

## **WP4 Youth Guarantee and One-Stop Guidance Center Case Study Report**

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## Executive Summary

This case study examines the Youth Guarantee (YG) and the One-Stop Guidance (OSG) Center at a local level as an implementing tool for YG policy. The intention of the youth guarantee is to ensure that young people have access to education, training and employment and prevent them from being excluded from society as well as to improve unemployed young people's human capital and support participation in society.

The Youth Guarantee aims to achieve system level changes in tackling youth unemployment. The major moments for system innovation are in the middle of the change curve — diagnosing the system, creating pioneering practice and enabling the tipping point. This case study is a diagnosis of the Finnish YG /One-Stop Guidance Center (Ohjaamo in Finnish) as a social innovation. Diagnosing the system means getting to grips with the sort of system we are dealing with and how it works – who holds the power, where is innovation needed and where are the key leverage points (i.e. places where concentrated actions could create multiple results)?

The aim of the YG-case study is to evaluate the YG programme and OSG Center as an innovative and strategic approach to social welfare reform at the regional and local level in Finland. YG in Finland was selected for a case study as OSG Center as an implementation tool represents pioneering practice, which demonstrates a new way of doing things in the public-private-people partnership. In the OSG model, young people are active participants in shaping their own future and customer perspective is at the core of the OSG Center's operative model.

The aim was also to evaluate the distribution of the YG policy, social and managerial roles between public, private and third sectors, the legal framework used, the interaction and complementarity with broader social welfare policies in the medium to long term, the social outcomes, social returns and effectiveness of interventions for the various actors, contributors and beneficiaries concerned as well as the social and psychological impact of Youth Guarantee and OSG Center on individuals and

communities, were evaluated in the limits of available evaluation material added with some interviews on the local level.

The YG programme is already at the delivery stage but the OSG Center as an instrument is at the piloting stage according to the Meeting Site (Kohtaamo) project. The vision for 2020 is that OSG Centers will be on the scaled-up stage.

The needs assessment of the earlier evaluation reports brought to the agenda several development issues on the service provision side in order to tackle the youth unemployment and exclusion from the job market: low-threshold services should be gathered in one-stop guidance centres; the information flow in multi-sector cooperation should be improved; cooperation should be added between actors and levels; the role of different associations should be developed in the youth guarantee programme; the role of employers should be improved by offering more information on youth guarantee and by making the support for employers easier to get and development of the Employment and Economic development office (TE-offices in Finnish) services to become more individual.

The implementation of the YG programme necessitates reforms on the service providers' side in order to guarantee a suitable employment or training opportunity for young people within a maximum period of four months. This means that structural changes are needed as well. The Finnish YG programme strongly emphasises the young person's own entrepreneurship and responsibility for his or her future. YG national programmes include various measures that aim to offer education, targeted training or employment opportunities and services to help young people to manage their own lives and to promote their move from education to the labour market.

System-level innovation is wide, involving new policies, communities, technologies and mindsets. The YG programme has evolved in the dynamic economic situation; during the different Prime Ministers and their governments. The organisational changes on the macro, regional (TE Offices reform) and local levels are so dynamic that implementation of YG is all the time in the phase of transition. Municipalities have the main responsibility of the organisation of OSG Centers, even though the model is based on

contracts between network service providers. Funding is based on public, private and ESF funding. The national OSG Centers network has around 30 centres. Turku OSG Center started with funding from European Social Reform Funds.

The project will run from 01.03.2015 to 28.02.2018.

System level innovation is multi-faceted. Plenty of parallel innovations are needed to work together in a connected way to shift the system. Regulatory innovations are crucial in the YG case in order to move the obstacles of bureaucracy and knowledge sharing via data banks. Managerial innovations are encouraged all around the Finnish governance and administrative branches from ministries to local administration.

System change usually requires multiple interventions across different areas of society and learning by observing the change happening in a system, and understanding how it impacts on people is critical for it to work well. The Meeting Site project offers a forum and instruments for the OSG Centers network actors for sharing knowledge and experiences and for gathering information.

Multiple interventions make it difficult to measure the impacts of interventions. We collected primary data with interviews and story-telling reports<sup>1</sup>. We are convinced that OSG Center can be named a social innovation even though they have existed for quite a short time. Both the national level surveys and our qualitative information tell the same story. Young people's perception of the functioning of OSG Centers is very positive: low threshold service, personal guidance, non-bureaucratic, speeded processes, confidence to manage own life, answers to questions and information etc. from a multi-professional team. Employers' experiences are the same. The only challenge is how to make the model embedded after the project funding ends. The OSG Center model turns out to work better than the service offerings before.

System level change needs sponsors from the political level and continuity in the form of funding. Good experiences and best-practices have been found during the piloting

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<sup>1</sup> Community Reporting is a storytelling movement that works across the UK and Europe to gather people's stories and voices in order to challenge perceptions and support people to describe their own reality.  
[http://y4yproject.eu/about/community\\_reporting](http://y4yproject.eu/about/community_reporting)

phase of OSG Centers. There is a route to scale Youth Guarantee and OSG Center innovation through demonstration, collaboration, learning and dissemination.

# 1. Introduction

## 1.1 The Youth Guarantee programme

This case study focuses on the Youth Guarantee programme on the local level, focusing on Ohjaamo – One-Stop Guidance Center as an YG programme implementation tool. Youth Guarantee is one example of the Finnish social investment policies, which aim to address labour market exclusion. The intention of the youth guarantee is to ensure that young people have access to education, training and employment and prevent them from being excluded from society. YG intends to improve unemployed young people’s human capital and support participation in society and combat social exclusion (Kangas & Kalliomaa-Puha 2015, 15).

The YG programme is already at the delivery stage but the One-Stop Guidance Centers as an instrument to implement YG is at the piloting stage according to the Meeting Site (Kohtaamo) project. The Meeting Site project evaluates the impact of OSG Centers and aims to help the OSG network. The vision for 2020 is that OSG Centers will be at the scaled-up stage<sup>2</sup>.

### Youth Guarantee Programme objectives and goals

The aim of the YG case study is to evaluate the Youth Guarantee programme and One-Stop Guidance Centers as innovative and strategic approaches to social welfare reform at the regional and local level in Finland.

The objectives of the YG case study is:

1. To identify YG with social innovation and evaluate Youth Guarantee and One-Stop Guidance Centers as innovative and strategic approaches to social welfare reform at the regional and local level in Finland.
2. To identify and evaluate the distribution of the policy, social and managerial roles between public, private and third sectors in the YG programme.

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<sup>2</sup> “Scaling up should begin by clarifying exactly what is to be scaled up. In the discussion that follows, we refer to this as the “ model.” This model is normally embedded, at least initially, in a project and can include technical, process, and organisational components. We refer to un-scaled models or the individual components of models as “innovations.” (Management Systems International 2012).



3. To evaluate the legal framework used.
4. To evaluate the interaction and complementarity with broader social welfare policies in the medium to long term.
5. To evaluate the social outcomes, social returns and effectiveness of interventions for the various actors, contributors and beneficiaries concerned.
6. To evaluate the social and psychological impact of Youth Guarantee and OSG Center on individuals and communities, including the ways individuals' sense of identity is shaped by their interactions with welfare policy and its reform (including gender and generational issues).
7. To evaluate whether, from the perspective of recipients, Youth Guarantee policy initiatives strengthen or weaken the public sphere.

Youth Guarantee in Finland was selected for a case study as One-Stop Guidance Center (Ohjaamo in Finnish) as an implementation tool represents pioneering practice, which demonstrates a new way of doing things in the public-private-people partnership. In the OSG model, young people are active participants in shaping their own future.

As a reaction to the persisting problem of high levels of youth unemployment and risk of a lost generation, the European Council of 7–8 February 2013 proposed a Youth Employment Initiative (YEI) with a budget of €6.4 billion. The policy framework for the YEI is constituted by the Youth Employment Package and, in particular, by the Recommendation on Establishing a Youth Guarantee, adopted by the Council in April 2013. The Youth Guarantee (YG) aims to ensure that all young people below 25 years of age receive a good-quality offer of employment, continued education, an apprenticeship or traineeship within a period of four months of becoming unemployed or leaving formal education. The YEI should support the implementation of the YG by reinforcing and complementing the activities funded by ESF. The Youth Guarantee is one of the most innovative labour market policies of the last few decades and has received strong support from all stakeholders, including governments, social partners and civil society (Escudero, V. & López Mourelo 2015).

The implementation of the YG in Finland has taken place already since 2005 with the improvements conducted in 2013. After the 'new stage' of the YG programme, several

impact analyses and evaluations have been conducted by several public sector institutions as well as by research organisations. The earlier evaluations have assessed the impact of the YG programme based on the aims set in the different official documents of the programme (e.g. in legislation and parliament programme). These evaluations cover also different stakeholders' perspectives like target groups' perspectives: NEET people and service offering evaluation for them (Määttä & Määttä 2015) as well as the public sector implementation authorities' perspective (Tuusa et al. 2014) and the Finnish Auditing Office evaluation perspective concerning the effectiveness and efficiency of the YG programme (Valtiontalouden tarkastusvirasto 2014). As the size and contents of the YG programme are very broad, *the aim of the INNOSI project will focus on evaluating the innovativeness of the methods used in order to achieve the aims of the YG programme.*

Therefore, we need to find out what are the criteria for the social innovation and, if these criteria are already defined, we need to assess YG programme methods, processes and implementation, based on those innovativeness criteria.

### **The legislative and/or regulatory framework:**

Youth Guarantee does not have any special legislation. Joint policy statements, reviewed regulations, cooperation between administrative branches, and the updating of existing legislation have allowed for its implementation. The coordination of the measures and actors has been the problem in the implementation of the YG policy. In order to ease the coordination challenge between municipalities, Employment and Economic Development Offices, Social Insurance Institution (KELA), and unemployment funds, the Act on multi-sectoral service cooperation (30.12. 2014/1350) was promulgated. It aims to create one-stop shops in order to improve the implementation of YG on the local level.

### **Financial framework:**

The government has agreed that the Youth Guarantee is to receive 60 million euros per year<sup>3</sup>. However, the budget has reduced remarkably, for the year 2016 approximately 27,9 million euros and for the year 2017 even less.<sup>4</sup> The list of supportive measures is comprehensive and Finland uses approximately 1% of its GDP for active labour market policies (ALMP), which is more than the EU average (0.5%) but less than in the leading countries. This programme in Finland is already at the scaling-up phase as it has been effective since the beginning of 2013.

The Finnish youth guarantee is based on the Public-Private-People-Partnership model, where young adults are themselves the actors, responsible for their own future. Youth guarantee is a primary goal of the Government Programme (Stubb's Government) and will be implemented throughout the government's term of office.

### **Significant social innovation elements:**

Social innovation is understood here as an entire process by which new responses to social needs are developed in order to deliver better social outcomes. This process is composed of four main elements: identification of new unmet social needs, development of new solutions in response to these social needs, evaluation of the effectiveness of new solutions and scaling up of effective social innovations.

Furthermore, these different elements come from three different approaches to social innovation, namely social demand innovation, the societal challenge perspective and systemic change. The Youth Guarantee and One-Stop Guidance Center case study encompasses the development of new solutions in response to new unmet social needs and is based on the systemic change approach. (European Commission 2013, 6).

Youth Guarantee is national and regional policy and it is implemented by authorities on national, regional and local levels. The Finnish Ministry of Education and Culture will be responsible for the guarantee of education and training, the young adults' skills programme, the youth workshop and outreach youth work. The project is being implemented in collaboration with the Ministry of Employment and the Economy and the Ministry of Social Affairs and Health. Local authorities are responsible for

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<sup>3</sup> Youth Guarantee, [http://www.minedu.fi/export/sites/default/OPM/Julkaisut/2013/liitteet/The\\_Youth\\_Guarantee\\_in\\_Finland.pdf?lang=fi](http://www.minedu.fi/export/sites/default/OPM/Julkaisut/2013/liitteet/The_Youth_Guarantee_in_Finland.pdf?lang=fi)

<sup>4</sup> <http://www.alli.fi/siteneews/view/-/nid/4342/ngid/28>

counselling services. Student counselling during basic education ends when basic education ends. The aim in the YG programme is that local authorities will be obliged to offer counselling services for comprehensive school graduates.

## **1.2 Local context: City of Turku**

Finland is a unitary state and parliamentary democracy. Regional agencies are branches of central government administration, and the absence of elected assemblies at the regional level is a defining feature of the Finnish system. On the other hand, local governments possess considerable powers, although welfare legislation has tended to limit the leeway of municipal governments by imposing strict standards for welfare provision at the local level. The high degree of party-system fragmentation and the large number of parties that gain parliamentary representation is characteristic in Finland. Another characteristic is the absence of a party that is decisively larger than its competitors. The third peculiarity is the strength of the Centre Party, which is historically an agrarian party. The parties in contemporary Finland are the Centre Party, the Conservative Party, the Left Alliance, the Greens, the Swedish Party, the Christian Democrats and the Finns Party. (Karvonen 2014).

Today there are 320 municipalities. In the past decade, municipal amalgamations have reduced this number by more than a hundred.

Local government in Finland is based on local self-government by the people. The Finnish Constitution safeguards the central features of local self-government: Residents elect the supreme decision-making body, the municipal council.

The council has the general decision-making authority in local affairs. In addition, local authorities have certain specified responsibilities. Local authorities have the power to make financial decisions, based on the right to levy taxes. Local government is separate from central government, and the municipal bodies are partly independent of the state. Municipal administration is based on the Local Government Act, which governs how municipalities may organise their administration. The Local Government Act recognises the diversity of municipalities. It secures the residents' welfare in a democratic manner.

According to the Local Government Act, local authorities may assume non-statutory responsibilities. New responsibilities or duties cannot be assigned to local authorities, nor can they be deprived of existing responsibilities or rights, except by passing legislation to this effect.

The management and guidance of the City of Turku are based on an agreement between council groups and on the strategy and agenda works. The governance of the City of Turku is based on the city strategy which was accepted by the town board on 23rd of June 2014. This strategy extends until 2029 when the City of Turku will celebrate its 800th anniversary. The strategy is amended with two programmes, Welfare and activity and Competitiveness and growth, which specify the strategy's contents. The strategy is implemented through contractual steering, which is based on a comprehensive steering model for municipal service delivery, developing relevant leadership and management structures. The implementation of Youth Guarantee is included in the Welfare and activity programme and it has its own lower level goals (Turku Strategy 2014).

Demographic profile: Turku had 183,824 inhabitants in 2014, which makes the city the fifth largest in Finland. 47.5 per cent are males and 52.5 per cent are females.

Economic profile: The municipal tax is an income tax paid to the municipality. By approving the budget for the coming year, the City of Turku confirms the appropriations and revenue estimates for its various administration units, or the net budgeting with which the City of Turku will produce its basic services, including health and social services and education. The municipal tax rate is confirmed annually. The City Council decided on 16 November 2015 that the 2016 income tax for the City of Turku is 19.5%.

### **1.3 Selection of the Youth Guarantee programme and One-Stop Guidance Center as an implementation instrument**

The aim of WP4 is to identify innovative and strategic approaches to social welfare reform at the regional and local level and evaluate each one. Youth unemployment urgently needs reform and Youth Guarantee was selected as a case study as the problem is common all over the Europe. YG presents unemployed, young adults as a policy target group and how YG aims to improve access to education and jobs as (a social

investments<sup>5</sup>) theme. YG policy and methods to implement it on the regional and local level were selected as they represent a public-private-people partnership with young people as active participants in shaping their own future. Ohjaamo – One-Stop Guidance Center as an implementation method offers an interesting case to investigate social innovation aspects of YG policy. The YG case study aims at making visible the chains that link (or fail to link) policy to outcomes for people and places.

## 1.4 Report structure

Chapter two consists of the literature review about the development of the Youth Guarantee policy on the European and national level, description of the legislative framework as well as the description and evaluation of the previous evaluations.

Chapter three focuses on need assessments of the Youth Guarantee in Finland and chapter four focuses on the previous and new theory of change behind the YG policy. In chapter five, we evaluate the implementation process of the YG programme and specifically the One-Stop Guidance Centers as an implementation instrument on the national and local level. Chapter six evaluates the impacts reached and chapter seven very shortly evaluates the economic impacts.

## 2. Literature review

### 2.1. Policy analysis

#### 2.1.1. Development of the policy

##### Finland

The Finnish Youth Guarantee programme was introduced in Finland already in 2005 as a ‘social guarantee’. The ‘social guarantee’ was launched to support young people under the age of 25, and it focused on the improvement and delivery of PES services to young jobseekers. The Finnish YG, spearheaded by the Government Programmes and

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<sup>5</sup> Social investments are understood here as ‘investments improving prospects for future employment and social participation, together with more social cohesion and stability [stressing] the life course dimension [and] long-term benefits for society’ (European Commission 2013a p. 3).

implemented since 1st January 2013, was identified by the European Commission as being best practice for other member states. The objective of the Finnish Youth Guarantee is to support young people to gain a place in education, training or employment. All persons under the age of 25 and those aged 25–29 who have graduated within the last 12 months are offered a job, on-the-job training, a study place, a period in a youth workshop, or rehabilitation within three months of becoming unemployed or leaving education.

In Finland, the Youth guarantee team was set already on 1 September 2011 and the action plan for it was approved on 26 September 2011. In March 2012, the YG team produced the final report and proposals for action to be taken. Funds for the proposed activities and for the young adults' capability programme were guaranteed in the Finnish government budget. (Tuusa et al. 2014).

The implementation of the YG policy has been conducted and lessons learned divided between YG actors both in Finland as well as on the European Union level. Cooperation among a wide variety of actors (many of whom were represented at the roundtable discussion) at both national and local levels is of paramount importance for the effective delivery of the Youth Guarantee in Finland. YG is a model of public-private-people-partnership, which brings together government officials, private businesses, social partners, representatives of entrepreneurs, civil society organisations and young people, in the design and roll out of the Youth Guarantee (EC 2014b).

“A National Youth Guarantee Working Group was set up to this effect. In terms of the local level, every municipality is expected to establish a ‘youth guidance and service network’ aimed at promoting cross-sectoral cooperation in the field of youth services. With a view to promoting youth participation and empowering young people to create their own future, the results of a national survey of 6,300 young people fed into the design of the Finnish Youth Guarantee.

In Finland, municipalities are very large employers and have significant responsibilities in the area of basic and vocational education. As such, municipalities play a key role in fulfilling the Youth Guarantee, in addition to offering study places and facilitating.” (EC 2014b).

European Union

In the European Union, in 2005 the Council agreed, in the context of the Employment policy guidelines (2005–2008), that policies should ensure that ‘every unemployed person is offered a new start before reaching 6 months of unemployment in the case of young people’. In 2008, the Council reduced the time period to ‘no more than 4 months’ for young people having left school. As of 2010, implementation of such a measure across the EU had not yet taken place; both the European Parliament (EP) and the European Youth Forum were strongly advocating for Youth Guarantees to be set up at the EU level. The Youth Employment Initiative (EC 2013a) is one of the main EU financial resources to support the implementation of Youth Guarantee schemes.

In the EU, in order to tackle the unacceptably high levels of youth unemployment, the European Commission launched a youth employment package that included a proposal for a Council Recommendation on the establishment of a youth guarantee (EC, 2012c). This proposal set out the principal elements of the Youth Guarantee and articulated six pillars that should underlie its establishment: i) interaction with all stakeholders; ii) early intervention and activation; iii) support for labour market integration; iv) use of European Structural Funds; v) monitoring and evaluation; and vi) early intervention.

The economic crisis was having an exceptionally severe impact on young people: the EU youth unemployment rate stood at 23.6% in January 2013 (EC 2013a). The Youth Guarantee Recommendation was formally adopted by the EU's Council of Ministers on 22 April 2013 (EU Council 2013b) on the basis of a proposal made by the Commission in December 2012 and was endorsed by the June 2013 European Council. To complement the Youth Guarantee, on the basis of a Commission proposal the Council of Ministers adopted in March 2014 a Quality Framework for Traineeships to enable trainees to acquire high-quality work experience under safe and fair conditions, and to increase their chances of finding a good quality job (see IP/14/236).

Launched in July 2013, the European Alliance for Apprenticeships brings together public authorities, businesses, social partners, vocational education and training providers, youth representatives, and other key actors in order to improve the quality and supply of apprenticeships across the EU and change mind-sets towards apprenticeship-type learning (see IP/13/634).



Under the Youth Guarantee, Member States should ensure that within four months of leaving school or losing a job, young people under 25 can either find a good-quality job suited to their education, skills and experience or acquire the education, skills and experience required to find a job in the future through an apprenticeship, a traineeship or continued education.

The Youth Guarantee is both a structural reform to drastically improve school-to-work transitions and a measure to immediately support jobs for young people.

### Traineeships

Council conclusions from 17 June 2011 on "Promoting youth employment to achieve the Europe 2020 objectives" invited the Commission to provide guidance on conditions for high quality traineeships by means of a quality framework for traineeships. On 14 June 2012 in its Resolution "Towards a job-rich recovery", the European Parliament invited the Commission to present as soon as possible a proposal for a Council Recommendation on a Quality Framework for Traineeships, and to define minimum standards supporting the provision and take-up of high-quality traineeships. The 28–29 June 2012 European Council invited the Commission to examine the possibility of extending the EURES portal to traineeships. The European Council conclusions of 13–14 December 2012 invited the Commission to rapidly finalise the quality framework for traineeships.

In the Youth Employment Package of 6–7 December 2012, the Commission launched a social partner consultation on a Quality Framework for Traineeships. In their replies, EU social partners informed the Commission that they did not intend to launch negotiations towards an autonomous agreement under Article 154 TFEU. The 27–28 June 2013 European Council reconfirmed that the Quality Framework for Traineeships should be put in place in early 2014.

Traineeships are currently unregulated in some Member States and sectors and, where regulation exists, it is very diverse and provides different quality elements or different implementing practices. In the absence of a regulatory framework or instrument, or because there is a lack of transparency regarding working conditions for traineeships

and their learning content, many traineeship providers are able to use trainees as cheap or even unpaid labour.

A Quality Framework for Traineeships will support the improvement of working conditions and the learning content of traineeships. The main element of the Quality Framework for Traineeships is the written traineeship agreement that indicates the educational objectives, adequate working conditions, rights and obligations, and a reasonable duration for traineeships.

### *2.1.2. Legislative framework*

In Finland, there is no separate YG law. Youth Guarantee is a “service promise” in which different actors are committed to it. While no specific legislation has been passed in relation to the Youth Guarantee, joint policy statements, reviewed regulations, cooperation between administrative branches, and the updating of existing legislation have allowed for its implementation (Tuusa & Pitkänen 2014).

The Youth Act - Nuorisolaki (72/2006) specifies the objectives and values of youth work and policy. The purposes of the Act include support for young people’s growth and independence, promotion of active citizenship, social empowerment of young people and improvement of their growth and living conditions. The Youth Act is complemented by the Government Decree on Youth Work and Policy (103/2006). The Youth Policy Development Programme referred to in Section 4 of the Youth Act shall be prepared by the Ministry of Education together with the Ministry of Social Affairs and Health, the Ministry of Labour, the Ministry of the Environment and, if necessary, other ministries concerned with youth affairs. The Development Programme shall contain the national objectives for youth policy and provide guidelines for youth policy programme work at the provincial and local levels.

The guidelines shall concern young people’s education, employment, livelihood, health, active citizenship and social empowerment, housing, entrepreneurship, compulsory military service and non-military service, and other topical issues concerning children

and young people. The programme shall take into account aspects related to children particularly from the perspective of promoting their growth and independence.

Some other important Acts: Act on public employment and business service (916/2012; Chances Card/Sanssi-kortti: Wage and apprenticeship subsidy scheme to encourage employers to take on young people as employees or apprentices. The support amounts to approximately EUR 750 per month for a maximum of 10 months. The subsidy can be granted for the duration of the whole apprenticeship training. The Act on multi-sectoral service cooperation was adopted in 2014 and it tries to create one-stop shops by obliging the Social Insurance Institution (KE), municipalities and employment and economic administration offices together with the job-seekers to draft a 'multi-sectoral' plan for employment.

### *2.1.3. Academic analysis*

Several international academic papers were included in this review as well as several Finnish academic papers or evaluation reports. The articles and reports are published in the Ministry of the Employment and Economy's publication series, Government Institute for Economic Research, or in other research organisations' publications series. International articles touch the issue from the comparative research perspective.

## **2.2. Previous evaluations**

### *2.2.1. Search strategy*

The literature analysis of the materials relevant to the youth guarantee was commenced by gaining familiarity with the documents (articles, books and web pages). It was discovered quite soon that most of the evaluations were conducted in projects funded by the Ministry of Economy and Employment (Tuusa et al. 2014) or by the European Commission (EC 2014a: the European Community Programme for Employment and Social Solidarity (2007–2013); EC 2014b).

The best results from the electronic databases search were found from the ProQuest. The search terms were 'youth guarantee', 'youth guarantee impact' and 'youth guarantee evaluation'. In the Finnish language, the Arto database was used also and the search terms used were 'nuorisotakuu' and 'nuorisotakuu, arviointi'. Websites of the European Union Employment, Social Efforts and Inclusion as well as the Finnish website ([http://www.nuorisotakuu.fi/en/youth\\_guarantee](http://www.nuorisotakuu.fi/en/youth_guarantee)) were valuable sources for information. So far, any no experts are contacted. Evaluations relate to the youth guarantee and the other public policies like apprenticeship and traineeship and PES reform and the municipality experiment on long-term unemployment (Arnkil 2014).

### *2.2.2 Results from the analysis*

#### *A summary of the results of identified evaluations:*

Finland and Denmark implemented their first youth guarantees in 1996 (Mascherini, 2012; ILO, 2013). These pioneering experiments had some common features though they differed also in several respects. First of all, the primary goal was to reduce the timespan that young people remained unemployed or inactive. To achieve this, these early youth guarantee programmes sought, firstly, to prepare customised analyses of the needs of unemployed young people; and, secondly, to guarantee them an offer of employment, or academic or vocational training opportunity. The second element that they had in common was the crucial role played by PES, which was fundamental to the provision of such a customised approach (Mascherini, 2012). While these first youth guarantees have been modified by various reforms over the last few decades, they effectively reduced youth unemployment even during the crisis of the 1990s, which put them to the test very soon after their creation (ILO, 2012).

The results of the final report of Tuusa et al. (2014) show that most respondents were familiar with the concept of the youth guarantee, but both youth and employers need more substantial information about its contents. The general opinion was that implementation of the youth guarantee is achievable to a fairly high degree, and even more so in the near future. Implementation of the educational guarantee policy is

considered more plausible than implementing other services and measures proposed in the programme. The programme has been most successfully implemented in the municipal youth services, including workshops and outreach youth work, whereas the social, health and rehabilitation services fall shortest of the required implementation level. (Tuusa et al. 2014). For example Saarinen (2015) illustrates the experiences from the workshops organised by Omnia (a part of the City of Espoo region's education and training centre) youth workshops. There are ten workshops for 17–24-year-old people at Omnia. The thesis gives a picture of how a young person's experience of Omnia workshops supports the goals of the youth guarantee and if the work at the workshops implements the goals stated in the Act on the Public Employment and Business. One of the main goals given by the young for their time at the workshops was to improve their health, especially their mental health and empowerment. The young people involved in Omnia's workshops also highlighted their experiences of the inadequacy of health services. The young also reported that health services were available, but they did not help in their life situation. Young people's experiences of the psycho-social support and work-related skills gained during the workshop meet the youth guarantee's objective to identify factors related to young people's risk of exclusion, to prevent becoming an outsider, and to promote the employment of the young.

Hämäläinen et al. (2014) found out that the youth guarantee moderately increased unsubsidised employment while having a negligible impact on unemployment in the age range of 23–24. They also show that the positive impacts of the youth guarantee only materialise among unemployed young persons with a vocational education. There are no signs that the guarantee improved the labour market prospects of young uneducated people.

The programme has improved the internal cooperation within organisations providing youth services. Co-operation with educational institutions and employers has also increased. There is, however, still a need for developing multi-occupational practices for cooperation and cooperation with employers. (Tuusa et al. 2014).

As a result of the YG programme, young people are better catered for in terms of services offered to them. The youth guarantee programme has resulted in improved

resources for youth services, improved selection of services for young people and better referral practices. (Tuusa et al. 2014).

Youth participation in planning the services, however, has not increased to any notable degree. The youth guarantee programme has also had an effect on the operations of organisations providing youth services, but further adjustments of the operating models are still required. The effects of the programme are expected to become stronger in the future. In implementing the programme, focus should be placed on coordinated, mutually agreed and adaptable region-specific models for cooperation. The financial evaluation of the programme did not provide a comprehensive view of the economic effects, since the existing statistics and monitoring of grants, resources and services did not provide sufficient information. In order to evaluate the economic effects, a revised method of statistical analysis and access to information is required. (Tuusa et al. 2014).

Crucially, strong political commitment for the Youth Guarantee, both at the central and local levels, has been an important force behind its realisation. At the highest political level, its design and rolling out relied on the cooperation of six different ministers from four different political parties. Municipalities have also made a commitment to put the principle of the Youth Guarantee into practice. (EC 2015a). The key premise of the Finnish youth guarantee is a comprehensive and multi-disciplinary approach to support young persons. The youth guarantee has good public awareness (Tuusa et al. 2014) and it has been raised as a political priority both nationally and locally. The youth guarantee contributes to improved cooperation between various actors providing services and support for young people. The youth guarantee contributes to the aim of introducing early intervention, low-threshold, single-point integrated youth services, which have turned out to be successful.

The Court of Auditors identifies "potential risks" to the effective implementation of Youth Guarantee schemes and makes recommendations that would affect all Member States. The first risk concerns the adequacy of funding. The second risk identified by the Court concerns the absence of an agreed definition or qualitative attributes for a job offer to be considered as being of "good quality". The third risk concerns the framework for monitoring the implementation of national Youth Guarantee schemes. The Court

highlights the need for "robust monitoring mechanisms" from the outset to provide the basis for "effective, evidence-based policy making" and to ensure that funds are invested wisely and "make a real difference" for young people.

According to Eurofound (2015), Finland has developed a comprehensive Youth Guarantee scheme. A Eurofound evaluation found that, in 2011, 83.5% of young job seekers received a successful offer within three months of registering as unemployed. The Finnish scheme has led to personalised plans for young people being drawn up more quickly, ultimately lowering unemployment. However, according to the country evaluation conducted by the European Union, "The unemployment rate increased by 0.5 percentage points in 2014 compared with 2013 (from 8.2% to 8.7%), the biggest increase in the EU, and the growth in unemployment was particularly strong among the young and the older workers. "The cyclical downturn in the economy impairs first job prospects. Youth unemployment has remained stable at 20.5%. A major factor blocking improvement is the unfavourable economic situation, which raises the threshold for labour market entry. It should be noted however, that the majority of young people (approximately 61%) spend less than two months in unemployment (the average duration of youth unemployment is 13 weeks) and that the youth unemployment figure also includes students looking for work, therefore approximately 60% of young unemployed are at the same time students. The rate of young people not in education, employment or training (NEET) was 9.3% in 2013.

Eurofound carried out an evaluation of the effectiveness of selected policy measures introduced by Member States to improve the employability of young people. Evidence shows that the more protracted the disengagement is, the more serious are its consequences. In particular, long-term disengagement from the labour market results in financial strain and a lower level of psychological and social wellbeing for young people that can be long-lasting.

### **Social inclusion through employment:**

Evidence collected across 10 countries reveals, however, that Member States are following their own strategies in implementing the scheme. There is a need for initiatives for social inclusion that go beyond the labour market. Social inclusion policies include the following: community-based measures, with a focus on civic participation

and community development; personalised training and life skills programmes; awareness-raising and advocacy measures with the aim of tackling structural barriers to youth inclusion; and training and capacity building for professionals working with socially excluded young people.

This European Lifelong Guidance Policy Network (ELGPN) Concept Note was designed to support the national administrations' work in the development and review of their responses to the challenges set by the Youth Guarantee Initiative. Borbély-Pecze's & Hutchinson's research contended that successful and sustainable implementation of the Initiative can only be secured through effective integration of lifelong guidance practice into national programmes. Lifelong guidance refers to a range of activities that enables citizens to identify their capacities, competencies and interests and to make career decisions that enable them to manage their own life paths in learning, work and other settings.

The political instrument for the implementation of European Employment Strategy on youth labour market was the Open Method of Coordination (OMC), which aims at taking into account different complex institutional frameworks while formulating common targets that have to be reached using different policies. In a nutshell, the induction of active youth labour market policies through the European Employment Strategy shows indeed effects on the output dimension, but hardly on the outcome level. (Brzinsky-Fay 2011).

#### *Methodological rigour.*

The Rehabilitation Foundation Kuntoutussäätiö and the Research Centre for Social and Health Economy at the Diaconia University of Applied Sciences have completed a research support project for the youth guarantee programme. Research support provided monitoring and evaluation of the implementation of the youth guarantee during its first year, as well as development of the indicators to be used in evaluating the effectiveness of the programme. The results are based on analysis of written documents, register research, questionnaires and interviews, as well as development workshops. (Tuusa et al. 2014). Saarinen's (2015) thesis was conducted as a qualitative study. The research method used was a semi-structured theme interview, the material



consisting of ten interviews conducted on young people at Omnia's workshops in the year 2014. The research material was processed by thematisation and content analysis.

Carcillo et al. (2015) analyses of labour market participation and of NEETs' characteristics are based entirely on cross-sectional data, i.e. on data for a sample of individuals observed at one single point in time. Such data are not suited for studying for how long a young person remains NEET or whether NEETs typically have a previous spell in the labour market. The earlier cross-sectional analysis was improved by taking a longitudinal perspective on schooling and labour market participation of youth. Using individual-level panel data with monthly observations, the analysis describes school-to-labour-market transitions of three cohorts of 16-year-olds in a selection of European OECD countries. Young people's trajectories over a period of 48 months are clustered into seven typical 'pathways' based on their transition patterns and the initial and final labour market status. Descriptive analysis is then used to determine what factors are associated with specific pathways. (Carcillo et al. 2015).

In Finland, however, there is very little research-based evaluation knowledge on the effectiveness of measures and services to prevent social exclusion. Accordingly, effectiveness research should be systematically increased. To facilitate the targeting of measures, more data should also be gathered on the use of services as well as on the support needs and success factors of children, young people and families of an immigrant background. (Ristolainen & Varjonen & Vuori 2013).

### **3. Needs assessment**

#### **3.1 Introduction**

Better regulation, nowadays called smart regulation, is about regulating only when necessary and in a proportionate manner. Better regulation is a tool to provide a basis for timely and sound policy decisions – but it can never replace political decisions. Political priorities drive Commission action on the challenges that the EU faces today. The EU should not impose policies but prepare them inclusively, based on full

transparency and engagement, listening to the views of those affected by legislation so that it is easy to implement. Since 2015, the Regulatory Fitness and Performance Programme (REFIT) is the Commission's programme for ensuring that EU legislation remains fit for purpose and delivers the results intended by EU lawmakers. REFIT is not about deregulation but rather about regulating better. It aims to unlock the benefits of EU law for citizens, businesses and society as a whole in the most efficient and effective way, while removing red tape and lowering costs without compromising policy objectives. REFIT is not a one-off review: it is a lasting commitment to keeping the body of EU law lean and healthy. (European Commission 2015c).

High quality policy proposals are built on a clear problem definition and understanding of the underlying factors and behaviours (so-called “problem drivers”).

Needs assessment is a part of Impact Assessment. The first step of an IA, therefore, is to (i) verify the existence of a problem and identify who is affected; (ii) estimate the problem's scale and analyse its underlying causes and consequences; and (iii) identify the EU-dimension and assess the likelihood that the problem will persist.

A problem can be caused by several factors, such as the existence of market failures, behavioural biases, regulatory inefficiencies or the need to ensure respect of fundamental rights. It may already have negative consequences or simply present a risk of negative occurrences. Developing a clear understanding of these underlying factors is important, using relevant internal and external expertise including scientific advice.

The social problem that is focused on here in the Youth Guarantee case study is youth unemployment, which has been consistently higher than that of the adult population over the past number of decades. (Reilly 2013; see also<sup>6</sup>). One of the most significant factors is that young people often lack the skills in order to easily find a job (behavioural bias). Another has been the increasing deregulation of the labour market of the past 20 years (regulatory inefficiencies) has made the transition from education to full-time employment even more difficult. Even when young people do manage to find a job, they

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[http://epp.eurostat.ec.europa.eu/statistics\\_explained/index.php?title=File:Unemployment\\_rate\\_by\\_gender\\_and\\_age,\\_2006-2011\\_%28%25%29.png&filetimestamp=20120502101521](http://epp.eurostat.ec.europa.eu/statistics_explained/index.php?title=File:Unemployment_rate_by_gender_and_age,_2006-2011_%28%25%29.png&filetimestamp=20120502101521)

are often stuck in a cycle of temporary contracts and poorly paid work (market failures).

It is equally important to make clear in the analysis how individuals, enterprises or other actors are affected by the problem: How much does the "problem" affect their daily life? Whose behaviour would have to change for the situation to improve? In the case of youth guarantee, statistics have been collected from all European countries, which indicate that the youth unemployment situation in Europe has proved to be complex and has presented significant challenges for governments, businesses, trade unions, public service providers, youth organisations, and most importantly young people themselves. The European Foundation for the Improvement of Living and Working Conditions estimated that the cost of youth unemployment and Social Exclusion was €100 billion for 21 Member States in 2009. This estimation did not include costs such as health and crime. (Higgins 2012). According to the senator Kathryn Reilly (2013) "The combined effects of youth unemployment and in particular long-term unemployment combined with high rates of non-participation in education and training have serious personal, social and economic consequences".

Addressing impact assessment guiding questions will ensure that the analysis stays concrete, focused, close to stakeholders' concerns and mindful of the practical implications of any initiative. This will facilitate the subsequent identification of proportionate policy alternatives and analysis of impacts. The seriousness of youth unemployment at EU level has shown the need for political and regulatory actions and interventions in order to manage youth unemployment problems.

Youth Guarantee national programmes include various measures that aim to offer education, targeted training or employment opportunities to young people (see. e.g. Besamusca et al. 2012). Although these national schemes are based upon the European Youth Guarantee policy framework and must meet certain criteria, their design and implementation varies widely from country to country. (Escudero, V. & López Mourelo 2015).

Our case study will focus on the Ohjaamo-Turku (One-Stop Guidance Center), which has been running since 2015. Therefore we describe firstly the needs assessments on the national level because they frame all the Ohjaamo cases in Finland. The Ohjaamo model

has been used in other parts of Finland as well and it has been also a part of the multi-sector service cooperation experiment in 26 municipalities. The experiment will continue until 2020. The financing is granted from the European Social Funds, altogether 24 million euros.

### **3.2 Existing needs assessment**

In early 2012, the Finnish government announced that it would relaunch the youth guarantee at the beginning of 2013 with a commitment to a €60 million per year investment in the scheme. As Finland has been implementing youth guarantee since the 1990s, several evaluation reports in Finland (Gretschel ja Mulari 2013; Junttila-Vitikka 2013; Kallio-Savela, Sjöholm & Selkee 2013; Kuure ja Lidman 2013; Nousiainen et al. 2011; Eduskunnan tarkastusvaliokunnan julkaisu (1/2013) ”Nuorten syrjäytyminen. Tietoa, toimintaa ja tuloksia”; Tuusa et al. 2014) have been conducted after that during the last six years. Needs assessment is integrated in these reports into the overall evaluation framework and cannot be separated. The evaluation has been ongoing and the service delivery system has been further developed based on the information gathered.

#### *3.2.1 Target population*

The target population of the youth guarantee is young unemployed persons under the age of 25, or a recent graduate under the age of 30, within three months of being made unemployed or leaving education. (Price et al. 2011). Schemes are tailored according to the needs and age of the young person in question; for younger unemployed people educational programmes are given preference, whereas for young people over the age of 25 finding a job is prioritised. (Eurofund 2012).

“One of the major knock-on effects of the financial crisis in 2008 is rising youth (ages 15–24) unemployment across Europe. As shown in figure 6.5 the youth unemployment increased in all of the Nordic countries during the financial crisis and has remained on a fairly high level since. In 2013 the average European youth unemployment level was 23.8%, although it was slightly lower for the Nordic Region, at 17.2%. The group aged 15–24 is usually preoccupied with education. As such, unemployment statistics mainly reflect the lives of the most vulnerable group of adolescents, i.e. the share of adults

which is entirely new to, or about to enter, the labour market. The unemployment rate of young people between 15–29 year olds in Turku has doubled since 2008 until 2013 (2300/4600).” (Karlsdóttir & Norlén 2016, 50–59).

“The youth unemployment rate is generally higher for men than for women; the Nordic average for men was 18.9% while it was 15.6% for women in 2013. The biggest differences between male and female youth unemployment is found in the Finnish regions Keski-Suomi, Etelä-Pohjanmaa and Pohjanmaa, as well as in some regions in the North of Sweden such as Västernorrland and Jämtland. All these regions have significantly higher male youth unemployment.” (Karlsdóttir & Norlén 2016, 50–59).

The situation is worst in a group of young people who are lacking secondary education. (Turun kaupungin tarkastuslautakunta 6.6.2014, 32).

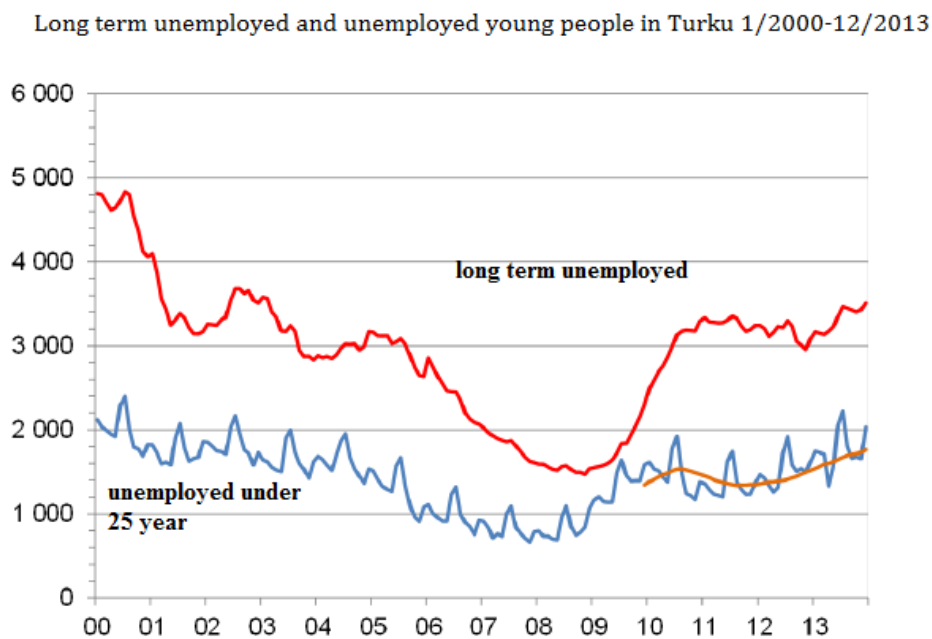


Figure 1. Long term unemployed and unemployed young people in Turku 2000-2013.

The situation of unemployed young people (Figure 1.) who need special treatment (immigrants and young people who need special services) should be paid more attention. The situation is poor as the number of student places for this group of students in Turku is too low. (Turun kaupungin tarkastuslautakunta 6.6.2014, 50). “The

youth unemployment in Finland varies across regions but is high in many municipalities and in some cases exceeds the alarming levels that have been associated with Southern Europe. This applies to municipalities with unemployment rates higher than 32% and up to 45% such as Rautjärvi in Etelä-Karjala, Pyhtää in Kymenlaakso, Petäjävesi and Jämsä in Keski-Suomi, Orivesi and Akaa in Pirkanmaa, Kemi and Kemijärvi in Lapland, Kustavi in Varsinais-Suomi and Hanko in Uusimaa. Strategies to reduce this alarmingly high youth unemployment rate and mobilise the youth segment of society are thus desperately required in order to ensure that a lost generation is not created.” (Karlsdóttir & Norlén 2016, 50–59).

### *3.2.2 Population need*

The extent of the youth unemployment is described clearly for example in the Eurostat statistics (Besamuca et al. 2012, annex I). Youth unemployment is explicitly mentioned in the national reform programmes (NRP) by most of the 20 Member States covered in this section. The specific policy measures against youth unemployment include a wide range of initiatives: training, counselling, business start-ups and grants, apprenticeships, enterprise working experience and internships, public employment, labour market reforms as part of a larger package of structural reforms, and fiscal incentives. Various measures have been introduced in several member states as part of labour market reforms and as part of a larger package of structural reforms. (Besamuca et al. 2012).

Part of the explanation of the higher youth unemployment rates, is that job seekers under 25 years of age are much more likely to be lowly educated than the population as a whole. Because lowly educated young tend to complete full time education years before their highly educated peers, they are overrepresented in the young labour force (Besamusca et al. 2012).

According to the Besamuca et al. research, the general consensus is that the best way of staying in employment is to attain a high educational qualification. The risk of unemployment is associated with lower levels of education. Youth with low skill levels form the core group of the young unemployed and are the people that will likely continue to have difficulties integrating into the labour market even after the crisis has

withered away. They are the most numerous group of unemployed youth, as well as the most difficult to place. Nowadays, being lowly educated is a bigger impediment to finding a job than lack of experience, young age, being a woman, having young children, previous spells of unemployment, being from an ethnic minority or from a low social class.

Four EU member states – Austria, Finland, the Netherlands and Sweden – have launched youth employment programmes that crystallise a youth guarantee. Contrary to other youth employment programmes, these present young people with the (often reciprocal) legal right to receive a job, training or internship placement. According to Besamuca et al. (2012), the provision of that right is the most important element distinguishing the guarantees from all other policies. They all zoom in on a relatively small group of lowly educated young people, not uncommonly being school dropouts. Many are rerouted into vocational education or into apprenticeships that provide on-the-job training. While the policies involve varying degrees of reciprocity, eligibility criteria, time periods, budgets, measures, target groups and partner organisations, it is possible to distinguish two different approaches that seem to correspond to the almost classical division between the Nordic Model and the Rheinland Model. (Besamuca et al. 2012).

As Finland and its society are growing older, every young person is required to be an active citizen. The growing unemployment rate of young people is usually higher than the unemployment rate of the adult population in Finland as the movement of young people in the labour market is significant. One of the reasons is the impact of the recession, which can be seen in the ending of temporary work contracts that are common to young people. Another reason is a seasonal variation when hundreds of thousands of young students are attending the labour market at the same time every spring. (Hämäläinen & Tuomala 2013.) The policy emphasises training for young people without secondary education as well as active labour services in order to offer shorter paths to work for qualified young people. (Besamuca et al. 2012.)

### *3.2.3 Evaluation of previous needs assessment*

The main commonality in youth guarantee governmental discussions is the framing of youth unemployment from a supply-side perspective. At national and European level,

youth unemployment is not framed as a structural problem, but an individual one, affecting those youths that lack employability, persistence and competitiveness. Thus, unemployed youths are stigmatised as having personal and/or moral shortcomings. (Besamusca et al. 2012). There have been also recent studies and reports on youth exclusion and many of these neglect or completely ignore the social position of young people, their perspective, and their experiences of the welfare service system (Aaltonen, Berg & Ikäheimo 2016, 9). As a result, the area of intervention is a presumed lack of or skills mismatch between such individuals and market needs. The upgrading of young people's skills is an important medium and long-term measure to address youth unemployment and the skills mismatch in Europe, but has had little or no immediate impact on the situation (Higgins 2012). This supply-side narrative also features a tougher stance on unemployment benefits, informal work and collective bargaining rights. While the alternative of stimulating demand via subsidies for employed youths is present in some countries, the level of financing is modest, well below the scope of the problem. (Besamusca et al. 2012).

As a solution to the growing youth unemployment and the risk of social exclusion among young people, the Finnish government started to implement Youth Guarantee in 2005. In 2012, there was a lively discussion about who the socially excluded young people really are (Myrskylä 2012) and what should be done about the problem. In 2013, the Finnish Youth Guarantee was included in Jyrki Katainen's Government Programme. In 2013, the level of youth unemployment was 92,000 compared to 77,000 in 2007. In Finland, it was recognised that a needs assessment is a political process. The impact assessment guidelines for the parliament have required the need assessment to be included in every regulatory proposal already since 1992 when the first regulatory guidelines were in force. (OM 2004).

The youth guarantee programme<sup>7</sup> aimed to prevent social exclusion of the young people *by promoting access to education and employment after basic education*. The main goal in Finnish Youth Guarantee is to ensure that all young people aged under 25 or recent graduates aged between 25 to 29 will be offered employment, continued education, traineeship, and apprenticeship, a place in a workshop or in rehabilitation within three

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<sup>7</sup> Finland does not have any special legislation for youth guarantee.



months of leaving school or unemployment. With preventing the social exclusion of young people, the goal is to increase the youth's welfare and involvement in society as well as secure that Finland will have a qualified workforce also in the future. (Kirje nuorisotakuun alueellisille ja paikallisille toimijoille 2013.)

Suvi Ervamaa's report (Ervamaa 2014) on the evaluation of the Youth Guarantee programme in the southern part of Finland (Kerava, Lohja and Loviisa areas) focused on the youth guarantee workers' and young people's perceptions on the youth guarantee programme. Another research conducted in 2014 and report written by Aaltonen, Berg & Ikäheimo (2016) focused on the perspective of young people using welfare services and that of professionals, thereby giving a voice to both sides of the service counter.

According to professional people it is very challenging to implement the youth guarantee programme in a difficult economic situation. According to them the development of multisector cooperation is very important (Ervamaa 2014) as well as to have a single professional responsible for coordinating the network and being informed about all client relationships (Aaltonen, Berg & Ikäheimo 2016) in the youth guarantee. By multi-sector cooperation it is possible to take into account a young person's individual situation. Aaltonen, Berg & Ikäheimo (2016) emphasised that the views of professionals working with clients should be more widely considered in assessing the implementation and effectiveness of political decisions. The report was conducted using single person interviews and group interviews as well as surveys. (Ervamaa 2014).

As Ervamaa's evaluation report focused on cities in the South of Finland and was conducted already two years ago, we wanted to conduct some interviews in the Turku area and get a deeper understanding of the needs on this local area. Our needs assessment will also focus on the One-Stop Guidance Center case study, as it will represent the implementation of the youth guarantee on the local level.

Ervamaa's (Ervamaa 2014) and other evaluation reports (Aaltonen, Berg & Ikäheimo 2016) have raised the following issues, which should be improved in the near future:

- low-threshold services should be gathered in one-stop guidance centers
- the information flow in multi-sector cooperation should be improved
- cooperation should be added between actors and levels
- the role of different associations should be developed in youth guarantee

programmes

- the role of employers should be improved by offering more information on youth guarantee and by making the support for employers easier to get
- development of the employment and economic development office (TE-offices) services to become more individual.

All these issues focus on the structural organisation of youth guarantee and on the implementation of the political programme on the local level.

### **3.3 New needs assessment after 2015**

#### *3.3.1 Introduction*

According to Ministry of Employment and the Economy statistics, the number of structural unemployed in October 2015 was 217,000, i.e. 16,000 people more than a year earlier. Long-term unemployment has increased in recent years in all age groups, but most of all among 25–54-year-olds. (Ministry of Finance 2016).

In the Määttä & Määttä (2015) report “On the society’s edge”, YG problems were described from the service providers’ point of view. According to Määttä & Määttä, there exist several barriers to the use of the employment and education services and barriers to the reconciliation of the services. There are plenty of reports about youth unemployment but the knowledge does not contribute to the change. Määttä & Määttä found out that one of the obstacles for young unemployed people is the difficulty to get services. Another bottleneck is that young people are guided from one service provider to another. Young people are in the jungle of the services. (Määttä & Määttä 2015, 7). Other obstacles are that anyone on the service provider’s side has an overall picture and the continuity from service to service does not work fluently which causes volatility (Määttä & Määttä 2015, 11–15). The need to reevaluate the legislative framework was recommended as the unforeseeable impacts of the legislation have created bottlenecks for change as well as different kinds of administrative instructions and courses of action. One challenge is created as a consequence of the financing structure of the public services, especially sectoral budgeting. (Määttä & Määttä 2015, 16).

### 3.3.2 Methodology

In order to evaluate the needs assessment in the Ohjaamo Turku case, we will focus on the Ohjaamo project plan (existing data sources) and we will interview workers and young customers of Ohjaamo (primary data). We will use also the outcomes of the survey conducted in February with the YG authorities in municipalities in 2015. This survey was commissioned by the Suomen Kuntaliitto and conducted by Selkee, Kallio-Savela & Sjöholm.

The topics of the Ohjaamo interviews were accessibility of the services, customer orientation of the services, service network and cooperation and outcome of the Ohjaamo service model.

In the study of this case, several actors were interviewed in order to get first-hand information of Finnish Youth Guarantee by focusing on Ohjaamo, a low-threshold service point in Turku. There were four different groups that were interviewed: the workers of Ohjaamo, the young people who were clients of Ohjaamo, authorities who guide young people to Ohjaamo in their work, and companies who have employed young people in collaboration with Ohjaamo. Interviews started in the beginning of June and ended in the beginning of September.

The first group to be interviewed were the workers of Ohjaamo with four persons, including the project coordinator, worker of the local Employment Office, working life coordinator and (information) service adviser. The aim of the interviews was to find out how the different goals of Ohjaamo have been fulfilled.

The next group to be interviewed was the young people who were clients of Ohjaamo. Six persons aged between 22 and 26 were interviewed separately in order to find out their experiences of Ohjaamo and what kind of an impact it has had in their lives.

The third group consisted of different authorities who all guided young people to Ohjaamo in their work. The actors to be chosen were a school counsellor and school welfare officer from a vocational institute and a career planner from a workshop.

The last group that was interviewed was two local companies who had employed young people in their companies in collaboration with Ohjaamo. They were asked about the

collaboration and its effectiveness and what they thought their role was in Youth Guarantee.

As the Ohjaamo-project is funded by ESF, it is linked to the broader national projects and programmes like the National Strategy for Lifelong Guidance. There will be evaluation data from these projects during 2016, which will be used and reflected with our own primary data.

### *3.3.3 Target population*

The focus is on young people below the age of 30. The Centres offer services to various groups: pupils, students, employed and unemployed. The Finnish Youth Guarantee is targeted to young people aged under 25 years and to recent graduates who are under 30 years old. The Youth Guarantee is meant especially for young people who don't have any education or degree after graduating from basic education, are unemployed or are still searching for their own way in life. These young people are at high risk of social exclusion from society.

One aim of the Finnish Youth Act (72/2006) is to activate young people towards active citizenship in a civil society. This is taken into account in the Youth Guarantee and in its goals to prevent social exclusion and unemployment and to increase the welfare among young people in Finland.

The Ohjaamo service point in Turku offers free guidance and different services for all young people aged under 30 years and living in Turku. The goal of Ohjaamo is to reach young people who are without work or education but also young people who are facing problems or feeling lost in life. The young people who are using the services and help of Ohjaamo are usually aged between 16–29. Although it has a lot of services for young unemployed people, Ohjaamo's target group includes also young people with need of rehabilitation, like rehabilitative work activities, need of guidance with education or young people who are having problems with life management. In addition to young people, the services of Ohjaamo are as well for people and third sector organisations who are working with young people. (Turku Ohjaamo project plan.)

The workers of Ohjaamo described their clients to be usually young job seekers. They might be young students who are searching for a part-time job or young people who've

been unemployed for a long time and have major troubles with finding a job. The clients of Ohjaamo do also usually have challenges with life management, like problems with mental health, substance abuse, money, relationships or accommodation. In addition to job seekers, the clients of Ohjaamo can be also young people passing by and having questions about services or needing help with independent life. (Ohjaamo interviews).

### *3.3.4 Population need*

Lifelong guidance is a shared policy and administrative responsibility of several ministries at national and regional levels and one of the challenges for the pilot projects is the establishment of consistent cooperation model with other sectors and service providers. (Vuorinen & Watts 2010).

Youth Guarantee marks the main needs for a young person in avoiding social exclusion by being employed or getting professional skills through education. The needs of the young people are, for example, having a place in education after finishing basic education, getting a job, work trial or place in a workshop and getting a vocational degree if the young person is under 30 years old and has only basic education. However, it is rare that a young person is facing only one need, such as unemployment or lack of education. There is usually something more behind the main problem that is affecting the person's ability to for example find a job. 929

## **4. Theories of change**

### **4.1 Introduction**

According to the 'Guidance on evaluation of the youth employment initiative', the "Impact evaluations should always start with a review of the theory of change which underpins the intervention being evaluated, whether this is explicit or implicit in programming documents". Establishment of the logical framework for the intervention should frame the whole evaluation and provide justification for the selection of individual measures, which will be assessed through impact evaluation. A wide range of sources should be used including the beneficiaries, youth organisations (in line with

recital 12 of ESF Reg.), YG coordinators, labour market experts and the methods used will be documents reviews, interviews, surveys, analysis of data from ESF monitoring and administrative data, etc. (YEI Guidance 2015).

#### 4.2. Existing theory of change

Theory of change is understood here as “a map of a programme or intervention, connecting programme activities with the goods and services it will produce (outputs) and showing how these link to the intended results (outcomes) which measure the programme’s impact.” To start, a good theory of change should answer six big questions: 1. Who are you seeking to influence or benefit (target population)? 2. What benefits are you seeking to achieve (results, outcomes)? 3. When will you achieve them (time period)? 4. How will you and others make this happen (activities, strategies, resources, etc.)? 5. Where and under what circumstances will you do your work (context)? 6. Why do you believe your theory will bear out (assumptions)?



Figure 2. Steps of theory of change.

The Youth Guarantee programme in Finland has already elaborated a theory of change during its ten-year existence (Figure 2.). In the case of YG, there are multiple interventions in different parts of the society: on the local level and on the national level.

#### Problem definition

The youth (target population) unemployment has been and continues to be a huge problem in Europe. The induction of *active youth labor market policies* through the European Employment Strategy have been adopted on the political level as a change instrument. Another instrument is *extra funding*. The umbrella is European level strategy, which combines several aims to support the national YG programmes that already existed in some Member States. The challenge on the EU level as well as on the

national level is that tackling youth unemployment issues crosses administrative boundaries and has different kinds of local context.

In the City of Turku, according to Turku's internal auditing office's report, the sharing of comprehensive responsibility of employment related tasks has not been defined unambiguously in 2014 (governance problem). There were plans for reorganisation of employment tasks. There are several groups in the City of Turku which take care of part of the employment management tasks. (Turun kaupungin tarkastuslautakunta 2014, 28).

In May 2015, the problem had been solved as the Työllisyyspalvelukeskus (Employment services center) was established in the beginning of 2015 under the supervision of Kaupunkikehitysryhmä (City of Turku's Development Group). The town board had named also Employment issue committee, which deals with and takes a stand on the concern's employment management. (Turun kaupungin tarkastuslautakunta 2015, 76).

The Employment services center's 'one-stop service center principle' did not come true in May 2015 as the employment and economic development office (TE-office/Social Insurance Institution (KELA) and City of Turku employment offices are in different places. In May 2015, it was promised to the auditing office that the reorganisation of location of these two offices will be confirmed later in 2015. Turun kaupungin tarkastuslautakunta 2015, 77). According to the 2016 internal report, the Employment services center has started but still in the spring of 2016 the Social Insurance Institute (KELA) and other employment services were in different facilities. It was evaluated that they could move under the same roof later in autumn 2016. (Turun kaupungin tarkastuslautakunta 2016, 85).

In summary, on a local level the organisation of the Youth Guarantee had problems as the OSG Center did not have all services which normally should be offered according to the organisation ideology of OSG Center.

## **Impact**

As an outcome of the active youth labour market, there will be social innovations and investment. In the youth unemployment case it means that the number of unemployed young people will be reduced, the social exclusion will be diminished among young them

and young peoples' self-management capabilities will be improved. As we selected the YG to present an example of social innovation and investment, we will also evaluate the other social outcomes, social returns and effectiveness, social and psychological impact on individuals and communities. We aim to discuss if the YG and OSG Centers as social innovation strengthen or weaken the public sphere?

Social innovation and social investment are area quasi-concepts. "Despite the polysemy that characterises them, they provide an analytical focus for identifying policy challenges and diagnosing their characteristics. Such quasi-concepts also shape the directions of policy interventions."

'Social innovations are new solutions that simultaneously meet a social need and lead to new or improved capabilities and relationships and better use of assets and resources. In other words, social innovations are good for society and enhance society's capacity to act.' (Tepsie) In this case study, One-Stop Guidance Centers represent social innovation. Social innovation 'must be structurally aimed at meeting social need (social challenge); must involve a new or significantly improved product, process, marketing method, and/or organisational model.' (Selusi). 'Social innovation is a process where civil society actors develop new technologies, strategies, ideas and/or organisations to meet social needs or solve social problems.' (SPREAD). These will be discussed in chapter five.

Social innovation is *a type of action that succeeded* if it ensures social inclusion for the excluded or disadvantaged people in the society. Social innovation reaches its target only if the most vulnerable of the population are affected and integrated. In summary, social innovation is an appropriate response, although not sufficient to reduce social problems and to tackle the new needs of citizens.

At the macro level, social innovation responds to the need for cohesion of a particular society. Cohesion is an objective for public policy as well as a civil society initiative to try to make sure that the intervention will rally rather than divide people. Social innovation, according to Keller Laurizen (2013) in many ways represents a break from the traditional division of roles where the municipality is the provider and the citizen, who is either under 18, over 65 or labelled "vulnerable" or "unemployed", automatically



receives support. In social innovation, each citizen's human resources are brought into play for mutual benefit regardless of age, background, handicap, etc.

## Activities

On the European Union level, the political instrument (activity on the EU level) for the implementation of European Employment Strategy on the youth labour market was the Open Method of Coordination (OMC). It aims at taking into account different complex institutional frameworks while formulating common targets that have to be reached using different policies. The induction of active youth labour market policies through the European Employment Strategy shows indeed effects on the output dimension, but hardly on the outcome level. (Brzinsky-Fay 2011).

The Youth Employment Initiative was launched to provide extra support to young people aged below 25 and *living in regions where youth unemployment was higher than 25% in 2012*. YEI is complementary to other actions undertaken at national level, including those with European Social Fund (ESF) support, with a view to setting up or implementing the youth guarantee schemes. The ESF can reach out beyond individuals and can help reform employment, education and training institutes and services.<sup>8</sup>

## National level

*The activities which the public sector or together with private sector actors need to address in order to solve the youth unemployment problem are the organisation structure of the services and resources which are needed. It is the challenge of governing the network cooperation on every level of society. The key word is cooperation of multi-sectoral professionals both on the EU and national levels. In the Youth Guarantee Case the activities we are focusing are the organisation of the One-Stop Guidance Center network and cooperation activities in the network.*

Mismatch between the skills young people have and skills demanded by employers has been the bottleneck for the un-employability. The public sector interventions aim at easing this problem with educational and employability facilitating interventions

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<sup>8</sup> <http://ec.europa.eu/social/main.jsp?catId=1176&langId=en>.

(activities). In the early stages of the youth guarantee the service provision for the young people was delivered through a network of different service providers (Figure 3). In the early stages, the interventions also focused on the improvement of the public service contents and the question of how the services should be delivered in order to have more impact was not so much on the agenda. In the later stage, the focus has been more on the issue of how the services should be offered to young people in order to improve the availability and usability of them.



Figure 3. Network of service providers in the YG programme.

YG national programmes include various measures that aim to offer education, targeted training or employment opportunities to young people in order to promote their move from education to labor market. Although these national schemes are based upon the EYP policy framework and must meet certain criteria, *their design and implementation varies widely from country to country.* (Escudero, V. & López Mourelo 2015).

### Local level: City of Turku

The Finnish YG programme's theory of change will be found out from the official documents. *The YG aims at an individualistic problem-solving model* in which the young person is the core actor and expert in his or her life and is the creator of his or her future. *The young person will be 'normalised' into the education, labour or other labour market activities inside the YG programme.*

In 2015, the YG programme was strengthened by launching a *national service model called One-Stop Guidance Center (Ohjaamo) activity*, supported by the European Social Fund (ESF).

The Youth Guarantee programme abroad as well as in Finland takes as its starting point the fact that young people are a diverse group; it thus emphasises *the need to tailor all measures* to each individual young person in search of employment. Therefore, the implementation of this scheme often necessitates on the service providers' side the reform of professional training systems, education systems *to enable them to offer customised services* that guarantee that all young people are offered a suitable employment or training opportunity within a maximum period of four months. (Escudero, V. & López Mourelo 2015). This means that the structural changes are needed as well. The Finnish YG programme, however, emphasises the young person's own entrepreneurship and success (Nuorisotakuu; Nuorisotakuun tavoitteet ja sisältö – Kirje nuorisotakuun paikallisille toimijoille). In summary, the Finnish YG policy's theory of change is heavily based on the young person's own responsibility of his or her future. The Finnish YG reflects the new liberalistic thinking in the Finnish 2010s labour market policy in which *the role of the public sector is based on the normative guiding* through the individual freedom.

## Outputs

On the grassroots level, in the One-Stop Guidance Center, the services (activities/outputs) produced implementing the Youth Guarantee programme are:

Educational services:

- Provision of traineeships and apprenticeships,
- training courses or second chance programmes for early school leavers

Employability services for young people:

- provision of first job experience,
- reduction of non-wage labour costs,
- targeted and well-designed wage and recruitment subsidies,
- job and training mobility measures,
- start-up support for young entrepreneurs, quality vocational education

. (City of Turku One-Stop Guidance Center).

These services are offered in multi-sectoral and multi-professional cooperation.

### 4.3 New theory of change

The InnoSi research team developed its own TOC for the YG case. The reason is that as the YG is based on the top-down policy in the beginning and the Finnish welfare system is based on heavy regulative guidance, there is a need for regulatory innovations as well. If we treat YG as a social innovation, we need to base our evaluation on the social innovation, innovation in general and regulatory innovation concepts.

**Social innovation** is defined as ‘a novel solution to a social problem that is more effective, efficient, or sustainable than existing solutions and for which the value created accrues primarily to society as a whole rather than private individuals’. Saying this, one way of describing the social innovation is summing up three different viewpoints: criteria for innovativeness, social aspects and regulation.<sup>9</sup>

Innovation criteria are 1) novelty – new to user, context or application, 2) improvement – more effective or efficient. Social Innovation Criteria are 1) sustainable, 2) just and 3) it creates public value. According to Schmitt (2014, 8–9) social innovation is argued to benefit in an economic, social, ecological or political way and is thus considered a better solution to known problems. Therefore the criterion of relative newness must be considered for social innovation rather than absolute newness. Social innovation also mostly entails the creation of institutions or new ways of interaction that cannot be traded on a market, which means that we need to focus on the relationship between people or institutions (Figure 4.) in order to achieve social goals. According to Keller-Lauritzen (2013), the key is to promote sustainable processes where the solution as well

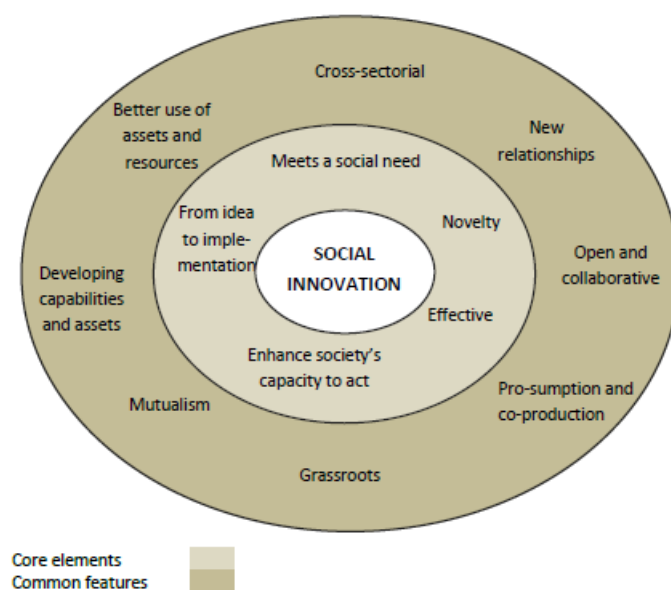
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<sup>9</sup> The five characteristics of social innovation are: 1) Novelty. It should be something new! (not necessarily a completely new invention, but at least new to either the domain, sector, geographical area, target group, etc.) 2) Effectiveness. It should work! (at least better than existing solutions). 3) From ideas to implementation. An idea is not enough; it has to be implemented! 4) Meets a social need. It should address a social need, e.g. have a positive social effect in areas such as integration, health, senior care, social inclusion, employment, environment, crime reduction, education, etc. 5) Enhances society’s capacity to act. Social value is attained in the process itself – not just in the outcome. It thus empowers and builds capacity among those involved as opposed to being a one-way service delivery i.e. from the local government to the citizens in need.

as its implementation comes from society itself rather than being a one-way service provision by the local administration.

The instruments used for YG in Finland are mainly regulatory, even though YG as such does not have special legislation. This means that the tasks and responsibilities of administrative persons are heavily regulated in general and on all branches of the Finnish government. Therefore we need to define also the **regulatory innovation** concept: Regulatory innovation is the use of new solutions to address old problems, or new solutions to address 'new' (or newly constructed) problems, but not old solutions to address old problems. More specifically, regulatory innovations are second- or third-order changes in the performance of regulatory functions, institutional structures and organisational processes which have an impact on the regulatory regime, although the impacts and outcomes of innovation may be unintended, and innovations are not always successful. (Black, Lodge & Tacher 2005, 182–183).

Social innovation highlights the role of economic sector where it should arise: private sector, public sector or third sector. However, this issue is far from being unanimous among the academics as well as the practitioners. In fact, social innovation goes through all sectors. Some projects prefer not to give precedence to one or the other sector; what counts most is the sectorial hybridity. In order to play that role adequately, the public sector can encourage social innovations that come from public organisations as well. (EU Commission 2013, 16–17).



Source: Keller-Laurizen 2012.

Figure 4. Elements of social innovation

The ultimate goal of social innovation is systemic change, which usually involves the interaction of many elements: social movements, business models, laws and regulations, data and infrastructures, and entirely new ways of thinking and doing. Systemic change generally involves new frameworks or architectures made up of many smaller innovations. (Murray, Caulier-Grice & Mulgan 2010, 11).

The dimension of governance is central to several social innovation projects. Innovation is a process involving several kinds of actors who cooperate in diverse forms such as networks in order to mobilise resources. The involvement of diverse actors is itself an innovative and original previously unseen social action in western societies which, in itself, makes governance an innovation. Governance is associated with a particular process and practices that consist of pooling together resources across all bodies involved so that no one can take advantage of the result of the process. (EU Commission 2013, 18–19).

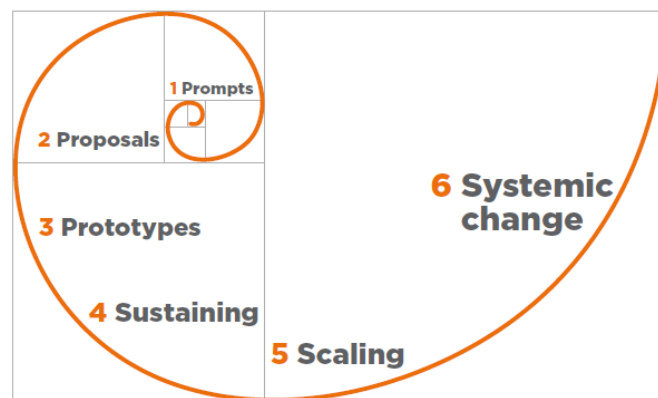


Figure 5. Stages of social innovation

Six stages of social innovation (Figure 5.) provide a useful framework for thinking about the different kinds of support that innovators and innovations need in order to grow. This holds true especially when the innovations are implemented in networks and on different levels of the society. Youth Guarantee has taken the initials steps with the Finnish Government's decisions and support. We argue that it is top-down innovation that should be implemented on the municipality level in the network of multi-sector

administration. Breaking with the traditional provider-recipient relationship requires a big readjustment for a municipality who must now increasingly act as a “facilitator” rather than a “fixer” – a transition which also clearly affects the public employees and the local citizens. (Keller-Laurizen 2012).

Historically, two types of evaluation have been used to understand the processes, effects, influences, and impacts of programmes and initiatives. Formative (process or implementation) evaluations typically focus on details about how a programme model takes shape; their purpose is to improve, refine, and standardise the programme. Formative evaluation typically assumes that a programme is or will soon become a model with a set of key activities that, if implemented correctly and with high quality, will produce a predictable chain of outcomes. The same assumption of a stable programme model underlies summative evaluations that strive to answer questions such as, “Did the programme work?” or “Should the programme be continued or expanded?”

As the Finnish YG programme has been used since 2005, we want to add a further perspective to the evaluation framework of it: that is the life stage of the initiative. The first stage is that initiative is in development phase, the second stage means that it is under refinement and the third stage that it is well-established.

#### *4.3.1 Methodology*

The development of the TOC in the Finnish Youth Guarantee will be analysed using mixed methods of data collection. We have collated and reviewed existing evaluations and analysed relevant secondary (administrative) data. We have reviewed policy documents and interviewed key stakeholders in the Turku One-Stop Guidance Center.

As the OSG Center is cooperation of many service providers, we need to evaluate the TOC also from a system perspective. The OSG Center is only part of the larger, national level social innovation, an instrument to implement Youth Guarantee. Therefore the national level programme needs to be in mind all the time.

### 4.3.2 Background

As the ultimate goal of social innovation is systemic change, we need to refine the value in public services in a new way. In the context of social innovation, the value in public services (e.g. youth guarantee; health and social care) needs to be taken into account and supported by the following features:

- **Co-produced outcomes:** The articulation should favour and incentivise outcomes that are ‘co-produced’. This means services should enable service users and other stakeholders to identify desirable outcomes to be planned for, and collaborate with them and others to achieve those outcomes.
- **Diverse outcomes:** It should be capable of combining a core of quantifiable and comparable outcomes with others that cannot be aggregated; accepting as legitimate a wider ‘narrative’ for value than, for example, meeting service targets and objectives. Youth guarantee outcomes (Clinical and personal health outcomes) will need a new place within this redesigned core of outcomes. They may also need defining more holistically through focusing on **the outcomes for the person rather than, or in addition to, the success of a treatment or intervention.**
- **Impact from people, communities and services:** This new articulation of value should lead to an approach that emphasises overall ‘impacts’ achieved by people, communities and services combined.

### 4.3.3 Long-term outcome

Longer-term and person-centred impact: The impacts identified in this approach are likely to be longer-term and more driven by what is important to the person – for example,

- wellbeing,
- independence,
- social capital,
- feeling confident and
- supported to manage their life, health and care.



#### 4.3.4 Intermediate outcomes

Intermediate outcomes are related to the capability to employ young people and to give them personalised services by the One-Stop Guidance Centers and their network. This means cooperation on multi-sector service network. On the personal level, intermediate outcomes can be feeling confident and independent, and on the network level, an intermediate outcome is the establishment of a national level One-Stop Guidance Center network.

#### 4.3.5 Assumptions and Justifications

**Localisation:** This articulation of value will require a decision-making environment that enables creative and adaptive management and commissioning at the local level. For example, allowing localised judgement on the achievement of the non-comparable outcomes.

**New measures of value:** National policymakers will need new and updated measures to support this articulation of value. These should incorporate a broader range of tools and measures for wellbeing, quality of life and personal outcomes, which are combined into robust, common evaluation frameworks for health and care interventions.

**Measuring what matters to people:** such measures must be capable of capturing a ‘full range’ of valued outcomes of services and programmes, with due emphasis on the outcomes most valued by people using services.

#### 4.3.6 Interventions and outputs

Interventions and outputs of this new TOC are mostly the same as in the old model but these services are tailored to the individual needs of the young person. We argue that the question of how the service system can be transformed from service-provider mentality to the co-production mentality in a multi-professional context is crucial in order to produce the desired outputs.

#### 4.3.7 Inputs

As an input on network level there is the ESF funded Kohtaamo<sup>10</sup> project (1.1.2014–31.12.2020) with public funding of 26 M€ (ESF + Finnish Government 23.6 M€ +

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<sup>10</sup> The project name ‘Kohtaamo’ could be translated as a “meeting site” for One-Stop Guidance Centers’ employers in order to learn from each other and for peer review.

municipalities 2.4 M€) and its services and support for the One-Stop Guidance Center actors. The Kohtaamo project supports One-Stop Guidance Centers' marketing and brand building, it organises peer support for OSG Center employees in order to develop the model to be partially coherent in Finland without losing the innovativeness on the local level.

#### *4.3.8 Programme Logic*

The new TOC logic compared to the TOC explained in chapter 4.2 is that we are going to have a system level perspective in mind. It means that One-Stop Guidance Centers are part of the national level Youth Guarantee network and the governance is dependent on one hand from the local level contextual situation and instruments and on the other hand on the framework created on the national level in the context of the Finnish Government Ministries. The multi-level governance calls for the need of orchestration of the whole system which is not reality at the moment.

Another issue is the role of extra funding which plays a crucial role for the implementation and for embedding the model in the long run. As part of the funding of Youth Guarantee and implementation of One-Stop Guidance Centers is project funding from different European Union funding sources or local foundations funding, the continuation of the projects is all the time unsecure. This problem was mentioned in City of Turku OSG Center interviews and it has been written in other evaluation reports as well.

## 5. Process (implementation) evaluation

### 5.1 Introduction

The implementation of Youth Guarantee has evolved in the context of the economic situation and during the different Prime Ministers and their governments. What is characteristic in the evolution is that the importance of the Youth Guarantee programme has been understood on the highest level and political support for the programme exists. Because of the organisational changes on the macro level, middle level and on the local level are so dynamic, the implementation of YG is all the time in the phase of transition.

The Nordic version of the youth guarantee consists of the Swedish jobgaranti policy, applied since 2006, and the Finnish ‘society guarantee’ (yhteiskuntatakuu) policy, which was implemented as of 2013. The programmes are state-led, involving the social partners only in the second instance. Much of the policy is arranged via taxation measures, aimed at increasing the attractiveness of young people for employers. In Finland, the youth guarantee “will be implemented so that each young person under 25 and recent graduates under 30 will be offered a job, on-the-job training, a study place, or a period in a workshop or rehabilitation within three months of becoming unemployed” (Finnish Government, 2011, 78).

From the systems thinking perspective, the Youth Guarantee is a complex network of actors and relationships, which should be coordinated. Regulatory innovations are needed as the administrative work on all levels of Finnish society is based on regulation or lower level instructions which have regulatory power.

#### Key implementation questions:

1. How are the YG policy, social and managerial roles between public, private and third sectors in the YG programme distributed and organised on different administrative levels in Finland?
2. What is the role of the legal framework used from the social innovation perspective?
3. How does the YG programme interact with broader social welfare policies in the

medium to long term?

## 1. Distribution of the policy and social and managerial roles between PPP

### *National level*

Employment policy falls under the competence of Member States. The EU promotes employment with funding out of the Structural Funds (ESF, ERDF, the European Globalisation Adjustment Fund), and through recommendations and other measures under the open method of coordination. *On the national level, the Ministry of Employment and the Economy* has been the main actor responsible for organising the implementation of the YG programme.

In the Action plan for the implementation of key projects and reforms of the strategic government programme (VN 13/2015), the Youth guarantee is one of the key projects. According to the action plan, YG will be developed to become a model in which one actor has the responsibility for the young person who needs support and outreach youth work will be strengthened. Secondly, cooperation between public, private and third sector will be deepened. As a third point, good practices of YG will be collected and spread in the Youth Guarantee network.

The Centres for Economic Development, Transport and the Environment (ELY Centres) are responsible for *the regional implementation and development tasks of the central government*.<sup>11</sup> ELY Centres have three areas of responsibility: 1) Business and industry, labour force, competence and cultural activities, 2) Transport and infrastructure, and 3) Environment and natural resources. The Centres for Economic Development, Transport and the Environment steer and supervise the activities of the Employment and Economic Development Offices (TE Offices). The Centre supports local employment and distributes employment-based aid to improve unemployed jobseekers' chances in the labour market. ([www.elykeskus.fi](http://www.elykeskus.fi)). ELY Centres also deal with tasks coming under the administrative branches of the Ministry of the Environment, Ministry of Transport and Communications, Ministry of Agriculture and Forestry, Ministry of Education and Culture and Ministry of the Interior. As the Ministry of Education and Culture and

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<sup>11</sup> Finland has a total of 15 ELY Centres, which are tasked with promoting regional competitiveness, wellbeing and sustainable development and curbing climate change.

Ministry of the Interior are also relevant actors in implementation of the Youth Guarantee programme, the ELY Centres as the regional administrative organisation are important actors. From the YG case study perspective, it is important what kind of transformative changes are taking place in the organisation of ELY Centres.

In order to improve the implementation of the Youth Guarantee's goals, the Finnish government has created a national service model called Ohjaamo (One-Stop Guidance Center), supported by the European Social Fund (ESF). Ohjaamo is a low-threshold service point for young people under 30 years of age that offers, taking the individual circumstances of young people into account, multidisciplinary information, guidance and support with the aid of the basic public services of various administrative branches and a cooperation network.

The first Centres were established in early 2010 before the current national project. By November 2015, there were 30 regional pilot centres where around 60% of Finland's 16–30 year-olds live. One-Stop Guidance Centres provide services for young people. The centres currently employ around 300 people, of which one quarter are supported by ESF funding. The initiative is 75% funded by the European Social Fund. The Central Finland Centre for Economic Development, Transport and the Environment (Keski-Suomen ELY-keskus) is responsible for the Youth Guarantee's national ESF project. A further aim of the Youth Guarantee is that young people learn to manage their life.

Effective policies for lifelong guidance need to involve a number of different authorities and stakeholders. *A national lifelong guidance forum* was<sup>12</sup> a mechanism for bringing these bodies together, in order to produce more effective policy development and more harmonised service provision (Figure 6.). It may need to be complemented by regional and/or local forums. A forum or similar mechanism can operate at one or more of three levels: communication (which might include exchanging information, and exploring possibilities for cooperation and coordination); cooperation between partners, within existing structures (which might be largely informal in nature, and based on a cooperation agreement, with decision-making powers being retained by each partner;

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12 Finland's objectives for lifelong learning are set in the development plan for education and research 2007–2012 adopted by the Government in 2007 and in the strategic policy lines set out in the Government Programme. The whole education system, including vocational education and training and self-motivated adult education, belongs to the Ministry of Education sector.

and coordination (which is likely to require a coordinating structure, with operational powers and funding – and possibly a contract or legal mandate). (Vuorinen –Watts 2010).

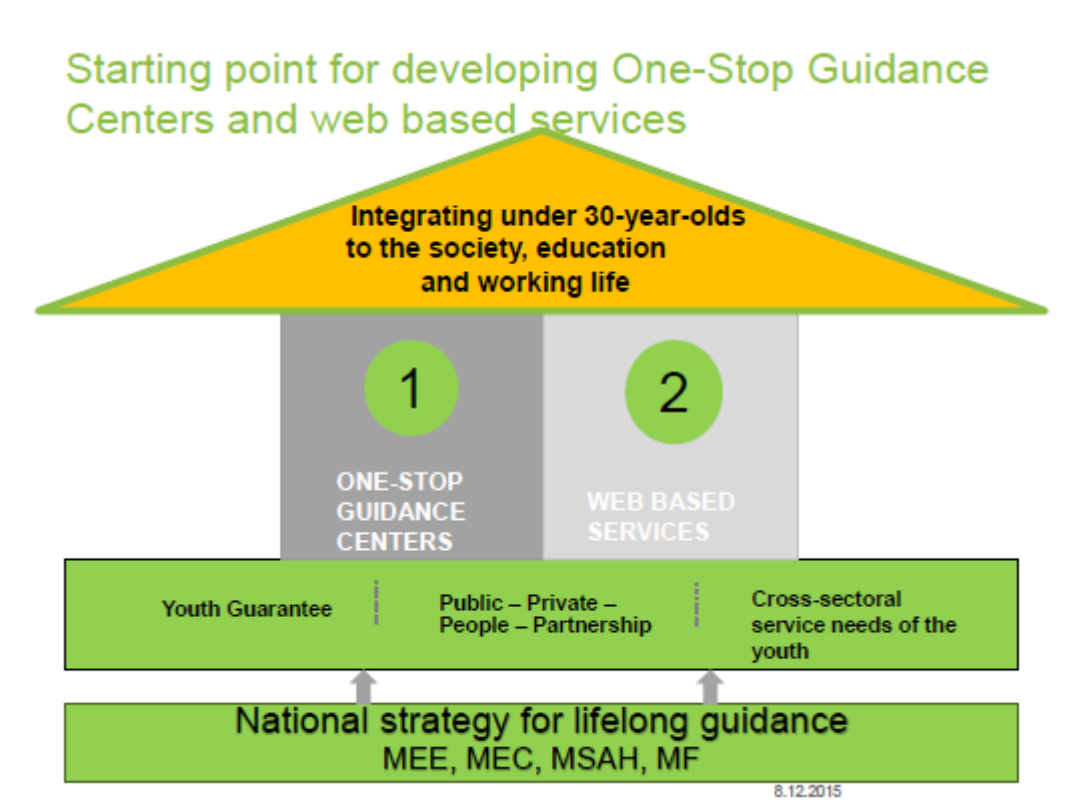


Figure 6. OSG Centers and the national strategy for lifelong guidance

*On the local level*, local authorities, the employment and economic development office (TE-office), Social Insurance Institution (KELA) and City of Turku and local development organisations promote employment through their role as employers, and through industrial policy, the social guarantee for young people and measures aimed at people with low employability. Early intervention, identification of the right target groups, good institutional frameworks, high quality programmes and sufficient resources are instruments that are used to tackle the YG challenge.

The One-Stop Guidance Centres are run as a collaborative effort of the public, private and third sectors. The intention is to continue the centres on a permanent basis *after the pilot stage ends in 2018*.<sup>13</sup>

The fundamental idea of the operation of the OSG Centres is that the professionals working at a Centre work as employees of their host organisations (e.g. municipality, career and education guidance, educational institution, the Social Insurance Institution (KELA) benefits service, etc.), but are based at the common Centre premises. The professionals' input into a Centre's operation can vary from full-time to collaborative periodic on-duty sessions. The development of the competences of those working at the Centre is supported by the Ministry of Education and Culture. A long-term goal is to develop an integrated career guidance model with parallel face-to-face and multi-channelled online services.

The development of the regional Centres will be evaluated by the national Meeting Site project and the first interim results were available in spring 2016.

### ***Local level: City of Turku***

Local authorities' economic development and employment policies are aimed at safeguarding the region's competitiveness and viability. Economic development policy covers a variety of issues related to supporting business and industry, ranging from the development of city centres to the building of technology centres; from enterprise start-up to establishing Web presence. While the past few years have seen an increasing convergence of employment policy with economic development policy in Finland, the main task of the former is and will be to find ways to combat unemployment. These measures include youth workshops and partnership projects. A new form of operation is the system of labour force service centres, where services provided by local authorities, labour administration, and the Social Insurance Institution are tailored to the client's individual needs and these services should be located in one single facility.

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<sup>13</sup> The Kohtaamo project, launched in 2015, supports and coordinates the work of the Ohjaamo centres. Its task is to develop the Ohjaamo service model as well as an online information, advice and guidance service for young people. Digital guidance services will be developed for all young people (eGuidance services, telephone services and information videos) and their integration ensured as part of the electronic service and application services (studyinfo.fi).

Youth guarantee is part of the employment services and as the umbrella organisation has been in turbulent situation it has been challenging to make Youth Guarantee work properly.

Co-operation among the City of Turku's employment workers and between the employment and economic development office (TE-office) and Social Insurance Institution office's employees was in 2014 at a developing stage. It was believed that by increasing cooperation one could reach the unemployed earlier and offer them targeted services. *The challenge was that each organisation has their own information systems, which do not cooperate with each other.* Co-operation between information systems was based on the privacy protection legislation. This meant that the unemployed could not get the service needed. (Turun kaupungin tarkastuslautakunta 2015, 77). In 2015, cooperation was improved and it was regular and functioning well. The legal framework could be changed in the near future, which would ease the cooperation between different authorities. (Turun kaupungin tarkastuslautakunta 2016).

The cooperation between TE-office and the City of Turku employment office is crucial as the TE-office's responsibility is the activation of unemployed persons in the early stages of unemployment. If they do not succeed and the unemployment period continues, the unemployed person will move to the responsibility of the City of Turku. The role of the City of Turku becomes concrete in the form of economic development policy and social and health related services, which both support the employment capabilities.

In spring 2015, integration of the employment and economic development policy in Turku improved remarkably when the Employment service centre moved under the supervision of the City of Turku Development Group. A new project, the TUTTU-6Aika project, started in October 2016. It aims to build a common tool for employment services, Turku Area Development Center's (Turun Seudun kehittämiskeskus) services and for companies. (Turun kaupungin tarkastuslautakunta 2015, 78).

The role of youth unemployment, however, in the City of Turku governance was mentioned only once in the 2015 internal auditing report. "More emphasis will be put on young people unemployment as new projects are starting in the Employment Services Office in 2015". The financing of Youth Guarantee is very much based on the project funding in Turku and all over Finland, which makes its political situation weak.



In the 2016 auditing report, the Youth Guarantee has its own chapter. This can be understood in a way that the youth employment was included before 2015 under the employment services in general without any special treatment for it. In the 2016 auditing report, youth guarantee is evaluated as part of the “Youth know-how capital and Youth Guarantee”.

*In the City of Turku, managerial roles* between the employment and economic development office (TE-office), Social Insurance Institution (KELA) and City of Turku employment services have been undergoing a three-year reorganisation. Youth Guarantee has goals for 2017 in the Welfare and activity programme. The goal for the YG theme (Theme 2.2.7.) is described: “Youth guarantee materialises as an outcome of broad, multi-sectoral cooperation”. Methods to reach that goal will be: 1) Sufficient individual guidance to young people for moving to secondary education, and, 2) multi-sectoral cooperation. Additional strategic goals for Youth Guarantee is that 45 per cent of under 30 year old young people will be in work-oriented vocational upper secondary education<sup>14</sup> and 18 per cent in general upper secondary education. (Strateginen sopimus 2015–2018, Sivistystoimiala, 5).

In summary, responsibility for implementing Youth Guarantee has been transforming from the state level to the local level as the municipalities will cover an important part of the unemployment costs in the case of long-term unemployment. This is an effective “carrot” to the local government to try to tackle youth unemployment challenges in the early stages, before the young person falls outside working life or education.

Local governments find themselves on a burning platform implementing the YG. Sizeable cuts in public service spending have contributed to the social effects felt, particularly in the areas of vulnerable citizens like young people. At the same time, the need for social solutions is growing. Municipalities face a situation with growing social needs along with shrinking budgets for addressing them – a phenomenon that can be referred to as the social imbalance. Traditionally, municipalities have used a

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<sup>14</sup> After basic education, upper secondary education is, based on a dual model, divided into general upper secondary education and work-oriented vocational upper secondary education. After completing basic education, students can apply for upper secondary education through a joint application system independent of where they live. Both routes of education give eligibility for higher education.

combination of three approaches in their attempt to reestablish a lost equilibrium between supply and demand for social solutions:

1. increasing municipal income (tax increases, growth creation, longer working weeks for public employees, increased fees and fines, etc.),
2. budget cuts (reduced services, reduce the public workforce, etc.); and
3. increase in public sector efficiency (process optimisation, welfare technology, digitalisation, etc.).

Youth Guarantee has been the target of budget cuts on the national level, and on the local level municipalities have had to increase in public sector efficiency by process optimisation. Integration of many basic services for young from one single place at the same time has the potential for efficiency gains. Many initiatives under these approaches have turned out to be either insufficient or difficult to implement. Consequently, there is an acute and increasing need for alternative ways to respond to the growing societal challenges. Common to the above instruments is that they are all based on a basic assumption that municipalities supply social services and citizens receive them.

Social innovation can make up a potential fourth approach to solving the current social challenges. Social innovation is very much about creating environments in which social innovations can take shape, grow and thrive. In the same context, social innovation is also very much about “opening up” to allow non-public actors to play an active role in the formulation and implementation of new social solutions. In other words, social innovation is developed with and by the users, not for them (ibid.) (Keller-Lauritzen 2013).

TE Offices, local organisations, which implements the YG programme, provides customised solutions tailored to the needs of businesses and employers. TE Office services help employers and jobseekers find each other.

*Project funding and projects* have been heavily used throughout Finland as an implementation tool. This has been mentioned to be both a good thing and a bad thing in Ohjaamo employers’ interviews. Projects have their timeframe and they start and end and after the project the outcomes might be forgotten. Even though the aim of many

projects is to tackle Youth Guarantee challenges, the projects, however, have their own aims and goals, according to which the projects are evaluated. In this project jungle, the core of the Youth Guarantee programme and One-Stop Service Center instrument as an implementation tool, the young person and his or her personal needs might be missed and forgotten. Nobody has the overall picture in such a messy project environment.

There are almost twenty projects going on at the same time in the City of Turku which in one way or another aim to tackle the youth unemployment or long-term unemployment issue and there are lot of project workers employed during the projects. That makes the system quite a mess. “There is no point in developing nice service models and systems if the continuity of them hangs in the balance after the project”. (Interviews: Ohjaamo project coordinator, working-life coordinator interview).

## 2. Legal framework

On the local level, according to the Youth Act (72/2006) amended on 2011 with the provision 7 §, every municipality had to have a multi-sectoral service providers’ network for youth services in order to develop the general planning and implementation of the multi-sectoral service provision. According to the law, the service network must have representatives from the educational authorities, social and health care authorities, youth authorities as well as from the employment and police authorities. This network cooperates with the other third sector service providers. (Sahi 2014, 6).

The Finnish Government has eased the freedom of municipalities to organise the implementation of Youth Guarantee by stipulating the Act on multi-sectoral service cooperation (30.12. 2014/1369). It aims at enabling a trial of innovative ways to organise implementation of Youth Guarantee.

Another Act, “Act on the reduction of responsibilities of municipalities, reduction of guidance and support to multisectoral experiments (20.12.2014/1350)” (In Finnish: Laki kuntien velvoitteiden ja ohjauksen vähentämisestä ja monialaisten toimintamallien tukemista koskevista kokeiluista) aims to reduce bureaucracy and enable municipalities to experiment.

The ultimate goal of social innovation is systemic change, which usually involves the interaction of many elements: social movements, business models, laws and regulations, data and infrastructures, and entirely new ways of thinking and doing. Systemic change generally involves new frameworks or architectures made up of many smaller innovations. (Murray & Caulier-Grice & Mulgan 2010, 11). One of these smaller innovations in the Finnish context is regulatory innovations.

In the background of systemic change, one important governmental level programme was 'The Effectiveness and Productivity Programme 1 November 2011–30 April 2015'. It was the central government's response to the need to reduce sustainability gap in public finances and changes in the labour market by clarifying the role and functions of the central government, introducing structural reforms and launching practices in support of the government's new role. The aim of the programme was to improve the innovation capability of the public sector as a creator of innovations and as an enabler of the innovations developed on other sectors. The aim of the project was to create a new management culture, which enables innovations. In the beginning of the project, the Ministry of Finance conducted a survey in order to find out what enables the effective and productive governance system? According to the opinions of the respondents, the most important obstacles were 1) the bureaucracy created by regulations, instructions and control, 2) the appropriation and lack of joint use of personnel and financial resources, and 3) the lack of prioritisation and incapability to give up old habits. In the programme work a broad perspective has been adopted to performance and work has been done in genuine collaboration across the administrative branches, also involving their personnel. Performance of central government activities is composed of effectiveness, service and achievement capacity, economic aspects and productivity. (Ministry of Finance 2015, 10–18).

According to several sources (e.g. Ministry of Finance 2015), the bureaucracy which means heavily regulated processes and detailed regulation on service contents and data privacy regulation have been obstacles for the implementation of Youth Guarantee on a practical level. The Finnish government is moving these obstacles by deregulation e.g. by reducing the legally defined responsibilities of the municipalities. Municipalities will

have power to decide themselves how they are going to organise and produce the task given to them. (<http://vm.fi/saantelypolitiikan-periaatteet>).

Compared to the Finnish tradition of regulatory governance, this is a huge innovation/improvement and innovative way of thinking in the Finnish context. Another regulatory innovation is to issue regulation which is more proactive: the legislative act only describes the framework in which the implementing actors should work and in that way it empowers the implementing actors to find out what kind of activities are best and most effective in the local context. This kind of regulation better enables the cooperation of several stakeholders as the regulatory obstacles are moved away. More space for innovativeness is allowed than before, which should be a carrot for the administrative bodies on different levels of administrative structure.

### **3. How does the YG programme interact with broader social welfare policies in the medium to long term?**

The YG programme interacts with several national level projects and reforms: the reform of the vocational education project, reform of employment governance and administration system, reform to develop services to become more customer oriented, digitalisation of public services and life-long learning strategy.

## **5.2 Methodology**

### *Methods:*

- Documentary analysis (secondary data, official information on web pages).
- Secondary data by Meeting Site project evaluation information.
- The multi-sectoral cooperation municipalities' experiments on the YG have been reported twice a year in 2015 and the first two internal reports (VM Interim report 1/2015 and 2/2015) and one outsider Tempo Economic's report 2016 have been published.
- Interviews with the Ohjaamo employers and Ohjaamo's network actors. Interviews have been explained in 3.3.1.
- User Voice stories (12).

### 5.3 Results

Results of the Youth Guarantee interventions are based on multiple evaluation reports in which both quantitative and qualitative methods are used. As many of these reports are based on local One-Stop Guidance Centers' evaluations, they cannot directly be generalised to the national level. The exception will be the data collected in the Meeting Site project as it collects data from experiences of all the One-Stop Guidance Centers.

#### **One-Stop Guidance Center network organisation**

In the end of 2015, the national OSG Center's network was built. In September 2016, there are almost 40 OSG Centers going on in Finland. Almost 300 employers were working in OSG Centers in the end of 2015 either as local government employers or funded by ESF project funding.<sup>15</sup>

On 24 April 2015, the City of Turku One-Stop Guidance Center opened its doors as the first ESF-funded Ohjaamo. According to the City of Turku internal auditing office report 2014, the City of Turku had not organised the implementation of youth guarantee in the way the Ministry of Employment and Economy has advised. Employment and Social Insurance Office services and City of Turku employment services should be offered from one place. In Turku they are located in two different places. (Turun kaupungin tarkastuslautakunta 6.6.2014, 50).

In the City of Turku, targets for the Youth Guarantee are set in the Turku strategy for the year 2017. It means that there are no specific goals specifically for Youth Guarantee which could have been measured before that. Also Ohjaamo as an interactive instrument is just taking its initial steps. We have experiences from the first year based on interviews conducted for the OSG Center's employers and network people on the local level and perceptions of young people from Ohjaamo services on the national level. From the organisation perspective the network of OSG Centers has reached its targets as the number of Centers covers now the whole of Finland.

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<sup>15</sup> <http://www.peda.net/veraja/keskisuomenely/ohjaamot>

## **Key process variables, mechanisms and contextual moderators in Turku OSG Center.**

Activities in OSG Center started on 1st of March 2015. During the first months, the activities were focused on organising the project team and marketing the OSG Center to the potential customers and cooperation organisations. The City of Turku has employed one project coordinator and three customer coordinators in OSG Center Turku. In the same facilities there work four career planners in the Turku employment service centre KOHO, and two workers in Young People's Turku (Nuorten Turku) information centre. A health services representative is offered by appointment on Fridays and a sexual advisor once a week. In the same facility there works one expert for young people services in the Employment and Economy Office of Varsinais-Suomi. From the Social Insurance Institution there is so far no representative in OSG Center but availability using Lync connection is under development. The OSG Center receives occupation information services from a third sector provider. OSG Center is very actively involved in Youth network, which is a very active system in Turku. (Turun Ohjaamo 2015–2018; OSG Center project coordinator interview).

In July 2015, Ohjaamo was closed. Seven seminars or other kinds of activities were organised in Ohjaamo which aimed at finding a place of employment or study place for the young unemployed.

As a new activity, OSG Center organised Young persons' job search Speed-date-events. Participation of the young people is a key theme in Ohjaamo. Young people have participated in decorating Ohjaamo facilities as well as together with the Yleisradio they have planned the Raiteille Festival. Together with the Humanistic University of Applied Sciences the project started productising of the OSG Center's services.<sup>16</sup>

During 1.1.2016–30.3.2016 the OSG Center has focused on the fine-tuning the service processes.

## **Organisational and individual change within organisations**

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<sup>16</sup> [http://www.pointti.info/ilman\\_tyota\\_tai\\_opiskelupaikkaa/turun\\_ohjaamo](http://www.pointti.info/ilman_tyota_tai_opiskelupaikkaa/turun_ohjaamo)

Turku One-Stop Guidance Center employers mentioned that the working culture in OSG Center has become more customer-friendly and the young people are the core of the service provision. Young people visiting the OSG Center have given very positive feedback about how they were received, how their needs were taken comprehensively into account and how during the one visit many of their problems were solved and information needed was given in an understandable way. (e.g. Young person (2) (3) (4) interviews).

According to the OSG Center employers, the cooperation in service delivery has been changed compared to how it used to be when different organisations were on their own. Now the OSG Center employer moves with the young person from one service provider to another and in that way the information gap between service providers is prevented. From the young customer's perspective, he or she feels very confident as the customer is not being shunted between different service providers. (OSG Center project coordinator interview).

### **Partnership working between organisations**

The different partnership actors cooperation in OSG Center is very easily organised as they all are in the same place and the knowledge sharing takes place daily. OSG Center has weekly meetings and every employer bears responsibility for the functioning of the Center.

## **6. Impact evaluation**

### **6.1 Introduction**

The impact evaluation aims to evaluate if the YG programme has achieved the desired objectives that all young people receive a good offer of apprenticeship, training, continued education or employment that is suited to their abilities and experience within four months of becoming unemployed or leaving education. National and local impact evaluations have been conducted by the Kohtaamo project and this case study uses them as a source for information.



The main research questions are, 1) Has the YG programme achieved its desired objectives? 2) What role do the intervention activities play? 3) Are the One-Stop Guidance Centers able to produce the services more efficiently than before?

In order to answer the impact questions we need to take into account that many of the services are *co-produced outcomes* which means that services should enable service users (e.g. young customers) and other stakeholders (e.g. third sector organisations) to identify desirable outcomes to be planned for, and collaborate with them and others to achieve those outcomes.

Another issue is *diverse outcomes*: combining a core of quantifiable and comparable outcomes with others that cannot be aggregated; accepting as legitimate a wider 'narrative' for value than, for example, meeting service targets and objectives. Youth guarantee outcomes (e.g. personal health outcomes) will need a new place within this redesigned core of outcomes. They may also need defining more holistically through focusing on the outcomes for the person rather than, or in addition to, the success of a treatment or intervention.

Impact from people, communities and services: This new articulation of value should lead to an approach that emphasises overall 'impacts' achieved by people, communities and services combined.

## Challenges

The multisector cooperation and interventions used in order to tackle youth unemployment is a system-level problem. The evaluation of the impacts in the system level transition is challenging and impossible according to the National Auditing Office (2007). Partial evaluations about the impacts of different interventions can be conducted and outcome of the interventions discussed based on them. The main challenge according to the National Auditing Office is that in multi-sector cooperation, the officials on different administrative branches interpret the problem of social exclusion of a young person in different ways and they also have a different understanding of how that exclusion can be prevented and what kind of interventions should be used.

Another challenge is that the evaluation should be understood as an evaluation of the whole package of interventions in which single interventions are conducted by different actors on different levels of society and using different financial resources. (VTV 2007, 24). The evaluation from 2007 focused on the right challenges which are relevant still today: The evaluation report tried to find out how the existing legislation promotes or hinders the cooperation between different administrative sectors, what role do different financial instruments play and what kind of benefits or hindrance does multiple administrative sectors inclusion have.

In the Effectiveness and Productivity Programme (2011–2015), the Finnish government has developed common vocabulary for the evaluation of effectiveness and productivity. It is recommended to be used on governmental, regional and local levels, when the impacts of publicly-funded projects are measured. Impact, service provision capability, effectiveness and productivity concepts are described in different evaluation reports and the general view from the system-level perspective can be based on the different evaluations. In the Effectiveness and Productivity programme it was argued that the impact of service is able to be measured when the service is individual but the measurement is more difficult when we try to measure collectively produced service impacts or services which have many spill-over-effects. (Kangasharu 2012).

In addition to these general impact evaluation aspects we evaluate the Youth Guarantee and One-Stop Guidance Centers against the innovativeness criteria described earlier in chapter four:

*Innovation criteria* are 1) novelty – new to user, context or application 2) improvement – more effective or efficient. *Social Innovation Criteria* are 1) sustainable, 2) just and 3) it creates public value. The ultimate goal of social innovation is *systemic change* and we try to say something if this criterion is fulfilled. *Regulatory innovation* is the use of new solutions to address old problems, or new solutions to address ‘new’ (or newly constructed) problems, but not old solutions to address old problems.

## 6.2 Impact evaluation methodology

The case study aims to better understand the underlying mechanisms, internal and external factors, and the role played by the interventions. We use an existing impact

evaluation of the YG policy and programme, undertaking some additional interviews on the local level to enhance or extend it. Interviews covered the impact of YG reform on individuals and communities, including the ways individuals' sense of identity are shaped by their interactions with YG policy and One-Stop Guidance Center. These are important issues for InnoSi, but are unlikely to have been addressed in previous evaluations.

The Meeting Site (Kohtaamo) project evaluation materials offer valuable information. As primary data we have conducted interviews with Turku OSG Center employers and a couple of networking organisations (explained in 3.3.1).

### **Evaluation of the outcome measures which are used in different evaluations:**

We cannot describe statistical validity, internal validity, construct validity and external validity of the secondary data used as the number of sources is so huge. But we can say that the evaluation and methods used are conducted in the context of ESF funded or local public funding projects, which means that the quality of the methods used has at least convinced the funding authorities so far.

On the national level the aim is to build the One-Stop Guidance Center network and to embed its functioning on the national level. In the Meeting Site (Kohtaamo) project, which evaluates the outcomes of the One-Stop Guidance Center network, operation and embedding the system all around Finland are both quantitative and qualitative. *The outcome measures in the Meeting Site project are (Nieminen 12.5.2016):*

1. Coverage and embeddedness of One-Stop Guidance Centers and development of the model: the number of OSG Centers in Finland and the number of employers working in Centers.
2. Flow of customers: Number of young people who visit the OSG Center.
3. Awareness of the OSG Centers: measures how well young people know the Center and the concept (low threshold and non-stigmatising).
4. Benefits the young persons: trust and acceptance is created; feeling that the issues proceed in OSG Center.
5. Integration of the young persons' services: multi-sectoral and multi-professional cooperation.

6. OSG Center supports positive transitions from education to working life.
7. Deepening of the network cooperation between network actors: peer reviews.

### **Strengths and weaknesses of the evaluation framework**

Using secondary data means that there is no need to spend time on collecting primary data on the national level. As the One-Stop Guidance Center model is such an up-to-date phenomenon in Finland and a huge ESF evaluation project is going on, there is good reason to rely on that data. Our own qualitative interviews for the Turku OSG Center employers and network actors give some local perceptions, which can be reflected with the national level results.

A *weakness* is that the OSG Centers are under continuous development and therefore the evaluation of the whole model is not possible. Evaluation of dynamic process produces only a blinding picture of the reality. It is not generalised as the local context factors are relevant for the development of the OSG Center system.

### **6.3 Results**

#### **Key contextual factors:**

One-Stop Guidance Centers have aimed to reach young people under the age of 30. The network of OSG Centers has augmented during 2015–2016 remarkably on the national level; they have been able to reach more young people than before. In January, there were 15 Ohjaamo centres in Finland and by December 2015 the number had increased to 30.

On a national level, during the first quarter of 2016 OSG Centers reached a remarkable number of young people. The compilation of statistics is still under development but according to the first interval report about 12,000 young persons have visited OSG Centers. In addition, other contacts are 2,000 and group visits have brought to OSG Centers about 5,000 young people. Altogether 300 persons work in OSG Centers; half of them are employed by municipalities or federations of municipalities, a third are employed by ESF project or other projects and about 15 per cent are from TE Centers. (Nieminen 12.5.2016).

Turku's OSG Center reached 540 new customers between 1.3.–30.11.2015. During the same period, 119 young persons were employed either by the City of Turku or by local companies. 1,000 visitors participated in these happenings. According to the OSG Center's project manager, the quantitative goals have been positively exceeded (OSG Center's project manager's interview).

The number of employers varies according to the context in which the OSG Center is located. The biggest centres have between 20–30 employers and the smallest ones 4–5 employers. The common phenomenon is that most of the OSG Centers in Finland are funded by the municipality as an administrator or the city or municipality has been the main actor in applying for funding from the ESF foundation. (Niminen 12.5.2016).

The OSG Centers aim in the last resort for societal impacts like better services for young and the number of NEET young people should be lower. If one considers that impact means permanent impacts, so far such impacts cannot be confirmed. The number of activities has augmented, actors have learned from each other and networking has happened between OSG Center employers. On the national level, National Meeting Site is going to be focused on in the next evaluation rounds. (Nieminen 12.5.2016).

### **Quality of the One-Stop Guidance Centers' services, customer and employers evaluations**

*Results from survey to the young customers of OSG Centers on the national level<sup>17</sup> and Turku OSG Center interviews*

*How had young people heard about OSG Center?*

The majority of the young people in other parts of Finland had heard about their local OSG Center from professionals (65 per cent), 17 per cent from friends or siblings, 9 per cent from close grown-ups and 5 per cent from the internet or from advertising. 48 per cent used the service first time and the majority had visited their OSG Center several times. (Määttä 2016).

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<sup>17</sup> In August 2016, the first feedback from the One-Stop Service Centers on national level was published by researcher Määttä in the Meeting Site project. Feedback was collected during 2nd and 16th of May 2016. 17 Ohjaamo-regions were covered. The majority of responses were from Helsinki, Espoo and Vantaa regions (38 per cent). Turku region was not included in this survey. 283 respondents between 13–29 years of age gave their opinion. Almost half of them were 21–25 year olds, a third between 17 and 20 years and the rest older or younger than these. 40 per cent of respondents were men, 59 per cent women and 1 per cent other.

In the City of Turku, two out of five interviewed had heard about OSG Center from the employment office, two heard from the cooperation organisation, one found information about the existence of OSG Center from the internet and one heard from a friend. In Turku's case it seems that the most important source of information for young people are the professionals – either in the public or in the private sector.

### *Quality of the services and low-level threshold*

The City of Turku OSG Center's main aim was to build a very low-level threshold for young people to come to OSG Center. This means in practice that the aim is to create a bureaucracy free atmosphere, in which a young person can find all the services from the same place. It should be easy to find the place both mentally and physically. It is made easy to come to OSG Center as there is no need to book an appointment – sometimes even the need to book an appointment can be an obstacle for a young person who has mental problems. OSG Center employers do not force the young to make decisions, which can be relief for some young persons. Young people may find a job in companies, in the City of Turku, or vacant posts of TE center and they can also get subsidies for companies which hire young. Turku Ohjaamo's services are from the best category compared to other OSG Centers in Finland. (TE office employer interview).

### *Co-produced, tailored service delivery*

Turku's Ohjaamo collects several services meant for under 30-year-olds under one roof. OSG Center is a low-threshold service point *in the centre of Turku*. It offers employment and information and guidance services for young people from several areas of life (employment, education, accommodation, life management), and social insurance services. Ohjaamo supports young people and promotes them towards employment, education and better life management. All this service offering (Employment Office, career and education planners, nurse, sexual therapist and local youth workers) in the same place was acknowledged by young interviewees as well as by OSG Center employers.

It is not only the broad offering of different services which makes the Center “low threshold”. Ohjaamo responds to a young person's needs with *personal guidance and*

*support*, by improving the young person's social skills and with services such as *career and education planning*.

A worker of Ohjaamo mentioned that the three most common service needs of young people are help with finding a job, finding accommodation and help with filling in different forms. Every interviewed worker of Ohjaamo told that several young persons in Ohjaamo have problems with mental health and need different services, support and counselling because of that. Other needs that were mentioned are guidance and counselling when it comes to different options concerning the young person's future, starting independent life or questions about education. Also the services of a nurse and sexual therapist are used a lot which tells about the need of these services. It was also told how Ohjaamo always listens to the needs and opinions of the clients when it comes to their services and the ways they should be improved. (OSG Center Interview).

This illustrates that the Turku OSG Center has achieved its other goal of empowering the young people by taking them to cooperate from the very beginning of the project and also during the implementation of the project.

Every worker in OSG Center has the same kind of *service-oriented mentality* which creates a flexible and in every way good working environment. One need not think about the administrative boundaries during the day (information service provider interview). The young peoples' needs, according to the OSG Center employers, are to receive all services from one place and this has come true in Turku.

#### *Individual, diverse range of service delivery*

Every young person has individual needs and challenges that need to be taken care of. In addition to unemployment, young person can have serious difficulties with life management, like having debt and problems with accommodation. In Ohjaamo, this has been taken into account by giving each young person individual service and by giving preference to the young person's needs. The workers of Ohjaamo will give their time to the young person in order to understand his or her situation as a whole, not for example only as unemployment. (Turku OSG Center's young people interviews).

Another interesting comment from a young person was that she did not feel guilty when she visited OSG Center. In the employment office this was a normal feeling as well as in the Social Insurance Office. (Young person interview). Into this category I would put

also the comment according to which young people feel relaxed when they visit Ohjaamo. (Young person interview).

Respondents' feedback from the OSG Centers' service contents and quality on the national level was graded 9.16 (scale 4–10). Respondents' service experiences were very positive. (Määttä 10.8.2016).

These findings demonstrate that on the national and local level OSG Centers have succeeded quite well. It looks like the One-Stop Service Center services are considered very necessary and useful. Some development ideas were received as well: the activities could be extended and diversified. Guidance from the contents of different welfare benefits and services could be more clear and preferably in literal form. More information about the services was suggested. 13.2 per cent of the service users speak other languages than the official Finnish languages, which poses additional challenges. (Määttä 2016).

Diverse outcomes should be taken into account. The outcomes may also need defining more holistically through focusing on the outcomes for the person rather than, or in addition to, the success of a treatment or intervention. For some young persons the simple issue to get information from one place or get help in filling documents may be such a relief that he or she feels empowered and confident. Some services support young persons to manage their lives, health and care. These kinds of outcomes are not important to financing organisations and to political decision makers but these are very relevant for the young people (Yong person interview).



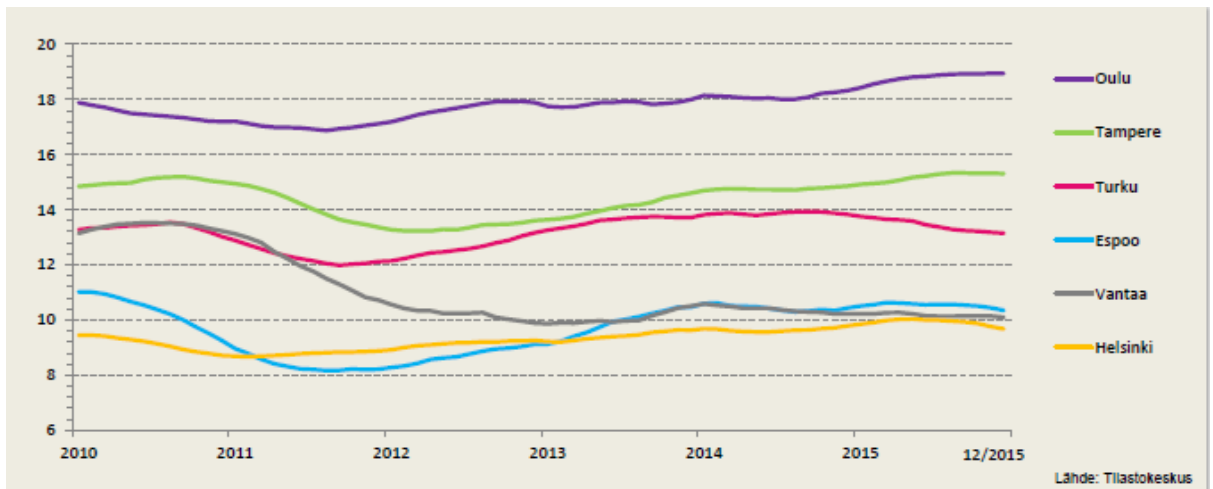


Figure: Rate of unemployed young people compared to all unemployed in Turku and in five cities of Finland . (City of Turku <https://www.turku.fi/2029/seuranta>).

Figure 7. The rate of unemployment in Turku was 16.8 per cent in 2015.

### *Long-term outcomes*

Longer-term and person-centred impacts were very important to the OSG Center employers. They see that their customer-friendly behaviour can improve the young person’s wellbeing in the long run and the little things during the service contact may make a big difference in the young person’s life. (OSG Center employer interview).

### *Quantitative impacts*

The number of unemployed young people has diminished during 2015 in Turku compared to all unemployed people. In the other five biggest cities of Finland the rate has remained at the same level or risen slightly (Figure 7.).

We cannot argue that the OSG Center would have been the only reason for the improvement as the ways to secure employment is a sum of many things. According to all five interviewees, however, the difference between the OSG Center experience and employment office experience is that from OSG Center they have got something, found job or training opportunity, information etc. but from the employment office nothing, ever. Even though this is only a couple of interviews it, however, shows that the concept of OSG Center is suitable for young.

## **Evaluation of the network cooperation**

Turku OSG Center's network is, according to the interviewees, working well as the network participants have known each other already a long time when they were working with the youth guarantee activities in their own separate organisation. The OSG Center has made it easier to collaborate as there is not such a distance between actors. Being in the same place has improved the quality of the cooperation as it is much easier just to walk into another person's room and ask immediately when some question pops up. These comments came from every employer. (OSG Center employer interviews). Also young customers acknowledged this and they were very happy that their service needs, which many times dealt with many different authorities responsibilities, were solved during one or two visits to OSG Center. (Young customer interviews).

The national level Meeting Site project has a vision for 2020 for the OSG Centers in Finland. According to that vision, the OSG Center model is created, the OSG Center activity is institutionalised and funding is guaranteed, OSG Center model is part of the Youth guarantee service system and the OSG activity and internet-based guidance are integrated. (Nieminen 12.5.2016).

The target for the number of OSG centers in Finland has been exceeded. In the first evaluation of the national OSG Center network the evaluator has named these results and outputs (Nieminen 12.5.2016):

- broad and multiform network has been created
- OSG Center model minimum criteria have been defined
- operations model for peer development and peer learning and forums have been created (peer learning survey, project managers meeting days, OSG Centers meeting days, regional and themed meetings)
- national surveys for the OSG Centers' customers, OSG Centers' process and impact indicator and a tool to measure economic impact has been developed
- common visual image, OSG Center's aim and model and positive image is made known to the population.

## Summary

The impact of the single services is very difficult to measure as the OSG Center's services are co-produced. The challenge for Turku's OSG Center is that it should be continued after the project period and funding should come from the City of Turku.

## 7. Economic evaluation

### 7.1 Introduction

One-Stop Guidance Centers continue to be one of the key projects on the national level and the Finnish government supports the development of the model and scaling up the model with 2.0 million euro in 2016, 1.5 million euro in 2017 and 1.5 million euro in 2018 as well.<sup>18</sup> . The situation is not going to be easier as the Finnish government reduces funding for employment. In 2015, government funding for employment finished already in Spring and in 2016 the government is continuing in the same way.

The National Audit Office of Finland conducted economic evaluation of the YG programme in 2014. According to the report, the economic costs per young person who get caught up in unemployment for his/her whole working life time (about 40 years) will cost the Finnish economy 1 M€ before the young person reaches 60 years of age (VTV 2007, 17).

A reform of the manner of covering the costs of the Labour Market Subsidy<sup>19</sup> increases the financial burden on municipalities and expands the municipalities' responsibilities, which is conflicting with the Government's aim to reduce the responsibilities of municipalities. According to the reform, the costs of the subsidy would be transferred

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<sup>18</sup><http://valtioneuvosto.fi/hallitusohjelma-toteutus/osaaminen/karkihanke6>

<sup>19</sup> The purpose of the Labour Market Subsidy is to provide financial assistance for unemployed job seekers who enter the labour market for the first time or otherwise have no recent work experience or long-term unemployed persons who have exhausted their 500-day eligibility for the basic or earnings-related unemployment allowance. During the final 100 days of payment, the earnings-related unemployment allowance is paid at a rate equal to that of the basic unemployment allowance if the recipient has an employment history of less than 3 years. The Labour Market Subsidy is a means-tested benefit. This means that any other income that the unemployed person or, if they live in the same household as the unemployed person, his or her parents may have decreases the amount of the subsidy. Labour Market Subsidy can be paid for an indefinite period.

from the State to municipalities; in 2014 a total of about 150 million euro.<sup>20</sup> The implementation of reform started in the beginning of 2015 which means that municipalities will begin to cover 50 per cent of the labour market subsidy expenditure for persons who have collected it for 300 to 999 days, and 70 per cent of the expenditure for those who have collected it for 1,000 days or more.

The first evaluation for the costs of Labour Market Subsidy for Turku was 24.5 M€, which was called “a huge” increase of costs.

As the OSG Centers’ existence has taken so short time we are not able to give economic impact evaluations. The only thing that can be said is that the City of Turku is going to put more efforts into the early stages, in order to prevent the young person falling outside education or employment.

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<sup>20</sup> <http://www.hel.fi/www/uutiset/en/kaupunginkanslia/municipalities-find-it-unbearable>

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