

Mirja Määttä (ed)



OHJAAMO
NAVIGATORIN

One-Stop Guidance Center

- Ready to offer multi-agency services for the young

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Kohtaamo (ESF), ELY-Centre Central Finland

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Meeting Site (Kohtaamo in Finnish) project is coordinating the development of low-threshold guidance services for young people (One-Stop Guidance Centers) and related web-based guidance. Meeting Site is a part of the implementation of the Youth Guarantee and it receives funding from the European Social Fund (ESF) in 2014–2020.

Foreword

Janne Savolainen – Ministry of Economic Affairs and Employment

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Merja Hilpinen – Ministry of Education and Culture

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This publication is a compilation of the insights and findings of the edited book¹ and the reports published in 2018 on the development path of the One-Stop Guidance Centers (Ohjaamo in Finnish).

The One-Stop Guidance Centers are an initiative where services are brought together under integrated support centres to shorten the service provision processes. These centers have received exceptionally wide support. Several ministries, The Centres for Economic Development, Transport and the Environment (ELY Centres), the Social Insurance Institution of Finland (Kela), the public employment and business services (TE Centres), local authorities, NGOs and businesses have joined in to develop the multi-agency concept, on-the-ground leadership and, most importantly, to challenge conventional practices and operational cultures. In all this development work, our customers, the young people, have remained at the core.

The number of customer visits and level of service participation have both increased. What is more important, however, is that the feedback from the young themselves is more positive than we had ever hoped for. Despite all the positive experiences, more needs to be done and many issues must still be addressed. One of the highest priority development targets are the necessary follow-up practices and how NGOs and businesses could participate in the operations.

The contributors to this book include experts working at the One-Stop Guidance Centers as well as researchers and developers outside the organisation. This book will show that a service provision system in which different sectors concentrate on the efficient management and promotion of their own achievements in the short term may prove highly ineffective from the customer perspective regarding service experience and support provided. Moreover, such a system may also prove economically unsustainable in the long run. The One-Stop Guidance Centers are a response to this challenge through multi-agency collaboration under one roof. The centers are so far the most ambitious investment on the national level in the provision of multi-agency youth services in Finland.

We hope that this book will be an inspiring reading experience for all our readers.

¹ Määttä, Mirja (ed) Uutta auringon alla? Ohjaamot 2014–2017. Kohtaamo.

<http://kohtaamo.info/documents/21827/43290/Uutta+auringon+alla/fa73327a-d588-4d4e-9b33-898446d2e89c>



WILKOMMEN
WELCOME
BIENVENUE!
WILKOMMEN
Tervetuloa!
Benvenuto!
Bienvenue!
Wilkom!
INI PROFIL

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Brief introduction to One-Stop Guidance Centers

The One-Stop Guidance Center is a place where a young person under the age of 30 can get help in matters related to work, education and everyday life. There are over 50 One-Stop Guidance Centers across the country. They form a key principle in Finland's delivery of the Youth Guarantee.

The aim of these centers is to bring together different service providers. Within these services, young people can access a wide range of professional support. As well as careers guidance and training, this includes housing, welfare and social care provision. The centers rely on face-to-face relationships between professionals and clients but they also utilise digital services.

The services of the centers are free of charge for the people who use them. The central government, the European Social Fund and the participating service providers fund the service.





**THE ORGANISATION
OF ONE-STOP
GUIDANCE CENTERS**

The beginning and early challenges

The article discusses the early stages of the One-Stop Guidance Centers and the challenges they faced from the perspective of the coordination project. Finland has agreed as its national targets for the Europe 2020 strategy to raise the employment rate of 20–64-year-olds, raising the educational attainment of young people while reducing the proportion of 18–24-year-old early school leavers and the number of people living at risk of poverty and social exclusion. Finland's National Reform Programme mentions young people as the key target group for employment policy measures.

Research has revealed that public services aimed at young people tend to be fragmented and uncoordinated. Young people have had to go from one service provider to the next to receive help. It is difficult for them to find the services they need and to engage with several providers. Based on the findings of a study conducted jointly by the Ministry of Economic Affairs and Employment and the Ministry of Education and Culture, it was concluded that the Finnish service provision system lacked low-threshold guidance services. However, an obvious demand for such services for young people existed and the ministries were ready and willing to respond to this need.

The development of the One-Stop Guidance Centers was a joint initiative endorsed by the Ministry of Economic Affairs and Employment, Ministry of Education and Culture and the Ministry for Social Affairs and Health. The Centre for Economic Development, Transport and the Environment of Central Finland (ELY Central Finland) was selected as the national coordinating ELY centre. It was decided that the 2014–2020 ESF funding for the Youth Guarantee under the administration of the Ministry of Economic Affairs and Employment would be allocated on the One-Stop Guidance Center projects as well as the development coordination project Meeting Site (Kohtaamo). The projects are part of the European Social Fund programme.

Local One-Stop Guidance Centers – variations on a theme

Once a wide-reaching consensus on the need for the One-Stop Guidance Centers was established and the funding secured, the building of the nationwide network of centres began. The basis for the work was good relations with local operators and their knowledge about the specific local needs. Therefore, the definition of what a One-Stop Guidance Center should be was deliberately kept fairly loose, leaving room for local operators to adapt the concept according to the local

situation. This has proved to be the right decision on many levels, although it has also created a challenge for operators, as the service description for each One-Stop Guidance Center has had to be created separately. As a result, each One-Stop Guidance Center is different.

In the early stages, in particular, the operations of the One-Stop Guidance Centers were defined by the background organisation, which typically also acted as the administrator of the ESF project. In most cases, the background organisation was the municipality and its department for youth affairs or the employment services. In addition, there are also a handful of One-Stop Guidance Centers run by individual NGOs or joint municipal authorities for education. The background organisation has had an impact on the organisation of work as well as the focus areas. In the early stages, in particular, this showed in how the target groups and tasks for the One-Stop Guidance Centers were formulated as well as the type of collaboration partners that the initiative attracted.

However, with the progress of the work, the expansion of the collaboration network and the centers having established their practices, the significance of the background organisation has decreased. Besides the background organisation, the operations have been shaped by several other factors, such as the available resources, the local employment situations, other services available for the youth in the area, the traditions of various actors and the history of collaboration. The question of premises has often been a significant challenge.

From the perspective of the Meeting Site project, the challenges faced by the One-Stop Guidance Centers were as anticipated, considering the starting points. In centers run by NGOs or education consortiums the problems were primarily to do with consolidating the operations. In municipalities where the One-Stop Guidance Centers were developed mainly by a single administrative branch, the challenge was to engage other operators. Collaboration between several administrative branches brought with it challenges in coordinating the operations. Moreover, reconciling different operative and guidance cultures and establishing common concepts and ways of working have taken time. Finding time for the parties to exchange views has also proved difficult at times.

The importance of suitable premises for collaboration cannot be overemphasised. The goal of the One-Stop Guidance Centers is to serve as one-stop service points and therefore a central location is essential while the location should not lead to the stigmatisation of the service users. In practice, many of the One-Stop Guidance Centers have had difficulties finding suitable facilities, as accessibility and problems in indoor air quality have caused problems.

Network and operative leadership have played a vital role in the successful outcome. At the development stage, the One-Stop Guidance Centers were indeed faced with some fundamental problems. Who were the parties who had initially committed to the development work? What was the vision of the network in developing multi-agency collaboration within a low-threshold service point? What added value does the One-Stop Guidance Center produce for the network,

area and, most importantly, young people?

In the approach adopted by the Meeting Site coordination project, solutions to the problems experienced in the development of the centers were sought through wide-reaching collaboration within the network. The critical role of the Meeting Site project was to build and distribute the operating model for the One-Stop Guidance Center concept, to consult and train One-Stop Guidance Center staff and to support the knowledge production, communications and marketing. The Meeting Site project works towards attaining these targets in close collaboration with administrative branches, working life and third sector actors.

The event for all centers is the One-Stop Guidance Center Days. In addition, regional events, theme days and leadership days for managers are also organised. Unofficial meetings in between these events have deepened the relationships between the actors. Commitment to network-based work has increased the sense of ownership of the networking and meetings at individual One-Stop Guidance Centers. In addition to face-to-face meetings, online contacts under various themes have improved communication and strengthened the cohesion of the network. The measures are further supported by social media channels, such as Facebook, Instagram, Twitter and YouTube.

Future prospects for the One-Stop Guidance Centers

The operations of the One-Stop Guidance Centers will be guided by political and administrative decisions as well as resourcing of the guidance. Furthermore, young people are in a central role shaping the One-Stop Guidance Center operations through their own participation: the operations can be successful only so long as the customers find it useful to their life situation and the choices they make. Therefore, the low-threshold access to the services and their optional nature and the participation of young people should be cherished when outlining the operations in the future.

Guidance is seen increasingly as a well-being service produced by a multi-professional set of providers, alone or as part of a team. The debate around Youth Guarantee in the previous term of government brought to the fore the overlaps and complexity in the structure of services, which should be addressed through joint efforts². Examined from the perspectives of employment services, social work, healthcare, rehabilitation and youth work, guidance can be seen as a systemic entity with multiple dimensions. Developing this entity within the networks of One-Stop Guidance Centers requires collaboration on at least three levels:

² Savolainen, Janne; Virnes, Elise; Hilpinen, Merja & Palola, Elina (2015). Nuorisotakuu-työryhmän loppuraportti ja suositukset jatkotoimiksi. Työ ja elinkeinoministeriön julkaisuja. Työ ja yrittäjyys 19/2015.

https://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/74962/TEMjul_19_2015_web_19032015.pdf?sequence=1

1. The definition of national guiding principles for the One-Stop Guidance Centers and the overall strategic planning takes place as a cross-ministerial collaboration. This collaboration has been and will continue to be, the cornerstone of the One-Stop Guidance Center operations.
2. Among the key conditions for a successful provision of the services are the organisation of the guidance, the division of labour and responsibilities between administrative branches on the regional and local level. It should be a priority that the competence development of the staff and the coordination of operations are relevant to the service production and its ongoing development. Organisations participating in the network will also need to commit to the continuous development of their own basic service provision.
3. The development and consolidation of the staff's guidance skills are the foundation on which the services rest. The One-Stop Guidance Centers are prime examples of places where multi-agency collaboration can be adopted and realised. For the customers, multi-agency collaboration shows in speedier and easier access to services. For the professionals, collaboration gives insight into new approaches and methods when helping young people. The staff at One-Stop Guidance Centers have also reported that they find their work has become more meaningful.

Without a bird's eye view of the above aspects of development, the operations of the One-Stop Guidance Center could easily seem to be no more than an administrative strategy-level exercise or just another method among youth services. Developing the concept as a comprehensive initiative requires long-term networking efforts to develop guidance as a participatory service promoting learning and career planning.

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General information about One-Stop Guidance Center – The use of the services and user feedback

The service portfolio and the statistics of the One-Stop Guidance Centers as well as customer feedback reveal essential aspects about the character and role of the One-Stop Guidance Center. As multi-agency service providers, the One-Stop Guidance Centers require tools to conceptualise, make visible, quantify and evaluate their work. The data is also useful for the public, tax payers, and the organisations steering the operations of the One-Stop Guidance Centers.

Producing knowledge about the impact of the One-Stop Guidance Centers is challenging because the different administrative branches and professional fields compile their separate statistics and fulfil their own recording obligations. The One-Stop Guidance Centers may also use municipality-specific registers. Add to this the nationwide knowledge production expected from One-Stop Guidance Centers, which takes its share of the capacity and time of the staff. When evaluating the impact of the operations of One-Stop Guidance Centers, cross-referencing different registers is needed to produce sufficient data, and more needs to be done and improved both regarding monitoring for research purposes and local documentation of the One-Stop Guidance Center operations. Specific attention should be paid to the analysis and evaluation of customer processes.

No publicly funded undertaking can last very long without basic knowledge production. However, it is essential to bear in mind that the centers offer young people preventive services often without an appointment and even anonymously, if needed. Consequently, the nature of One-Stop Guidance Centers does not always enable documentation of the activities and monitoring of the results. Therefore, producing multidimensional data and research on the operations of the One-Stop Guidance Centers is essential. This article provides basic information about the services the One-Stop Guidance Centers offer and how these services are used and how the users experience them.

The service portfolio of the One-Stop Guidance Centers

There were approximately 40 One-Stop Guidance Centers in 2017 and in 2018 their number has increased to 50. They are located in municipalities that vary significantly in size, as do their service portfolios and staff resources. In 2018, the total staff resources in the One-Stop Guidance Centers was approximately 350 person-years.

Figure 1. The availability of services (min. once a week) at the One-Stop Guidance Centers in February 2018, 47 units

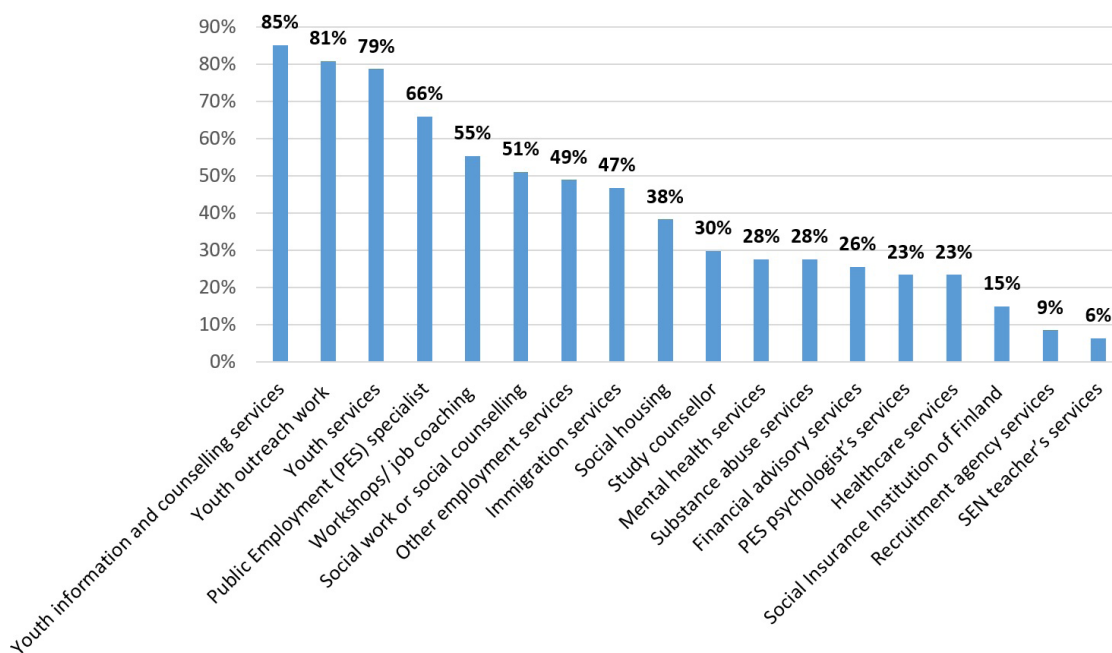


Figure 2. Visits recorded

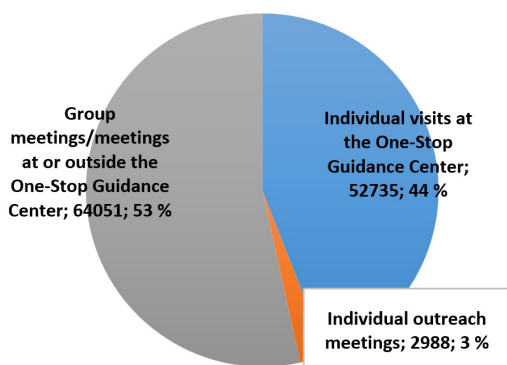


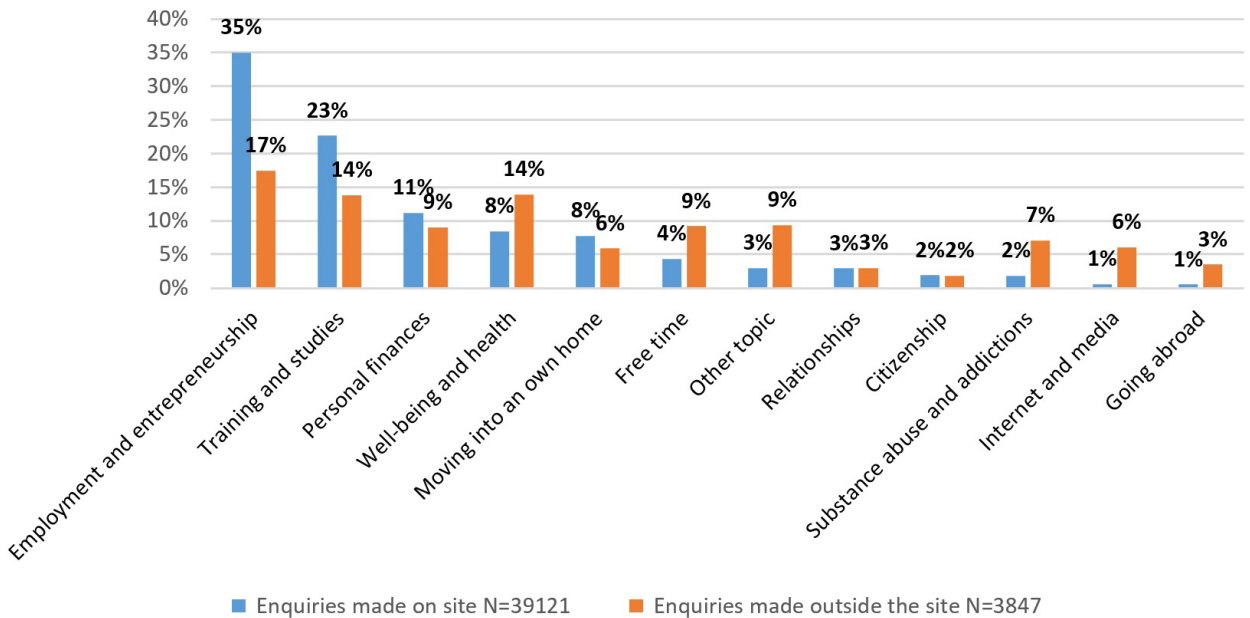
Figure 1 shows a summary of the services offered at the One-Stop Guidance Center. The percentages indicate the proportion of One-Stop Guidance Centers where the service in question is available on-site at least once a week.

Using the services of the One-Stop Guidance Center

According to the records for 2017, the face-to-face services at the One-Stop Guidance Centers were used by young people nearly 120,000 times. More than half of these visits were group visits and included advice and, for example, regular group meetings, and the rest were one-on-one visits taking place at the centre or through outreach guidance (Figure 2). In addition, the users received guidance and advice by phone, e-mail and online on thousands of occasions and parents and guardians and other actors involved with the young were encountered and advised face-to-face or through other means. Clearly the largest customer group is those aged 18–24. The number of over-18 men using the services was substantially higher than that of women.

The most frequently addressed questions that the One-Stop Guidance Centers deal with are illustrated below (Figure 3). They concern mostly work and

Figure 3. Enquiries made at vs. outside the One-Stop Guidance Centers in 2017



training (23–35% questions) and finances, well-being and housing (8–11%). The individual outreach activities of the One-Stop Guidance Centers will continue and even expand in some of the centres. The orange bars illustrate the types of questions addressed in outreach guidance. Compared to encounters at the One-Stop Guidance Centers, outreach activities focus more on well-being and health, substance abuse and addictions, the Web and media and leisure time.

The year 2017 was the first year when data was collected on the transitions made by the young people visiting the One-Stop Guidance Centers. The centres will continue to keep records of these transitions making use of team meetings and various records and register entries and combined reports. The nature of the operations at One-Stop Guidance Centers as low-threshold guidance centres allows young people to receive services without an appointment. Many of the customers at the One-Stop Guidance Centers are walk-in customers looking for advice; and monitoring their progress is impossible and not central to low-threshold services.

The similar difficulty of verifying the outcomes and impact concerns many preventive services. Furthermore, following the progress path of young people, provided they are entered in a register, is based on fragmented registers, some specific to an individual administrative branch, others to a locality. Yet collection and analysing data on the transition paths of young people is vital because it indicates the outcomes of the work carried out by One-Stop Guidance Centers.

The transition records presented below concern only part of the customer base, and are therefore only indicative. The data was compiled by 22 One-Stop Guidance Centers or projects in 2017. Ten One-Stop Guidance Centers compiled

data throughout the year. When more data is gathered from One-Stop Guidance Centers in the future, the overall statistical picture will become more accurate.

Table 1. Young people’s transitions from the One-Stop Guidance Centers onwards

1487	Found employment on the open labour market
353	Pay subsidy (private/public sector)
724	Work try-out (private/public sector)
24	Startup grant/Entrepreneurship
298	Summer job
407	Job coaching / workshop
77	Apprenticeship training
867	Applied for training leading to qualification
776	Received a place on a degree programme/ Started training leading to qualification
43	Valma preparatory training
800	Rehabilitative work experience
205	Rehabilitation (any method)
216	Sick leave
472	Found a place to live

Young people’s feedback on the One-Stop Guidance Centers

One-Stop Guidance Centers aim to build service points for young people and young adults where they are welcomed as individuals with dignity and where young people can liaise with professionals to identify solutions and find a way forward in life. The task of the One-Stop Guidance Centers is to ensure that the young people can access the support available to them and to which they are entitled. A youth-centred approach in guidance and young people’s participation in the service provision, its development and evaluation are among the specific objectives of the One-Stop Guidance Centers.

The nationwide collection of feedback has been carried out twice a year since 2016. It is one way of listening to the views and suggestions expressed by the young themselves. It also prompts towards utilising various channels for continuous feedback in the everyday work at the One-Stop Guidance Centers. In spring 2018, the joint feedback gathering project was carried out over a period of ten business days. Feedback was given by 409 respondents at 26 One-Stop Guidance Centers. The method used was the Webropol online survey in Finnish, Swedish and English language versions. In addition, the One-Stop Guidance

The task of the One-Stop Guidance Centers is to ensure that the young people can access the support available to them and to which they are entitled.

Centers could also collect feedback on a paper questionnaire. The average age of the respondents was 21.9 years (range 14–29).

The majority of the youngest respondents were female, while that of the oldest respondents were male. Of the respondents, 63 per cent had visited the One-Stop Guidance Center before and 37 per cent were visiting for the first time. Nearly half (48%) of the respondents had heard about the One-Stop Guidance Center from a professional. The number of those who heard about the One-Stop Guidance Center through the Internet and advertisements or adults close to them has increased substantially from

2016 through 2017 and 2018. The respondents were also asked to evaluate as background information how satisfied they are with their lives at the moment (on a scale from 4 to 10). The average score of all responses was 7.87.

The average score for the guidance provided by the One-Stop Guidance Centers was 9.25 (on a scale from 4–10). When analysing the customer's experiences of whether they received the information and support they required from the One-Stop Guidance Center and felt that the staff had listened to them, 98–99 per cent responded positively (they either strongly agreed or agreed). To the statement *"I was allowed to participate in decision-making concerning myself"*, positive responses were given by 97 per cent of the respondents (Figure 4).

Some 85 per cent of the respondents said their confidence in landing a job or finding a place in training had improved. Three per cent of the respondents answered this question negatively (disagree or strongly disagree). Eighty-six per cent felt they had clearer plans for the future, while one per cent of the respondents felt the opposite (Figure 5).

We also analysed how the respondents' level of satisfaction in their own lives in general at the time of the survey affected their opinions about the One-Stop Guidance Center services. We divided the respondents roughly into two groups: those who were happy with their lives, giving a score of 8–10, and those who were not, giving the score of 4–7. The number of those satisfied with their lives was 262 (their scores were 8.65 in average) and that of those dissatisfied with their lives 139 (their scores were 6.40 in average).

Figure 6 shows that the customers of a One-Stop Guidance Center who were dissatisfied with their lives found the services they received almost as good as those who were satisfied with their lives. (The score of 5 is given if the respondent strongly agrees with the statement and 4 if they agree with the statement.) In other words, they felt that they had received information or support, they had been heard and had been allowed to participate in decision-making concerning themselves. However, regarding their future prospects, their

Figure 4. Young people's experiences of the guidance

I was allowed to participate in the decision-making concerning myself during guidance, N=400

The adviser listened to my ideas and hopes, N=396

I received the information and support I needed, N=388

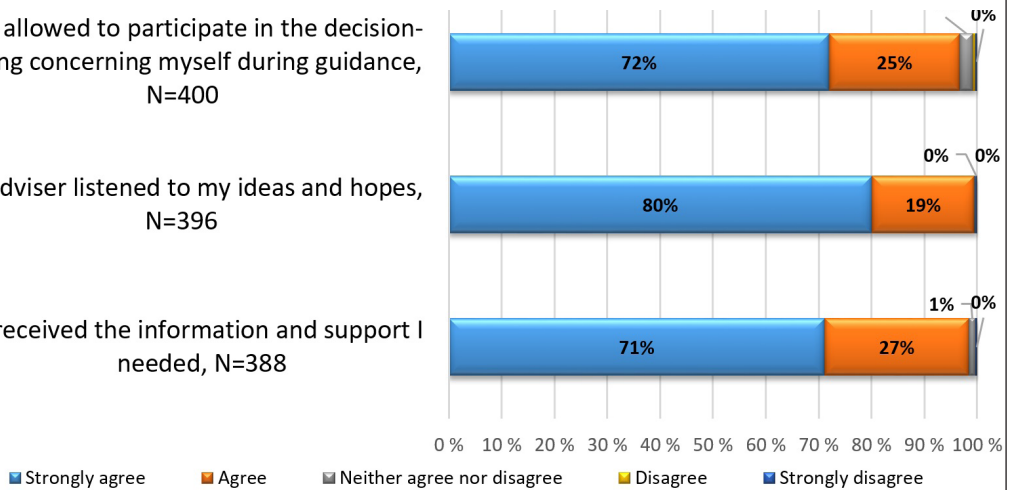


Figure 5. The future prospects of young people attending guidance

My confidence in finding a job or study place has increased, N=391

My future plans are clearer, N=400

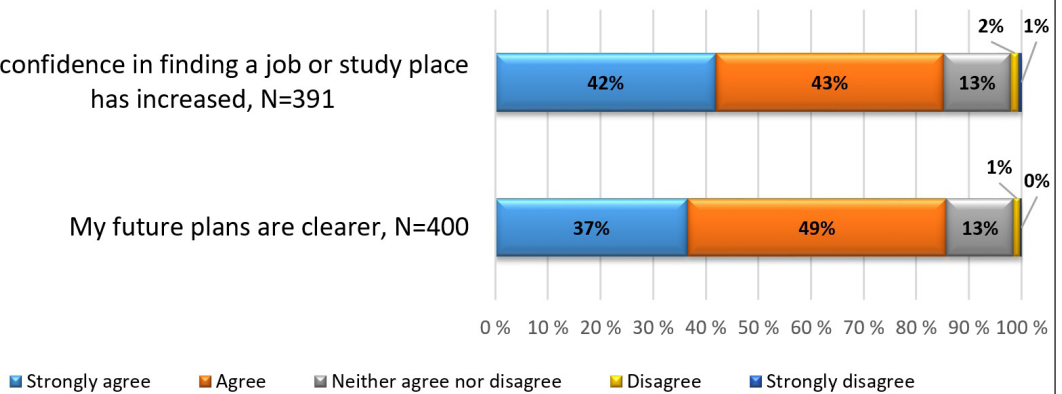


Figure 6. Satisfaction in life comparing with the evaluation of the service

My confidence in finding a job or study place has increased

My future plans are clearer

I was allowed to participate in the decision-making concerning myself...

The adviser listened to my ideas and hopes

I received the information and support I needed



opinions were more negative than the views of those more satisfied with their lives. This suggests that they did not feel as strongly as their counterparts that their plans had become clearer and their confidence in finding a job or entering training had not improved as much as for those who were satisfied with their lives, even if overall their views of the progress they had made were somewhat positive.

The One-Stop Guidance Centers have now received positive feedback from young people and young adults in the nationwide feedback collection five times. Based on the feedback, the One-Stop Guidance Centers and the advice and guidance services provided by them are considered important. The One-Stop Guidance Centers have focused on positive engagement with the youth and created a youth-centred multi-agency approach.

Conclusion

The ongoing development of the One-Stop Guidance Centers and their ambitious goals, the forms of national guidance and local organisation as well as the groups and individuals delivering and using the services lend themselves to a multitude of research angles. So far, the One-Stop Guidance Centers have been of particular interest to youth researchers as well as in career counselling and education science in general. The centers could also offer material for researchers of administration, management and working life; the study of working life might be specifically interested in the youth job markets but also the conduct of the professionals working at the One-Stop Guidance Centers. Other academic disciplines that would be welcome to contribute to the body of research on One-Stop Guidance Centers are legal sciences, with emphasis on the legislation of services and benefits and its interpretations, and regional geography, which could investigate the One-Stop Guidance Center services from the point of view of location and accessibility. Another relevant and timely aspect of research would be to create syntheses of the register data collected on the One-Stop Guidance Center customers.

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Political discourse steering One-Stop Guidance Centers

The One-Stop Guidance Center concept is primarily founded on two European Council recommendations: the Recommendation on Establishing a Youth Guarantee and the Youth Employment Initiative.¹ The Council recommends that the Member States set up a Youth Guarantee, by which, at a minimum, all young people are offered a place in further education, a traineeship or a job within four months of becoming unemployed. The Youth Employment Initiative is a project supported by ESF, in which efforts are made to create solutions to youth unemployment while taking young people's individual life situations into account.

I have analysed both the European Council and European Commission documents from 2001 onwards, with a particular focus on employment, social and education policies, and examined the different ways in which youth unemployment has been described and the various methods by which the "youth problem" has been addressed. I am concentrating my analysis on youth employment that has increased since the 2008 economic crisis and the measures that have been taken to reduce it. Therefore I have elected to study the European Council recommendation on the Youth Guarantee and the Youth Employment Initiative and the related ESF documents.

From the political discussion behind the Youth Guarantee and the interventions that followed, such as the One-Stop Guidance Centers, at least four distinct discourses can be seen to emerge, each producing a different image of human beings. I am naming these discourses as the social policy discourse, lifelong learning discourse, early intervention and employability discourse. A critical discussion of these discourses is essential for the understanding of the principles, values and views on which the One-Stop Guidance Center concept rests. While I discuss each discourse as a separate entity, it should be borne in mind that these discourses are unlikely to exist as autonomous, clearly defined discourses in the political texts and instead operate side by side and overlapping, producing even conflicting roles for young people and actors working with the youth to adopt.

¹ European Commission 2007: *Promoting young people's full participation in education, employment and society*. European Commission 2012: *Proposal for a Council Recommendation on Establishing a Youth Guarantee*.

European Commission 2013: *Working together for Europe's young people. A call to action on youth unemployment*.

Early intervention

In the early intervention discourse, the biggest obstacles in youth employment are prolonged periods of unemployment leading to the passivation of the young and subsequently to dramatically reduced opportunities to find a job or place in further education or training.⁴ Particularly following the 2008 economic crisis, concern for the well-being and educational attainment of young people increased considerably. One of the remedies suggested by, for example, Finland was to extend the compulsory general education. At the same time, concerns for youth mental health and particularly for young people in a marginalised position, including young people with disabilities, immigration background or with small children, have increased.⁵

In the early intervention discourse, young people are seen as passive objects of measures⁶ who are under constant risk and observation and who need to be directed from one system to another. This discourse is relevant to the One-Stop Guidance Centers' operational principles, according to which young people themselves, or those working with young people, can contact the services when necessary and ask for advice at a point when the problems have not yet grown too severe.

Activation

The activation discourse, which is prevalent in general employment policy talk, is also strongly present in the political debate on youth employment. As with the early intervention discourse, prolonged unemployment and the passivation it causes are seen as the root cause of the ensuing problems. The central tenet of the activation discourse is that social and employment benefits received by young people should be conditional on the young people demonstrating proactiveness in various ways such as job applications, school applications and participation in workshops and rehabilitative work experience⁷. The main difference between the activation and early intervention discourses is in the respective roles they assign to young people. Whereas in the early intervention discourse, young

4 Yeats, Scott & Payne, Malcom (2006). Not so NEET? A Critique of the Use of 'NEET' in Setting Targets for Interventions with Young People. *Journal of Youth Studies* 9(3), 329-344.

Youdell, Deborah (2011). *School Trouble: Identity, Power and Politics in Education*. New York: Routledge.

5 Brunila, Kristiina; Mertanen, Katariina & Mononen-Batista Costa, Sari (2015). Economic worries – therapeutic solutions? Entrepreneurial and therapeutic governing of transitions of young adults. In: *Youth on the Move - Youth Transitions in International and Critical Perspectives*. Bloomsbury Academic.

6 Linnakangas, Ritva & Suikkanen, Asko (2004). Varhainen puuttuminen. Mahdollisuus nuorten syrjäytymisen ehkäisemisessä. Sosiaali- ja terveysministeriön selvityksiä 2004:7. Helsinki: Sosiaali- ja Terveysministeriö.

7 Helne, Tuula (2004). *Syrjäytymisen yhteiskunta*. Saarijärvi: Gummerus.

people are seen as an object of measures, the activation discourse describes and treats young people as an object of guidance but also as an active agent.

The Youth Guarantee and One-Stop Guidance Centers are part of a larger programme of encouraging and increasing proactive behaviours among young people. A good example of activation measures is the employer meet-ups organised at the One-Stop Guidance Centers, where young people can meet prospective employers at a low threshold. However, emphasising a young person's own activeness may be problematic, as, in practice, it would appear that only certain types of actions are acceptable, based on the definitions made by the authorities. Pursuing their own interests and independent studies may, in the worst case, prove detrimental when applying for social and unemployment benefits.

Lifelong learning

The lifelong learning discourse sees today's world of work as fragmented and offering little security, and that people must be prepared to develop their skills and competences continually and to learn new things throughout their lives. According to this thinking, continuous training and learning is, if not a guarantee, at least a highly necessary asset ensuring one's employability in the future.⁸ The role of young people in this discourse is to be active seekers of education and training with a capacity to flexibly transition from one type of training to another if the first qualification obtained does not lead to employment.

Moreover, the lifelong learning discourse also emphasises the importance of identifying those whose educational path has for some reason or other been interrupted and offering them support and guidance so that they can resume their training. The essential tools in lifelong learning include workshops, work try-outs, various coaching practices and apprenticeship training. The One-Stop Guidance Centers and outreach youth work, as well as guidance counselling at educational institutions, play a crucial role in steering potential customers towards these services.

Employability

The employability discourse sees measures taken for the benefit of young people are aimed at improving their employability. In political talk, employability is typically regarded as a series of qualities held by an individual, which improves

8 Fejes, Andreas (2008). Historicizing the lifelong learner. Governmentality and the neoliberal rule. In: Nicoll, Katherine & Fejes, Andreas (toim.) 2008. Foucault and lifelong learning. Governing the subject. London: Routledge.

Fejes, Andreas (2010). Discourses of employability: constituting the responsible citizen. *Studies in Continuing Education* 32(2), 89-102.

their likelihood of finding a job and, when necessary, moving on to a new role. These qualities include primarily a person's educational attainment and actual skills and, secondarily, other skills required in the workplace, such as teamwork skills. The Youth Employment Initiative strongly emphasises employability and its development. The role offered to a young person in this discourse is to be the active developer of their own skills and capabilities. However, the employability discourse places the responsibility of finding employment solely on the young person; finding a job depends on how employable the young person can shape themselves.

In the approach adopted at the One-Stop Guidance Centers and in the Youth Guarantee, employability is mainly developed by steering young people towards further training, although other measures are also used. For example, the One-Stop Guidance Centers assist in filling out job applications, preparing for job interviews and applying for training. The One-Stop Guidance Centers also organise various events focusing on employability and in some municipalities young people can gain work experience through partnerships between the One-Stop Guidance Center and local businesses.

Conclusions

In this article, I have introduced some of the key discourses that can be identified in the European Union policy programmes related to youth unemployment and measures to reduce it. These discourses afford young people an active position, in which the individual develop themselves and their skills set as well as a passive position, and in which the individual is a target of measures. My argument is that, from the perspective of the One-Stop Guidance Centers, it is crucial to understand this conflict of positions and to work towards guidance practices in which the many structural challenges faced by young people are taken into consideration, an aspect that is patently overlooked in the discourses discussed above. Geographical differences and limitations and the problems they may bring are also largely ignored. While the programmes may acknowledge the variation in young people's circumstances and structural challenges, the solutions offered focus merely on the shaping of the individual and provide only short-term remedies.

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The One-Stop Guidance Center as an ecosystem

The core duty of the One-Stop Guidance Center is, as its name promises, to guide young people to the services they need at a given time. The One-Stop Guidance Center can be seen as a “user interface” providing access to the entire service provision system, and the young people need not know exactly which authority or service provider they are expected to contact. The One-Stop Guidance Center is the place to start when looking for information, advice and support in questions and services related to education and training or employment. The One-Stop Guidance Centers have become an example of the new type of network management and ecosystem thinking, where service producers can utilise each other’s competences for the benefit of the customer across administrative and sector boundaries.

Since the One-Stop Guidance Centers receive and assist young people with a wide range of backgrounds and circumstances, the impact cannot be measured by employment figures alone.

This article looks at the evolution of the One-Stop Guidance Center network in Rovaniemi towards an ecosystem where actors providing youth services are forming communities across boundaries. We use the term ecosystem to refer to the reciprocal and collaborative practices adopted by organisations and individuals who organise and produce services for the young where competences are actively shared. The basic idea of ecosystem thinking is that the forms of collaboration and practices replace organisation-driven solutions and shift the focus on the customer.

The local One-Stop Guidance Center forms a link between local and regional authorities, educational organisations, business and industry and the third sector. It gathers information that can be interpreted through collaborative analysis and that can be utilised in making changes in the service content to improve the impact of these services. The One-Stop Guidance Center can be seen as an ecosystem when the information gathered on customer needs is being interpreted and analysed together by different parties.

The One-Stop Guidance Center as an interface

Studies have shown that young people prefer walk-in services and personal encounters while using services. From the staff perspective, a clearly designated

coordinator for the customer relationship in the service provision system is critically important. According to Notkola et al.⁹, the challenge is the uncoordinated service provision in the public sector. A young person using services is often passed from pillar to post looking for the right services, making it difficult to benefit from a service when it is most needed. The threshold to seek help at all may be too high.

The One-Stop Guidance Center brings together all resources targeted at promoting employment. The professionals working at the One-Stop Guidance Centers help the young person to take stock of the situation and create a personalised service plan while supporting the young person's participation and initiatives. The research group headed by Robert Arnkil¹ stated in the evaluation study of the 2012–2015 municipal pilot project for employment that the services should be comprised of joint resources that support a person's well-being, employability and employment. Joint resources are made up of capabilities and collective resources that can be unlocked through networks and partnerships. These capabilities should be combined in a manner that is optimal from the perspective of the customers and organisations cost-efficiency alike. This is also the aim of the activities at the One-Stop Guidance Centers.

The One-Stop Guidance Center in Rovaniemi compiles the services required by customers on a weekly calendar: outreach youth work, social services, TE Centre services, third sector services, housing and Kela services. These basic services are supported by permanent information and advice provision structures, voluntary financial advisers, outsourced employment services as well as entrepreneurship services. The service model of the One-Stop Guidance Center is flexible and agile: the One-Stop Guidance Center can add new services to its portfolio as and when a demand for them arises. Integrating additional services into the One-Stop Guidance Center platform has rendered joint operations more concrete.

Experiments in different forms of collaboration have taught the parties a great deal about the remit of the other participants and its framework and increased mutual understanding within the multi-agency team. By bringing actors together under one roof, the One-Stop Guidance Center has increased the transparency of services aimed at young people and the has activated the actors promoting employment and young people in an unprecedented way. The service providers have a stronger sense of shared ownership of the customers, as the work with and for the youth takes place in the same premises. However, the physical location alone is not sufficient in reaching and serving young people, and more outreach services and digital alternatives in service production are needed.

⁹ Notkola, Veijo & Pitkänen, Sari & Tuusa, Matti & Ala-Kauhahuoma, Miika & Harkko, Jaakko & Korkeamäki, Johanna & Lehtikoinen, Tuula & Lehtoranta, Pirjo & Puumalainen, Jouni (2013). *Nuorten syrjäytyminen. Tietoa, toimintaa ja tuloksia?* Eduskunnan tarkastusvaliokunnan julkaisu 1/2013.

¹⁰ Arnkil, Robert & Spangar, Timo & Jokinen, Esa & Tuusa, Matti & Pitkänen, Sari (2015). *Kokonaisvoimavarat käyttöön työllisyyden edistämiseksi. Työllisyyden kuntakokeilun (2012-2015) seurantatutkimuksen loppuraportti*. Työ- ja elinkeinoministeriön julkaisuja. http://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/74965/TEMjul_47_2015_web_10072015.pdf?sequence=1&isAllowed=y

Young people participating in development and production of services

Having access to a service when it is needed is crucial. It is the duty of the public administration to ensure that the necessary services are available and they are efficiently run and of a high standard. It is a growing trend to want to increase the contribution of service users to the co-development and co-production of services as a way of guaranteeing that the system of services is feasible and cost-efficient.

The participation of young people is one of the cornerstones of the One-Stop Guidance Centers and it can take place both on an individual and group level. On the individual level, the young person is placed at the centre of the guidance situation and in a position where they are able to determine and verbalise their plans and service needs, instead of acting as a passive object of measures. On the group level, participation at the One-Stop Guidance Center in Rovaniemi takes place, for example, through a steering group formed by young people themselves. The steering group is open to all young customers in the centre who are interested in the development of the services, and the group frequently convenes, approximately once a month. The steering group offers a channel for young people to voice their views about the services and their feedback and ideas are put into practice by different administrative branches in the municipality in addition to the planning work at the One-Stop Guidance Center. It is vital that the work of the steering group is continuously developed and it remains inclusive of all young people going forward.

The One-Stop Guidance Center as a development platform

The approach adopted by the One-Stop Guidance Center can be defined as a form of collaboration where multi-professionalism and joint undertakings are emphasised. In the literature on communities of practice, a term frequently referred to is boundary spanning, describing the challenges of two or more organisations in understanding each other and achieving a stage in the collaboration that is favourable for information sharing and, more importantly, production of new knowledge as a joint undertaking, learning and problem solving¹¹. A networked approach and collaboration such as this allow for actors to better acknowledge a young customer's overall circumstances and develop new ways of working as a joint effort. Process-driven thinking, by which a young person is pigeon-holed into a certain stage in the job-seeking process, has been replaced by a model in which services produced by the network are aligned with the customer's situation according to their needs.

¹¹ Valkokari, Katri & Salminen, Jaakko & Rajala, Anni & Koskela, Merja & Kaunisto, Kari & Apilo, Tiina (toim.) (2014). *Ekosysteemit ja verkostojen parviäly*. Espoo: VTT Technology 152.
Harmaakorpi, Vesa (2016) *Innovoiva kokeiluympäristö*. Uskalla kokeilla -verkostofoorumi: Tulevaisuus tehdään kokeillen 16.11.2016.

The joint vision of the One-Stop Guidance Center network has been discussed at several network meetings. The vision has crystallised into the idea that everything begins with the young person's strengths with the aim to utilise and support them with the competences and opportunities available through the service network.

The development work boils down to change management and openness to structural change

In a network, powers are divided between the different actors, which makes it more challenging to manage the necessary development work. Things may not progress as people would hope or the development work becomes erratic, leading to frustration. It is essential to the development work of the One-Stop Guidance Center network that necessary structural changes can be achieved. This requires management practices that extend the development work and pilots to the structural level. Structural change is always driven by more customer-centred practices.

The crucial objective is to find the interfaces where new ways of working emerge, where learning occurs, and the full potential of the network comes to fruition. The approach adopted by the One-Stop Guidance Centers has elements of, for example, joint planning and production practices. In joint production, public services are provided in an equal and reciprocal relationship between professionals, users and their families. Joint planning and production are change-drivers in the service provision system.

In our view, the One-Stop Guidance Center is not a new organisation but rather a new way for organisations to work together so that the customer has a say in what happens. The customer-centred approach is based on the young people themselves determining the direction of their lives and defining their own service needs. This is the basis on which the network uses its professional expertise to build the best possible service combination by the appropriate providers. The young person is seen as an active agent in their lives and not just an object of guidance practices. The goal for the guidance is to support customers to take the initiative and to increase their sense of agency and independence. Here, the participation of the young person is realised on an individual level.

Individual needs and ideas are taken into consideration and by adopting the developmental approach, the measures taken will become more appropriate for the young person's needs over time. The young person engages in training or employment through an experience of participation, which is favourable for the development of independence. This is the foundation on which we build the One-Stop Guidance Center ecosystem. Managing this ecosystem is even more demanding than that of the traditional network-based collaboration. An ecosystem requires a stronger commitment to the objectives of the network

than a looser collaborative network. In an ecosystem, decision-making is more flexible and the entire network can quickly react to situations that arise.

Managing the One-Stop Guidance Center ecosystem

The One-Stop Guidance Center network is developed as an ecosystem based on the shared definition and interpretation of customer needs. The customer needs are analysed both on the level of an individual customer and the division of labour throughout the entire network. This helps form an understanding of a shared customer, for whom nobody is competing as would be the case in a profit-seeking organisation. The only thing that matters is that the customer finds an effective solution. An ecosystem includes teams who can react to customers' needs and more permanent organisational structures for knowledge, advice and guidance provision. The successful management of this entity requires a consensus on the interpretation of knowledge. The operative teams are formed around shared interests based on the actors' personal choices and capabilities. These interfaces are not managed strictly from above; they operate based on individual customer needs.

Staff from different organisations identify with both their home organisation and the One-Stop Guidance Center network and its goals. That with which a staff member identifies more strongly depends on the nature of work and duties and the ways of working within the organisation as well as how much autonomy the staff members are allowed and how well they are able to utilise this trust when operating as parts of different networks. The operative concept of the One-Stop Guidance Center will inevitably create forums for shared action and interfaces, with their advantages and disadvantages. Teams able to react to customer needs rapidly and flexibly form around interfaces. The potential of these interfaces in sharing responsibilities and workload within the customer's service chain should be recognised.

The creation of the One-Stop Guidance Center model of operations was not a simple or easy task. The home organisations would each have their limitations and result targets, which have shaped the One-Stop Guidance Center concept and influenced the process of finding consensus on the goals. Another major question to resolve was the verifying the impact of the One-Stop Guidance Center operations and the indicators used in quantifying the impact. Since the One-Stop Guidance Centers receive and assist young people with a wide range of backgrounds and circumstances, the impact cannot be measured by employment figures alone. Nor is customer feedback alone sufficient, because one of the goals for the activities is to bring real savings and to speed up the service process. Besides finding employment, more attention has recently been paid to accelerating the process of finding a solution and access to service, which also create considerable changes and extend the duration of lifelong careers.

The physical location for collaboration has become significant as it reflects the shift from traditional collaboration to the joint service production. In a further development of the model, digital solutions will serve as an important channel for reaching and serving young people. Young people have themselves stressed the importance of having access to both face-to-face and digital services and, at best, they complement each other. The One-Stop Guidance Centers must keep their finger on the pulse and make sure that the digital solutions are used to improve the effectiveness and agility of the services offered to the young.

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A man with short blonde hair and black-rimmed glasses is sitting at a desk in an office. He is wearing a blue t-shirt and has his hands clasped in front of him. He is looking towards the camera with a neutral expression. On the desk in front of him are several laptops, some open and some closed. The background shows a modern office environment with large windows, a whiteboard, and other people working in the distance. The lighting is bright and even.

**THE PRACTICES AND
DEVELOPMENT
AT THE ONE-STOP
GUIDANCE CENTERS**

The methods of promoting youth employment at the One-Stop Guidance Centers

The Rehabilitation Foundation and Mikko Kesä Ltd carried out a study of One-Stop Guidance Centers' readiness and best practices in the field of employment and recruitment during autumn 2016 and spring 2017. The development process revealed that the attitude held at the One-Stop Guidance Centers towards employment models and business collaboration was at least open and curious. At some One-Stop Guidance Centers, there was first a degree of uncertainty about launching into peer development when business collaboration was still in its early stages. However, in many cases it soon became apparent that much had already been achieved. The question was about a need to understand which direct and indirect methods could be used to support the employability of young people and engage in business collaboration.

With regard to employment and business collaboration practices, many of the One-Stop Guidance Centers are at the learning stage. This stage has generated a great deal of interaction and shared thinking with representatives of business and industry and even a few experiments and adopted models. Some of the One-Stop Guidance Centers are at a planning stage, where employment and business collaborations models have already been tested across the board and adopted as part of planning and processes. It would be important and desirable that the employment and business collaboration models would eventually lead to the implementation stage. The practices deployed are systematic, ongoing, measurable and effective.

Four spearheading themes in the employment and business collaboration practices were identified in the service design project: the development of job-seeking skills, improving the skills matching between young people and employers, creating employment opportunities and new jobs and improving the capacity of employers to create jobs.

Job-seeking skills and skills matching

One of the most crucial roles of the One-Stop Guidance Centers is to collaborate with educational institutions, TE Services and municipal employment services in improving young people's job-seeking skills. These actors already have services in place that support job-seeking skills. The One-Stop Guidance Centers could serve

as a point of contact connecting young people and existing services improving job-seeking skills. The centers could also help develop personalised job-seeking services that would better meet the needs of young people.

Job-seeking services should essentially be integrally linked with solutions for improved skills matching. For the young to receive the support they need in job-seeking, the staff at the One-Stop Guidance Centers should be aware of the local services available and basic capabilities to guide a young person in matters related to employment.

The centers also play a pivotal role in improving the skills matching between young job-seekers and employers. One typical method to achieve this was recruitment events organised by the One-Stop Guidance Centers. The centers would benefit from tapping into existing recruitment events to supplement their own offering and to encourage young people to attend these events. The One-Stop Guidance Center could also attend these events to canvas for customers. Recruitment events could be a fruitful ground for reaching and engaging with young job-seekers and employers and building and reinforcing customer relationships.

The One-Stop Guidance Centers' own recruitment events should naturally be regular and frequent, as one-off events are a major undertaking. The recruitment events could also be used for introducing the other services available at the centers. It would also be important that these events successfully combine practical job-seeking support and contact building with potential employers. The One-Stop Guidance Centers are partially responsible for the quality of young people's first encounters with employers. It is vital that the businesses attending the events have the readiness to encounter young job-seekers.

Therefore the One-Stop Guidance Centers should further develop digital services and enhance young people's skills set using services on different platforms as their role in the job-seeking process is growing bigger by the day. Based on experience, regional portals at smaller localities are usually more feasible than municipal ones. One of the key abilities that young job-seekers need is the ability to use the right solution for the right purpose.

The third tool for improving skills matching between young job-seekers and employers is to collaborate with recruitment agencies. This would be both useful and expedient and the agencies have an existing interface with employers and they can also offer unadvertised jobs as well as shorter contracts which could be useful for young people to demonstrate their skills. However, the One-Stop Guidance Centers should keep in mind that recruitment agencies operate on a strictly commercial basis and they should be careful not to favour any particular agency. Different agencies usually cater to a certain sector or niche, which is something the One-Stop Guidance Centers and young job-seekers should also be aware of.

The centers and recruitment agencies should agree on ground rules and launch collaboration perhaps only with a few operators who are interested in

employing young people on a sustainable basis. Young people will need support and guidance in their collaboration with recruitment agencies. The One-Stop Guidance Centers should also carefully listen to the feedback from the young job-seekers on the collaborative process and the employment opportunities.

Creating job opportunities and improving employers' readiness

One-Stop Guidance Centers are providing valuable input in creating job opportunities and new jobs by way of creating and coordinating summer jobs. Summer jobs present a significant opportunity for younger age groups to gain work experience, so the efforts of the centers in enhancing young people's summer job opportunities is highly necessary. Beside summer jobs, the One-Stop Guidance Centers have assisted young people in accumulating work experience through various municipal supplements and recruitment subsidies. In their efforts to improve young people's summer job opportunities and other youth employment measures, the One-Stop Guidance Centers should collaborate with the local authorities in charge of business development and pay subsidies, as they are the organisations responsible for maintaining the economic vitality of the region.

Young people often need the assistance of the centers in finding jobs. As an example, the One-Stop Guidance Centers help young people find unadvertised, or hidden, jobs as a way of increasing job opportunities and creating new jobs. The centers need to focus on services related to job-seeking skills either as part of their own operations or through services provided by collaboration partners. Young people and employers would both benefit from job coaching services offered at the early stages of an employment relationship. Employers have plenty of work that needs doing, so a young job-seeker could participate in a work try-out or a recruitment trial, a new programme introduced in 2017–2018.

What sometimes stand in the way of the employment of a young person are the lacking skills of the employer to engage with young employees. As an example, young people would value feedback on their job-seeking performance even if they were not selected for the role. Young people are not familiar with the recruitment practices, such as job interviews, which can be very daunting for a young job-seeker. It may be that the person's job-seeking skills are not reflective of their job performance. Businesses should better acknowledge this aspect, and the One-Stop Guidance Centers should also address this discrepancy. The centers could work together locally with employers to improve their capacity to offer employment through, for example, communications campaigns. On a national level, more needs to be done to change attitudes and to offer services and information to improve employers' capacity to offer jobs to young people.

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The One-Stop Guidance Centers and the social engagement of young people

The principle behind the One-Stop Guidance Centers is to support young people's social engagement. Social engagement can be seen as a way to participation and agency in society through domains such as social networks, labour markets, institutions and services.¹² When assisting a young person in finding employment, training or other opportunities for activity, the One-Stop Guidance Centers are, in fact, promoting social engagement. Access to services is one dimension of social engagement. The centers are offering such access to young people by bringing the services closer to the ground and lowering the threshold for young people seeking to use their services.

The low-threshold model encourages young people to visit the One-Stop Guidance Center with their questions without a referral or having to make an appointment. This approach is designed to improve the outreach to persons who have service needs but are not accessing them¹³. The better accessibility of low-threshold services is not a given, however, and it rather depends on the content, goals and users of the service. For some, what is supposed to be a low threshold, may in fact prove too high.

The services offered by the One-Stop Guidance Centers are open to all young people. However, the views of who will or will not find the One-Stop Guidance Center easy to access will largely depend on the history of the centre, the structure of its service provision, the circumstances of the young person seeking services or the professional and educational background of the staff members.

According to some responses to the survey carried out among One-Stop Guidance Center staff members and stakeholders, the centers concentrate excessively on young people with multiple problems, which may lead to a situation where others who could benefit from the services choose not to access them for fear of being stigmatised. Others were of the opinion that the One-Stop Guidance Centers focused excessively on employment and study guidance. This may, in turn, raise the bar for those whose primary needs are in the area of social

12 Leemann, Lars & Hämäläinen, Riitta-Maija (2016). Asiakasosallisuus, sosiaalinen osallisuus ja matalan kynnyksen palvelut. *Pohdintaa käsitteiden sisällöstä. Yhteiskuntapolitiikka* 81 (2016): 5, 586-594.

13 Törmä, Sinikka (2009). *Kynnyskysymyksiä: Huono-osaisimmat huumeiden käyttäjä ja matala kynnyks.* Helsinki: Sosiaalikehitys Oy.

and healthcare services in order for them to access education or employment or to retain a job or study place.¹⁴

The varying views and opinions did not come as a surprise, because many of the One-Stop Guidance Centers have been launched only recently and they are facing a multitude of expectations that hopefully can be met as a result of the ongoing development of the operations. The One-Stop Guidance Centers work systematically to develop a low-threshold multi-agency service model that could better meet the widely varying circumstances and needs of young people. In addition to promoting young people's social engagement in general, the centers also aim to increase their participation as customers, service developers, planners of their own career path and even as planners, developers and evaluators of the One-Stop Guidance Center operations. This type of engagement is known as client participation¹⁵.

The young persons we interviewed found it important that the One-Stop Guidance Center was not like a government office. One of the interviewees said they visited the center because the staff was so welcoming: "I wouldn't come if it made me feel awful." Some of the interviewees compared the One-Stop Guidance Center to other service points, which they found bureaucratic and unhelpful. One interviewee said that the TE Office was a "scary place." Many of the interviewees felt it was important that they could accept assistance at their own pace and they were not forced into any pattern. The feedback collected from One-Stop Guidance Center customers supports the view that the young customers appreciate that they are made to feel welcome, they are given useful information, and the opportunity for face-to-face meetings and discussions with professionals.

In nearly all of the One-Stop Guidance Centers, young people participate in the planning of the operations, and they have also contributed to brainstorming and planning the centre at the launch stage. The participation of young people is a matter of principle for the One-Stop Guidance Centers and systematic efforts are made to strengthen their participation. Young people have stated that they are satisfied with their opportunities to participate in the delivery of their own service process. Changes in the operating environment are consolidating the position of the One-Stop Guidance Centers, but may also be making it more difficult than before to commit to the model based on high youth participation. While securing the continuity of the center operations has wide political support, the foundations of the youth-drive service model are simultaneously being shaken with proposals for stricter control that would concern young unemployed persons in particular¹⁶.

14 Evaluation survey 2016.

15 Leemann, Lars & Hämäläinen, Riitta-Maija (2016). Asiakasosallisuus, sosiaalinen osallisuus ja matalan kynnyksen palvelut. *Pohdintaa käsitteiden sisällöstä. Yhteiskuntapolitiikka* 81 (2016): 5, 586-594.

16 Hiilamo, Heikki et al. (2017). Nuorten osallisuuden edistäminen. http://www.theseus.fi/bitstream/handle/10024/133266/Puheenvuoro_11_978-952-493-298-1.pdf?sequence=4&isAllowed=y

The young customers of One-Stop Guidance Centers are more interested in participating in their own service process than the operations of the centres in general. From the perspective of service development, and in addition to participatory forums, such as customer panels, it is crucial that experts by experience, trainees and summer workers, who are knowledgeable about young people's life situations and the service provision system, are given the opportunity to participate in the operations of the One-Stop Guidance Centers. The plan is to expand the participation of young people in the One-Stop Guidance Center operations in the above roles.

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The well-being and capabilities of young people at the One-Stop Guidance Center Helsinki

Young people in Helsinki have relatively good opportunities for well-being. Factors sustaining young people's well-being include good functional capacity, social networks, security and adequate income¹⁷. Young people also find it important to be allowed to be themselves, maintain good self-esteem and friendships. However, some young people need support to maintain a good quality of life¹⁸. The One-Stop Guidance Center Helsinki follows a low-threshold multi-agency approach to provide young people with information about various support services available to them in a practical and easily accessible format. Young people can visit the centers free of charge and without having to schedule an appointment in advance. All the services are non-compulsory, and the young clients can even visit the centers anonymously.

Of the practitioners at the center, the public health nurse and social workers deal with most of the mental health issues encountered during client service situations. Approximately 20 per cent of the clients seeing the public health nurse and some 40 per cent of the social worker's clients are having problems with their mental health¹⁹. The fact that mental health issues and the related service needs play such a noticeable role in the daily work of the professionals at the One-Stop Guidance Center Helsinki probably says something about the general state of mental health services in Finland. For example, approximately one half of the young people reporting mental health issues at the center have no care contact with specialized health care. Other reasons for the high occurrence of mental health issues among the clients of the center are their earlier experiences of not being acknowledged, fear of being stigmatized and the lack of preventive and low-threshold mental health services²⁰. In several earlier studies, young people

17 Viilo, Tanja (2017). "Kaikilla pitäisi olla tasavertaiset mahdollisuudet". Helsingiläisnuorten kokemuksia hyvinvoinnista. Helsingin kaupungin tietokeskus. Helsingin nuorisoasiainkeskus. Työpapereita 2017:1.

18 Rinne, Kati (2016). Omat jalat kantaa. Helsingiläisnuorten näkemyksiä hyvinvoinnista. Helsingin kaupungin tietokeskus. Tutkimuskatsauksia 2016:1. Helsinki.

19 Kallio, Jenni & Rantsi, Saana & Reponen, Sirkku & Teckenberg, Tia (2017). Työn alla Ohjaamo Helsinki. Helsingin kaupungin keskushallinnon julkaisuja 2017:16. Helsinki.

http://ohjaamo.hel.fi/wp-content/uploads/2017/05/Työn-alla-Ohjaamo-Helsinki_web.pdf

Forsblom, Tiina & Salminen, Sanna (2016). Sosiaalinen raportointi Ohjaamossa. Ohjaamo Helsinki.

20 ibid

in Helsinki expressed experiences of poor access to mental health services and a high threshold for seeking help ²¹.

In this article, I will discuss the capabilities of young adults outside employment, education or training in the light of the support available from the One-Stop Guidance Center. The focus is on young adults who suffer from mental health problems.

One-Stop Guidance Center Helsinki as a supporter of well-being

One of the primary goals of the One-Stop Guidance Center Helsinki is to support young adults under the age of 30 who are in a transitional stage in their lives to engage with employment, studies or training. The low-threshold service model and the multi-agency approach aim to offer young people services in a holistic manner. Previous studies have highlighted the problems associated with the Youth Guarantee and the mismatch of services in cases of young people who have a lowered functional capacity and who are not fit for work or study ²². Can the One-Stop Guidance Center support these young adults when the main challenge may lie in the difficulty of reconciling the lowered functional capacity with the changing labor market? If the One-Stop Guidance Centers are expected to carry this type of social responsibility, it will require sensitivity and the ability to understand and respect individual needs. These aspects then need to be brought into the continuous development of the service provision.

According to Sanna Aaltonen ²³, welfare services aimed at young people can be seen as a kind of glue that may help a young person to attach to society. But what should this glue be made of to be beneficial for the target group? Information on how young people experience the services has been emphasized as an important part of service development ²⁴.

21 Rinne, Kati (2016). Omat jalat kantaa. Helsinkiläisnuorten näkemyksiä hyvinvoinnista. Helsingin kaupungin tietokeskus. Tutkimuskatsauksia 2016:1. Helsinki.

Westerback, Frida (2016). Unga och psykisk ohälsa – praktikforskning i Helsingfors. Mathilda Wrede-institutets forskningsserie 2/2016. Helsingfors.

22 Aaltonen, Sanna & Berg, Päivi & Ikäheimo, Salla (2015). Nuoret luukulla. Kolme näkökulmaa syrjäytymiseen ja nuorten asemaan palvelujärjestelmässä. Nuorisotutkimusverkosto/Nuorisotutkimusseura, julkaisu 160. Helsinki.

23 Aaltonen, Sanna (2014). Miten hyvinvointipalvelut sitovat nuoria yhteiskuntaan? Julkaisematon esitelmä. Sosiologipäivät. Rovaniemi 27.-28.3.2014.

24 Palsanen, Kati & Kääriäinen, Aino (2016). Asiakkaiden ja ammattilaisten yhteistoiminnallisten työskentelyn merkitykset ja seuraukset. Teoksessa Mirja Satka, Ilse Julkunen, Aino Kääriäinen, Ritva Poikela, Laura Yliruka & Heidi Muurinen (toim.) Käytäntötutkimuksen taito. Heikki Waris -instituutti & Mathilda Wrede -instituutti.

Peltola, Marja & Moisio, Jenni (2017). Ääniä ja äänettömyyttä palvelukentillä. Katsaus lasten ja nuorten palvelukokemuksia koskevaan tietoon. Nuorisotutkimusverkosto/Nuorisotutkimusseura, julkaisu 190. Helsinki.

The goal of the services should be to allow young people to experience that they are a meaningful part of society.

If we examine the theme from a different point of view, engagement with society also requires sufficiently balanced individual functional capacities, as well as opportunities to work or study. In this article I will be discussing the opportunities and the well-being of young adults outside employment, education or training. I will be paying special attention to the circumstances in which a young person seeks the services of the One-Stop Guidance Center. Examining young people and their views of their own well-being in the light of the capability approach will give us a better understanding of the capabilities of the studied youth.

The well-being of young people in the light of the capability approach

One of the target groups for the One-Stop Guidance Center Helsinki is young adults under the age of 30 outside employment, education or training. The role of the One-Stop Guidance Center is to produce a collaborative and inclusive interpretation of the circumstances of young people. From the perspective of agency, the goal of the services should be to allow young people to experience that they are a meaningful part of society and that they can operate as part of that society as its full members.

In the following, I will introduce three individuals in different life situations and how they see their own capabilities from their subjective perspective. The idea is based on The Youth Welfare report²⁵, in which well-being or welfare is approached through a capability lens based on Martha Nussbaum's work²⁶. The Youth Welfare report asks whether young people have the skills and opportunities to cope in everyday life, to do things that they value and lead a good life. The frame focuses on individual capabilities in relation to social and cultural structures emphasizing the structural variables' impact on the individual's capabilities, agency and well-being. In the welfare report, welfare/well-being is divided into eight aspects: life and health, developing yourself, managing the future, safety, emotions and interaction, active citizenship, equality, and nature and sustainability. The interviewees rated the sub-categories of well-being on a scale from 1 to 5 (1 = very poor capabilities, 5 = very good capabilities).

25 The Youth Welfare report in Helsinki (2018). Briefly in English.
<https://www.nuortenhyvinvointikertomus.fi/briefly-english>

26 Nussbaum, Martha C. (2011). Creating capabilities: the human development approach. Harvard University Press.

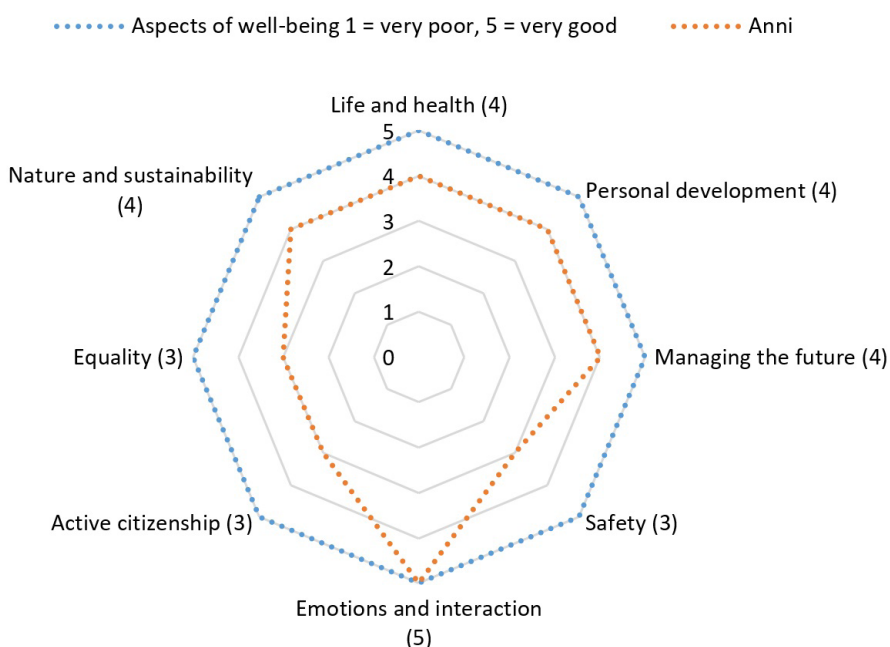
The life situations of these persons and their capabilities cannot be generalized to reflect all One-Stop Guidance Center clients or young people outside employment, education or training.

Anni, 20

Anni graduated from the general upper secondary school a few months ago. She has been trying to find temporary employment to gain some work experience and to save money. Her dream is to one day study abroad. Anni describes her school experiences as fairly positive: *"I was always a pretty solid, good student in primary school and junior secondary school."* When her school-leaving exams approached, however, Anni experienced burnout and depression. Looking for a job proved extremely difficult and Anni approached the One-Stop Guidance Center on her own initiative.

Anni rated her capabilities relatively high. Relatively highly rated capabilities can be seen as an indicative of a young person who is able to manage independently, and whose areas of well-being are in balance (Figure 1). Anni is, however, experiencing a temporary or transitional stage in her life and as she has found herself outside employment and training she feels she needs support to make decisions in everyday life or in making plans for the future. The fact that she is willing to make choices can be seen as a resource, although she needs professional support to attain the ability of making those choices. The ability is supported by a relational dimension offered by the welfare service:

Figure 1. The capabilities of the young person (Anni) in the light of the capability approach



"It helps a lot if someone just tells me that 'it's OK for you to do that' or 'it's not OK for you to do that'. I just came to get help in finding a job and stuff."

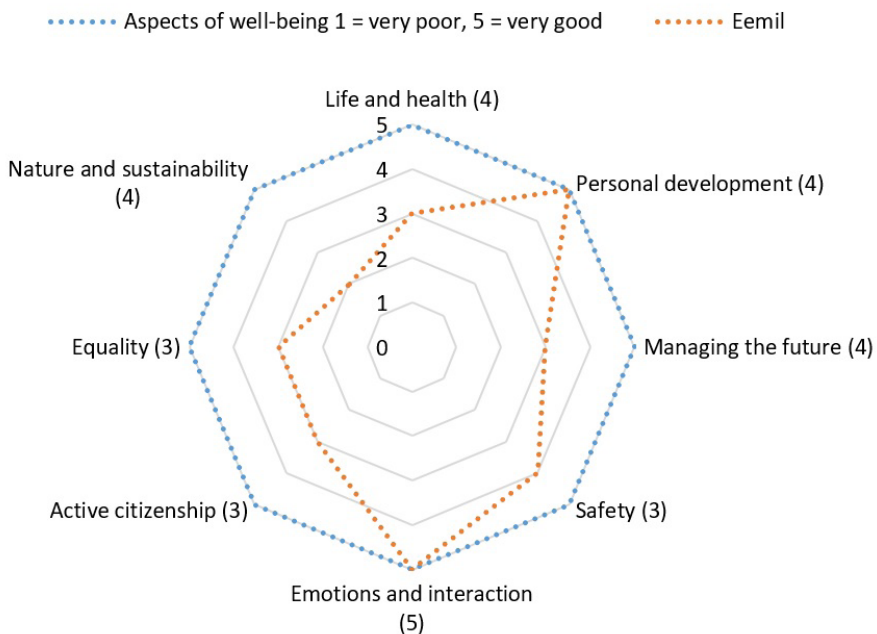
"At least now I know that I can seek help, that there is help. I'm not alone which is why I feel... stable. Nobody is going to pull the rug from underneath my feet, even if something went wrong."

Eemil, 27

Eemil's studies and employment have been compromised by his long-term mental health problems. *"I have a few years of work experience, but then again I've dropped out of quite a few schools."* For the past two years, he has simply been drifting. Eemil is hoping to find direction in his life with the support of the One-Stop Guidance Center: *"I'm at a point in life where I have nothing useful to do, which I really miss, so now I find myself here."*

Eemil's capabilities and functional capacity appear to be partly strong, partly fairly strong (Figure 2). The capabilities he has ranked the lowest speak of an imbalance between the different sub-categories of well-being. Such imbalance is often an indication of simultaneous resources and limitations. His own evaluation of his capabilities is somewhat positive and he is expressing readiness and willingness to be part of society through work or studies. However, his limitations compromise his functional capacities and often affect his practical opportunities to work or study. The imbalance may give rise to highly conflicting emotions – the young person may, for example, be willing and interested in working even if the real capabilities owing to mental health issues do not exist. By the same token,

Figure 2: The capabilities of the young person (Eemil) in the light of the capability approach



a weak position in the current labor market may have a negative impact on a person's physical and mental health.

"It is quite annoying to think that you haven't had a job, and now that the rehabilitating work experience ended, I'm not going to be happy about this situation for too long, that I don't have a real place in society.

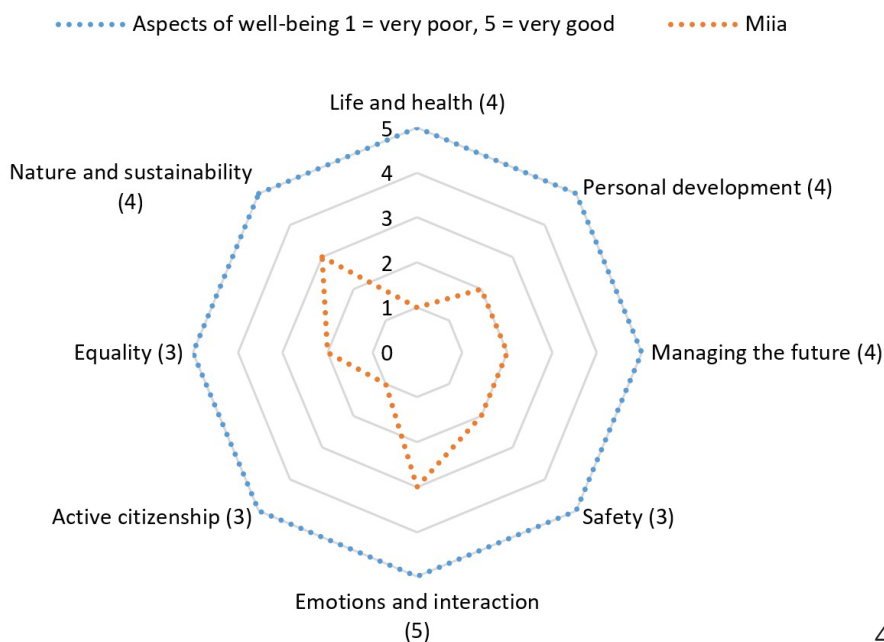
[...] as long as I have to rely on all these benefits, I'm a financial burden to society, not a contributor. A few years ago, I think I grew up a bit and started thinking that perhaps I could actually do some work at some point [chuckles]."

The conflict is further highlighted by the pressures felt by Eemil to make choices. However, he is willing to accept support in decision-making and in his transition from one stage to the next. Nonetheless, he feels he is responsible for his direction in life and his choices: *"That's the conflict, if you like, that I can get support from here, but it's me who has to make all the decisions."*

Miia, 19

In Miia's childhood and early teens, her parents' divorce and bullying at school left lasting imprints in her life: *"I have suffered from depression and obsessive-compulsive disorder nearly all my life."* After dropping out of several schools, Miia was referred to the One-Stop Guidance Center to discuss her situation: *"I had these anxiety attacks a lot more, and I really had a tough time, so I dropped out of school, there was nothing like this... something to do, to occupy me full-time, and I had no income either."*

Figure 3: The capabilities of the young person (Miia) in the light of the capability approach



Miia rated her capabilities relatively low. The poorly rated capabilities and functional capacity highlight the complexity of Miia's situation. Her capabilities are undermined by the lack of social networks and financial resources as well as the sense of insecurity and experiences of discrimination. The narratives of interviewees show how mental health problems, in particular, but also somatic illnesses or disabilities can affect the daily lives and the planning of the future.

"My health is not the best and probably won't improve in the future, at least in the near future, and that has an effect on how I will be able to live my life, what I will be able to do in terms of health, and that has an effect on everything. For instance, my depression is now so bad that I can't really feel anything, I can't find pleasure in anything, which then means that although it would be kind of nice to do all sorts of things, but it still feels like nothing, so even if I lived my life to the fullest, it still would not feel like it. It's like I don't have a life, no matter how hard I try."

All the service users in this group commended the One-Stop Guidance Center for its holistic and welcoming approach and its focus on the person's current and unique life situation. This approach is successful if the young person's existing capabilities and limitations are acknowledged, supported and respected.

"Here at the One-Stop Guidance Center you get great support in looking for a job and studies, but then again if you are not up to it, they don't force you like they do at the job center. It's more about looking at your personal situation and seeing what the best way to help you might be."

The social workers at the One-Stop Guidance Center Helsinki state that for young adults with lower capabilities *"the journey to employment, education or training requires sufficient support and services in order for the person to reach their goals"*. The life situations of Anni, Eemil and Miia described above could be compared to client groups noted by the social workers producing a social welfare report within the framework of the One-Stop Guidance Center Helsinki. The social welfare reports produce qualitative information based on client service work to support service development and decision-making.²⁷ Based on the social welfare reports compiled by the One-Stop Guidance Center Helsinki, the service users can be divided into three groups:

- 1) *Young adults requiring light support and guidance.* According to the assessment of the staff members, the capabilities of this group are fairly good.
- 2) *Young adults who benefit from service guidance.* This group typically has other care contacts simultaneously or they need support from the One-Stop Guidance Center to establish a care contact. This group would also benefit from short-term psycho-social support.
- 3) *Young adults requiring intensive support.* Young people in need of intensive support are frequently encountered and the service processes can be long. In

²⁷ Lyly, Auri (2016). Sosiaalinen raportointi asiakastiedon tuottajana. Esimerkkinä aikuissosiaalityö ja lastensuojelu. Tutkimuksia ja raportteja 2/2016. Helsingin kaupunki. Social Welfare Act 1301/2014

these cases, the wide professional expertise of the multi-professional team at the One-Stop Guidance Center is in full use²⁸.

By combining assessments made by the welfare practitioners and young people themselves on their capabilities, can the development of services and decision-making be supported from different angles. Kananoja²⁹ states *“that the service user and the professional together have the opportunity to examine the service user’s circumstances and to form a view of the changes needed may in itself be helpful.”*

However, approaching welfare services that are mainly based on resolving issues through talk is not always easy for the young person. There is also the danger that the process focuses excessively on employment or education because of the service provider’s bias, even though the young person may have several overlapping needs. In these situations, art may prove a useful tool to break down obstacles to talking³⁰. One example of art-based activities, which was designed to address the possible multiple overlapping needs of the One-Stop Guidance Center service users, is the Social Circus. The Social Circus has proved an excellent tool in the prevention of social exclusion and supporting well-being on many fronts at the same time³¹. The circus activity could also be assumed to support the sub-categories of well-being, which were discussed above from the perspective of the capability approach.

The role of the One-Stop Guidance Center is to produce a collaborative and inclusive interpretation of the circumstances of young people. Examining young people and their views of their own well-being with the capability approach may give us a better understanding of the capabilities, resources and limitations of young people – while supporting the goal of the One-Stop Guidance Center to develop its services on a needs basis. Welfare services can offer support to a young person in engaging with society, as long as they support the person’s resources through work that construes well-being as a relational concept, through methods such as the Social Circus.

Encountering young people at the One-Stop Guidance Center can be examined through the concept of relational welfare³². Relational welfare emphasizes dialogue in the construction of well-being services with vulnerable groups: *“it refers to a holistic understanding of their life situation and a keen ear,*

28 Forsblom, Tiina & Salminen, Sanna (2016). Sosiaalinen raportointi Ohjaamossa. Ohjaamo Helsinki.

29 Kananoja, Aulikki (2017). Ihminen elämäntilanteessa. Jane & Paulo. Talentia-lehden erikoisnumero sosiaalialan korkeakouluopiskelijoille 2017.

30 Känkänen, Päivi (2013). Taidelähtöiset menetelmät lastensuojelussa – kohti tilaa ja kokemuksia. Helsingin yliopisto, Valtiotieteellinen tiedekunta, Sosiaalityö- ja sosiaalisen tutkimuksen tutkimuskeskus, Sosiaalityön väitöskirja. Tutkimus109/2013. Terveystieteiden tutkimuskeskus. Tampere: Juvenes Print.

31 Kekäläinen, Katri & Kakko, Sofia-Charlotta (toim.) (2013). ”Siellä on suupielet korvissa”. Hyvinvointivaikutuksia sosiaalisesta sirkuksista. Tampere: Tampereen yliopisto, Tutkivan teatterityön keskuksen julkaisu.

32 Cottam, Hilary (2015). [Relational welfare](#).

in other words, the ability to work in a dialogue-based relationship, the creation of opportunities for shared dialogue and supporting communality on all levels” ³³. In the eyes of the young, relational welfare may be seen as holistic encounters, easily accessible services and flexibility. At the same time, the young person’s current life situation is understood and both their resources and limitations are acknowledged.

This approach appears to be typical of One-Stop Guidance Center Helsinki. The shared approach, complementary competencies and the multi-agency model emphasize the importance of considering and understanding the young person’s circumstances as a whole. The service promise stresses the importance of encountering young people on the right level: *“The young person is encountered as a responsible expert of their own life who is respected and listened to, who is taken seriously, with whom solutions and next steps are defined in collaboration.”*³⁴ The fact that the young person may also be assigned a case worker to coordinate their overall situation and client relationships is a way of addressing needs that have been raised in previous research.

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33 Satka, Mirja (2015). Mittaritietoa ja ihmissuhteissa rakentuvaa hyvinvointia. Janus vol 23 (4) 2015, 349-350.

34 Kallio, Jenni & Rantsi, Saana & Reponen, Sirkku & Teckenberg, Tia (2017). Työn alla Ohjaamo Helsinki. Helsingin kaupungin keskushallinnon julkaisuja 2017:16. Helsinki.

The multi-agency approach of the One-Stop Guidance Center supports the well-being among long-term unemployed youth

The One-Stop Guidance Centers have provided an excellent tool for addressing the situation of the long-term unemployed youth holistically. Before the One-Stop Guidance Centers existed, the services for young people were typically provided based on the targets of a single organisation. The main focus could be isolated to, for example, the strengthening of social standing or clearing the list of municipally funded labour market subsidy³⁵ recipients. There is no logic in treating employment measures targeted at the long-term unemployed youth as a separate entity, and instead it is necessary to widen the perspective across organisation boundaries to provide young people with the best possible overall support.

If a young person is referred to a service that is insignificant in their situations, this may only cause damage both to the individual and society. Breaking out of the traditional silos has been one of the main goals of the One-Stop Guidance Centers. Collaboration has made it possible to help young people more effectively, including those whose unemployment has lasted for longer than one year.

Challenging in cost accounting may lead to sub-optimisation

Quantifying the impact of employment measures is exceptionally difficult, which has created additional challenges for the feasible organisation of services. Operative cost savings are difficult to calculate, especially since we have very little data on the impact of preventing work. This may lead to a bias caused by measurability: priority is given to measures that lend themselves to accurate quantification or produce results in the short term. Paradoxically, this may lead to the expectation of quantifiable results on matters that cannot be measured in the first place.

³⁵ For each unemployed job seeker who has received labour market subsidy for more than 300 days and who is not subject to activation measures, their home municipality must pay Kela (The Social Insurance Institution of Finland) a proportion of the labour market subsidy, which is 50% of the subsidy at the basic level and 70% for job seekers who have received labour market subsidy for longer than 1,000 days.

It is very difficult to put a price tag on well-being and the prevention of marginalisation. The estimated cost of a single marginalised young person is estimated at EUR 1–1.8 million, depending on the calculation method. Coming up with such a high figure requires that the person has become excluded from the workforce before they even entered it. However, this scenario concerns only some of the young people. According to Pekka Myrskylä, for example, some 40 per cent of the young people classified as not being in employment, education or training (NEET) are still in the same position five years later.

It has traditionally been easier to focus on factors that yield exact numerical data. From the viewpoint of municipalities, the share of the labour market subsidy paid by them remains topical. Municipalities pay half of the labour market subsidy received by job seekers who have been unemployed for longer than 300 days and 70 per cent of the subsidy paid to those who have been unemployed for longer than 1,000 days. This has created a need in municipalities to control the cost structures. The total amount of labour market subsidies paid by the municipalities in Finland in 2016 was EUR 425 million. For unemployed job seekers under the age of 30, these payments totalled over EUR 50 million.

The amount of municipal funding or labour market subsidy can be calculated to the euro on a monthly basis and, subsequently, it is possible to focus municipal employment measures towards more cost-efficient, and occasionally more short-term, measures and sub-optimisation within organisations. The relentless reduction of the labour market subsidy paid by municipalities by any means necessary is not, however, a sustainable way forward in the case of the young people.

Using services across the board is crucial

The listing of the recipients of labour market subsidy has led to a situation where young people who have been unemployed for a long time are directed to the One-Stop Guidance Centers. However, referring young people for rehabilitative work experience alone is not a sustainable solution in the context of youth guidance, because in this case, the young person may not necessarily receive the service that would be most suitable in their individual situation.

Municipalities have organised rehabilitative work experience opportunities on a large scale to reduce the amount of labour market subsidy they are obliged to pay. The employment effects of rehabilitative work experience are not impressive. Only 2.5 per cent of the customers participating in rehabilitative work experience have found employment within six months of the end of the programme. However, according to the legislation on rehabilitative work experience, employment is not as such the main goal of the programme and the purpose of the method is to improve the customer's life-management skills and improve their readiness to enter the labour market. At best, rehabilitative work

experience offers a rewarding way for young people to occupy themselves and new social contacts while improving their vocational skills.

For the sake of equal treatment, young people should be directed towards a wide range of services supporting employment, as dictated by the customer profile. The goal should be to support the young person on their path towards a better future through the variety of measures available and not sub-optimize measures in the hope of creating short-term cost savings. The consistent use of high-standard services will ultimately also help keep the amount of labour market subsidies paid by municipalities in check. The rehabilitative work experience is not an end in itself, but it is an appropriate service path to those who can benefit from it.

Case studies at the One-Stop Guidance Center Forssa

The One-Stop Guidance Center Forssa has served as a platform for rapidly formed multi-agency teams for referring young persons receiving the labour market subsidy partially paid by the municipality to a designated case worker. The case teams at the center form the basis for an organisation and are flexible able to address all issues related to the customers who have been unemployed for a long time.

These customers are first invited on a voluntary visit to the One-Stop Guidance Center, where the customer's life situation and future prospects are discussed. At this stage, the case worker and the customer may, for example, consider training, work try-out or employment funded through a pay subsidy. If the customer's life-management or daily routines present a challenge, rehabilitative work experience might be the right alternative. Some of the customers are not, for some reason or other, interested in improving their circumstances or participating in measures aimed at employment. It is important to recognise this customer type and, if necessary, refer them to the domain of social work or substance abuse work.

The range of means available has been extended with increasingly innovative and customer-centred initiatives. Those who have, for example, dropped out of education or training, can be referred to workshops where non-formal and informal learning can be recognised towards studies. In addition, the service combinations are built with the aim of steering the path transition from rehabilitation, orientation and competence development eventually towards employment.

On the brink of change

The upcoming regional government and company and employment services reform will overhaul the system of managing long-term unemployment and the

municipal funding of the labour market subsidy is also expected to see some changes. While the changes will take place, it does not mean that we should rest on our laurels and wait to see what happens. It is better to be prepared for the future. Flexible, integrated systems will continue to grow in significance. The One-Stop Guidance Centers have paved the way for flexible, collaborative models and improved the measures taken in the management of unemployment. There is now also readiness in principle to create a regional model for the management of unemployment.

There is no need, however, to reinvent the wheel. One of the core strengths of the One-Stop Guidance Centers is that they aim to integrate existing networks and structures. Well-executed services and efficient use of the networks of actors is essential to the development of new functions. The aim is to build effective networks that genuinely cross sector boundaries and share internal knowledge, and thereby support young people's well-being.

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The One-Stop Guidance Centers and the transdisciplinary, network- based approach

Trust and respect for the expertise of a network partner create cohesion between actors.

To be successful, the One-Stop Guidance Centers must build a winning team that knows how to score. In a winning team, the goals are clear. The team is cohesive, each player knows their responsibilities and puts the success of the team before their personal gains, and is ready to improve their game constantly. In this article, we are discussing the development potential and the related challenges at the One-Stop Guidance Centers.

Are we going to build One-Stop Guidance Centers into something more than any youth service before has been? This is an easy question to answer: yes, we are. The One-Stop Guidance Center is a one-step service concept offering transdisciplinary advice and guidance services in a customer-centred manner to promote youth employment and educational attainment as well as prevent social exclusion. The One-Stop Guidance Centers utilise the competencies their network of actors have, especially in the fields of service production and development.

Collaboration cannot take place without networking and the sustenance of the network, in order for collaboration to transition into genuinely working together. Simple! Or is it? Collaborative networks do not spring up by themselves, and they always emerge for a reason and a common goal, a strategic vision. Networks can be utilised for gathering together regional actors, for communication between people, agreeing on goal-oriented collaborative efforts, and developing and deepening expertise and services.³⁶ The concept of networking is based on the idea of learning as a social and collaborative phenomenon. Joint knowledge production is a hotbed for innovation and creativity. The role of networks has been emphasised as the world of work has changed, and new social innovations should increasingly be based on multi-organisational actions³⁷.

36 Alasoini, Tuomo & Järvensivu, Anu & Mäkitalo, Jorma (2012). Suomen työelämä vuonna 2030. Miten ja miksi se on toisennäköinen kuin tällä hetkellä? TEM raportteja 14/2012. Helsinki: Työ- ja elinkeinoministeriö.

37 Harisalo, Risto & Miettinen, Ensio (2010). Luottamus. Pääomien pääoma. Tampere: Tampere University Press.

The One-Stop Guidance Center as a network

A network is born out of a mutually recognised need and objective. The One-Stop Guidance Center networks emerged to prevent the marginalisation of young people and to support their entry into training or employment. A One-Stop Guidance Center is a network involving actors from different administrative branches offering transprofessional expertise, advice and guidance. The multi-agency network of transdisciplinary actors produces new types of expertise and, ideally, the shared learning process generates new ways and methods of working.

The success of network-based collaboration depends on the shared objectives and ways of working. Networks cannot emerge or operate without trust; this trust can be built consciously and in a target-driven manner. The strategy adopted by a One-Stop Guidance Center lays down the guidelines for the operations and collaboration. Each actor should engage with the other members of the network to jointly define the objectives, conditions and methods of collaboration. Successful collaboration requires that the members of the network internalise the purpose and importance of working together and see networking as an integral part of the operations of their respective organisations³⁸.

It is also essential to evaluate the added value created by the network and collaboration. The benefits of collaboration within the One-Stop Guidance Centre network lie in its potential to tap into the competences, knowledge and methods accessible through each of the actors. The advantage of the network is also in its ability to produce new knowledge and methods: at the One-Stop Guidance Center, the competences of each actor are mutually complementary. The daily operations of One-Stop Guidance Center and how well they are run either bring the actors together or pull them apart. Mutually agreed common rules and forms of working together and shared views of the customers and their guidance and fruitful customer processes result in services of high standard. It is important that the actors learn about each other's duties and competences from the start, as this will lay the foundation for the collaboration evolving into genuinely working together. Trust and respect for the expertise of a network partner create cohesion between actors.

The operations of the One-Stop Guidance Center require a shared will, attitude and commitment as well as time and a variety of collaborative forums and actions that generate mutual trust. This, in turn, requires intellectual, physical and financial resources. The networking aspect should be incorporated into the job descriptions of the actors and they should have the necessary authority and support of the management to carry out their duties. Shared knowledge production and useful knowledge practices add to the quality of the operations, outcomes and the well-being of the actors. In other words, the operations must be properly organised, coordinated and managed.

³⁸ Valkokari, Katri & Hakanen, Taru & Airola, Merja (2007). Yritysverkoston strateginen kehittäminen. Työkirja. VTT. Helsinki: Edita Prima Oy.

As an actor in the One-Stop Guidance Center network

Network-based collaboration assigns different roles to actors, depending on the nature of the network. The basic idea of the One-Stop Guidance Center is to strengthen the agency of customers seeking their services, to support them in discovering their own path, participation and engagement in society. The customer is at the core of the One-Stop Guidance Center's operations, and frequent expressions in the customer discourse include "customer needs", "customer's voice", "customer first", "one customer, one-stop service". At the One-Stop Guidance Center, the customer is more than a target of measures and they are seen as active participants and resources and experts by experience who can contribute to the development of the operations and who should be listened to. They are fully-fledged members of the network.

Owing to the network-based model, the role of the coordinator is in a key position at the One-Stop Guidance Center. In this context, coordination refers to maintaining the operations, ensuring the smooth running of daily activities and compliance with the agreed measures, service provision and rules. The coordinator is a vital link between the network and the network management, where much of the development work takes place. Communication with background organisations and other networks and collaboration partners that the One-Stop Guidance Centers are involved with is also a central element of the coordinator's role.

Factors enhancing and preventing transprofessional and transdisciplinary work

Previous studies have revealed factors that either enhance or prevent transdisciplinary collaboration. The most salient factors enhancing the approach are a trusting and respectful working climate, understanding and crossing the boundaries of expertise, and time specifically allocated to discussion and reflection. These factors require the successful coordination of collaboration and good teamwork and communication skills. In addition, transdisciplinary collaboration requires the verbalisation of shared concepts and goals and the ongoing evaluation of them. The realisation of the above factors enhancing transdisciplinary work and the adoption of the transdisciplinary approach may lead to a complete change in attitude for an individual employee. Transdisciplinary collaboration means a shift from traditional expert services and established networks to a dynamic combination of independent and communal way of working. Factors preventing transdisciplinary collaboration include ambiguities in the roles of the experts, unclear division of responsibilities, and the different communicative cultures of different professional groups and lack of interaction and teamwork skills.³⁹

Moreover, the legislative provisions and regulations governing different professional groups may also create obstacles for transdisciplinary collaboration. On the level of attitudes, factors preventing transdisciplinary collaboration include mutual distrust between experts, which can be manifest in defensiveness and territorial behaviour. Practicalities surrounding the organisation of work, such as lack of resources or shared premises, may make it difficult to exercise genuine transdisciplinary collaboration.⁴⁰

The stages of development in transdisciplinary guidance

The transdisciplinary guidance offered by the One-Stop Guidance Centers is introducing a completely new operative culture into the field of guidance in Finland. The changing culture at the One-Stop Guidance Center towards community learning requires intervention with its defence mechanisms, and the transition from the culture of working alone towards genuine interactive, transdisciplinary collaboration⁴¹. Achieving shared leadership and transdisciplinary collaboration will require structural changes so that sector boundaries can be crossed and the domain of the third sector can become fully involved⁴².

The shift from traditional, siloed customer service to a transdisciplinary, low-threshold guidance environment will require the adoption of new methods and skills. This type of development takes place in stages, each based on the previous one.

39 Hall, Pippa (2005). Interprofessional teamwork: Professional cultures as barriers. *Journal of Interprofessional Care*, Supplement 1, 188–196

Koskela, Seija (2013) "Mie teen vaan oman työni". *Toimintatutkimus moniammatillisen yhteistyön ja ohjausosaamisen kehittämistä*. Jyväskylä Studies in Education, Psychology and Social Research 477. Jyväskylän yliopisto.

Mellin, Elisabeth. A. & Hunt, Brandon & Nichols, Lindsey M (2011). Counselor Professional Identity: Findings and Implications for Counseling and Interprofessional Collaboration. *Journal of Counseling and Development*: JCD, 89(2), 140 – 147.

Holmesland, Anne-Lise & Seikkula, Jaakko & Nilsen, Øystein & Hopfenbeck, Mark & Arnkil, Tom Erik (2010). Open dialogues in social networks: professional identity and transdisciplinary collaboration. *International Journal of Integrated Care*, Volume 10, 1 – 14.

40 Chivers, Leo (2011). Frameworks for Practice? Ways of seeing what to do. Teoksessa Lyn Trodd & Leo Chivers (eds.) *Interprofessional Working in Practice : Learning and Working Together for Children and Families*. Maidenhead, GBR: Open University Press, 7 – 21.

Kiilakoski, Tomi (2014) *Koulu on enemmän – Nuorisotyön ja koulun yhteistyön käytännöt, mahdollisuudet ja ongelmat*. Nuorisotutkimusseura ry.

41 Hargreaves, Andy & Shirley, Dennis (2008). *The Fourth way of Change*. *Educational Leadership* 66 (2).

42 Berg, Gunnar (2003). *Att förstå skolan. En teori om skolan som institut och skolor som organisation*. Lund: Studentlitteratur.

1. *Working alone*

The traditional form of guidance, where the guidance and counselling practitioners have their own customers and are responsible for their guidance process.

2. *Working side by side*

Guidance and counselling practitioners from different fields share the working environment and consult each other sporadically on their cases.

3. *Working together*

Guidance and counselling practitioners share customers and have agreed on the share of responsibilities or the transfer of customers from one practitioner to another.

4. *Working together as an established practice*

The method of working together has become an established and natural practice for guidance and counselling practitioners in the provision of guidance services. The customer relationships are shared, and guidance work takes place across boundaries of professional expertise.

5. *Regulated and agreed ways of working*

Transdisciplinary collaboration has been systematically acknowledged in all operations. The work is based on agreed practices and the conscious development of the transdisciplinary approach in the guidance processes. The customers have an active role in their own processes.

According to Trodd and Chivers⁴³, the skills of transdisciplinary collaboration are best learnt through practice, that is, through work. The One-Stop Guidance Centers serve as authentic examples of transdisciplinary collaboration in which the transdisciplinary approach is constantly developed alongside that of actual service provision. Learning the skills of transdisciplinary collaboration is, in other words, a development process owned by its participants, taking place in the context of daily work. It involves skills and methods that cannot be transferred or adopted through traditional training⁴⁴.

Therefore, other methods have been developed to upgrade skills in transdisciplinary collaboration and guidance. Coaching, consultation and supervision have proved meaningful tools in the development of transdisciplinary guidance skills, as they implicitly focus on daily questions and challenges. In

43 Trodd, Lyn & Chivers, Leo (2011). Introduction. Teoksessa Lyn Trodd & Leo Chivers (eds.) *Interprofessional Working in Practice: Learning and Working Together for Children and Families*. Maidenhead, GBR: Open University Press, 1 – 4.

44 Koskela, Seija (2013) "Mie teen vaan oman työni". Toimintatutkimus moniammatillisen yhteistyön ja ohjausosaamisen kehittämistä. Jyväskylä Studies in Education, Psychology and Social Research 477. Jyväskylän yliopisto.

transdisciplinary work, the customer is seen as a collaboration partner, which makes the participation of the customer in the process perfectly justified⁴⁵. Jointly defined goals, clear priorities and well-articulated ideas and rules for the work at hand are the recipe for successful collaboration at the One-Stop Guidance Center.

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All from TESSU – Together for Guidance and Counselling -project

⁴⁵ Helander, Jaakko (2000). Oppiminen ratkaisusuuntautuneessa terapiassa ja ohjauksessa. Helsinki: Helsingin yliopiston kasvatustieteen laitoksen tutkimuksia 169.

The One-Stop Guidance Center is a place where a young person under the age of 30 can get help in matters related to work, education and everyday life. The centers aim to ensure that the young people can access the support available to them and to which they are entitled. The centers form a key principle in Finland's delivery of the Youth Guarantee.

A service provision system in which different sectors concentrate on the efficient management and promotion of their own achievements in the short term may prove highly ineffective from the customer perspective regarding service experience and support provided. The One-Stop Guidance Centers are a response to this challenge through multi-agency collaboration under one roof. This book is a compilation of the findings on the development path of the One-Stop Guidance Centers during 2014–2018.

Leverage from
the EU
2014–2020

