

Liite 1. Maakohtaisten suositusten toimeenpano (CeSaR)



Finland's contribution to the Country-specific recommendations (CSR) assessment¹

Semester Cycle 2026

CSR.2025.1

CSR 1 Subpart 1: Reinforce overall defence and security spending and readiness while ensuring debt sustainability in line with the European Council conclusions of 6 March 2025.

Measures

Entry 1: MEASURE TYPE: Adopted (23/02/2026 11:54 AM²)

Based on the Autumn forecast of the independent forecast by the Economics Department of the Ministry of Finance, defence expenditure under the escape clause will increase by 1.0 percentage point from 2021. According to the independent forecast, the net expenditure of Finland's general government will decrease by 0.1 per cent in 2025 and grow by 4.0 per cent in 2026 and by 2.3 per cent in 2027. In the current year, net expenditure will increase less than projected and in 2026 more than projected, due to, among other things, the changes in the timing of defence expenditure. In 2026 the deficit will widen to 4.5 per cent, as the fighter jet purchases expected for this year will be included in the deficit next year. In 2027, the deficit will narrow to 4.0 per cent as a result of the stronger economic situation and the slower defence expenditure growth. Defence expenditure is expected to increase from 3.0% of GDP (in 2030) towards 3.5% in the period 2032–2035.

Comments: -

State of play: -

CSR 1 Subpart 2: Adhere to the maximum growth rates of net expenditure recommended by the Council on 21 January 2025, while making use of the allowance under the national escape clause for higher defence expenditure.

Measures

Entry 1: MEASURE TYPE: Adopted (23/02/2026 12:12 PM)

The maximum allowed increase in net expenditure in 2025 under the net expenditure path adopted by the Council is 1.6%. According to the Council decision on the national escape clause, the net expenditure may increase by 2.6% after the removal of safeguards. According to the Autumn forecast of the independent forecast of the Economics department of the Ministry of Finance, net expenditure was set to grow by 1.6% in 2025 and 1.9% in 2026. The corrective path set in the Excessive Deficit Procedure opened in January sets a maximum growth of net expenditure of 1.3% in 2026, 1.5% in 2027 and 1.8% in 2028. According to the independent forecast by the Economics department of the Ministry of Finance, the net expenditure of Finland's general government will decrease by 0.1 per cent in 2025 and grow by 4.0 per cent in 2026 and by 2.3 per cent in 2027. The

¹ The subparts from the CeSaR assessed in the 2026 Semester Cycle

² Date of reporting in brackets.

changes in net expenditure from previous forecasts is due to the changes in the timing of defence expenditure, among other things.

Comments: -

State of play: -

CSR 1 Subpart 3: Implement the set of reforms and investments underpinning the extended adjustment period as recommended by the Council on 21 January 2025.

Measures

Entry 1: MEASURE TYPE: Implemented (23/02/2026 10:45 AM)

The measures set as the basis for the extended adjustment period have been advancing as planned. Finland will report on the progress as part of its Annual Progress Report before the end of April.

Comments: -

State of play: -

CSR 1 Subpart 4: Improve the efficiency of public spending by taking into account the results of the spending reviews.

Measures

Entry 1: MEASURE TYPE: Announced (23/02/2026 10:46 AM)

Spending reviews are planned for Autumn, prior to the general election of 2027.

Comments: -

State of play: -

CSR 1 Subpart 5: Pursue the reform of the social security system to increase the efficiency of the social benefits system,

Measures

Entry 1: MEASURE TYPE: Adopted (16/02/2026 13:59 PM)

Social security will be reformed through government projects and the continuation of the work of the parliamentary Social Security Committee. The government projects are the implementation of a reform of basic social security by using a general social security benefit and the reform of the social assistance.

The general social security reform:

In the first stage, the general social security benefit will simplify social security for the unemployed by replacing the labour market support and basic unemployment allowance. The aim is to promote and improve the conditions for an unemployed job seeker to seek or return to the labour market and to prevent long-term unemployment. To make the social security system more flexible, a single application model will also be introduced by the Social Security Institution of Finland (Kela).

The proposal regarding the first stage of the benefit was presented to Parliament in September 2025 and adopted in December 2025. The legislation will enter into force on 1 May 2026.

The reform of the Act on Social assistance:

The obligation to apply for primary benefits and register as unemployed jobseekers are clarified and sanctions tightened. Conditions for lowering the basic amount are clarified and implementation facilitated. To help prevent social exclusion among young people, the municipalities' funding share of basic social assistance will rise from 50 % to 100 % for social assistance recipients aged 18–24 who do not have people of other ages living with them in the same household. This cost will be fully

reimbursed to municipalities. The aim is to encourage municipalities to help young people into employment as quickly as possible, so that support periods remain as short as possible. This change will take effect at the beginning of 2027.

The protected portion of earned income was removed to simplify the social security system.

To balance general government finances, it was necessary to make a small cut in the basic amount of adult beneficiaries.

The proposed amendments were approved by Parliament at the end of 2025. The amendments have mainly entered into force on 1 February 2026.

The Social Security Committee

The Committee has reviewed policies on work incentives, assessment of work capacity, and benefit-related services and obligations and examined the levels and interplay between earnings-related social security, basic social security, and last-resort assistance.

A balance is sought between promoting employment, strengthening public finances, and reducing inequality.

Now, proposals are being prepared to improve social security for young people and families with children. The Committee's proposals and policies will be compiled in a final report to be completed by the end of 2026. The proposals are to be implemented in stages in accordance with future government decisions.

Comments: -

State of play: -

CSR 1 Subpart 6: improve incentives to work and support the long-term sustainability of public finances,

Measures

Entry 1: MEASURE TYPE: Adopted (16/02/2026 14:00 PM)

Expanding employment opportunities and strengthening the labour market are regarded as essential for ensuring the long-term sustainability of public finances. The aim of the government is to achieve an employment rate of 80 percent by 2031 and increase the number of hours worked. The overall objective is to increase employment by at least 100 000 employed people during the current parliamentary term (2023-2027).

In line with the Government programme, this will be achieved through simplification of benefit systems, stronger incentives for employment, and improved coordination of services.

Digitalisation plays a key role in streamlining the process and reducing administrative burden (for example, the Single application model of the general social security benefit), while the reform aims to ensure that benefits are better targeted and more transparent. These measures are designed to create a financially sustainable social security, while supporting labour market participation and reducing dependency on passive income transfers.

The government abolished the additional child increases in the basic unemployment benefit in April 2024, aligning minimum benefit levels with sickness and parental leave benefits. This alignment represents an early step toward a broader general social security benefit and reduces complexity in the system. The measure is estimated to generate approximately EUR 72 million in net public savings and strengthen employment by approximately 10 000 full-time-equivalents.

The general social security reform – which merges the labour market subsidy and the basic unemployment allowance into a single benefit – is not expected to have any substantive impact on work incentives. The reform mainly merges two benefits of equal level, and only very small,

technical effects may arise from adjustments in means-testing parameters. Estimated fiscal impact is also small, approximately 4 million in benefit expenditures. The reform is scheduled to enter into force in 2026. The social assistance reform is estimated to strengthen public finance by 70 million euro (not including behavioural effects). The social assistance reform has direct effect to work-incentives from reduction in benefit level. It is also estimated to effect on employment through “threat-effect” channel and guide benefit recipients into “right” benefit and service-process. The reform is scheduled to enter into force in 2026.

The Reform is estimated to strengthen employment by 1 200 full-time-equivalents.

Comments: -

State of play: -

CSR 1 Subpart 7: while addressing the needs of the vulnerable groups.

Measures

Entry 1: MEASURE TYPE: Adopted (16/02/2026 14:00 PM)

For some of the lowest income earners social assistance largely compensates reductions made to primary benefits. However, there are strict conditions for the eligibility of the benefit (for example income and asset testing). At the individual level, social assistance can fully compensate for cuts to the primary benefits, but at the population level only some of those who have experienced income losses are eligible for social assistance. No cuts have been made to child benefits, disability benefits or pensions.

The government remains committed to monitoring the impacts of the changes in social security, and adjustments will be considered where necessary to maintain fairness and proportionality, particularly for groups at risk of cumulative disadvantage.

Comments: -

State of play: -

CSR.2025.2

CSR 2 Subpart 1: In view of the applicable deadlines for the timely completion of reforms and investments under Regulation (EU) 2021/241, ensure the effective implementation of the recovery and resilience plan, including the REPowerEU chapter. Accelerate the implementation of cohesion policy programmes (ERDF, JTF, ESF+), building, where appropriate, on the opportunities offered by the mid-term review. Make optimal use of EU instruments, including the opportunities provided by the InvestEU programme and the Strategic Technologies for Europe Platform, to improve competitiveness.

Measures

Entry 1: MEASURE TYPE: Implemented (19/02/2026 11:10 AM)

Finland continues to implement the Cohesion policy programme Innovation and skills Finland 2021-2027 effectively. The planned utilisation rate of funding is 63 % by the end of 2025 which is 18 % rise from the previous year. Payments reached the level of 25 % by the end of 2025.

In relation to recommendation 1 for 2025-2026 Cohesion policy programme will support the targets by enhancing actions for dual-use technologies, opening financing to manufacture of defence and developing of dual-use transport infrastructure promoting military mobility in the context of programme modifications by the mid-term review.

To respond to recommendation 3 for 2025-2026 ERDF funding is boosting both company specific RDI projects and projects creating and developing RDI networks and co-operation. The ERDF funded Innovation and Competence Networks theme creates better capabilities for regional RDI actors to

build extensive and effective project packages and cooperation networks that can also utilise the EU's competitive funding instruments, such as the Horizon Europe and the Digital Europe programmes. The theme promotes research and development investments, particularly by encouraging the green transition and digital transformation. The theme encourages regional RDI actors – especially research organisations and companies – to engage in closer cross-regional cooperation. The aim is to support the creation of competence-intensive, new innovation and business ecosystems and the renewal of business-oriented competence.

ERDF and JTF continues supporting investments on the transition to a low-carbon economy and energy, and sustainable transport to support recommendation 4 for 2025-2026.

ESF+ actions promote the retraining and further training of the workforce and other active labour market policies to tackle labour and skills shortages and wellbeing services to support recommendation 5 for 2025-2027). Special objective Pathways to employment in the Innovation and Skills in Finland 2021–2027 Cohesion policy programme supports employment in the open labour market to utilise various forms of employment in cooperation with companies and other employers. ESF+ funding is also available for the programme's specific objectives that promote new skills for working life and the integration of those in the weakest labour market position into society, education, and the labour market. ESF+ funding for wellbeing services has been specifically targeted at the development of child protection services. ERDF funding has been available primarily for the development of digital health services and for implementing development projects related to health technology.

InvestEU Sustainability Guarantee

- Finnish SMEs and housing companies to benefit from €1 billion in financing for sustainable investments through EIF partnership with eight banks. The EIF has concluded agreements with the following banks and financial institutions: Aktia, Danske Bank, Finnvera, Nordea Bank, Oma Savings Bank, OP Cooperative, POP Bank and Ålandsbanken. Thanks to the InvestEU Sustainability Guarantee, these partner banks will be able to step up their support for the green and sustainable transformation of the Finnish economy, and finance end beneficiaries' environmentally friendly, green and inclusive investments.
- On top of the initial contribution to the InvestEU guarantee, the government of Finland has allocated an additional €100 million to the loan programme in Finland to increase the scale and impact of the guarantees. Finnish SMEs and housing companies to benefit from €1 billion in financing for sustainable investments through EIF partnership with eight banks - Ministry of Economic Affairs and Employment

InvestEU Innovation and Digitalisation Guarantee

- Finnish SMEs benefit from improved access to financing for digital transformation and innovation through cooperation between the European Investment Fund (EIF) and Finnish financial institutions. EIF backed guarantees enable partner institutions to offer more favorable financing terms for projects that advance innovation, digital technologies and new business models. EIF has concluded agreements with the following banks and financial institutions: Finnvera, Nordea, OP Cooperative and Danske Bank.

InvestEU Ukraine Export Credit Pilot:

- EIF launched a new €300 million export credit guarantee facility under the InvestEU SME Competitiveness window to support exports by European SMEs and small mid-caps to Ukraine. EIF has partnered with Export Credit Agencies in seven EU Member States including Finland (Finnvera), Denmark, Romania, Slovakia, Italy, Latvia, and Slovenia. Finland's share of the guarantee is 30 million euros.

[Comments, Entry 1:](#)

The implementation continues during the whole programming period of 2021-2027.

State of play: -

CSR.2025.3

CSR 3 Subpart 1: Pursue the R&D target of 4% by 2030

Measures

Entry 1: MEASURE TYPE: Implemented (16/02/2026 14:06 PM)

The Government is committed to the national target of raising Finland's R&D expenditure to four per cent of GDP by the end of 2030. Under the R&D funding Act, state R&D funding will rise to 1.2% of GDP by 2030. The act includes a possibility to make the state R&D investments at a lower level or reconsider its distribution if companies' investments account for less than two thirds of R&D expenditure. The R&D Funding act has been slightly changed in 2025. The level of annual state funding increases will be matched with prognosis of GDP development every two years instead of every four years of the original Act.

The multiannual plan for the use of government R&D funding, adopted in June 2024, provides six priorities (boosting R&D cooperation, encouraging ambitious business R&D, developing R&D talent and competences, investing in research and technology infrastructures, strengthening EU and global collaboration as well as making national strategic R&D choices) for the additional government R&D funding. The Government will accelerate the achievement of the four per cent target during this parliamentary term by making additional annual investments in the R&D activities of higher education institutions, research organisations and companies with an emphasis on competitive R&D funding through Business Finland and Research Council of Finland. R&D investments aim at sustainable growth of the economy, long-term renewal and boosting productivity in Finland, as well as stability and a predictable outlook for the entire RDI system. Government makes decisions on R&D funding allocations in the normal government budget processes.

Spring 2027: calculations regarding the level of central government yearly funding in 2028-2030 will be revised to align it with the Ministry of Finance'latest economic forecast. The calculations will be revised again in the autumn during the 2028 budget process.

Spring 2029: calculations will be revised taking into account the latest economic forecast. The calculations will be revised again in the autumn during the 2030 budget process.

The Research and Innovation Council decided on the national strategic choices for research, development and innovation policy and activities in November 2025. These national strategic choices are: data and data-based value creation, disruptive technologies, health and wellbeing, climate, environment and the Arctic dimension, and security, resilience and defence.

The Council also defined two spearheads for developing the RDI system: increasing risk-taking capacity in RDI and attracting RDI investments to Finland. A key objective set for national RDI policy in June of 2024 is to strengthen RDI cooperation between businesses and research organisations.

The first government report on the monitoring and evaluation of R&D funding was published on 12 February 2026. The report indicates that Finland is making steady progress towards its national research and development target, even as global competition in science and innovation continues to intensify. The monitoring report supports the work of the Research and Innovation Council and the parliamentary RDI monitoring group as they monitor progress towards the national R&D goal and oversee the implementation of the multi year plan for the use of government R&D funding.

Entry 2: MEASURE TYPE: Adopted (23/02/2026 10:29 AM)

Finland has set up a process towards the goal through measures defined by the Parliamentary RDI working groups 2021 and 2022. The current government is committed to the national target. Under

the R&D funding Act, state R&D funding will rise to 1.2% of GDP by 2030. The R&D Funding act has been slightly changed in 2025. The level of annual state funding increases will be matched with prognosis of GDP development every two years instead of every four years of the original Act.

The multiannual plan for the use of government R&D funding, adopted in June 2024, provides six priorities (boosting R&D cooperation, encouraging ambitious business R&D, developing R&D talent and competences, investing in research and technology infrastructures, strengthening EU and global collaboration as well as making national strategic R&D choices) for the additional government R&D funding. Overall the additional appropriations to R&D account to around 1 billion euros during the ongoing Government term. R&D investments aim at sustainable growth of the economy, long-term renewal and boosting productivity in Finland, as well as stability and a predictable outlook for the entire RDI system. Government makes decisions on R&D funding allocations in the normal government budget processes

Comments: -

State of play, Entry 1:

According to Statistics Finland, research and development (R&D) expenditure amounted to 8.9 billion euros in 2024. The expenditure increased by 453 million euros from 2023, representing growth of 5.4 %. The share of R&D expenditure in GDP in 2024 was 3.22 %, an increase of 0.13 percentage points compared with 2023. R&D expenditure for 2025 is estimated at 9.4 billion euros, with a GDP share of 3.29 %. In 2024, businesses accounted for about 68 % of total R&D expenditure.

CSR 3 Subpart 2: and improve the commercialisation of innovation by

Measures

Entry 1: MEASURE TYPE: Implemented (16/02/2026 10:22 AM)

R&D-funding for companies is increasing according the Act on state funding (2023) and multiannual government R&D funding plan (2024). However, the public funding to innovation activities (other than R&D) – which is crucial for testing, scale up and commercializing – is decreasing.

Business Finland seeks to mitigate the impact of cuts in innovation funding and is for example launching a new Sprint funding call in March 2026. The pilot call is targeted at small companies that have a new innovation and the potential for rapid international growth. The funding aims to help promising and innovative companies boldly develop solutions that meet the demands of global competition and accelerate their entry into international markets. Sprint funding is suitable as a first R&D funding instrument for startup companies as well as for established companies seeking a fundamental strategic shift by developing a new innovation. The goal is to help companies gain growth momentum and strengthen their capabilities to develop the solution, commercialize it, and apply for follow-on funding.

As part of the multiannual R&D funding plan, additional funding (EUR 30 million for 2026–2028) is allocated to the Economic Development Centers starting operations at the beginning of 2026 for a three-year pilot aimed at increasing R&D activities among SMEs, particularly in Southern and Western Finland. The goal of the funding is to boost SMEs' own research and development efforts and to support the development of new products, services, practices, production methods and business models. R&D work may also include piloting and testing solutions with customers. The funding is intended to strengthen the ability of companies that currently operate mainly in domestic markets—but have growth and export potential—to apply new knowledge to develop their business.

Entry 2: MEASURE TYPE: Adopted (23/02/2026 10:30 AM)

Research Council of Finland and Business Finland cooperate closely in the interface of research and business. Research Council of Finland funding instruments include instruments that boost economic and societal impact emerging from research: Proof of Concept – a new instrument introduced in

2024 that is designed to promote the effective and versatile utilisation of research results and research-based knowledge towards economic and other societal impact Research Council of Finland - Research Council of Finland

Comments: -

State of play, Entry 1:

Business Finland has allocated 10–12% (EUR 66–74 million per year) of all its RDI funding to companies' innovation financing – other than R&D financing – during 2022–2024. In 2025, the budgeted share has decreased to 8% (EUR 55 million), and for 2026 the estimated share is only about 3% (EUR 28 million). In the future, Business Finland's funding will increasingly focus on R&D projects. This shift is driven by government budget-saving measures, which has required reducing funding for innovation activities other than research and development.

CSR 3 Subpart 3: i) stepping up the cooperation between businesses and academia through joint industry-university projects,

Measures

Entry 1: MEASURE TYPE: Implemented (18/02/2026 14:53 PM)

In the multiannual government R&D funding plan (2024), company and research collaboration is one of the main priorities and where additional government R&D funding has been allocated. This is done mainly through Business Finland and Research Council of Finland with different instruments.

Business Finland's main instruments to promote industry-research collaboration

- Leading companies Funding (Veturi) for companies and ecosystems Funding for leading companies and ecosystems
- Rise to the Challenge (Näytönpaikka) funding Information Event – Rise to challenge main funding call 2025
- Research to Business funding Research to Business
- Co-Research funding promoting cooperation between research organizations and SMEs Cooperation between research organizations and SMEs
- Business Finland criteria for R&D funding from large companies. Business Finland only fund R&D projects from large companies if at least 40% of the project costs are related to collaboration with research organizations and SMEs Research Council of Finland and Business Finland cooperate closely in the interface of research and business. Research Council of Finland funding instruments include instruments that boost economic and societal impact emerging from research:
- Flagship Programme – knowledge ecosystems with close cooperation with business and society, adaptability and a strong commitment from host organisations Finnish Flagship Programme - Research Council of Finland
- Proof of Concept – a new instrument introduced in 2024 that is designed to promote the effective and versatile utilisation of research results and research-based knowledge towards economic and other societal impact Research Council of Finland.

Entry 2: MEASURE TYPE: Adopted (23/02/2026 10:31 AM)

Research Council of Finland and Business Finland cooperate closely in the interface of research and business. Research Council of Finland funding instruments include instruments that boost economic and societal impact emerging from research: Flagship Programme – knowledge ecosystems with close cooperation with business and society, adaptability and a strong commitment from host organisations Finnish Flagship Programme - Research Council of Finland Proof of Concept – a new instrument introduced in 2024 that is designed to promote the effective and versatile utilisation of

research results and research-based knowledge towards economic and other societal impact
Research Council of Finland - Research Council of Finland

Comments: -

State of play, Entry 1:

In Finland cooperation between companies is more common in industrial sectors than those in service sectors. Based on the business investments to research in universities, 73 % of the funding is directed to sciences and technology.

According to Statistics Finland (Innovation survey), 13 per cent of all surveyed enterprises reported innovation cooperation with research organisations in 2020-2022. Research organisations cover universities, universities of applied sciences and research institutes. Nearly 9 per cent of companies had cooperated with universities and about 6 per cent of companies reported cooperation with universities of applied sciences in the field of innovation. Innovative co-operation with universities was more common in industry (about 10 % of companies) than in the service sector (7 %). Innovative co-operation with universities of applied sciences was also more common in industry (about 9 % of companies) than in the service sector (4 %).

Including all co-operation with universities —not only innovation-related cooperation— companies most commonly reported the introduction of new technologies and the strengthening of the knowledge base and competence as a result of university cooperation. As a result of cooperation with universities of applied sciences, new products and the strengthening of the knowledge base were most commonly mentioned.

CSR 3 Subpart 4: and ii) improving the entrepreneurship skills and support for researchers.

Measures

Entry 1: MEASURE TYPE: Implemented (16/02/2026 10:26 AM)

The government increases to R&D have included measures directly targeted to researchers. Ministry of Education and Culture launched in 2024 a doctoral pilot programme. Total investment to the programme is 255 million euros. The pilot projects are an extension of doctoral programmes in 2024-2027, in which 1,000 new doctoral researchers will be recruited to universities to complete a doctorate. During the pilot projects, universities will enhance and restructure the practices related to doctoral programmes. The aim is to renew doctoral education of universities based on the experiences gained.

State research institutions host a post doc -programme that will be implemented in 2024-2028. The government funds the programme by 40 million euros as part of the government funding increases to R&D. Entrepreneurship education is strengthened at all levels (national strategies, HEI entrepreneurship programs).

Comments: -

State of play, Entry 1:

Further measures on researcher careers are currently considered as part of the vision of Higher Education and Research 2040 that is currently under preparation and will completed in mid 2026.

CSR.2025.4

CSR 4 Subpart 1: Reduce reliance on fossil fuels

Measures

Entry 1: MEASURE TYPE: Implemented (23/02/2026 13:31 PM)

Finland introduced a tax credit based on the TCTF framework for investments in energy production from renewable sources and energy storage, decarbonisation of industrial production processes and energy efficiency measures and sectors that are strategic for the transition to a climate-neutral economy. In 2025 the tax credit was awarded to 37 companies and the total amount awarded was EUR 2 billion.

Entry 2: MEASURE TYPE: Announced (23/02/2026 13:30 PM)

In its mid-term review in 2025 the Finnish Government announced a new tax credit based on the CISAF framework, similar to the tax credit that was based on the TCTF framework.

Comments: -

State of play, Entry 1:

State of play Finland continues investment in renewables, having currently the second-highest share of renewables in the energy mix in the EU. While Finland has legislated a ban on coal for energy generation by 2029, the use of coal production had already ended in the spring of 2025. 95 % of Finland's electricity generation was already carbon neutral in 2024. Also 75 % of Finland's heat production is clean and non-fossil. In addition to renewables, increased electrification and use of waste heat continues to replace fossil fuels in heat production in the coming years resulting in an almost complete phase out of fossil fuels in electricity and heat production by the 2030s, at the latest. Fossil fuel imports from Russia have been phased out since summer 2022. Natural gas accounts for approximately 5 % of Finland's total energy supply.

CSR 4 Subpart 2: by boosting public and private investment in the decarbonisation of industry

Measures

Entry 1: MEASURE TYPE: Implemented (23/02/2026 13:24 PM)

Our national Innovation funding agency agency Business Finland opened in spring 2025 a call based on TCTF communication for investments in green transition of industries. The government allocated 400 million euros for this aid-type call. Business Finland provided funding for six projects. Public funding will trigger private funding up to 1,5 billion euros for these projects.

Comments: -

State of play: -

CSR 4 Subpart 3: and transport, including through electrification,

Measures

Entry 1: MEASURE TYPE: Not Defined (12/02/2026 09:53 AM)

Under Finland's Social Climate Plan (under preparation), the following investments to promote fuel switch are planned (to begin in Jan 2027):

- scrapping premium campaign targeted at low-income house-holds for EV purchases
- purchase subsidies for electric trucks and buses targeted at micro-enterprises

In addition, Finland's SCP is planned to include support municipalities and public transport authorities for organisation of public transport and building of walking and cycling infrastructure.

Entry 2: MEASURE TYPE: Implemented (12/02/2026 09:18 AM)

Recharging infrastructure has developed well for passenger cars in Finland. There are, however, only a few recharging stations dedicated to heavy-duty vehicles. State support programme for publicly available alternative fuels infra for HDVs has been in place to boost the development. The funding for the programme, run by the Finnish Energy Authority, was 10 M€ in years 2024-25.

Entry 3: MEASURE TYPE: Announced (12/02/2026 09:20 AM)

Finland's mid-term climate plan was approved by the Government on 4 December 2025. New measures to promote decarbonisation of transport in the Plan include e.g.:

- purchase subsidies for clean trucks
- continuation of the alternative fuels infra support programme for HDV infra
- support for recharging infra investments of housing companies

Funding decisions of these measures have not yet been taken. The programmes could begin in 2027 the earliest.

Entry 4: MEASURE TYPE: Adopted (12/02/2026 09:52 AM)

In the end of 2025, 14 % of the passenger cars in Finland were running on alternative fuels (mostly plug-in hybrids and fully EVs). The number of fully electric cars grew from 118 000 to 165 000 in a year (40 %). The number of fully electric trucks remains small (222 in the end of 2025) growing by over 75 % within a year.

The renewal of the fleet was supported by purchase subsidies for clean vans and trucks until the end of 2024. Purchase of zero-emission passenger cars was subsidized until the end of 2022. Recent effort to boost the renewal of the aging car fleet in Finland is the introduction of a new scrapping premium programme, running from 1 Jan 2026 until the end of year 2027. One can receive a bonus of 2 000 euros for replacing an old car with a new car (emitting max 140 g CO₂ per km) and a bonus of 2 500 euros when replacing an old car with a zero-emission car. The programme has a budget of 20 million euros. Data on the use of the premium is so far only available for January 2026. Approximately half of the purchased cars were fully electric. Renewal of the car fleet is also promoted by zero car-tax paid upon purchase of an electric car. A tax benefit for fully electric company cars continues in years 2026-2029.

The new mid-term climate plan indicates that Finland is very close to achieving a 50 % reduction in transport emissions in 2030. Current projections suggest that Finland may fall short of the 6.25 Mt CO₂ reduction target (-50 % compared to 2005 levels) by approximately 0.1–0.3 Mt. The development of EU-level policies, such as CO₂ standards and ETS2, play an important role in reaching the targets.

Comments, Entry 1:

The reduction of emissions from domestic transport in Finland has continued in early 2020's, however in 2024 the emissions were higher than in 2023. This is because the distribution (blending) obligation of renewable fuels was lowered for years 2022-2024 from the original plan due to its impact on fuel price. The fuel distributors were in 2024 able to utilize the overflow of renewable fuels that occurred in 2022 and 2023, which led to higher emissions. From 2025 onwards we expect the emissions to decline again with the gradually tightening distribution obligation and the electrification of the vehicle fleet.

State of play: -

CSR 4 Subpart 4: as well as in the development of green technologies, including circular economy solutions.

Measures

Entry 1: MEASURE TYPE: Implemented (19/02/2026 11:00 AM)

The Green deal on circular economy is a shared voluntary strategic commitment of companies, municipalities, counties, organisations and central government. The signatories will set targets and

measures to accelerate the reduction of the use of natural resources and the diffusion of circular economy solutions. During the first year, 27 operators have joined the commitment.

The commitments have been made by AFRY, A engineers, Borealis polymers, Eco Scandic, GRK, Regional Council of Central Finland, City of Kuopio, Metsä Group, City of Nokia, zero E, Orthex, Regional Council of Pirkanmaa, City of Porvoo, Sandvik Finland, Skanska, planning agency Fyra, Sweco, City of Tampere, Regional Council of Uusimaa, Vantaa Energia, Transport infrastructure Agency and Ylva.

The Green deal for the circular economy was prepared on behalf of the state by the Ministry of the Environment and the Ministry of Economic Affairs and Employment. The commitments have been assessed by an evaluation group consisting of researchers from the Finnish Environment Institute, natural resources Institute Finland and VTT Technical Research Centre of Finland, which has given feedback and suggestions for improvement to the parties involved. The Green deal participants receive support, information and encouragement both from dialogue with ministries and from “home nests”. Home nests, or Circular economy Finland and Green Building Council Finland (FIGBC), support activities, encourage and promote cooperation and find funding sources.

Entry 2: MEASURE TYPE: Implemented (23/02/2026 13:11 PM)

Business Finland has launched a one-year campaign to support the sustainable renewal of the Finnish mining and minerals sector with EUR 10 million. The campaign was decided to be continued until the end of June 2026. The funding target is EUR 10 million per year, i.e. a total of EUR 20 million. Market-driven demand for critical minerals and strategic raw materials is now high, as different countries are investing in securing minerals supply chains and environmental goals. Finland is a major supplier of critical raw materials (cobalt, platinum, palladium, nickel, and lithium) in the EU. Minerals campaign focuses on solutions to improve the efficiency of mineral recovery and recycling from side and waste streams. Circular economy helps to secure sufficient availability of minerals and raw materials in the future. Business Finland finances also company-led engine ecosystem projects that solve key challenges for Finland's competitiveness. Engine companies leading ecosystems are internationally operating companies that have the capacity to lead and bring together actors in different fields and to lead the way in the ecosystem. The projects “Spirit” and “ExpandFibre” related to the circular economy and bioeconomy were completed and concluded in 2025. Borealis polymers Oy with more than 100 partners in 21 ecosystem projects, have been to replace fossil feedstocks with renewable feedstocks, develop the mechanical and chemical recycling of plastics and make plastic production carbon neutral. Among other things, companies have experimented successfully with raw materials based on both chemical recycling and bio-based raw materials at production plants. These new-generation raw materials have been made into plastic for pipes, food and other packaging. This has created significant capabilities for the Finnish plastic industry and the waste sector to build new sustainable business. The project received EUR 70 million in funding, as well as partners self-funding and other project funding. ExpandFibre, led jointly by Metsä Group and Fortum in 2020-2024, is one of the engine projects that have already ended. The ExpandFibre innovation ecosystem had over 100 organisational members and over 30 publicly funded projects that accelerated the development of new bioproducts. The total volume of the survey was over EUR 140 million. Metsä Group significantly increased its R&D inputs during the four-year project. The development work carried out is expected to translate into several commercial solutions over a 5-10-year time span, and it has also led to preliminary studies and preliminary planning of potential factory investments in Finland.

Entry 3: MEASURE TYPE: Announced (19/02/2026 11:01 AM)

The working group proposes a Circular Economy Act to be enacted in Finland that would replace the present Waste Act.

The report contains proposals for the new steering mechanisms that would be implemented by the Circular Economy Act. The working group focused on changes that are relevant in terms of promoting a circular economy.

The Circular Economy Act would strengthen the lifecycle perspective of the regulation and reform the Waste Act that is outdated with respect to its logic and systematic framework. The provisions proposed in the report concern many kinds of ways to promote a circular economy, including through public procurement, a statutory planning system and an extended producer responsibility system, and measures related to reuse, recycling, sorting and separate collection.

The report also proposes amendments to improve the publicity of and access to information concerning waste and products and the effectiveness of the supervision and sanction system related to the Waste Act. The report also presents proposals for other steering mechanisms affecting the circular economy where a ministry other than the Ministry of the Environment is responsible for the preparation or that would be implemented in connection with some other legislative project. The report does not discuss the provisions that would be transferred from the Waste Act to the Circular Economy Act with minor amendments.

Comments: -

State of play: -

CSR.2025.5

CSR 5 Subpart 1: Strengthen active labour market policies for all

Measures

Entry 1: MEASURE TYPE: Adopted (17/02/2026 09:23 AM)

To ensure Finland's economic growth and competitiveness, the share of young adults with a higher education degree will be increased towards 50 percent of each age group, in line with the Government Programme.

FI will

- increase the number of study places in higher education institutions and allocate the new places to fields that support economic growth, such as nuclear energy engineering and energy technology.
- provide graduates from upper secondary education who did not receive a higher education place with a free 30-credit study voucher for open university or open university of applied sciences.
- enable the completion of a higher education degree in an open university and an open university of applied sciences.
- adjust the fee regulations for open higher education so that higher education institutions can better cover the costs incurred from offering open education. The ministry and higher education institutions have agreed, that in the next period 2025-2028 both universities and UAS's will increase the volume of degrees about 20%. Besides that, the ministry is going to open a call for additional study places in 2026 with extra funding of 28 M€, mainly in the fields like disruptive technologies, creative industries and scalable high value-added services.

There is a new funding factor related to the number of new first-time students has been added to the funding models of HEI's for 2025-2028, aiming to raise the level of education and competence. In addition, to improve completion rates, the importance of degrees completed within the target timeframe will be increased in the funding model.

November 2025, as part of the amendment to the budget proposal for 2026, the Government proposed a study voucher for open higher education for young people without a student place. The purpose of this is to give young people the opportunity to try different fields of study and ease the

route to become a degree student. In addition, funding is proposed for new starting positions in universities and universities of applied sciences. The investments are part of raising the level of education in accordance with the Government Programme. Student places and study vouchers are part of the growth measures proposed in the spring 2025 budget negotiations. A total of EUR 18.6 million is proposed for the study voucher in 2026 and a total of around EUR 56 million in 2026-2028. Around EUR 11 million is proposed for starting places and related student financial aid expenditure in 2026 and a total of around EUR 44 million in 2026-2028. ----- In Finland each year many of those who accept a study place in higher education already have a study place. At the moment there is no obligation to give up the former study right even if it is not actively used. The government has just decided to give to the parliament a proposal to change the Universities Act and Universities of Applied Sciences Act. According to this, a student's previous study right will end if he/she accepts a new study right. The aim is to increase discretion before applying for a new study place, leaving more for those who do not yet have one. Aim is also to encourage students to focus on one degree at a time and graduate within the target time. The Finnish government has also given a so called doubledegree- proposal. According to the proposal, the Universities of Applied Sciences Act would be amended so that paramedic training, midwifery training, and public health nurse training would become separately regulated programs, completed in addition to nursing education. The target duration for paramedic and midwifery training would be 1.5 academic years, and for public health nurse training, 1 academic year. However, paramedic and public health nurse training could still be completed as an integrated program together with nursing education, as is currently possible. The objective of this proposal is to streamline educational pathways so that the need to complete multiple higher education degrees at the same level is reduced and opportunities for continuous learning are improved. This also enables the allocation of study places leading to a degree to those who do not yet hold a higher education degree or have the right to study for a degree at the same level. Although a lot of different actions have been taken according to the governments' programme, the measures so far are not enough to reach the 50 % target in the near future. This would require even more new study places, but there is not yet funding available for that.

Comments: -

State of play: -

CSR 5 Subpart 2: and address skills shortages by reskilling and upskilling the workforce and widening the higher-education offer, in particular for the skills most in demand in the labour market.

Measures

Entry 1: MEASURE TYPE: Adopted (17/02/2026 09:21 AM)

Continuous learning reform was adopted in February 2025.

Comments: -

State of play: -

CSR 5 Subpart 3: Ensure that the reform of social and healthcare services: i) improves the delivery and cost-effectiveness of and access to social and healthcare services, including long-term care, and ii) addresses inefficiencies.

Measures

Entry 1: MEASURE TYPE: Adopted (16/02/2026 14:02 PM)

The Programme of Prime Minister Orpo's Government recognises the need to develop and clarify the structures for steering the wellbeing services counties. In the changed operating environment, the Government expects the wellbeing services counties to make rapid reforms and to balance finances, whereas the wellbeing services counties need coherent steering from central government.

Several measures have been taken in Finland to improve and improve the efficiency of services:

1. Increase in digital services: Telemedicine, electronic services, and health technology make it possible to access healthcare services even for people living in remote areas. This can help reduce the need for in-person visits and improve service availability.
2. Collaboration between service sectors and cooperation between authorities: The healthcare system is improving cooperation between social and healthcare services, ensuring that individuals receive the right support at the right time. This integrated approach enhances the overall service offering. There is also cooperation between authorities: For example, at border areas Finnish border Guard can help in cases of (health related) emergencies.
3. Centralization of specialized care: Some more specialized services are being centralized in larger centres, which improves the quality of specialized care and the efficient use of resources. However, this can increase travel distances for people in rural areas. On the other hand, the wellbeing services counties are developing versatile mobile services that can bring many services to patients' homes
4. Prevention and health promotion: Developing preventive services can reduce the need for future treatments, easing the burden on healthcare services and improving the overall health of the population.

Regional cost development is levelling off (2.9% in 2024 and 1.7% in 2025).

LONG TERM CARE

The most important service in the service package for older people is home care, which is also the largest number of clients, around 86,000 clients aged 75 or over in 2024, which is around 13.1% of the population of the same age. Wellbeing services counties have been encouraged to strengthen services provided at home and offer them early enough to maintain clients' functional capacity for as long as possible in order to prevent the need for heavier services.

Communal housing is a service located between home services and 24-hour service housing. It may be more appropriate and economical to organise the care of a client who needs a lot of home care visits as communal housing. Communal housing is still low in volume, only around 4,500 clients aged 75 or over, which is 0.6 per cent of the population of the same age. However, the wellbeing services counties aim to increase this service. The coverage targets are between 2% and 4% of the population aged 75 or over.

Implementation and quality of services for older people are monitored regularly. Older people are generally quite satisfied with the services they receive. Monitoring of housing services in April 2025 showed that their wishes were considered, and feedback was systematically used to improve services. No national criteria have been set for referral to services; instead, wellbeing services counties have defined them based on their own needs. The use of the reserve assessment Instrument (RAI) in services for older people is statutory in assessing service needs, and wellbeing services counties also use it in their criteria for access to services. National criteria for referral to services will be drawn up during 2026 using the RAI indicators.

COST-EFFEXCTIVENESS

Increasing attention is paid to cost-effectiveness in discussions with wellbeing services counties and the production of information. The national guidance and direction of healthcare, social welfare and rescue services takes place at several different levels. The national strategic objectives for organising healthcare, social welfare and rescue services and the strategic guidelines for the finances of wellbeing services counties are created at central government level. The advisory board on healthcare and social welfare, the advisory board on rescue services and the advisory board on county finances and administration promote the achievement of these objectives.

Negotiations with the collaborative areas are conducted annually, and if necessary, changes can be made to contracts in this connection.

Annual negotiations are also conducted with wellbeing services counties, and if necessary, changes can be made to the counties' investment plans. In addition to formal guidance and direction, the Government conducts continuous dialogue with the wellbeing services counties.

Under-Secretary of State prepared a proposal in March 2025 to advance the wellbeing services county reform and develop the related steering process. The main purpose of the proposal is to promote the reform consistently while reforming services and strengthening trust. The main purpose will be achieved through development work if the assumptions concerning implementation are upheld and the risks can be managed. The development proposals will be discussed and implemented as part of the ministries' official duties in cooperation with the wellbeing services counties.

The knowledge base of healthcare and social welfare will be developed in cooperation between the Ministry of Social Affairs and Health, the Finnish Institute for Health and Welfare, and the wellbeing services counties. The data sources for the management's strategic situational picture are the register data of the Finnish Institute for Health and Welfare and other national actors, such as Statistics Finland and the Social Insurance institution of Finland, and the statistics produced from them. It helps to compare wellbeing services counties with each other. (Johdon strateginen tilannekuva - THL)

The Act on the Processing of Client Data in Healthcare and Social Welfare (the Client Data Act, 703/2023) harmonises the processing of client data in health care and social welfare and when organising and implementing health care and social welfare services. In terms of private and public providers of social services, the obligation to join will become effective within the transition periods.

The RRP commitment is to promote the care guarantee and improve the access to the care. During the RRP implementation period, access to primary health care has improved compared to the baseline year 2020, with targets set more ambitiously than those stipulated in the Finnish care guarantee legislation. The share of patients receiving access to primary health care within seven days increased from 68% in January 2020 to 80% in November 2025. Compliance with the statutory three-month care guarantee reached (99% in November 2025). This has been achieved by using new custom oriented service models and increasing availability and use of digital services including preventive measures.

The Government Resolution on Mental Health Promotion describes cross-administrative measures for mental health promotion, suicide prevention and measures for the development of multidisciplinary cooperation in healthcare and social welfare services in 2024–2027: <https://julkaisut.valtioneuvosto.fi/handle/10024/166140>. The measures are based on the objectives of the National Mental Health Strategy and Programme for Suicide Prevention 2020-2030. A cross-administrative implementation plan will be drawn up in 2025.

Parliament has approved the Government proposal on a child and youth therapy guarantee. As a result of the therapy guarantee, children and young people under 23 years of age must have access to certain mental health services no later than one month after the need has been identified. Help is free of charge. The acts entered into force on 1.5.2025.

The Ministry of Social Affairs and Health is preparing regulation on service choices in both healthcare and social welfare. The regulation will define the principles according to which services and methods are included in or excluded from the service choices in healthcare and social welfare which are financed from public funds. Laying down provisions on the principles governing the national choice of effective services and methods (Gateway to Information on Government Projects)

The objective of the reform of social welfare legislation is to promote the opportunities of wellbeing services counties to organise services in a more flexible and customer-oriented manner, taking into account regional special characteristics and individual needs of clients. The aim is also to coordinate service legislation and the Act on Organising Health and Social services better and to dismantle

unnecessarily detailed regulations. The aim of amending the Social Welfare Act is also to achieve savings.

Comments: -

State of play: -

Semester Cycle 2025

CSR.2024.1

CSR 1 Subpart 3: Pursue the reform of the social security system in order to increase the efficiency of the social benefits system, which would improve incentives to work and support the long-term sustainability of public finances.

Measures

Entry 1: MEASURE TYPE: Announced (03/03/2025 08:20 AM)

During its second term, which began in autumn 2023, the parliamentary Social Security Committee will look into special considerations that should be taken into account in developing social security. It will also monitor the preparations for using the general benefit model to reform social security. The Committee will examine combinations of social security benefits, the level of social security, whether benefits should be individual or family specific, and how well benefits and services respond to people's different life situations. The committee's proposals and guidelines will be published by the end of 2026. The Committee's working term will continue until 2027.

Entry 2: MEASURE TYPE: Announced (03/03/2025 08:20 AM)

The Government will implement a reform of basic income security to improve the profitability of work, streamline social security and simplify benefits. The long-term reform aims to create a general social security benefit that would include a basic allowance for living costs, an allowance for housing costs and a discretionary allowance as last-resort social security. Claiming the benefit imposes applicable obligations on the claimant. The preparation of the new benefit model will advance in stages. The first stage concerns the general social security benefit for the unemployed combining basic daily allowance and labor market support, in practice, a basic allowance for living costs. The first stage also includes a design for a single application model for the Social Insurance Institution (Kela). The Government has entrusted this work to be carried out by Kela itself. The Government proposal on the general social security benefit for the unemployed is to be circulated for comments in spring 2025. It is estimated that the first Government proposal towards a general social security benefit could be submitted to Parliament in autumn 2025, with an entry into force at the beginning of 2026.

Entry 3: MEASURE TYPE: Announced (03/03/2025 08:20 AM)

The Government will implement a reform of Social Assistance. The proposed amendments should strengthen the role of social assistance as a last-resort and short-term form of support in order to increase the recipients' incentives to promote their own livelihood and employment. The proposals also aim to achieve savings of 70 m € in social assistance expenditures. A working group to prepare the reform of the Act on Social assistance published on 8 January 2025 its proposals on the possible amendments to legislation. The Government will prepare a legislative proposal that will be given to the Parliament in Autumn 2025. The reform should enter into force in 2026.

Comments: -

State of play: -

CSR.2024.3

CSR 3 Subpart 1: Address labour and skills shortages by reskilling and upskilling the workforce and widening the higher education offer, in particular for the study fields most in demand in the labour market.

Measures

Entry 1: MEASURE TYPE: Adopted (05/03/2025 13:06 PM)

Prime minister Orpo's government is committed to taking measures to increase the number of young adults with higher education degrees to as close to 50 per cent as possible by 2030. The Government is committed to increasing the number of student places available in higher education. Raising Finland's level of education will require significantly more increases in the initial intake, as over the years we have developed an unconscionable backlog of applicants. EUR 44 million additional funding has been allocated for increasing study places in 2024-2027 in response to imminent labour market shortages (nurses, teachers in early childhood education and care, etc.). Negotiations between the Ministry and Higher Education Institutions were concluded on 4.10.2024. In the negotiations, the Ministry and HEI's discussed the implementation of development measures for 2021-2024 and agreed on the objectives and funding allocation for each HEI for the period 2025-2028. The degree targets for the agreement period were raised significantly. Also, to reach the 50 percent target, an Action Plan to Prevent Unnecessary Accumulation of Higher Education is targeted at reducing multiple degrees and study places. The measures already in place or under development include:

- Higher education to be targeted more strongly at those completing their first degree, a change is already made in the funding models to encourage HEIs to select first-timers - Development of flexible transitions within and between HEIs
- Development of Microcredentials and open HE for those who have completed a higher education degree or are holders of a HE study place. Eight pilots to develop the concept of microcredentials in higher education started in autumn 2024
- The rule of one study place for one student, meaning that a student could not hold several study places at the same time. Requires amendments in acts, aim is to send the draft for comments in June 2025.

CSR 3 Subpart 2: Ensure that the reform of social and healthcare services improves access to and delivery of services and tackles inefficiencies.

Measures

Entry 1: MEASURE TYPE: Adopted (28/02/2025 14:38 PM)

The national service reform complements the reform of the structures of health and social services (health and social services reform), which transferred the responsibility for organising services from municipalities to wellbeing services counties at the beginning of 2023. The service reform is part of the Programme of Prime Minister Petteri Orpo's Government. The national service reform supports the wellbeing services counties' own restructuring programmes, which aim, among other things, to improve the efficiency of healthcare and social welfare operations, reform operating practices and develop remote and digital services. The five objectives set for the national service reform are stronger prevention, better integration, availability and continuity of services, clarification of the service system, increased effectiveness and cost-effectiveness and improved preparedness and treatment during disruptions. The implementation of the reform will take place through legislative changes, the guidance system reform, programmes and projects.

Entry 2: MEASURE TYPE: Adopted (23/12/2026 01:00 AM)

To ensure Finland's economic growth and competitiveness, the share of young adults with a higher education degree will be increased towards 50 percent of each age group, in line with the Government Programme.

FI will

- increase the number of study places in higher education institutions and allocate the new places to fields that support economic growth, such as nuclear energy engineering and energy technology.
- provide graduates from upper secondary education who did not receive a higher education place with a free 30-credit study voucher for open university or open university of applied sciences.
- enable the completion of a higher education degree in an open university and an open university of applied sciences.
- adjust the fee regulations for open higher education so that higher education institutions can better cover the costs incurred from offering open education.

The ministry and higher education institutions have agreed, that in the next period 2025-2028 both universities and UAS's will increase the volume of degrees about 20%. Besides that, the ministry is going to open a call for additional study places in 2026 with extra funding of 28 M€, mainly in the fields like disruptive technologies, creative industries and scalable high value-added services.

There is a new funding factor related to the number of new first-time students has been added to the funding models of HEI's for 2025-2028, aiming to raise the level of education and competence. In addition, to improve completion rates, the importance of degrees completed within the target timeframe will be increased in the funding model.

November 2025, as part of the amendment to the budget proposal for 2026, the Government proposed a study voucher for open higher education for young people without a student place. The purpose of this is to give young people the opportunity to try different fields of study and ease the route to become a degree student.

In addition, funding is proposed for new starting positions in universities and universities of applied sciences. The investments are part of raising the level of education in accordance with the Government Programme. Student places and study vouchers are part of the growth measures proposed in the spring 2025 budget negotiations.

A total of EUR 18.6 million is proposed for the study voucher in 2026 and a total of around EUR 56 million in 2026-2028. Around EUR 11 million is proposed for starting places and related student financial aid expenditure in 2026 and a total of around EUR 44 million in 2026-2028.

In Finland each year many of those who accept a study place in higher education already have a study place. At the moment there is no obligation to give up the former study right even if it is not actively used. The government has just decided to give to the parliament a proposal to change the Universities Act and Universities of Applied Sciences Act. According to this, a student's previous study right will end if he/she accepts a new study right. The aim is to increase discretion before applying for a new study place, leaving more for those who do not yet have one. Aim is also to encourage students to focus on one degree at a time and graduate within the target time.

The Finnish government has also given a so called doubledegree- proposal. According to the proposal, the Universities of Applied Sciences Act would be amended so that paramedic training, midwifery training, and public health nurse training would become separately regulated programs, completed in addition to nursing education. The target duration for paramedic and midwifery training would be 1.5 academic years, and for public health nurse training, 1 academic year. However, paramedic and public health nurse training could still be completed as an integrated program together with nursing education, as is currently possible.

The objective of this proposal is to streamline educational pathways so that the need to complete multiple higher education degrees at the same level is reduced and opportunities for continuous learning are improved. This also enables the allocation of study places leading to a degree to those who do not yet hold a higher education degree or have the right to study for a degree at the same level.

Although a lot of different actions have been taken according to the governments' programme, the measures so far are not enough to reach the 50 % target in the near future. This would require even more new study places, but there is not yet funding available for that.

Comments: -

State of play: -

CSR.2023.1

CSR 1 Subpart 5: Pursue the reform of the social security system to increase the efficiency of the social benefits system, which would improve incentives to work and also support the long-term sustainability of public finances.

Measures

Entry 1: MEASURE TYPE: Announced (03/03/2025 08:23 AM)

Actions to reform the social security system by 2027. The goal of the social security reform is a more functional and clearer system than the current one, which enables work and social security to be coordinated in changing life situations. The key is social justice and securing a livelihood in the face of social risks. Reforming social security also aims to reduce the need for long-term income support. During its second term, which began in autumn 2023, the parliamentary Social Security Committee will look into special considerations that should be taken into account in developing social security. It will also monitor the preparations for using the general benefit model to reform social security. The Committee will examine combinations of social security benefits, the level of social security, whether benefits should be individual or family specific, and how well benefits and services respond to people's different life situations. The committee's proposals and guidelines will be published by the end of 2026. The Committee's working term will continue until 2027. The Government will implement a reform of basic income security to improve the profitability of work, streamline social security and simplify benefits. The long-term reform aims to create a general social security benefit that would include a basic allowance for living costs, an allowance for housing costs risks. Reforming social security also aims to reduce the need for long-term income support. During its second term, which began in autumn 2023, the parliamentary Social Security Committee will look into special considerations that should be taken into account in developing social security. It will also monitor the preparations for using the general benefit model to reform social security. The Committee will examine combinations of social security benefits, the level of social security, whether benefits should be individual or family specific, and how well benefits and services respond to people's different life situations. The committee's proposals and guidelines will be published by the end of 2026. The Committee's working term will continue until 2027. The Government will implement a reform of basic income security to improve the profitability of work, streamline social security and simplify benefits. The long-term reform aims to create a general social security benefit that would include a basic allowance for living costs, an allowance for housing costs and a discretionary allowance as last-resort social security. Claiming the benefit imposes applicable obligations on the claimant. The preparation of the new benefit model will advance in stages. The first stage concerns the general social security benefit for the unemployed combining basic daily allowance and labor market support, in practice, a basic allowance for living costs. The first stage also includes a design for a single application model for the Social Insurance Institution (Kela). The Government has

entrusted this work to be carried out by Kela itself. The Government proposal on the general social security benefit for the unemployed is to be circulated for comments in spring 2025. It is estimated that the first Government proposal towards a general social security benefit could be submitted to Parliament in autumn 2025, with an entry into force at the beginning of 2026. The Government will implement a reform of Social Assistance. The proposed amendments should strengthen the role of social assistance as a last-resort and short-term form of support in order to increase the recipients' incentives to promote their own livelihood and employment. The proposals also aim to achieve savings of 70 m € in social assistance expenditures. A working group to prepare the reform of the Act on Social assistance published on 8 January 2025 its proposals on the possible amendments to legislation. The Government will prepare a legislative proposal that will be given to the Parliament in Autumn 2025. The reform should enter into force in 2026.

Comments: -

State of play: -

CSR.2023.3

CSR 3 Subpart 1: Address labour and skills shortages by reskilling and upskilling the workforce and widening the higher education offer, in particular for the study fields most in demand in the labour market.

Measures

Entry 1: MEASURE TYPE: Announced (13/03/2024 10:12 AM)

- i) The continuous learning reform will improve employment opportunities of working age people by developing their skills and competences and to support the long-term growth potential of companies and the vitality of regions. The reform will be implemented by several key measures included in the national RRP. The Ministry of Education and Culture and the Ministry of Economic Affairs and Employment are jointly responsible for the progress of the reform and for steering the continuous learning and employment service centre,
- ii) Prime Minister Petteri Orpo's government is committed to increase the number of young adults with higher education as close as possible to 50 percent by 2030. In order to raise the level of education, under the guidance of higher education institutions, goals on completed degrees have been raised and funding has been allocated to increase the number of starting places in higher education institutions. In the years 2020-2022, the Ministry of Education and Culture financed an increase of about 11,000 starting places in the education leading to a university degree. Additions will continue in the coming years. New starting positions are directed especially to centers of growth and to sectors and regions where a significant labor shortage is expected. In order to raise competence levels, measures are also being considered to reduce unnecessary accumulation of higher education and directed more towards those completing a first degree.

Entry 2: MEASURE TYPE: Adopted (15/03/2024 15:21 PM)

Component P3C2 of the Finnish recovery and resilience plan addresses challenges arising from globalisation, technological and demographic changes, which affect the Finnish economy and threaten employment's level. Developing skills of working age people (through reskilling and upskilling), including the low-skilled, in areas relevant to the labour market is key to strengthening workforce's employability in an increasingly digital and greener economy.

Comments: -

State of play: -

CSR.2023.4

CSR 4 Subpart 1: Reduce overall reliance on fossil fuels by

Measures

Entry 1: MEASURE TYPE: Implemented (15/03/2024 15:30 PM)

In April 2022, the Ministerial Working Group on Preparedness agreed on a set of measures aimed at significantly accelerating the abandonment of fossil energy and supporting the adoption of new technologies. The measures include accelerating energy investments, abandoning fossil fuels in transport and heating solutions for single-family houses and public properties.

Entry 2: MEASURE TYPE: Announced (12/03/2024 11:17 AM)

Increased climate ambition to be implemented through climate policy planning system. The update of medium-term climate plan is underway and will be finalized in 2025. The plan includes the reduction of fossil fuels usage e.g. through the electrification of transport. Additionally, sector-specific low-carbon roadmaps including measures for reducing fossil fuel usage will be updated by the summer 2024.

Entry 3: MEASURE TYPE: Adopted (15/03/2024 15:30 PM)

To strengthen energy self-sufficiency and security of supply, a package of measures has been decided on with a view to significantly accelerating disengagement from fossil energy and supporting the introduction of new technology.

Entry 4: MEASURE TYPE: Adopted (12/03/2024 11:17 AM)

The conversion of oil-based heating systems in the building stock into low-carbon forms of energy has been supported with discretionary government grants.

Comments: -

State of play: -

CSR 4 Subpart 3: boost public and private investment in the decarbonisation of industry and

Measures

Entry 1: MEASURE TYPE: Implemented (15/03/2024 15:31 PM)

The support for the electrification of energy-intensive industries is a five-year support system introduced in Finland in 2022. According to the EU Commission's definitions, the support is aimed at industries with a significant risk of carbon leakage.

Entry 2: MEASURE TYPE: Announced (12/03/2024 11:19 AM)

The climate act and low-carbon industrialization (roadmaps) foster the public and private investment in the decarbonisation of industry indirectly through the variety of instruments (e.g. public procurement, RDI funding).

Entry 3: MEASURE TYPE: Adopted (15/03/2024 15:31 PM)

Both the Government Programmes of Prime Minister Antti Rinne and Prime Minister Sanna Marin stated that sector-specific low-carbon roadmaps would be developed in cooperation with operators in each sector. The roadmaps' purpose was to provide a more accurate picture of the scale, costs and conditions of the measures needed to move to a carbon neutral Finland. Government program of the current prime minister Petteri Orpo states that sector-specific low-carbon roadmaps will be updated. At the beginning of the parliamentary term, the Government of prime minister Petteri Orpo will prepare a long-term industrial policy strategy that will include sets of policies essential for the export industry, such as logistics. The Government's objective is to increase the number of growth-oriented and export-oriented companies that provide employment and to keep industrial

jobs in Finland. An important role of the strategy is the utilization of the clean transition and the promotion of low-carbon industry and low-carbon investments.

Entry 4: MEASURE TYPE: Adopted (12/03/2024 11:19 AM)

A low-carbon built environment programme has been implemented in cooperation between the MINISTRY of THE ENVIRONMENT and BF. Total budget of the programme being 40 million euros. Approximately 140 government grant projects and procurements have already been funded from the programme.

Comments: -

State of play: -

CSR 4 Subpart 4: transport, including through electrification.

Measures

Entry 1: MEASURE TYPE: Not Defined (13/03/2024 10:13 AM)

In May 2021, a Roadmap for fossil free transport was adopted by the Government. The roadmap defines measures to achieve a 50 % reduction in GHG emissions from transport in year 2030 compared to 2005 levels and a fossil-free transport by 2045. The Roadmap includes measures to encourage fuel switch in transport, measures to renew the car fleet and measures to increase the share of sustainable modes of transport from overall transport performance. Subsidies for refueling infra of alternative fuels have been in place form year 2018. Currently subsidies for publicly accessible charging, biomethane refueling and hydrogen refueling infra are in place. For years 2022-23 altogether 35 million euros has been allocated for this purpose (app 1/3 of this are RRF funds). And for year 2024 an additional 10 meur has been allocated. Subsidies for charging infra in housing cooperatives and were in place until the end of 2023 and in 2022-23 also recharging at working place was supported. During years 2022-23 altogether some 40 million euros was allocated for this purpose. Purchase subsidies for fully electric vehicles and subsidies for converting combustion engines of cars to ethanol and biomethane were in place until the end of 2022. Purchase subsidies for fully electric and biomethane-fuelled vans as well as purchase subsidies for fully electric and biomethane-fuelled trucks are in place and from 2024 onwards available also for hydrogen trucks. In 2022-23, altogether 25.5 million euros were allocated these purposes. Decision to remove car tax for fully electric vehicles was taken in Oct 2021. Changes have been made to employee benefits support decarbonisation of our vehicle fleet in Finland.

Entry 2: MEASURE TYPE: Implemented (15/03/2024 15:32 PM)

Subsidies for publicly accessible charging, biomethane refueling and hydrogen refueling infra are in place. For years 2022-23 altogether 35 million euros has been allocated for this purpose (app 1/3 of this are RRF funds). Subsidies for charging infra in housing cooperatives and working place are in place. For years 2022-23 altogether 32.5 million euros has been allocated for this purpose. Purchase subsidies for fully electric vehicles and subsidies for converting combustion engines of cars to ethanol and biomethane were in place until the end of 2022. Purchase subsidies for fully electric and biomethane-fuelled vans as well as purchase subsidies for fully electric and biomethane-fuelled trucks are in place. In 2022-23, altogether 25.5 million euros were allocated these purposes. Decision to remove car tax for fully electric vehicles was take in Oct 2021. Changes made to employee benefits support decarbonisation of our vehicle fleet. The legislation will be amended so that the distribution obligation will be the same as at present, 13.5 per cent, in 2024. Between 2025 and 2027, the distribution obligation will be moderately increased so that it will be 16.5 per cent in 2025, 19.5 per cent in 2026 and 22.5 per cent in 2027. The additional obligation related to advanced category will be raised from the present about two per cent to three per cent in 2025 and four per cent in 2026. Efforts will be made to maximise the share of domestic biogas in fulfilling the additional obligation.

Comments: -

State of play: -

CSR.2022.1

CSR 1 Subpart 4: Present policy proposals for the social security reform, aiming to increase the efficiency of the system of social benefits, improving incentives to work, and also supporting long-term sustainability of public finances.

Measures

Entry 1: MEASURE TYPE: Implemented (03/03/2025 08:24 AM)

In the first phase of the Parliamentary Committee's work, a problem-based situational picture of Finland's current social security was drawn up. An interim report summing up the work of the Committee for its first term was approved in January 2023 (publication in March 2023). The report contains 31 proposals from the Committee for reforming social protection, which the future Governments will be able to incorporate into their programme. The aim is that the next Government will initiate the analysis, legislative drafting and development projects proposed by the Committee for the gradual reform of social security. The report also includes guidelines for the Committee's work during its second term. The Committee will continue the structural and operational reform of social security with a focus on the coordination of benefits and services, increasing the participation of benefit recipients and the status of last-resort income security in the social security system. The guidelines state that the reform must contribute to ensuring the sustainability of general government finances by strengthening employment and the population's work ability and functional capacity. This will primarily be achieved through structural reforms that increase employment, inclusion and effectiveness. The Committee's work will continue during the next parliamentary term 2023-2027 in accordance with the decisions of the next Government. During its second term, which began in autumn 2023, the parliamentary Social Security Committee will look into special considerations that should be taken into account in developing social security. It will also monitor the preparations for using the general benefit model to reform social security. The Committee will examine combinations of social security benefits, the level of social security, whether benefits should be individual or family specific, and how well benefits and services respond to people's different life situations. The committee's proposals and guidelines will be published by the end of 2026. The Committee's working term will continue until 2027. The Government will implement a reform of basic income security to improve the profitability of work, streamline social security and simplify benefits. The long-term reform aims to create a general social security benefit that would include a basic allowance for living costs, an allowance for housing costs and a discretionary allowance as last-resort social security. Claiming the benefit imposes applicable obligations on the claimant. The preparation of the new benefit model will advance in stages. The first stage concerns the general social security benefit for the unemployed combining basic daily allowance and labor market support, in practice, a basic allowance for living costs. The first stage also includes a design for a single application model for the Social Insurance Institution (Kela). The Government has entrusted this work to be carried out by Kela itself. The Government proposal on the general social security benefit for the unemployed is to be circulated for comments in spring 2025. It is estimated that the first Government proposal towards a general social security benefit could be submitted to Parliament in autumn 2025, with an entry into force at the beginning of 2026. The Government will implement a reform of Social Assistance. The proposed amendments should strengthen the role of social assistance as a last-resort and short-term form of support in order to increase the recipients' incentives to promote their own livelihood and employment. The proposals also aim to achieve savings of 70 m € in social assistance expenditures. A working group to prepare the reform of the Act on Social assistance published on 8 January 2025 its proposals on the possible amendments to legislation. The Government will prepare a legislative proposal that will be given to the Parliament in Autumn 2025. The reform should enter into force in 2026.

Comments: -

State of play: -

CSR.2022.3

CSR 3 Subpart 1: Reduce overall reliance on fossil fuels and diversify imports of fossil fuels.

Measures

Entry 1: MEASURE TYPE: Adopted (16/02/2023 14:11 PM)

In April 2022, the Ministerial Working Group on Preparedness agreed on a set of measures aimed at significantly accelerating the abandonment of fossil energy and supporting the adoption of new technologies. The measures include accelerating energy investments, abandoning fossil fuels in transport and heating solutions for single-family houses and public properties.

Entry 2: MEASURE TYPE: Adopted (14/02/2023 15:44 PM)

To strengthen energy self-sufficiency and security of supply, a package of measures has been decided on with a view to significantly accelerating disengagement from fossil energy and supporting the introduction of new technology.

Comments: -

State of play: -

CSR 3 Subpart 3: and boost investment in the decarbonisation of industry.

Measures

Entry 1: MEASURE TYPE: Adopted (17/02/2023 09:39 AM)

Both the Government Programmes of Prime Minister Antti Rinne and Prime Minister Sanna Marin stated that sector-specific low-carbon roadmaps would be developed in cooperation with operators in each sector. The roadmaps' purpose was to provide a more accurate picture of the scale, costs and conditions of the measures needed to move to a carbon neutral Finland. An electrification subsidy for energy-intensive companies will be introduced to promote low-carbon investments in industry. The low-carbon roadmaps created for the sectors will be updated where applicable in 2023. In the climate and energy strategy, incentives are focused on the development and commercialisation of technology. This also creates sustainable exports for Finnish companies and reduces emissions globally with the help of the carbon handprint of Finnish companies.

Comments: -

State of play: -

CSR 3 Subpart 4: and transport, including electrification of the transport sector.

Measures

Entry 1: MEASURE TYPE: Not Defined (17/02/2023 12:43 PM)

Subsidies for publicly accessible charging, biomethane refueling and hydrogen refueling infra are in place. For years 2022-23 altogether 35 million euros has been allocated for this purpose (app 1/3 of this are RRF funds). Subsidies for charging infra in housing cooperatives and working place are in place. For years 2022-23 altogether 32.5 million euros has been allocated for this purpose. Purchase subsidies for fully electric vehicles and subsidies for converting combustion engines of cars to ethanol and biomethane were in place until the end of 2022. Purchase subsidies for fully electric and biomethane-fuelled vans as well as purchase subsidies for fully electric and biomethane-fuelled trucks are in place. In 2022-23, altogether 25.5 million euros were allocated these purposes. Decision to remove car tax for fully electric vehicles was take in Oct 2021. Changes made to employee benefits support decarbonisation of our vehicle fleet.

Entry 2: MEASURE TYPE: Implemented (26/02/2025 10:08 AM)

10 MEUR has been allocated for 2024-25 supporting building of recharging and biomethane and hydrogen refuelling infra for heavy-duty vehicles (implemented, Government decree entered into force in 3 September 2024). Purchase support for electric, hydrogen-fuelled and methane-fuelled vehicles and conversion support for ethanol and biomethane fuelled cars was continued until the end of 2024 (implemented, last changes in the Law on purchase subsidies came into force 30 June 2024). Employee benefit promoting purchase of electric cars has been continued until the end of 2029 (implemented 5 Dec 2024).

Comments: -

State of play: -

CSR.2019.3

CSR 3 Subpart 3: and focus investment-related economic policy on sustainable transport, taking into account regional disparities,

Measures

Entry 1: MEASURE TYPE: Adopted (26/02/2025 14:19 PM)

The investment programme which is part of prime minister Orpo's government programme of 2023 includes multiple appropriations for the development of rail connections in different parts of the country. These are: Developing the main rail corridor between Helsinki and Tampere, Oulu and Liminka and electrification of Tornio-Kolari railway Länsirata (West Railway) project between Helsinki and Turku (1st phase) Increasing speed and rail capacity in the Kouvola-Kuopio railway Planning of Lentorata (Airport Line, connecting the Helsinki-Vantaa airport to the main railway corridor) Developing the Karelian rail corridor between Luumäki and Imatra Developing the existing connection between Helsinki and Turku Länsirata and Lentorata are implemented by project companies that are 51 % owned by the state. Other shareholders are the municipalities in the area. Government has made a decision to continue with the Digirata-project. In the project the whole railway network is digitalised with a European ERTMS rail traffic control system. First appropriation for operational track was adopted in the 2025 state budget. The state has also financed and will finance 30 % of planning and building costs of new tramways in major cities (Helsinki capital area, Tampere, Turku).

Comments: -

State of play: -