosta (Information and needs of information on disability: analysis of the information produced by THL). Työpaperi 38/2017. Helsinki: Terveyden ja hyvinvoinnin laitos, 34–52, http://urn.fi/URN:ISBN:978-952-302-946-0.

[30] Kanste, Outi & Sainio, Päivi & Halme, Nina & Nurmi-Koikkalainen, Päivi (2017): *Toimintarajoitteisten nuorten hyvinvointi ja avun saaminen – Toteutuuko yhdenvertaisuus? Kouluterveyskyselyn tuloksia. Tutkimuksesta tiiviisti 24/2017* (Welfare and support received by youth with functional impairments – equality achieved? Results of school health survey. Research summary 24/2017). Helsinki: Terveyden ja hyvinvoinnin laitos, https://www.julkari.fi/handle/10024/135231.

[31] Kanste, Outi & Halme, Nina & Sainio, Päivi (2019): *Tyydyttämätön tuen ja avun tarve toimintarajoitteisilla ja muilla nuorilla koulu- ja opiskeluterveydenhuollosta* (Unmet support needs of youth with functional impairments and other needs in school and student healthcare). Sosiaalilääketieteellinen Aikakauslehti, 56(1), https://doi.org/10.23990/sa.72989.

The national sport council published a report (2018),[32] 'Government as a promoter of adapted sports activities of persons with disabilities'. The report points out that only 12 % of girls with mobility impairments and 15 % of boys with mobility impairments have enough sports activities that the WHO has set, while it is one fourth of girls and one third of boys for the rest of the population (P.26). The Finnish society of sport sciences has its working group of researchers that made a list of recommendations to promote adaptive sport activities and disability sports in 2019-2022 based on wide consultations. The society also published a book on inequalities in sports (2020) which points out huge inequalities experienced by children and persons with disabilities in terms of their opportunities for sports activities.[33]

4.2 Analysis of social policies relevant to the Semester

For reference, see also the 2020 National Reform Programme[34] for Finland.

Social protection reforms

The Finnish Government started in 2017 a project (TOIMI)[35] to renew the social security benefit system. The aim was to create a social security system that promotes employment and activity as well as reduces inequality. The work of the project on social security was completed on 28 February 2019. The broadly-based parliamentary monitoring group of the project outlined the key pillars that constitute the objectives of the social security reform. The social security system of the future should build on five key pillars:[36]

- Social security must respond to the constitutional obligation of providing care.
- Social security must contribute to responding to people's needs for inclusion and meaningful life and support employment, activity and lifelong learning.
- Services and benefits included in social security must be better interconnected.
- Social security supports a balance between individual's rights and obligations in a way that is compatible with the public finances.
- The social security system must be clearer and more readily understandable.

[32] Pyykkönen, T. and Rikala, S. (2018). *Valtio soveltavan liikunnan ja vammaisurheilun edistäjänä* (Government as a promoter of adapted physical activity for persons with disabilities). Valtion liikuntaneuvoston julkaisuja 2018:2, https://www.liikuntaneuvosto.fi/wp-content/uploads/2019/09/Valtio_soveltavan_liikunnan_raportti.pdf.

[33] Kokkonen, J. And Kauravaara, K. (eds.) *Eriarvoisuuden kasvot liikunnassa* (Different faces of inequalities in physical activity). Liikuntatieteellinen Seura. Helsinki, https://www.lts.fi/media/lts_julkaisut/julkaisut/eriarvoisuuden-kasvot-liikunnassa/eriarvoisuuden-kasvot-liikunnassa-artikkelikokoelma.pdf?fbclid=IwAR2w2XgW4AA-TtjykcvqojYps9jBTdyDk0D72uw0QvPowgWWXG3bMhGjGEE.

[34] The Ministry of Finance. (2020) Eurooppa 2020-strategia: *Suomen kansallinen uudistusohjelma, kevät 2020* (Europe 2020 strategy: Finnish national reform programme, spring 2020). The publication series of the Ministry of Finance 2020:35.

[35] Project website: https://vnk.fi/toimi.

[36] Government Communication Department. (2019) *Work on the project on social security (Toimi) completed: Common key pillars agreed for the social security reform*, https://vnk.fi/-/sosiaaliturvan-uudistamiselle-sovittu-yhteiset-peruspilar-1?languageId=en_US.

The government's long-standing plan to reform the disability service legislation took a step forward when the Government submitted a proposal[37] on the matter to the Parliament in 2018. The Act expired on 8 March 2019 when the Government resigned due to failed social and health care reform. A new Government was appointed on 6 June 2019 after the election, but Prime minister Antti Rinne had to resign on 10 December 2019. Immediately after that, the President appointed Sanna Marin's Government to continue the work with the same programme 'Inclusive and competent Finland – a socially, economically and ecologically sustainable society'.[38]

The Government Programme

The programme includes several objectives and concrete examples of actions to promote the participation and inclusion of people with disabilities. The following measures that affect the social inclusion and wellbeing of people with disabilities are presented in the Programme:

- to complete the dismantling of inpatient care for persons with intellectual disabilities and enable young people and adults with intellectual disabilities and on the autism spectrum to become independent by supporting them in finding housing to suit their individual needs and by building housing for people with special needs in ordinary residential areas;
- to increase the older persons and persons with disabilities awareness of their rights, and support the effective exercise of these rights in practice;
- to abolish the incentive traps that prevent people on disability pension from working by introducing a linear model for partial disability pension;
- to implement the reform the Act on Disability Services and Assistance to ensure better consideration of individual needs of persons with disabilities. The Government will pilot personal budgets for persons with intellectual disabilities, at the same time evaluating the needs for legislative amendments. Disability services will be secured for Swedish speakers;
- to strengthen the right to self-determination for users of healthcare and social welfare services through legislation. The system of patient ombudspersons and social services ombudspersons will be improved;
- to launch a reconciliation process concerning the violations of the rights of deaf persons and sign community throughout Finland's history.

The SOTE reform

The social welfare and health care reform (SOTE reform), which is again one of the top priorities of the current government, has been under preparation in Finland for years.

At present 311 municipalities are responsible for administering these services, but this responsibility would be transferred to regional governments. The preparations are

37 https://www.eduskunta.fi/FI/naineduskuntatoimii/kirjasto/aineistot/kotimainen_oikeus/LATI/Sivut/vammaislainsaadannon-uudistus.aspx.

38 https://valtioneuvosto.fi/marinin-hallitus/hallitusohjelma.

ongoing. The measures in the programme have been compiled under five objectives, the implementation of which will be monitored every six months.

Five key objectives of the Future Health and Social Services Centres programme are:

1) to improve equal access to services and the timing and continuity of services;
2) to shift the focus of activities from heavy services to preventive and proactive work;
3) to raise service quality and effectiveness;
4) to ensure the multidisciplinary and interoperable nature of services, and
5) to curb the growth of expenditure.

Measures related to digitalisation play a part in the implementation of all the objectives.[39]

The previous SOTE reform aimed to increase considerably the share of for-profit providers within social and health care by implementing a consumer choice model (labelled as 'freedom of choice'). This was widely criticised by disability activists and researchers and this freedom of choice is now abolished from the current programme. The plans of the SOTE reform also include the implementation of personal budgets and user vouchers.

The preparations of SOTE-reform and implementing of the Government Programme started in Spring 2020 with a wide variety of Government subsidies[40] for social and health care sector. Subsidies were granted for: developing county level organising of social and health care, multisectoral child protection, personal budgeting for people with disabilities, support to enhance the ability to participate to labour markets and to prevent homelessness and mental health problems.

COVID-19

Many points of the Government programme have been side-lined by COVID-19. The Government has reacted swiftly to increased resource demand on health care sector, increasing unemployment and other consequences in the society from COVID-19.

Due to COVID-19 pandemic major restrictions were implemented in Finland spring 2020. The Finnish Institute for Health and Welfare[41] publishes statistics and reports[42] on the effects of the pandemic. The community health care visits dropped during March/April 2020 by 500 000 visits. People were advised to stay away from public places and not to overload the health care system. This led to that many people did not visit their control appointments and people with chronic illnesses and disabilities

[39] SOTE reform website: https://soteuudistus.fi/en/frontpage.
[40] The Ministry for Social Affairs and Health. (2020) *Kevään 2020 valtionavustushaut* (Government grant application call in spring 2020). https://stm.fi/rahoitus-ja-avustukset/valtionavustukset/vuoden-2020-valtionavustushaut.
[41] THL. (2020) *Koronaepidemian vaikutukset hyvinvointiin, palveluihin ja talouteen* (The impact of corona epidemic on welfare, services and economy). https://thl.fi/fi/web/hyvinvoinnin-ja-terveyden-edistamisen-johtaminen/ajankohtaista/koronan-vaikutukset-yhteiskuntaan-ja-palveluihin.
[42] THL. (2020) *Koronaepidemian vaikutukset hyvinvointiin, palveluihin ja talouteen*. http://www.julkari.fi/handle/10024/139889.

decided to or were left without regular check-ups leading to in some cases worsening situations.

A lot of information about the situation was offered in different ways[43] to ensure that people using sign language, pictures, simplified language or other languages had also access to information. Although it was criticised that in the beginning of the pandemic and lock-down the information was not immediately available. Also, the ethical standards of intensive care were discussed. The ability or disability is not a reason for denying access to intensive care with COVID-19, but prioritisations are made based on the overall health, prospects of recovery and compliance to care. This may have restricted people with disabilities from intensive care.

The Finnish Association on Intellectual and Developmental Disabilities has collected experiences and feedback from people and following issues have affected negatively the wellbeing of people with disabilities: loneliness and isolation as well as extra burden on families with children with disabilities due to closing of day care and school.

[43] THL. (2020) Koronavirus ja vammaispalvelut (Corona virus and disability services). https://thl.fi/fi/web/vammaispalvelujen-kasikirja/ajankohtaista/koronavirus-ja-vammaispalvelut.

5 Disability, education and skills – analysis of the situation and the effectiveness of policies

The UN CRPD Committee has not yet made recommendations to Finland:

Article 24 UN CRPD[44] addresses Education.

The implementation plan of the CRPD between 2020 and 2023 is under progress and will be shortly ready, which will be relevant.

5.1 Summary of the educational situation of persons with disabilities

The EU-SILC estimates concerning educational attainment should be treated with some caution due to variable confidence levels, but they consistently indicate disability quality gaps.

Table 16 indicates early school leaving rates disaggregated by disability status. Youth with disabilities (aged 18-24) tend to leave school significantly more than non-disabled peers of the same age groups (and this is reinforced by widening the sample size to age 18-29). This raises questions about the availability of suitable measures and support for youth with disabilities to stay in schools.

Table 17 shows completion rate of tertiary education disaggregated by disability and age group. Persons with disabilities (age 30-34) are less likely to complete tertiary education than their peers (and this is reinforced in the wider sample for age 30-39).

According to the initial report of the government of Finland (2019),[45] the number of students with the most severe disabilities transferring from basic education to secondary education was approximately 350. On average, students with the most severe disabilities account for 1.9 % of all students. According to a broader definition, around 1,160 students with disabilities transfer from basic education to secondary education each year.

Inequalities have been still observed. Based on the report (2017) by the National Institute of Health and Welfare (THL),[46] among people aged 29 or older, 23 % of persons with functional impairment completed higher education, while 40 % for the rest of the population. According to the latest registry (2018)[47] of persons with visual impairments, statistics from 2015 are introduced. 37 % of persons with visual impairments had the basic education as the highest education, while 23 % for the rest of the population. 44.4 % of persons with visual disabilities completed high school education, while 44.8 % for the rest of the population. When it comes to higher

[44] https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/article-24-education.html.

[45] The Finnish Government. (2019) *Finland's Initial Report on the Implementation on the Convention on the Rights of Persons with Disabilities*.

[46] Nurmi-Koikkalainen et al. (2017) *Tietoa ja tietotarpeita vammaisuudesta: analyysia THL:n tietotuotannosta* (Information and needs of information on disability: analysis of the information produced by THL). THL (Finnish Institute for Health and Welfare).

[47] Näkövammaisten liitto. (2018) *Näkövammarekisteri* (Registry of persons with visual disabilities). Näkövammaisten liitto (Finnish Federation of the Visually Impaired).

education, 19 % of persons with visual impairments completed it, while 32 % for the rest of the population. According to the Parliamentary Ombudsman's latest report in 2018,[48] some educational institutions were not fully accessible at the time of inspection.

5.2 Analysis of education policies relevant to the Semester

For reference, see also the 2020 National Reform Programme[49] for Finland.

Children and persons with disabilities have the right to education on an equal basis with others. The geographically closest mainstream school is considered to be the primary place for children with all disabilities, with the support of special teachers or special assistants (although parents also have the right to choose another school). Only when children with disabilities are assessed as unable to benefit from mainstream schooling, due to, for example, the severity of cognitive impairment, special education separate from non-disabled peers is provided by municipalities (The Basic Education Act).[50]

The municipalities are expected to adjust the physical accessibility as well as the social/cultural environment to meet the needs of children with disabilities. In addition, municipal schools can provide special education teachers, assistants/tutors, interpretation or communication services, support services, and assistive devices to school children (according to the Basic Education Act 628/1998).[51] Finnish Deaf children have the right to receive education in the Finnish sign language, funded by the central government (the Social Insurance Institution of Finland, KELA). KELA can pay for learning devices such as computers and their accessories for children with different disabilities. In addition, disability services of municipalities cover transportation also after the period of compulsory basic education for those who cannot travel to school safely or without unreasonable difficulties.

The Act on Early Childhood Education and Care (540/2018) entered into force on 1 September 2018, which entitles every child to 20 hours a week of early childhood education and care. All children can participate in early childhood education and care regardless of their need for support or disability. If the best interests of the child so require, support can also be partly or fully organised in a special group. The early childhood education and care of children using sign language can be implemented either in a sign language group or in a group consisting of children using sign language and spoken language.

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48 Parliamentary Ombudsman of Finland. (2018) Summary of the annual report 2018. Parliamentary Ombudsman of Finland. Helsinki, https://www.oikeusasiamies.fi/documents/20184/39006/summary2018/1820f84c-019d-4f69-a36b-f16bcb61a147.

49 The Ministry of Finance. (2020) Eurooppa 2020-strategia: *Suomen kansallinen uudistusohjelma, kevät 2020* (Europe 2020 strategy: Finnish national reform programme, spring 2020). The publication series of the Ministry of Finance 2020:35.

50 Basic Education Act (628/1998) and amendments, http://www.finlex.fi/en/laki/kaannokset/1998/en19980628.pdf.

51 Basic Education Act (628/1998) and amendments.

The current government programme has several references to the Deaf community and their human rights. Accordingly, the Government's budget proposal has reserved budgetary appropriations for a Finnish-Swedish sign language revival programme. For instance, the Ministry of Education and Culture has granted Humak University of Applied Sciences special funding for organising Finnish-Swedish sign language interpreter training in 2018-2019.

The new General Upper Secondary Schools Act (714/2018) entered into force on 1 August 2019. According to the Act, general upper secondary school students are offered more personal guidance, support for learning and, if necessary, special needs education. According to the monitoring report of the action plan 2018-2019,[52] special education teachers provide education to pupils with disabilities whenever seen necessary. Actual changes will take place from 1 August 2021 onwards.

The OHO! Project[53] is a development project for promoting study ability, wellbeing and participation of students with disabilities in higher education institutions in 2017-2019 financially supported by the Ministry of Education and Culture. The project, among others, produced a guidebook on studying path for students with disabilities and accessibility criteria[54] for higher education institutions.

[52] The Ministry of Social Affairs and Health. (2019) *Seurantaraportti: YK:n vammaisten henkilöiden oikeuksien yleissopimuksen kansallinen toimintaohjelma* (2018-2019).

[53] Project website: https://ohohanke.fi/in-english/.

[54] Saavutettavuus kriteeristö: *Väline korkeakoulun saavutettavuuden arviointiin* (Accessibility criteria: Tools to evaluate accessibility in higher education), http://www.esok.fi/oho-hanke/julkaisut/saavutettavuuskriteeristo.

6 Investment priorities in relation to disability

6.1 Updates on use of existing EU funds (to 2020)

The structural funds (ERDF & ESF) are spent on a variety of projects, several of which are directly or indirectly connected to disability.

Here is a list of ongoing projects:

(Directly related to persons with disabilities)

Entrepreneurship and skills, Åland (2014-2020)[55]

One fifth of the budget goes to promoting social inclusion, reducing poverty and combating unfair discrimination. People with disabilities or who can only work part-time will receive support to find work that allows them to participate in the labour market.

Neighbour – community living model (1.1.2018 - 30.4.2020)[56]

The purpose of Neighbour – community living model -Project is to strengthen welfare, social inclusion and participation skills of adult people with intellectual disabilities by searching solutions for independent living and preventing social exclusion. The aim of the Project is to expand and develop the social housing property management model from supportive living guidance towards inclusive community-based Neighbourhood-community model.

The Winning Ways of Web - WWW-project (1.6.2019 - 31.12.2021)[57]

The Winning Ways of Web - WWW -project aims to find ways to promote digital and electronic interaction skills for adults with intellectual disabilities, thus preventing their exclusion. In addition to developing skills within the project group, the initiative aims to find and formulate models to support using and practicing digital skills in the everyday life of all adults with intellectual disabilities. The intention is to incorporate the use of electronic tools into already existing groups with learning disabled members. This can be achieved by working in collaboration with the groups and by taking into account the needs and resources of the people who in turn take care of the needs people with intellectual disabilities and use of their electronic communications in groups. In project we also try to test the suitability of the Digital Open Badges with people with learning difficulties. The goal of a national project is to utilize existing resources and skills to their full potential and to link regional groups to work together on an electronic platform. Teams across the common electronic platform can work together in a meaningful way, support each other and participate in the development of the project.

55 https://ec.europa.eu/regional_policy/opempl/detail.cfm?cci=2014FI05M2OP001&lan=en.
56 https://www.eura2014.fi/rrtiepa/projekti.php?projektikoodi=S21216.
57 https://www.eura2014.fi/rrtiepa/projekti.php?projektikoodi=S21688.

Iisisti töihin (3/2019-2/2020)[58]

The project is targeted to those with partial work abilities and persons with disabilities to increase their possibilities to employment in an open market. Companies are provided with information of the project target group to lower their threshold to employ those with partial work abilities as a great resource to the companies and society in general.

Koordinaatio – Työvoimapoliittiset toimet Pohjois-Pohjanmaalla (4/2015-12/2020)[59]

The project is targeted to unemployed people and those who are outside of open job market including older people, long-term unemployed people, immigrants, those with part-time work abilities, persons with disabilities and ethnic minorities in Northern Pohjanmaa region. This is a collaboration project of 30 municipalities.

Tulevaisuuden työelämän starat (4/2019-6/2021)[60]

The project is meant for students with intensive support needs who are hard to be employed in open market. The project equips them with employment skills by developing tertial education institutions to train them better. The project also promotes motivation of the target group to adjust to continuous change in the job market.

A number of projects are also indirectly related to persons with disabilities, many of which are on employment.

Not ERDF & ESF funds

Enhancing Social and Economic Inclusion through Independent Living (2017-2020)[61] is an Erasmus+ project that engages persons with disabilities in independent living and aims at both social and economic inclusion.

6.2 Priorities for future investment (after 2020)

The investment plan stresses the priority on investments on workers and SMEs in East and North Finland which is impacted by the gradual shift from peat industry to be halved by 2030. Also, innovative environmental solutions are called for to achieve the goal of carbon neutrality by 2035. When those affected by the transition are trained for more diverse and new vocational skills, persons with disabilities can also be trained at the same time for new vocational opportunities. Persons with disabilities tend to be self-employed as entrepreneurs more than the rest of the population according to VATES Foundation.[62] As the unemployment rate of persons with disabilities remain much higher than the general population and as the incentivisation of part-time employment through the new pension practice is in place, this is a great opportunity for persons with disabilities to be employed in these particular regions and also

58 https://thl.fi/fi/tutkimus-ja-kehittaminen/tutkimukset-ja-hankkeet/iisisti-toihin.
59 https://www.eura2014.fi/rrtiepa/projekti.php?projektikoodi=S20187.
60 https://www.eura2014.fi/rrtiepa/projekti.php?projektikoodi=S21682.
61 https://www.vates.fi/en/vates-2.html.
62 Vates Foundation website: https://www.vates.fi/tietopaketit/aluepaattajat/vammaiset-yrittajina.html.

beyond. The country report of Finland 2020[63] clearly highlights weakness of policy framework, due to which persons with disabilities are left behind in the labour market. Now that the SOTE reform brings about regional governance structure and together with that advantages to bigger companies, support of SMEs of persons with disabilities and organisations of persons with disabilities that play the role of service providers need to be deliberately prioritised.

CSR1 refers to improving 'access to social and health services'. Investments in this area need to acknowledge the lack of access for disabled persons.

CSR2 recommends strengthening 'measures to support employment and bolster active labour market policies'. There is a significant need to invest in support for disabled jobseekers and workers in this regard, which should be mentioned.

CSR3 includes recommendation to invest in green and digital transition, including 'sustainable and efficient infrastructure'. It is vital that such investments guarantee accessibility for disabled persons.

63 https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:52020SC0525&from=EN.

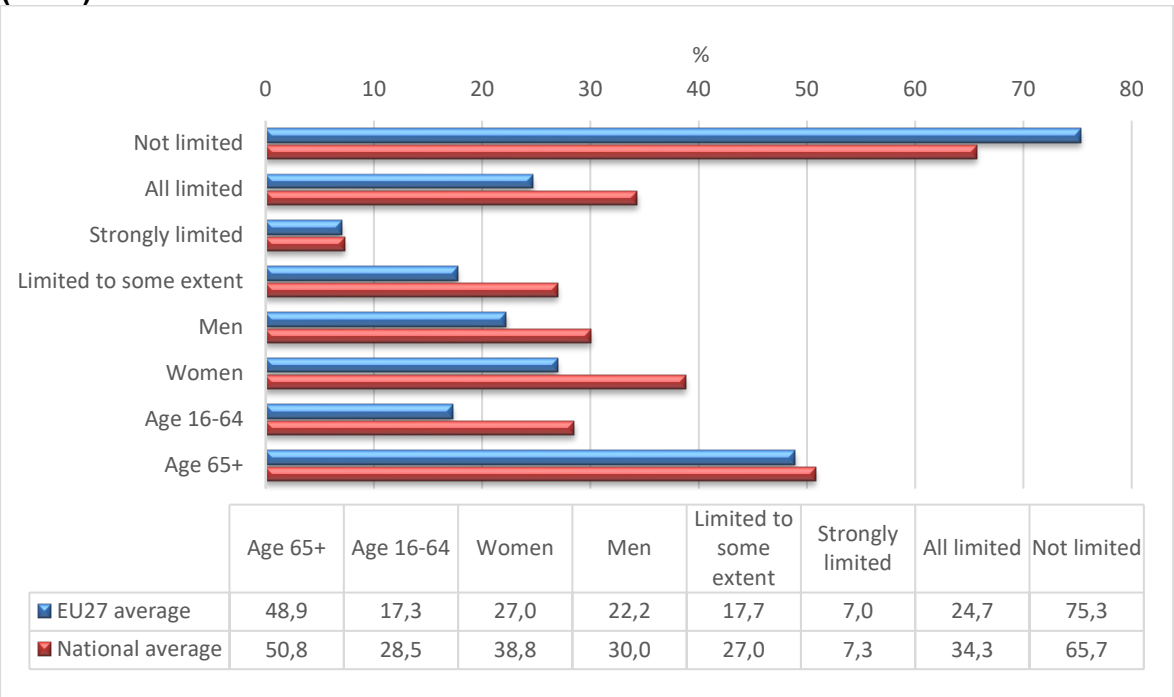
7 Annex: disability data relevant to the Semester

See also disability data published in the Eurostat database[64] and statistical reports.[65]

Unless specified, the summary statistics are drawn from the most recent EU-SILC data available to researchers from Eurostat. The EU-SILC sample includes people living in private households and does not include people living in institutions (congregative households). The sampling methods vary somewhat in each country.

The proxy used to identify people with disabilities (impairments) is whether 'for at least the past 6 months' the respondent reports that they have been 'limited because of a health problem in activities people usually do'.[66]

Table 1: Self-reported 'activity limitations' as a proxy for impairment/disability (2018)



	Age 65+	Age 16-64	Women	Men	Limited to some extent	Strongly limited	All limited	Not limited
EU27 average	48,9	17,3	27,0	22,2	17,7	7,0	24,7	75,3
National average	50,8	28,5	38,8	30,0	27,0	7,3	34,3	65,7

Source: EU-SILC 2018 Release 2020 version 1

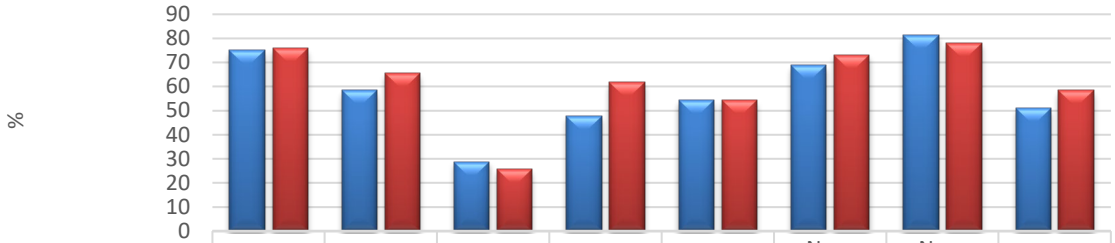
In subsequent tables, these data are used to indicate 'disability' equality gaps and trends relevant to the analytical chapters – for the labour market, social policies and healthcare, and education – by comparing outcomes for persons who report and do

64 Eurostat health Database, https://ec.europa.eu/eurostat/web/health/data/database.
65 Eurostat (2019) *Disability Statistics,* https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Disability_statistics.
66 The SILC survey questions are contained in the Minimum European Health Module (MEHM) https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Special:WhatLinksHere/Glossary:Minimum_European_Health_Module_(MEHM).

not report 'activity limitations'.[67] National estimates for Finland are compared with EU27 mean averages for the most recent year.[68]

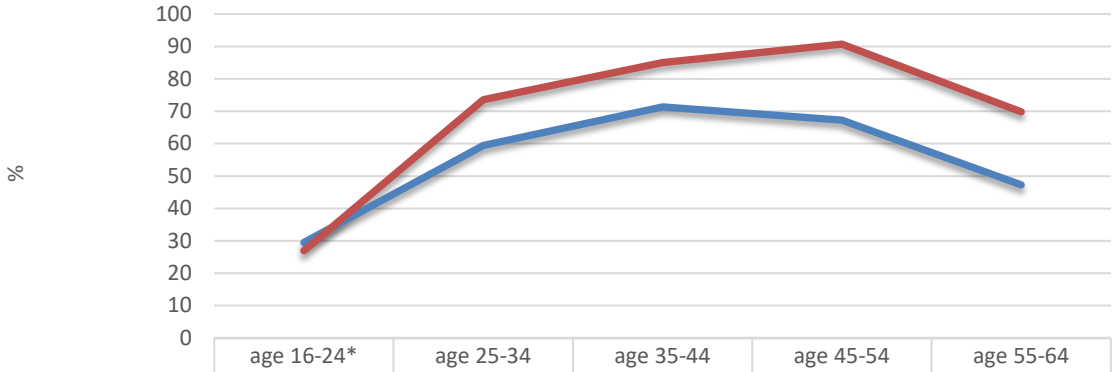
7.1 EU data relevant to disability and the labour market (2018)

Table 2: Employment rates, by disability and gender (aged 20-64)



	No disability	Some disability	Severe disability	Disabled women	Disabled men	Non-disabled women	Non-disabled men	Disabled total
EU27 average	75,0	58,3	28,7	47,8	54,3	68,8	81,2	50,8
National average	75,9	65,4	25,7	61,7	54,4	73,2	78,1	58,3

Table 3: Employment rates in Finland, by disability and age group

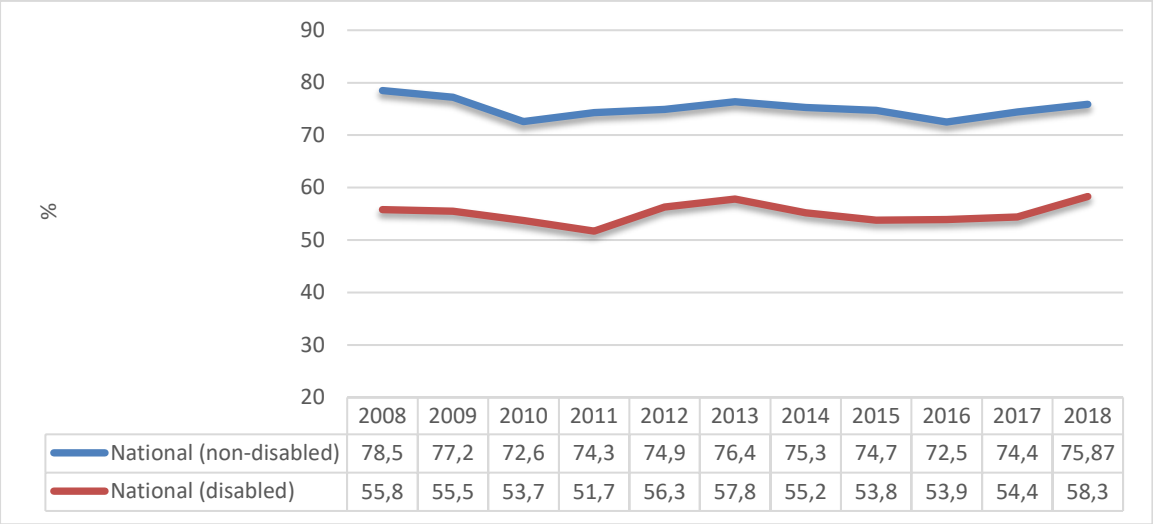


	age 16-24*	age 25-34	age 35-44	age 45-54	age 55-64
Disabled	29,5	59,4	71,3	67,3	47,3
Non-disabled	27,0	73,6	85,0	90,7	69,8

[67] This methodology was developed in the annual statistical reports of ANED, available at http://www.disability-europe.net/theme/statistical-indicators.

[68] The exit of the United Kingdom from the EU changes the EU average. Averages were also affected in 2015 by a discontinuity in the German disability data due to a definitional change.

Table 4: National trends in employment rates, by disability status (aged 20-64)

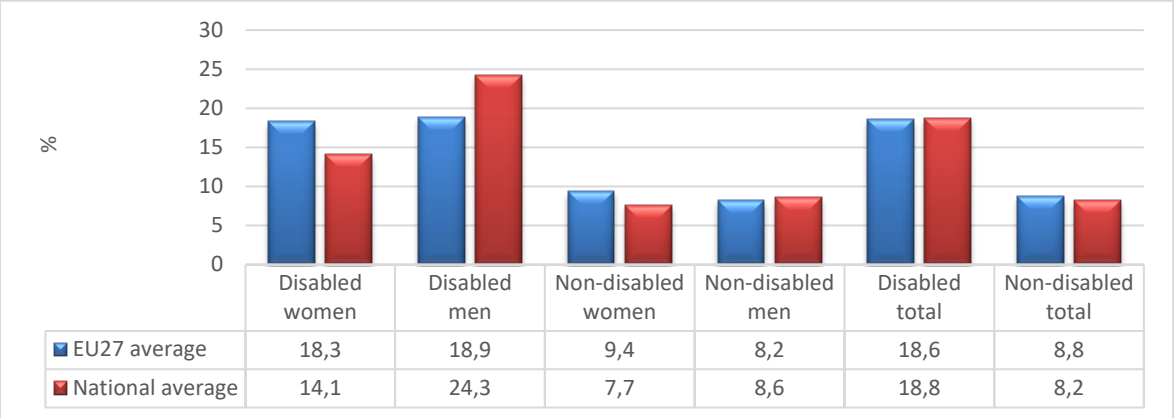


	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
National (non-disabled)	78,5	77,2	72,6	74,3	74,9	76,4	75,3	74,7	72,5	74,4	75,87
National (disabled)	55,8	55,5	53,7	51,7	56,3	57,8	55,2	53,8	53,9	54,4	58,3

Source: EU-SILC 2018 Release 2020 version 1 (and preceding UDBs)

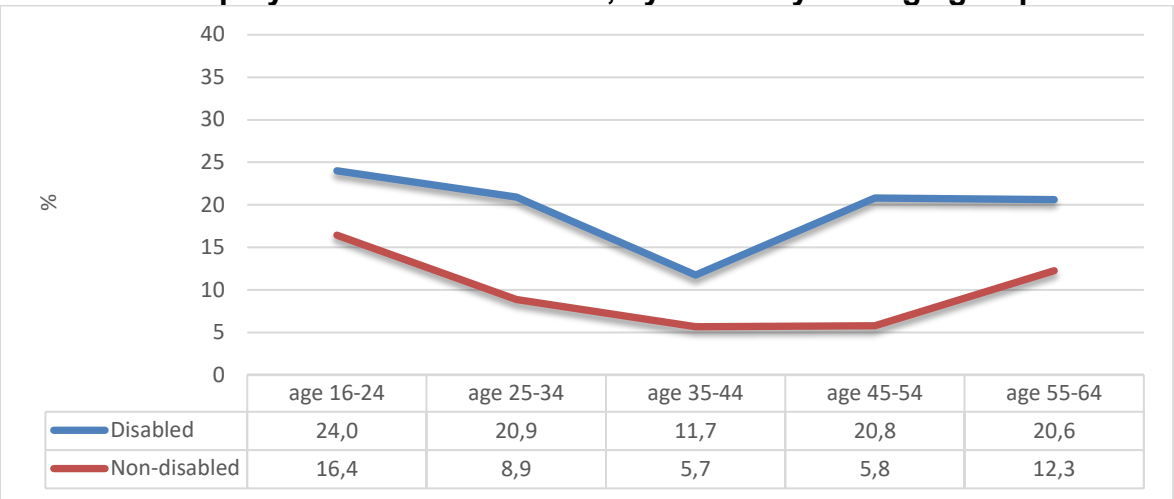
7.1.1 Unemployment

Table 5: Unemployment rates by disability and gender (aged 20-64)



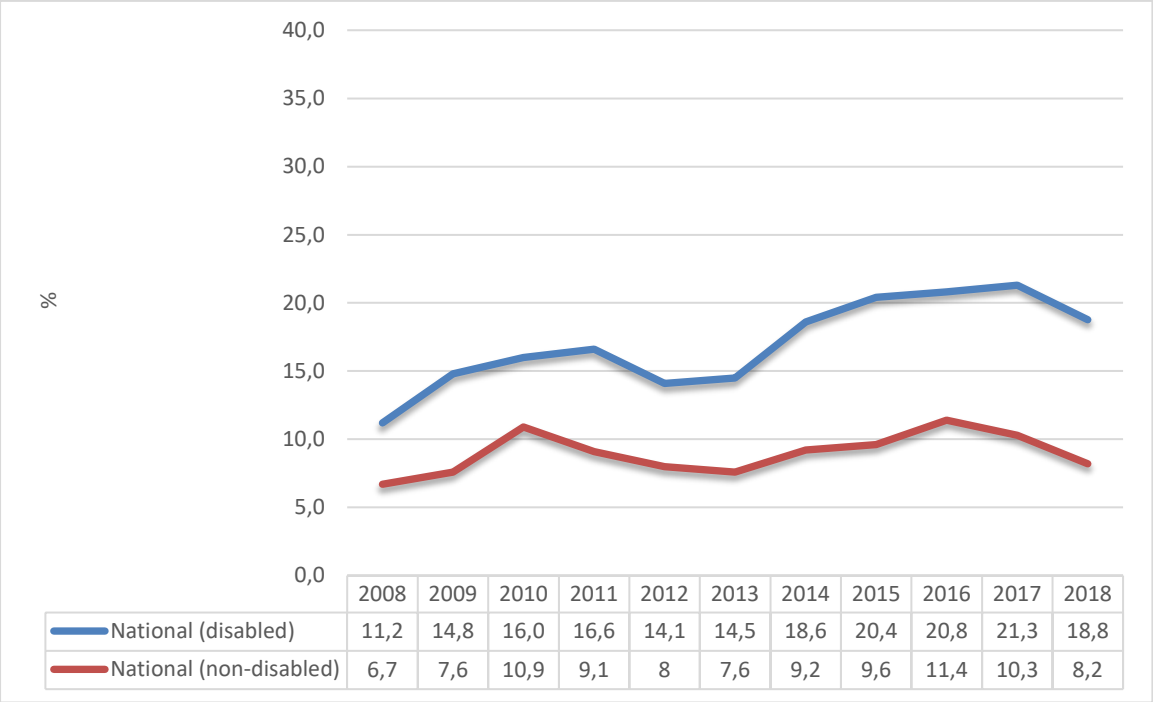
	Disabled women	Disabled men	Non-disabled women	Non-disabled men	Disabled total	Non-disabled total
EU27 average	18,3	18,9	9,4	8,2	18,6	8,8
National average	14,1	24,3	7,7	8,6	18,8	8,2

Table 6: Unemployment rates in Finland, by disability and age group



	age 16-24	age 25-34	age 35-44	age 45-54	age 55-64
Disabled	24,0	20,9	11,7	20,8	20,6
Non-disabled	16,4	8,9	5,7	5,8	12,3

Table 7: National trends in unemployment rate, by disability status (aged 20-64)

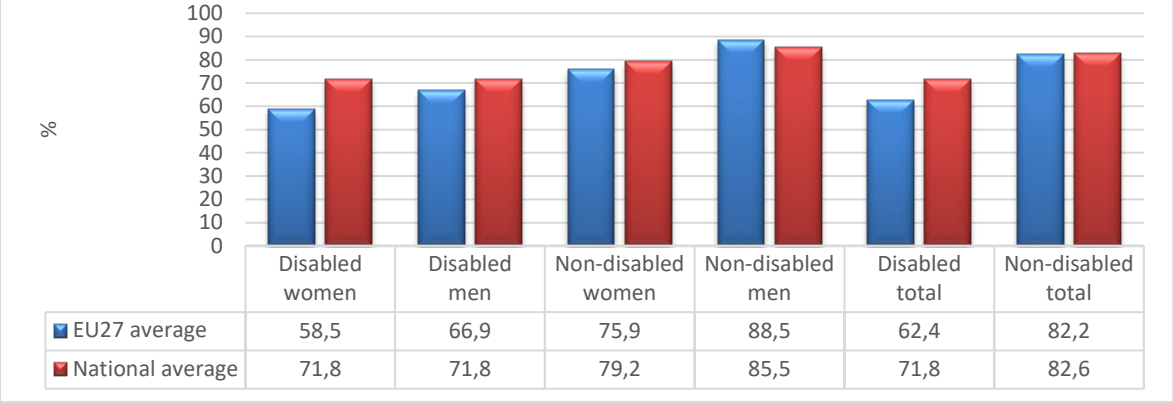


	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
National (disabled)	11,2	14,8	16,0	16,6	14,1	14,5	18,6	20,4	20,8	21,3	18,8
National (non-disabled)	6,7	7,6	10,9	9,1	8	7,6	9,2	9,6	11,4	10,3	8,2

Source: EU-SILC 2018 Release 2020 version 1 (and preceding UDBs)

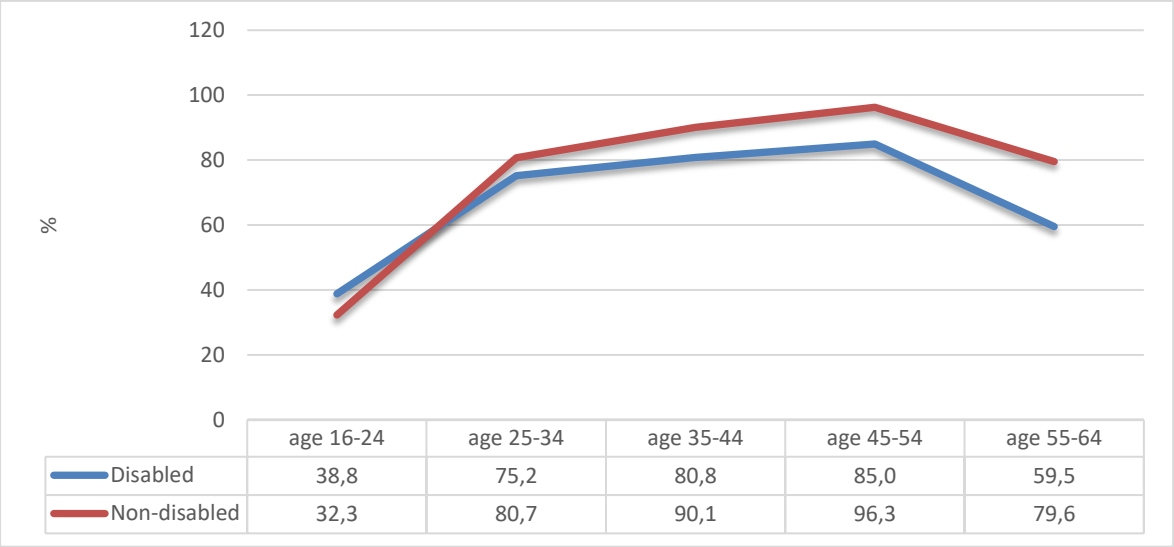
7.1.2 Economic activity

Table 8: Economic activity rates, by disability and gender (aged 20-64)



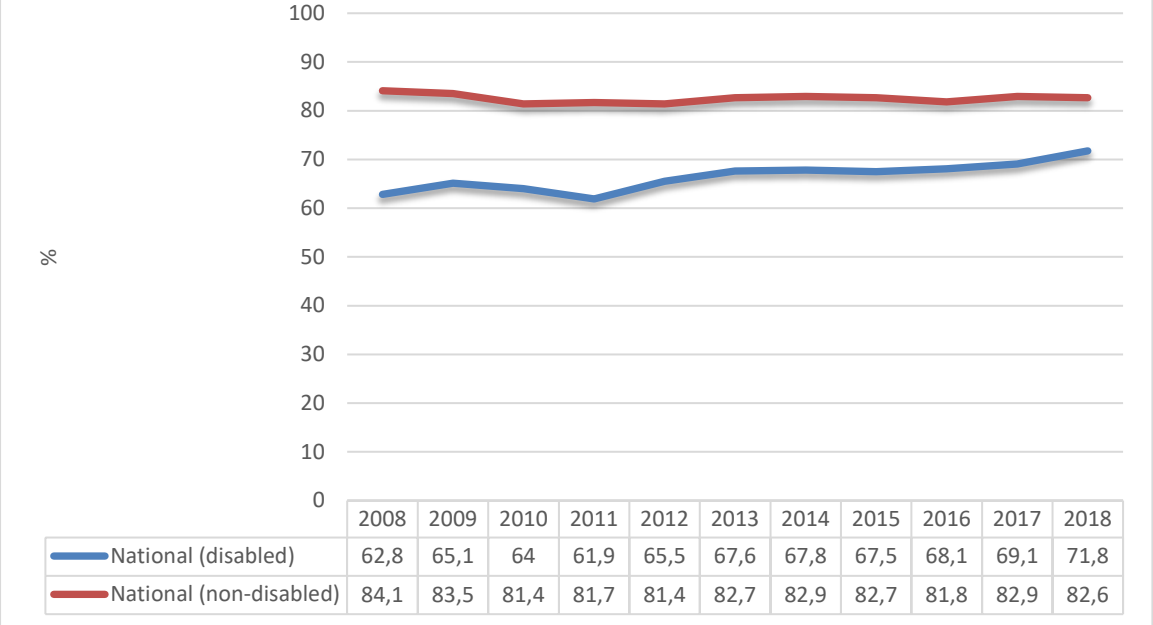
	Disabled women	Disabled men	Non-disabled women	Non-disabled men	Disabled total	Non-disabled total
EU27 average	58,5	66,9	75,9	88,5	62,4	82,2
National average	71,8	71,8	79,2	85,5	71,8	82,6

Table 9: Activity rates in Finland, by age group



	age 16-24	age 25-34	age 35-44	age 45-54	age 55-64
Disabled	38,8	75,2	80,8	85,0	59,5
Non-disabled	32,3	80,7	90,1	96,3	79,6

Table 10: Trends in activity rates, by disability status (aged 20-64)



	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
National (disabled)	62,8	65,1	64	61,9	65,5	67,6	67,8	67,5	68,1	69,1	71,8
National (non-disabled)	84,1	83,5	81,4	81,7	81,4	82,7	82,9	82,7	81,8	82,9	82,6

Source: EU-SILC 2018 Release 2020 version 1 (and preceding UDBs)

7.1.3 Alternative sources of labour market data in Finland

Disability data is not included in the core European Labour Force Survey but labour market indicators for Finland were disaggregated from ad modules conducted in 2001 and 2011. These can be found in the Eurostat disability database.[69]

The Finnish Labour Survey is conducted by Statistics Finland. It distinguishes people with partial work incapacity.[70]

[69] Eurostat Health Database, https://ec.europa.eu/eurostat/web/health/data/database.
[70] Statistics Finland - About statistics - Labour force survey http://www.stat.fi/meta/til/tyti_en.html.

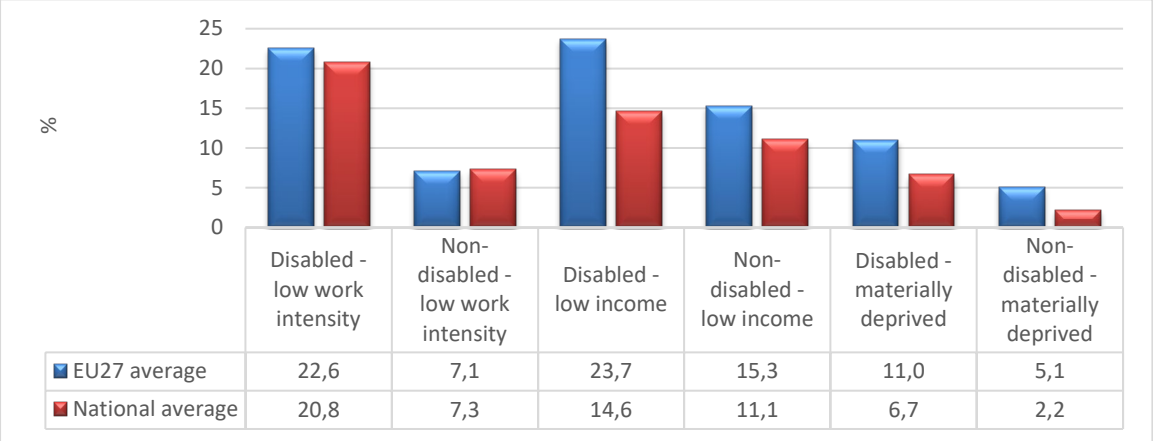
The previous action plan[71] (2018-2019) for the implementation of the CRPD indicates statistics from the Social Insurance Institution of Finland (KELA) and refers to persons with disabilities as those receiving a care allowance, for a pensioner, or a disability allowance for persons aged 16 years or over. Among them, 38.4 % are in full-time employment, and 31.0 % in part-time employment during the previous two years.

The initial report (2019)[72] of the government of Finland to the Committee for the Rights of Persons with Disabilities also refers to the same statistics and adds that of those who had been working, 53.5 % were satisfied with their current working hours/workload and only 13.2 % wanted to work more hours. Of those who wanted to enter working life, 26.1 % wanted to work full-time and 25.1 % part-time. 33 % of the respondents considered themselves unable to work.

Based on the report (2017)[73] by the National Institute of Health and Welfare (THL), among people aged 29 or older, 27 % of functionally impaired people and 55 % of the rest of the population were employed. Correspondingly, the proportion of pensioners was larger for functionally impaired people (58 %) than for the rest of the population (36 %). Of functionally impaired people of working age, a good third were employed, whereas for the rest of the population, the figure was 75 %. These statistics indicate big gaps between persons with disabilities and other persons in the population.

7.2 EU data relevant to disability, social policies and healthcare (2018)

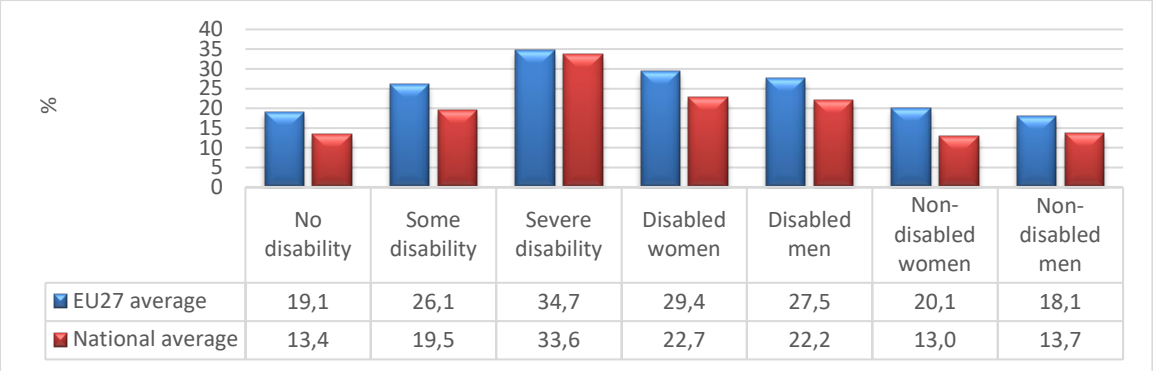
Table 11: People at risk of poverty or social exclusion, by disability and risk (aged 16-59)



	Disabled - low work intensity	Non-disabled - low work intensity	Disabled - low income	Non-disabled - low income	Disabled - materially deprived	Non-disabled - materially deprived
EU27 average	22,6	7,1	23,7	15,3	11,0	5,1
National average	20,8	7,3	14,6	11,1	6,7	2,2

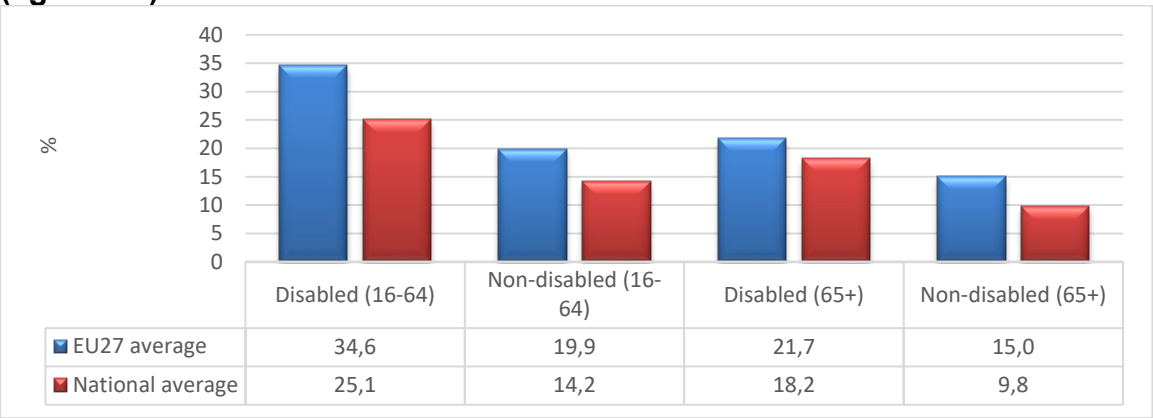
Table 12: People at risk of poverty or social exclusion, by disability and gender (aged 16+)

71 http://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/160834/STM_7_2018.pdf.
72 https://um.fi/documents/35732/0/CRPD+initial+report+Finland.pdf/959fa430-9e7e-9fe0-76d1-c435f47181ea?t=1565948791606.
73 http://www.julkari.fi/bitstream/handle/10024/135650/URN_ISBN_978-952-302-946-0.pdf?sequence=1&isAllowed=y.



	No disability	Some disability	Severe disability	Disabled women	Disabled men	Non-disabled women	Non-disabled men
EU27 average	19,1	26,1	34,7	29,4	27,5	20,1	18,1
National average	13,4	19,5	33,6	22,7	22,2	13,0	13,7

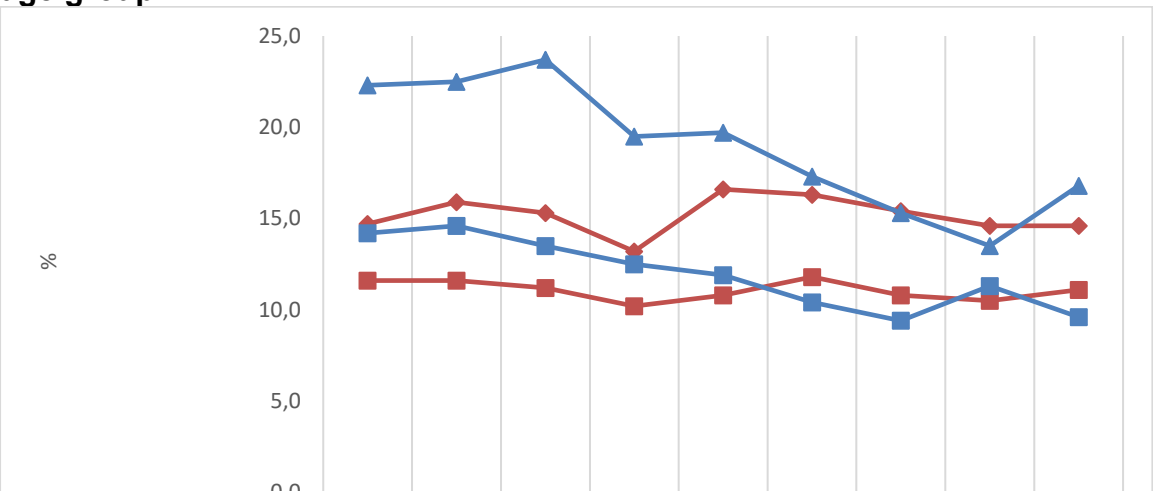
Table 13: Overall risk of household poverty or exclusion by disability and age (aged 16+)



	Disabled (16-64)	Non-disabled (16-64)	Disabled (65+)	Non-disabled (65+)
EU27 average	34,6	19,9	21,7	15,0
National average	25,1	14,2	18,2	9,8

Source: EU-SILC 2018 Release 2020 version 1 (and previous UDB)

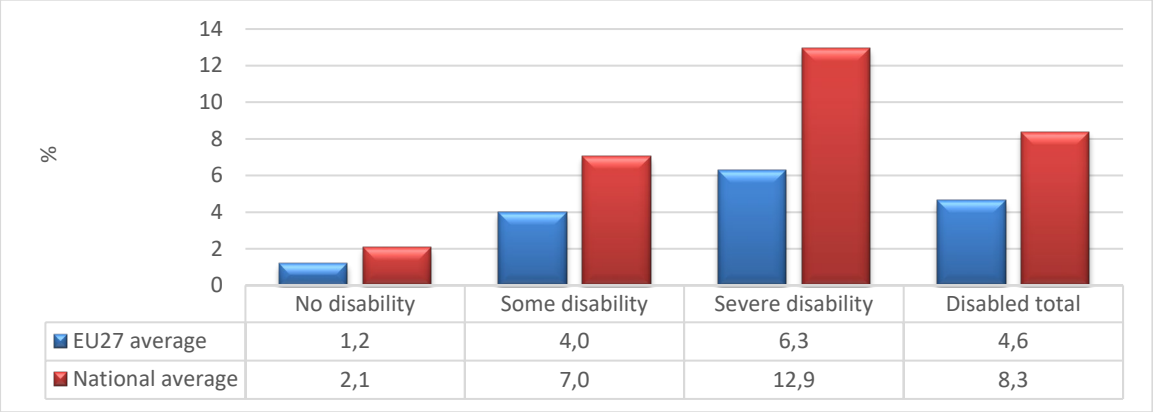
Table 14: Trends in the risk of poverty after social transfers, by disability and age group



	2010	2011	2012	2013	2014	2015	2016	2017	2018
Disabled (16-64)	14,7	15,9	15,3	13,2	16,6	16,3	15,4	14,6	14,6
Non-disabled (16-64)	11,6	11,6	11,2	10,2	10,8	11,8	10,8	10,5	11,1
Disabled (65+)	22,3	22,5	23,7	19,5	19,7	17,3	15,3	13,5	16,8
Non-disabled (65+)	14,2	14,6	13,5	12,5	11,9	10,4	9,4	11,3	9,6

Source: Eurostat Health Database [hlth_dpe020] - People at risk of poverty
Note: this table shows national trends in financial poverty risk, rather than the general AROPE indicator (which is not as comparable between age groups due to the effect of paid employment); the survey does not distinguish 'activity limitation' for children under 16.

Table 15: Self-reported unmet needs for medical examination, 3-year average (%, aged 16+)



	No disability	Some disability	Severe disability	Disabled total
EU27 average	1,2	4,0	6,3	4,6
National average	2,1	7,0	12,9	8,3

Source: Eurostat Health Database [hlth_dh030] – 'Too expensive or too far to travel or waiting list'
Note: due to large variations an average of three years is indicated. EU mean averages are also skewed by high values in a minority of countries within disability groups but median averages for the total disability and no disability groups in 2018 are consistent with the 3-year mean values.

7.2.1 Alternative sources of poverty or health care data in Finland

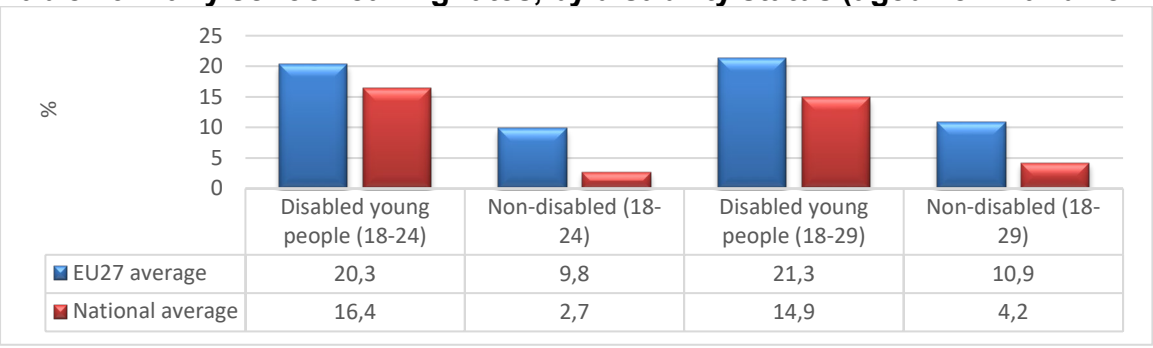
The EU-SILC data provides a comprehensive and reliable source concerning poverty or social exclusion rates. In addition to the summary tables presented so far, the Eurostat disability database also contains breakdowns concerning disability and poverty before and after social transfers, as well as in-work-poverty.[74]

Additional data on health inequalities is available concerning persons with functional activity limitations are available from the studies referred to in chapter 4.

Additional data from national sources were cited in the initial report of the government of Finland to the UN CRPD (2019).[75]

7.3 EU data relevant to disability and education

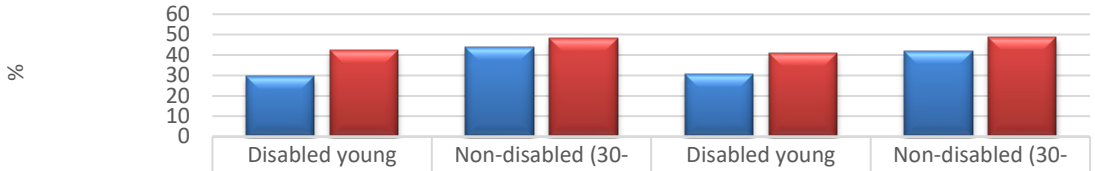
Table 16: Early school leaving rates, by disability status (aged 18-24 and 18-29)[76]



	Disabled young people (18-24)	Non-disabled (18-24)	Disabled young people (18-29)	Non-disabled (18-29)
EU27 average	20,3	9,8	21,3	10,9
National average	16,4	2,7	14,9	4,2

[74] Eurostat Health Database, https://ec.europa.eu/eurostat/web/health/data/database.
[75] https://um.fi/documents/35732/0/CRPD+initial+report+Finland.pdf/959fa430-9e7e-9fe0-76d1-c435f47181ea?t=1565948791606.
[76] There was a change from ISCED 1997 to ISCED 2011 qualification definitions in 2014 although some Member States continued to use the older definition after this time.

Table 17: Completion of tertiary or equivalent education (aged 30-34 and 30-39)



	Disabled young people (30-34)	Non-disabled (30-34)	Disabled young people (30-39)	Non-disabled (30-39)
EU27 average	29,4	43,8	30,4	41,7
National average	42,4	48,1	41,1	48,8

Source: EU-SILC 2018 Release 2020 version 1 (and preceding UDBs)
Note: Confidence intervals for the disability group are large and reliability low (due to the small sample size in the target age group). An average of several years may be needed to establish trends or to compare breakdowns by gender.

7.3.1 Alternative sources of education data in Finland

Disability data is not included in the core European Labour Force Survey but education and training indicators were disaggregated from ad hoc modules conducted in 2001 and 2011. These can be found in the Eurostat disability database.[77] Similar caution is needed with this data.

Some administrative data is also provided in the European Agency's Statistics on Inclusive Education (EASIE), concerning the population of enrolled students identified with special educational needs in Finland.[78]

Additional data from national sources were cited in the initial report of the government of Finland to the UN CRPD (2019)

According to the initial report of the government of Finland (2019), the number of students with the most severe disabilities transferring from basic education to secondary education was approximately 350. On average, students with the most severe disabilities account for 1.9 % of all students. According to a broader definition, around 1,160 students with disabilities transfer from basic education to secondary education each year.

Inequalities have been still observed. Based on the report (2017) by the National Institute of Health and Welfare (THL), among people aged 29 or older, 23 % of persons with functional impairment completed higher education, while 40 % for the rest of the population. According to the latest registry (2018) of persons with visual impairments, statistics from 2015 are introduced. 37 % of persons with visual impairments had the basic education as the highest education, while 23 % for the rest of the population. 44.4 % of persons with visual disabilities completed high school education, while 44.8 % for the rest of the population. When it comes to higher education, 19 % of persons with visual impairments completed it, while 32 % for the rest of the population. According to the latest annual report (2018) of the Parliamentary Ombudsman, some educational institutions were not fully accessible at the time of inspection.

[77] Eurostat Health Database, https://ec.europa.eu/eurostat/web/health/data/database.
[78] European Agency for Special Needs and Inclusive Education, *Statistics on Inclusive Education*, https://www.european-agency.org/data/data-tables-background-information.

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