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CROSS-SECTORAL COLLABORATION AS A SOLUTION

The preventative work against social exclusion in the municipal well-being plans for
children and youth

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ABSTRACT

This study focuses on finding out about the wicked problems such as social exclusion and the prevention of it with the help of cross-sectoral collaboration. The aim of this study is to look into the measures the Finnish municipalities are planning to execute in order to promote inclusion and prevent exclusion for the children and youth and what kind of cross-sectoral collaboration is needed to do so. These measures are studied from the municipal well-being plans for children and youth in five different Finnish municipalities or regions.

In the theoretical part the difficulty of wicked problems, in this case social exclusion, is cleared out and the development of the term and the mechanisms of the process of social exclusion are explained. Battling complex and multilevel problems such as social exclusion requires measures like cross-sectoral collaboration hence the authorities are unable to solve them just on their own. Shared knowledge, expertise and resources provide earlier and more extensive information of the overall situation of the individual in the risk of social exclusion and enable the earlier interference.

Empirical part analyses the municipal well-being plans for children and youth in different parts of Finland: Espoo, Kainuu, Oulu, Pieksämäki and Salo. The framework of cross-sectoral collaboration is re-modeled in order to categorize the challenges the municipalities face and the measures they execute and the future needs of the work for better well-being.

The findings of the study state that the problems that the municipalities face are somewhat similar even the situation for the selected municipalities or regions is rather different. The measures municipalities offer to a solution are relevant but the need for better cross-sectoral collaboration and the emphasis on the earlier stage of support is clear.

KEYWORDS: wicked problem, social exclusion, cross-sectoral collaboration, municipal well-being plans for children and youth

1. INTRODUCTION

1.1. Starting point of the thesis

The concern about the future of the welfare state has been a topic of the Finnish public sector discussion lately. A few of the challenges the welfare states are facing are aging population, possible turbulence in the economy caused by globalization, increasing inequality and rapidly growing migration. (Raphael 2014: 7.)

Maintaining present welfare state requires adjustments to the public sector operation models and structures that it supports individual's independent survival. Efficiency of the public sector is beneficial to us all, as users and tax payers of the system. Efficiency means that the greater results are gained with fewer inputs: how much and what is achieved with disposable resources. A great challenge for public sector is to improve its effectiveness and find a way to provide services with lower costs. A fact is that avoiding unnecessary over-lapping work leads to savings. Rationalizing the public sector service production acquires renewal of the operation and service models, quality leadership, right personnel structure, structural solutions and deepening the cooperation with other public, private and third sector organizations. Scale advantages can only be attained through cooperation. (Korpela & Mäkitalo 2008: 161–165, 171–176.)

Inefficiency is caused due the fragmented municipal and state administration structure and the interest disagreements. Civil servants often find their own area of expertise so unique that cooperation and learning from another sector is difficult and even avoided. Reforms require will to cooperate, setting goals, measurement and learning from them. Also encouragement and role models of the new operations models are needed. There are more ways to improve efficiency than expected. (Korpela & Mäkitalo 2008: 177–185.)

Internal security is a complicated field that rises above the all governmental levels. The problems tend to be very complex and require careful steps in order to success in prevention and managing them. Cross-sectoral coordination is named as a solution by ear-

lier research, although the challenges in implementation are well known. (Christensen, Lægreid & Rykkja 2013: 3.)

Positive example of the public sector reformist thinking is a cooperation model called “Arjen turvaa kunnissa”, administered by the Regional State Administrative Agency for Lapland. Center of European learning and development for the public sector (EIPA) selected it as the best project of the year 2013 in regional series. The aim was to find new innovative models to sustain well-being, safety and security with the existing or even decreasing resources. Key to this was in cross-sectoral collaboration. Less bureaucracy, more resource combination and prevention led to a prize-winning result. “Arjen turvaa kunnissa” is part of the program for domestic safety and security. (Kunnat.net 29.11.2013.)

In the past years the demand for cross-sectoral collaboration has been recognized by the Finnish government. According to the last five government programs in Finland, the requirement of collaboration has been extended to the variety of fields over the years. The current government program made in 2015 does not mention collaboration as often as the previous program, but it is embedded in many objectives, for example in the work of supporting the youth and saving money through more collaboration between authorities. The government program 2011 promotes cross-sectoral collaboration in the following topics: the prevention of black economy, internal safety and security, immigration, culture, transportation, communication, agriculture and forestry, well-being of the citizens, the development of the work legislation, environment protection and housing. The previous three platforms mention cross-sectoral collaboration only randomly or very rarely. The prevention of social exclusion has been named of the main domestic challenges in the latest government program. (Hallitusohjelma 2003, 2007, 2010, 2011 & 2015.)

Developing collaboration models is demanded by several reasons. Growing immigration rates lead to a situation where individual support and information is needed for immigrants to be able to educate themselves and truly take part in the society. School drop outs, people with low grades, or ones that have not got a place to study are in the

risk of exclusion without proper instructing. Mental health issues, especially among the youth, have risen into a discussion since the worrying numbers of diagnoses. The growing number of diagnoses can also be due the fact that more people seek help. The ambition is to recognize the symptoms as early as possible and seek help. (THL 2010.)

Program for domestic safety and security has been made three times in Finland so far. Plans created 2004, 2008 and the latest in 2012 aim to “a state of society where people can enjoy the rights and freedom provided by legal system without disturbance of criminality and fear and insecurity of national or international phenomena.” Program is made by the Ministry of the Interior. The program has listed the overall goal as: “Finland is the safest country in the Europe, where people and different population groups experience the society both as equal and fair.” To achieve this goal, the plan is to carry out measures to intervene and stop problems to spiral downward. Emphasis of the latest program is in improving the safety and security in everyday life and among young people, preventing the threats caused by intoxicants and developing the services provided for both the victims of the crime and the criminals themselves. Justification for the jointly implemented actions is as simply as the economic reasons: when collaboration takes place, the risk of over-lapping operations is minimized. (Sisäasiainministeriö: Sisäisen turvallisuuden ohjelma 2012.)

The program lists the concrete measures to solve the challenges and prevent problems which weaken the safety and security in everyday life. Measures and the responsible parties have been listed. Local and regional actors, municipalities, regional state administrative agencies, regional councils, police and other authorities, ministries, research institutes, economic life and other organizations work in cooperation to reach the common goal. (Sisäasiainministeriö: 2012; Valtionvarainministeriö: 2011.)

Regional State Administrative Agencies (AVI) across the Finland implement the promotion of the cooperation within the local authorities. Several different teams have been created to execute the task: Romany and veteran advisory boards, cross-sectoral intoxicant working groups, preparedness advisory boards and working groups for domestic safety and security. (Länsi- ja Sisä-Suomen Aluehallintovirasto 2013.)

According to the statistics, the general well-being of people has risen, but problems tend to cumulate for a small group of people. Social exclusion is often associated with poverty, under privilege, economic problems and general weak attachment and participation to the society. Social exclusion has also a hereditary nature so it can be transferred from generation to another. Despair can cause unwanted actions and a link between social exclusion and violence and property crimes has been detected. (Terveyden ja hyvinvoinnin laitos 2010.)

A report published in 2012 informs that the amount of excluded young people has varied from 5 to 9 percentages between the early 1990's and 2011. Almost 25% of them are young people with immigrant background. (Sisäasiainministeriö: Sisäisen turvallisuuden ohjelma 2012.)

1.2. Structure of the thesis

The main goal of this paper is to find out about the cross-sectoral cooperation concept and the popularity behind it and what is the potential of it. What are the challenges and possibilities of the concept especially in the public sector and how effectively it is implemented in the municipalities across the Finland? The main focus groups are children and young people in the risk of spiraling into social exclusion. This is examined through observing the municipal plans of well-being for children and youth. Research questions of this thesis are:

- 1. What kind of measures and services different municipalities use to battle social exclusion-related problems among children and youth?**
- 2. What kind of cross-sectoral cooperation is needed in the prevention of social exclusion?**

Main themes of theoretical part are cross-sectoral collaboration and the process of social exclusion. The common assumption is that the collaboration is solution or even a pana-

cea to the wicked and cross-cutting problems such as the social exclusion. Mechanisms and potential prevention of the social exclusion and promotion of inclusion are reviewed.

In the empirical part the results of the municipal well-being plans for children and youth are summarized to create an overall picture of the state where the example municipalities stand regarding the early interference. What has been done to implement early interference and how the cooperation has penetrated the way municipalities plan their operations.

This research aims to find out about the actions that municipalities are taking to have and develop more cross-sectoral collaboration. It is a challenging task, but as a phenomena it will be revealed through researching the planned and current actions in use.

2. SOCIAL EXCLUSION

Cross-sectoral collaboration has risen as popular method to solve problems that organizations have difficulties to solve on their own, such as so called wicked problems. Social exclusion fulfils the requirements of wicked problem and works as a good example of highly problematic phenomena in our society. The idea of welfare state is to protect its citizen's well-being and equal opportunities and yet social exclusion is increasing also in Nordic welfare states. This chapter focuses on the wicked problems, concept of social exclusion, the mechanisms and the possible preventative actions.

2.1. Wicked problems

The problems of the developed societies demand different kind of measures compared to the "old" problems such as lethal diseases, lack of clean water or education and health care. According to Rittel and Webber, the last-mentioned were rather easy problems to solve. As the societies mature so do the problems we face. The old remedies do not work with the new issues. (Raisio 2010: 30.)

The level of complexity of the problem can change over the time. Levels of complexity are tame, mess and wicked. Tame problems that have a clear definition and solution can be solved through routine. Messes are problems nested in each other so that breaking the mess into separate problems is not possible. When messes are combined with socio-political or morality problems the mess becomes a wicked problem. Wicked problems have a unique nature and there is no common ground for definition neither a solution. The views of both the definition and solutions are subjective which makes the number of views immeasurable. The solutions are not permanent but they tend to change the conditions which mean they cannot be reversed. This makes the evaluation of the problem solution challenging hence the situation has changed. The solutions cannot be judged with the scale of right and wrong but rather good and bad, better or worse. There is no panacea that fits to all wicked problems. (Raisio 2010: 31–34.)

What wicked problems have in common is that the definitions and solutions are not agreed on and the problems are often related to other problems. The solutions require prioritization in decision-making and collaboration in the solving process. Solving wicked problems in the contemporary societies, which are in constant invariable change, need flexibility, learning and participation of the interest groups. Unfortunately these are not often the strongest qualities of the bureaucratic public sector. (Durant & Legge Jr. 2006: 310.)

Wicked problems cannot be solved through merely studying the problem. Solving demands decision-making, experiments and effort. Without the experience making the decision is difficult but decision-making without the experience is also challenging. Defining the problem, limiting the possible solutions to a certain number of options and setting indicators of success will make taming the wicked problem easier. (Conklin 2005: 20–22.)

2.2. The term of social exclusion

Polarization of the society leads to a situation that well-being is divided and especially problems tend to pile up to certain groups. Our society's competitive nature and the emphasis of the individual responsibility to be successful in many fields, such as work, health and social relationships can cause pressures. Individual is expected to be active and manage his life by himself. A minority that is not capable of personal risk management is in need of the professional safety nets. Poverty has risen especially amongst the families with small children, many children and one parent families. The growing number of young people outside the public service network, education and workforce is causing great worry to the society. These symptoms often lead to diagnose that individual in question is socially excluded or in the risk of social exclusion. In some cases classifying person this way may cause even more damage. People in risk groups are treated with therapy, education and contracts in order to support them with this task. Terms early interference and support and social assertion describe the preventative work methods. (Määttä 2007: 15–21.)

The control of the society is to manage an individual's behavior in everyday life which reaches them through, making individuals both as subjectives and objectives of the power. In welfare state this control is connected to the management of the potential of an individual organized by the professionals. This develops also social matters such as basic human rights, security and citizenship that are core ingredients of welfare state control. (Määttä 2007: 20–21.)

Social exclusion has raised a great number of questions and research. There are several different viewpoints to this phenomenon. (Szeles & Tache 2008: 369.)

The term of social exclusion received first varying reactions once it was properly introduced around the mid 1990's. The general idea of dividing people in to two groups: included and excluded was not neutral neither socially acceptable. The term was seen as a red flag to many and as a risk to create serious problems inside the society. The positive aspect of the term was the focus on the process and the relativity aspect, which included both first and third world countries. (Frykowski 2004: 11.)

Social exclusion is so called new poverty in the rich developed countries. Hence unemployment, poverty and social exclusion are tightly connected phenomenon. (Kryńska 2004: 94). It is a new form of deprivation even if absolute poverty is no longer a major concern for example in Europe. (Szeles & Tache 2008: 370.)

The definition formed by the European Union is consisted of the lack of education, poor health, homelessness, no family support, no participation to the society and the lack of job opportunities. These measures are deeply related to each other and are hard to reverse. (Frykowski 2004: 13). The scales of the social exclusion exist on three levels: macro, meso and micro. On macro level the social exclusion is viewed as side effect of globalization and the societies facing old challenges such as unemployment, poverty and deprivation, in new ways on both global and national level. On meso level the process is visible through segregation inside the same region or even city. On micro level the social exclusion is psychological constrains of social mobility. (Frykowski 2004: 13–16.)

It is rather important to acknowledge that the excluded are not homogenous and stable group but the process has a dynamic nature. (Frykowski 2004: 16.)

As a wicked problem, defining a concept such as social exclusion is not a simple. The change in the terminology starts from inequality to poverty to social exclusion and rising social inclusion as a new objective. It is argued, if using terms social exclusion and inclusion confirming the separation of included and excluded and classifying people? (Huguchi 2014: 114).

However, it is clear that exclusion associates with marginality (Kawka 2004: 65). The concept is understood differently in general and especially in different parts of the world. In Europe the social exclusion could be described as a cumulative process that builds up distance between the underprivileged individuals and current centers of power, resources and values. (Szeles & Tache 2008: 370.)

Studies of the social exclusion separate the concepts of the poverty and social exclusion by stating that the poverty is only about the lack of income, while social exclusion is more multidimensional disadvantage and dynamic problem and it cannot be divided absolute and relative social exclusion, like poverty. People who are socially excluded have little possibilities both in present and in the future since they have the fundamental problem of impossibility to join the social life and use their full citizen rights (Elízaga 2002: 93; Tsakloglou and Papadopoulos 2002: 212).

Poverty is depended on several aspects: education, work experience, marital status, race and poverty experiences in the past. The most vulnerable groups are young, single parents, those with low education and who have experienced unemployment in their near past. (Szeles & Tache 2008: 377.)

Structural changes of our society have increased the need for societal guidance: depopulation of countryside, population growth in bigger cities and their nearby municipalities and rapidly growing multiculturalism. (Nykänen, Karjalainen, Vuorinen & Pöyliö 2007: 47.)

Many strategies and plans have been made to stop and prevent people's problems to downward spiral, in some cases into a social exclusion. In many cases help is available, but to a person with perhaps several problems including mental, social or physical, fragmented societal support system appears as an unresolved puzzle. When authorities do not collaborate, it is challenging or even impossible to see the bigger picture of the situation and provide the needed varied support. (Nykänen et al 2007: 203–205.)

The key tasks to prevent social exclusion are: early interference, follow-up and motivation (Kontio 2010: 17).

The emphasis of the social exclusion was shifted away from the concentration on poverty. The excluded are not able to obtain the full citizenship hence the economic and social risk and lack of resources that accumulate on top of each other. (Szlenes & Tache 2008: 371.)

Accumulativeness has strong relative nature and the outcome depends on the variables. Cumulativeness is seen mostly in the economic problems and participation to the labor market. Economic problems are the most dynamic kind. (Szeles & Tache 2008: 374–376.)

2.3. The mechanisms of the social exclusion

Table 1. Mechanisms of the social exclusion (Higuchi 2014: 111.)

The Mechanisms of Social Exclusion

Table 1. Poverty and social exclusion

	Static outcome	Dynamic process
Income	Poverty	Impoverishment
Multidimensional	Deprivation	Social exclusion

Source: (Berghman, 1995: 21).

Poverty, joblessness and separation portray the aspects of social exclusion. It is substantial to notice that the process is not just black and white: an individual is not always just either employed or unemployed or homeless or accommodated but there are options in between these extremes. The excluded live in several different life situations. (Kryńska 2004: 87). Labor mobility also creates vulnerable groups and instability across the EU (Szeles & Tache 2008: 370).

Regional socio-economic situation may differ greatly inside one country and create unbalanced employment situation. Unemployment has strong connection to exclusion while effecting one's financial situation and lowering the social class. (Kryńska 2004: 87–88). Unemployment is also both a dimension and dominating factor of the financial problems (Szeles & Tache 2008: 373.)

Other overlapping features such as economic recession, age, illness, motherhood, low level of education can complicate the unemployment problem (Kryńska 2004: 87–88). Unstable work, part-time and temporary, has increased due changes in the structure of work: supply and demand are not in balance (Higuchi 2014: 115). These problems have created employment policies and plans in the EU in order to prevent the social exclusion and help the inclusion. The EU started to form common employment policies in the 1980's. The EU summit in Luxembourg in 1997 created guidelines for employment policies in the member states. Strategy was based on couple of causes to improve the access to labor market: more employment opportunities and equality, more education for both companies and employees in the changing conditions of contemporary society and more support for entrepreneurships. Also each member was assigned to form a national plan for employment. (Kryńska 2004: 90.) Even the employment and working job market was seen as a remedy to social exclusion, a separate action plan for social exclusion was requested from the member states in 2000 (Higuchi 2014: 113). Plans were used to perform benchmarking; to find the best practices and the most functioning approaches to the problem (Kryńska 2004: 90–91).

The EU employment policies have focused overtime in the activation of groups in the highest risk of unemployment, especially long-term. Supporting actions to decrease un-

employment have included the following: activation of the unemployed through advisory, training, workshops and internships, encouragement to education, especially in the fields lacking work-force and supporting entrepreneurs, promoting equality and helping particularly women to combine work and family life and providing equal opportunities and prevent exclusion. (Kryńska 2004: 91–94.) The unemployment is more connected to the economic difficulties rather than straight to social exclusion. Social exclusion is consisted of several dimensions and is therefore more accurately associated with employment and household management. (Szeles & Tache 2008: 378.)

Silver explains the process of social exclusion as a part of the fundamental question of how the social integration in the society is produced. There are three paradigms of social exclusion: solidarity, specialization and monopoly. The first one explains the process as a breakdown of the social connection between the individual and the society, named solidarity. Another point of view considers the social differentiation and specialization enabling the process. An individual can be excluded in one field of life but not necessarily in another. The third paradigm sees class, status and political power and the interaction between them as part of the exclusion. (Silver 1994: 541–543.)

During the 1990's, the mechanisms of the social exclusion begun to interest European social scientists. Social policy started to focus on social exclusion instead of poverty and the idea of repairing the situation was not completely about the income transfers to get by but actual inclusion to the society (Huguchi 2014: 111.)

In the continental Europe, Germany and France, the arrival of the new multidimensional social problem at the 1970's was seen as a danger to work-orientated society and common social order. In Anglo-Saxon world the problem was viewed with a different approach: as a relative deprivation which concentrated to the society's resources for individual's disposal. Both views did reconsider the concept of poverty, which in macro level meant maintaining the social order and in micro level perspective the insurance of the needed resources for the individuals. (Huguchi 2014: 112–113.)

According to Saunders, there are three characteristics of social exclusion: relativity, dynamics and agency. Relativity highlights that comparing of different situations is not

possible or accurate unless the individuals or groups are living in same type of living conditions at the same time and same place. Dynamics demands that the effects of social exclusion must have a follow-up from the past. Agency means that there is always someone activating the process; either individual him/herself or other people around the individual. (Saunders 2008: 76.)

In some cases determining if someone is excluded is not revealed simply by observing the exclusion indicators an individual qualifies to. According to Sanders, the research of social exclusion is lacking the underlining the meaning of an agency and the focus is mainly on what individuals and groups are doing but focus should also cover what they are not. The terms of active and passive social exclusion separate the choice and constraints even though several indicators mean more constraints and more constraints more possibility of exclusion. The separation of risks and indicators of social exclusion should be done hence not all risk factors lead to or automatically signify actual exclusion. For example immigrants may often seem excluded to the wider society even if they are not excluded at all within their own communities. (Saunders 2008: 82–83.)

The deprivation and social exclusion are deeply connected and include one another's dimensions (Szeles & Tache 2008: 372). Centre for the Analysis of Social exclusion (CASE) has formed four dimensions of social exclusion: income, employment and/or education situation, participation and commerce. More complex framework by Poverty and Social exclusion survey (PSE) also has four dimensions: resource exclusion, job exclusion, basic service exclusion and social relations exclusion. The last includes common activities, social networks, support from a close relative or friend when needed, participation to civic society and possible limitations, disability, for example (Saunders 2008: 81). The lack or denial of resources, opportunities and participation in different fields, such as economic, social, cultural and political, is not affecting only to the life of an excluded individual but to the whole society. (Saunders 2008: 79.)

Over time the European social policy approach to the social exclusion has changed and according to social exclusion scholar Graham Room the change happened in the following views: from merely economic problem to multidimensional, from stationary to dy-

namic, from focusing to the resources of an individual to viewing the whole community's resources, from distribution to relational disadvantage and from continuum to complete rupture. (Huguchi 2014: 114.)

Still, the origin tends to determine the level of education the individual attends to. Education plays major part in social status but with changing labor market and several professions during the one's career reduces the certainty of success. Nowadays the degree gives merely an opportunity and not automatic endowment. Social exclusion may have economic driven, opportunity lacking or intentional choice process. (Kawka 2004: 63–66.)

2.4. Prevention and mending the social exclusion

The main idea of re-including the excluded or in the risk of exclusion embraces activation and offering actual opportunities, rather than just income transfers that were used in the past to fix the poverty problem. Offering more than just financial support is an actual attempt to avoid the social exclusion hence focusing to only one deprivation factor is merely oversimplifying the problem. Better outcomes are achieved through the improvement of the employment skills and supporting the individual's economic independence. Activation ethos has brought the social, welfare, employment and labor market programs closer to each other and making the governmental approach wider. Reintegration and mobilization of the excluded is targeted to the whole community which has great potential to protect individuals from isolation and exclusion. (Huguchi 2014: 114–116; Sanders 2008: 74–75.)

Research on preventative action states, that preventing early school leaving reduces the poverty most efficiently especially for people coming from underprivileged families (Szeles & Tache 2008: 379).

The coping strategy of the exclusion is enforced by the individual himself not being stigmatized neither identified as excluded and one not agreeing with the label of low

position added with desire to move up the ladder. However this concept of thinking might also lead to a decision to end up to criminal lifestyle. (Frykowski 2004: 17, 19.)

Even poverty, deprivation and social exclusion are connected to each other; they still possess different features and definitions and therefore require different actions (Szeles & Tache 2008: 376).

The activation has paradox danger to actually worsen the exclusion for those who are not able to improve their employment skills as required. If the activation is done in terms of one criterion it may create hierarchy with the labor force. Also the position of unemployed is not easy hence the common tendency to classify the unemployed as incompetent and irresponsible. (Huguchi 2014: 116.)

Solving social exclusion requires governmental actions that acknowledge the causes of each individual exclusion process. Public service needs to focus on the experience of the services and avoid expressing any resentment towards the excluded. Smoothing policy silos and adding sectoral collaboration must take place in order to enforce contemporary solutions to contemporary problems. (Sanders 2008: 87–88.)

Also there is no consensus over the meaning, extent or how the social exclusion should be measured and conclude to form policies. However, it is positive that this discussion has widened the perspective and added more practicality and might help to find the best practices. Focusing only to the definition and measurement will not solve and reveal the actual causes. (Saunders 2008: 74.)

Investing to the preventative work of the social exclusion brings not only humane but also economic benefits. Humane benefits are harder to measure even if this result of preventative work is rather obvious. Letting young people to spiral into social exclusion costs dearly to the society and research has shown that prevention is a key factor in reducing the costs. The benefits can be seen in few years but since the hereditary nature of exclusion the savings can actually be tenfold. (Mäkelä 2010: 7.)

No child becomes excluded by his own choice. The negative spiraling path is characterized by the exhaustion of the adults, discrimination by peers, turning to bad behavior models and bullying, faults and crimes. Using alcohol and drugs from a young age, unemployment and criminal lifestyle are common causes and consequences. (Mäkelä 2010: 7.)

Swedish economist Ingvar Nilson with his colleagues has made calculations about the costs of exclusion and the possible saving of the preventative work. The costs of exclusion are greatly higher, even double, than commonly used one million euros estimate by the National Audit Office of Finland. These costs fell to the state via police, the judiciary, the Social Insurance Institution of Finland and employment service employees and to the municipalities and individuals via crime victims and scapegoats. Nilson reminds that the municipalities carry a major percentage of the costs but have only the half of the benefits. Roughly 10 % of the municipal tax ends up to the costs of the social exclusion. (Mäkelä 2010: 7–8.)

The most effective investments can be made in work of prevention of mental health problems; hence depression, behavior problems and often occurring substance abuse problems precede the exclusion. Supporting parenthood and individual help are cost effective means. (Mäkelä 2010: 8.)

2.5. Chapter summary

New wicked problem of our society, social exclusion, is controversial and connected to other problems such as low income, low education level and low participation to the society. Structural changes that are deeply connected to this problem are visible in most of the first world countries: the depopulation of the countryside lowers the number of possibilities for an individual, the population growth in the bigger cities connects to rootlessness and rapidly growing immigration influences to extensively

Solutions require prioritization in decision-making and collaborative working method. There is a need for forming a bigger picture of the social exclusion. Defining the problem, limiting the number of possible solutions and outlining the indicators of success improve the chances to success. Solving the problems cannot be done only through planning but through concrete experiments. The downside of this practical problem-solving is that experiments are irreversible.

Preventing and mending social exclusion needs more cross-sectoral collaboration and it should be executed through better activation, not just income transfers. The resources should be steered to the early interference and finding out the causes of social exclusion. No one becomes socially excluded over one night neither does problems in the one area of life determine whether or not an individual is excluded. Social exclusion is a multi-dimensional process which early interference and supporting the communality can stop before the problem spiraling.

3. CROSS-SECTORAL COLLABORATION

3.1. Concept of the cross-sectoral collaboration

This chapter will explain the idea and the process of the cross-sectoral collaboration. What is the general definition of the collaboration model, what does it take to succeed, what are the possible challenges, benefits and disadvantages of it? What motivates organizations to collaborate? Is there a real demand for it and can it actually help solving problems? Why has the cross-sectoral work and collaboration raised in the middle of the conversation in the field of public management?

“...although partnership working is challenging, and more partnerships fail than succeed, successful partnerships can achieve goals that individual agencies cannot” (Wildridge, Childs, Cawthra & Madge 2004: 4).

Several terms are used to describe the cooperation models: cross-sectoral, cross-professional, collaboration, coordination, partnership or multi-field cooperation, just to mention a few. There is a definition that distinguishes the collaboration as impermanent and developing action, cooperation as informal way to achieve reciprocity and coordination as formal relationship between the actors. Collaboration can include both cooperation and coordination. (Wildridge et al 2004: 5.) In some cases cross-sectoral cooperation is associated with meanings that do not fall under this concept (Isoherranen 2012: 19).

This research will use the cross-sectoral collaboration to describe all the above mentioned terms and their meanings.

Besides the lack of coherent terminology also there is a lack of universal theory of collaboration. One definition states that the main idea is the collaboration itself and shared expertise of actors with different knowledge and authority to reach common goals that would not be achievable without the partnership. In addition, in collaboration the actors have shared resources and responsibilities. Working collaboration is based on trust and

equality. True cross-sectoral collaboration is not just about sharing information; it is setting common goals and objectives and monitoring and evaluating them. Collaboration is above all, hard work. It requires time to develop and realistic goals in order to achieve what it was meant to: accomplish more than the individual actors would have accomplished by themselves. Collaboration is a human process and for experts to collaborate it needs more to achieve than the citizen's benefit. (Kontio 2010: 8–9; Wildridge et al 2004: 3–4; D'Amour, Ferrada-Videla, San Martin Rodriguez & Beaulieu 2005: 128.)

Coordination has different dimensions: internal and external, vertical and horizontal. Not surprisingly, vertical coordination is more hierarchy than horizontal. (Christensen et al. 2013: 5.) Partnerships also exist in different levels: national, local and individual service user levels (Wildridge et al 2004: 4).

Negative coordination refers to the different actors “staying out of each other's way”, everyone deals with the matters of their field of responsibility. This is described as the minimum coordination and moving towards positive coordination is a major task. In positive coordination integration and joint cross-sectoral goals are created and put into practice. (Christensen et al. 2013: 6.)

There are several wicked problems caused by the division and hierarchy and the collaboration is often seen as a panacea to them. Coordination is also a counterbalance to the New Public Management decentralization and fragmentation. It is also seen as a better use of the resources and creating better working collaboration and avoiding unnecessary overlapping. This answers to the demands regarding the efficiency and effectiveness that the public sector. Kelman has stated in 2007 the cross-sectoral collaboration as one the inter-organizational most current topics regarding the public sector performance and accomplishment. (O'Flynn 2011: 3–4.)

However, the collaboration is naturally and unavoidably connected with the fragmentation hence every person or organization participating to the collaboration brings their own perspectives, intentions and terminologies to the collaboration. More people and

organizations; more views and perspectives to the topic. This is also caused due the diversified society which includes both genders and different nationalities to the decision-making making the actors more diverse than in the past. This is called social complexity. (Conklin 2006: 3–4, 23).

Four different ways for organization to structure their work by its nature: purpose, process, clientele or geography (O'Flynn 2011: 3). This sets different challenges to organization (Christensen et al. 2013: 8).

It is not possible for one professional or individual worker to know everything. Shared knowledge is desirable instead of fragile and easily lost silent information. Organizations can learn from their mistakes and be flexible in order to answer various external challenges. (Isoherranen 2012: 25–37.)

Team is an essential concept when talking about cross-sectoral collaboration hence it has enabled cross-sectoral collaboration. Moving from individual work towards the teamwork effects to the operative culture of the organization and requires changes in the structures. Nowadays teamwork is rather common way to organize the work in the organization. Teams can be multidisciplinary or interdisciplinary. The latter is coordinated collaboration with the team having the responsibility of the outcomes unlike the first one. Teams are entitled to develop themselves and the leadership of a team can be alternated between the members of the team. Team works when there is dependency within the functions, shared responsibility and it is a clear subgroup in a larger system. Collaboration and teamwork have significant differences depending of the field when dealing with problems that may arise emotional reactions, such as the social and health field, the team members need tools to work through them. In order to work the teams need a common way of thinking and concept of collaboration, guidance and education, leadership that promotes collaboration, communication and sociable training, attitude change and support of the organizations. (Isoherranen 2012: 25–37.)

3.2. The benefits and barriers of the collaboration

How cross-sectoral collaboration can be helped and what are the possible challenges? Some of these might be listed as both, as an enabler and barrier. First of all, public sector structure is most likely not designed to cross-sectoral collaboration. Perri's notion is that it is unlikely for one to gain respect in an organization by either questioning the organization's own interests or cutting and sharing budgets or power with other organization. The formal structures of the public sector a serious barrier of cross-sectoral co-operation. (O'Flynn 2011: 4.)

According to Lundin, it was helpful to work as an inter-organizational collaboration when the nature of the problem was rather complex. In simpler cases the collaboration was noticed both expensive and useless. The cross-sectoral collaboration needs a certain level of complexity of a problem and a communal sense of "crisis" to gain the motivation of the different actors to work together. Working towards shared outcome enables effective work. (O'Flynn 2011: 4–5.)

Williams has set a certain requirements to the people who work with the inter-organizational tasks: one must have social skills and be able to build and maintain relationships and manage several responsibilities. Also skills in diplomacy and negotiation and general experience of the cooperative work are essential. (O'Flynn 2011: 5.)

Civil servants must learn to communicate faster, earlier and with a wider range of stakeholders. They need to acquire new skills, and the systems which recruit, train, appraise, audit and reward them all require adjustment. The notion of leadership takes on new dimensions. (Pollitt 2003: 42).

Organization's own informal culture can block the success in collaboration. One must understand the public sector culture in order to work (O'Flynn 2011: 5–6).

A great motivational goal for organizations to work through cross-sectoral collaboration is to offer a service to the users that seem to function without any delays or complica-

tion. However, this ideal is not the all of it. Organizations face some great wicked problems and they hope the collaboration to help solving them. The need arises behind the factors such as the change of liability distribution between the public, private and third sector and the general economic distress of the governments. Internal motivation is based on a trust and possibly on a success in working in cooperation before while the external motivation is a command by the central government. (Wildridge et al 2004: 6.)

According to analysis of the Wilder Research Center the key factors for the cooperation to success have been produced into a comprehensive list and divided into six categories: environment, membership, process and structure, communication, purpose and resources. (Wildridge et al 2004: 7.)

Enabling environment with perhaps past successful collaboration and favorable social and political situation creates good base to start. The members of the collaboration must have certain qualities such as trust, and respect towards each other and ability to challenge one's own professionalism. Equality is often mentioned as a vital ingredient of the successful collaboration but is not easily materialized. Other qualities are an ability to receive feedback, a will to see things from different perspective and take risks. Working in cross-sectoral collaboration gives participants new perspectives and ultimately leads to learning new. According to the interviews of the focus groups, the cooperation is always more or less about problem-solving. (Kontio 2010: 21, Wildridge et al 2004: 7–8.) The process itself must be made flexible and maintain its adaptability. When the members have clear roles and guidelines the decision-making is effective and all the members feel involved. (Wildridge et al 2004: 8.) Organizations need to create communication structures, assure regular meetings with the different actors and provide information from the cooperating organization (Ursin 2013: 9).

To achieve durable results, the cooperation and building long-lasting networks demands resources (Jyrkiäinen 2007: 74). The cooperation must be provided with adequate funds and resources but also with time (Wildridge et al 2004: 8).

Benefits of collaboration are multiple: citizens get help faster due the better information flow, effective decision-making, and better spent resources. New ways of working are created and services will not overlap unnecessarily. (Ursin 2013: 9.) Successful cooperation between the members is beneficial per se and may lead to more cooperation later on (Wildridge et al 2004: 9.)

Cross-sectoral collaboration can occur between public, private and third sector organizations. It is a way to offer better service for the citizens but what about private and third sector organizations? For the organizations themselves the benefits of collaborating with differ by the type of organization: for private organization collaboration gives resources, good reputation and increases the overall trust towards the organizations. For third sector organization collaboration gives publicity, resources and possible volunteers and training opportunities. Both, private and third sector, organizations learn more about problem perceiving and solving and the abilities in social and technical fields. (Reast, Lindgreen, Vanhamme & Maon 2011: 197.)

Despite the several benefits of the collaboration, it is not always genuinely the best approach to a certain problem. An external authority forcing the collaboration may lead to poor collaboration and therefore not to the hoped results. Cooperation between partners with very different ideological and supremacy standpoints, history of failed cooperation or meet with major costs due the cooperation is not advisable. Uneven costs and supremacy lead to a situation where one partner might benefit significantly more than the other. Working with people from different organizations may cause cultural conflicts due assumed ideas and prejudgments. Therefore sometimes starting the cooperation and attempts to make it work may take the time from the actual work towards the problem solving and reaching the goal. Evaluating the process and setting up shared indicators to show when the work is completed whether or not the work has been successful is important. (Wildridge et al 2004: 8–9.)

There are structural, ideological, functional and occupational challenges. First one refers to the tendency of collaboration to happen only in the way of project work which does not lead to permanent changes. Second means that actors have no common understand-

ing of the problems or the solutions and there are communicational challenges. Functional problems are based on the fact that different sectors have different knowledge, concepts, legislation and instructions to follow. Last one is differences in working hours and salary between different actors. (Ursin 2013: 8, Nykänen et al 2007: 48.)

One of the great challenges of cross-sectoral collaboration is the obligation to maintain secrecy, which is secured by law. Adjustments to this statute would ease the multiprofessional and cross-sectoral collaboration. Yet, the rights and the privacy of the individuals must be protected. (Nykänen et al 2007: 205, 232.)

Leadership can enable or block the process. It is vital to understand not only the problems of one organization but have an overview in all actors' interests (O'Flynn 2011:6). Rebuilding power relations may cause problems, so power should be aimed on facilitating persuasion and negotiation. Politicians can enforce the cross-organizational collaboration by setting an example. (O'Flynn 2011: 6.)

Joined up government programs aim to promote integrated public-sector instead of more division of the sectoral work. As well as security matters, the problems such as social exclusion often cannot only be solved in under one sector of governance. (Bryson, Crosby & Stone 2006: 44–46.)

In order to have a chance to solve the so called wicked problems, different actors in the society, such as businesses, government, third sector, community and the media must collaborate. The idea is that organizations are together more than just by themselves in solving the problems. (Bryson et al 2006: 44–46.)

What are the reasons that cross-sectoral collaboration occurs? In our society the power is shared, and many organizations hold the power on different fields and many problems are cross-cutting. In just one field of expertise is not enough to solve them. This point of view may lead to a thought that the cross-sectoral collaboration is a panacea to all different problems. Study suggests that strongly tied network is not always a guarantee of the most effective outcome. The complicated problems that connect to several actors of

the whole system make the process very challenging and collaboration work does not always lead to the expected results. One motivational aspect is that if the organization is unable to solve the problem, it will more likely turn to collaboration. Another motivator is the general belief to the omnipotence of the collaboration as the problems solver. (Bryson et al 2006: 44–46.)

Tough social problems require cooperation of different actors. Collaboration is needed and desired in these cases. Several massive problems are being dealt through cooperation worldwide, nationally and locally. (Bryson et al 2006: 44.) According to Bryson, the cross-sectoral collaboration is defined as:

... "the linking or sharing of information, resources, activities, and capabilities by organizations in two or more sectors to achieve jointly an outcome that could not be achieved by organizations in one sector separately" (Bryson et al 2006: 44).

3.3. Framework of the cross-sectoral collaboration

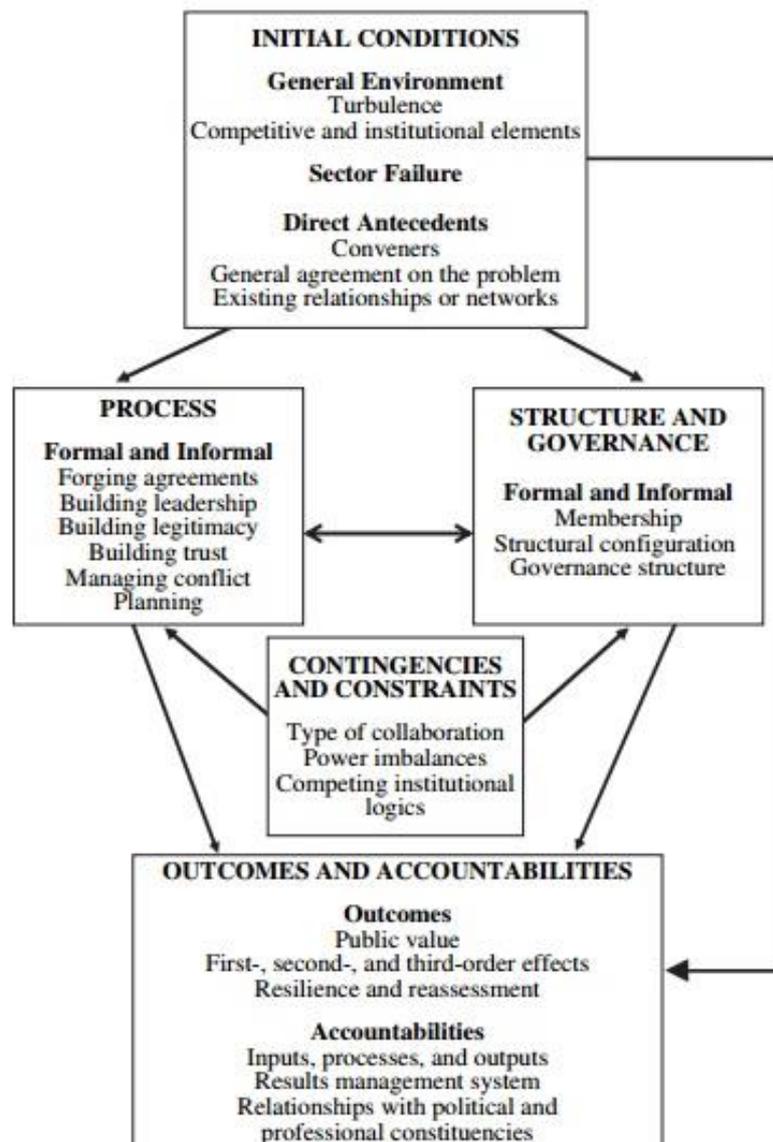


Figure 1. Framework for Understanding Cross-Sectoral Collaborations (Bryson et al 2006: 45.)

Initial conditions as the elements that effect on the emergence of the collaboration are general environment, sector failure and direct preconditions. Environment can be unstable which causes the need to collaborate. It is a usual development of the collaboration to start after the single sector has had an attempt to solve the problem, with few success or direct failure. The direct motives for the collaboration to form can be created by a

powerful organization or individual that has negotiating and/or legitimate position. This actor is focusing to the topic because it has certain public value and/or the actor is touched by the problem and therefore gathers the relevant parties to collaborate. The collaboration is more likely to succeed when the cooperating organizations have come to a common agreement of the problem and the resources required solving it and there is already an existing relationship from previous collaboration. (Bryson et al 2006: 45–46.)

Proposition number 1: The motivations that inspire the collaboration to occur are the following: Collaboration is most likely to form due environment instability, failure of individual problem-solving attempts and common agreement of the problem.

Process sections include forging initial agreements, building leadership, building legitimacy and trust, managing conflict and planning. Formal agreements are important hence they clarify the responsibilities but also enable the collaboration with a wider broad of actors. Experience in the agreement creation eases the process to include new actors to the process. The collaboration needs different kind of roles and actors who have certain kind of talents and experience. This enables the effective work of the group. Main roles as both formal and informal leaders can be named as sponsors and champions. Sponsors have a strong authority and they can make decisions about resources. Sponsors are not obligated to participate to every day work of the collaboration. Champions instead ensure the operational success and the progression of the whole process. Building legitimacy is important for achieving resources, being recognized by the internal and external actors as a separate entity and also promoting interaction within the network itself. Building trust is the core of working in collaboration; it eases the process and weaves the partners together. Information and knowledge sharing, good intentions and completing the tasks of the cooperation project are important. (Bryson et al 2006: 47–48.)

Expectations and goals may not be the same for all participants of the collaboration. All the partners, however small or with a certain reputation, must be equally involved in the

process. This prevents and eases managing potential conflicts. (Bryson et al 2006: 47–48.)

There are two ways to plan the collaboration: deliberate formal planning and emergent planning. The first one occurs more likely in cases that the collaboration is mandated. It relies on creating common goals, responsibilities and steps beforehand. The latter builds on the common understanding of the sections of the collaboration and that goals and steps will shape on the way. Either way the stakeholders view must be implemented to the planning process. (Bryson et al 2006: 47–48.)

The structure of the collaboration is linked to the effectiveness of the collaboration. The requirement of stability is often threatened for example when government policies change but also because cross-sectoral collaboration tends to have a dynamic nature and change is embedded in it. Research has shown that also the purpose of the collaboration affects the structure. (Bryson et al 2006: 48–49.)

Proposition number 2: The process of collaboration is about planning and creating the missions, goals, roles, trust and responsibilities; the choice is whether this is done before or during the process. Planning shall utilize the interest group analyses, be responsible to the main interest groups and build clear competencies.

Structure is related to matters such as distribution of work, rules, procedures and authorities which have influence to the overall effectiveness of the collaboration. Achieving the effectiveness of the collaboration is accomplishing the hoped outcomes for the client's perspective. Structure can have different forms: self-governing cooperation arranges regular interaction both formal and informal between the partners. Another option is to have one lead organization that has main decision-making responsibilities. Third one is to establish an umbrella organization to watch over the cooperation process and the partners. (Bryson et al 2006: 49.)

Proposition number 3: The structure of collaboration is dependent of the environmental factors and as a leading method it can be self-governing or have lead organization or separate formed organization.

Collaboration can be created for system-level planning, administrative or service delivery activities. These activities demand different things which affect the process and structure of the cooperation. Service delivery is rather easy to sustain and aims to seamless service network. System level planning demands more negotiating by its nature hence it can include tasks as public policy making and is therefore most difficult to execute. Administrative activities mean different level resource flow between the collaboration partners. This is also includes a great risk of conflict. Research has shown that cooperation in service delivery area tends to raise fewer conflicts than on administrative level. (Bryson et al 2006: 50; Bolland & Wilson 1994: 348–349.)

Imbalance of the power decreases the trust among the partners and especially in unanticipated situations, such as member turnover and adjustments in funding, it may cause serious problems. It is recommended for the collaboration to prepare itself for both internal and external problematic situations by strategic planning ahead. (Bryson et al 2006: 50.)

Organizations have distinct logics behind their functions. Market, bureaucratic and democracy logics see the legitimate actions from different perspectives. The fundamental institutional logic differences affect the collaboration partner's ability to agree about all main sections of collaboration: structure, process, governance and the main goals. (Bryson et al 2006: 50).

Proposition 4: The aspirations of the collaboration have different degrees of difficulty and structure that constrain the ambitions. Distribution of power and competing logics of the partners challenge the process.

The public value is most likely achieved when the partners of the collaboration hold self-interest towards the project and are able to overcome their own weaknesses and reinforce their strengths for the common good. (Bryson et al 2006: 51.)

Collaboration can lead to outcomes on different levels and only a part of them are visible during or immediately after the collaboration has completed its tasks. Latent out-

comes can lead to less conflicts and/or more cooperation between the partners in the future. (Bryson et al 2006: 51.)

Managing both failures and success demonstrates the collaboration functionality and resistance. Both outcomes are likely to lead to abandonment of the collaboration hence the partners may see the partnership either as unhelpful or unnecessary. (Bryson et al 2006: 51.)

The accountability of collaboration is not easy to define hence the fact that it is not always clear to whom the collaboration is accountable for. The success of the collaboration can be detected by different evidence: the collaboration existing, the collaboration meeting the expectations of the partners or the collaboration producing activities for creating public value. (Bryson et al 2006: 51.)

Proposition 5: The outcomes of the collaboration include the creation of public value in both visible and latent outcomes and the organizations future willingness to collaborate. The overall outcome of this framework is that collaboration is rather hard work and requires successfulness in many areas in order to meet often high expectations. (Bryson et al 2006: 52.)

Proposition 6: Usual expectation is that success is very hard to achieve in cross-sector collaborations.

The six propositions create a list of features that the process of cross-sectoral collaboration is made of.

Table 2. Compilation of the propositions retold (Bryson et al 2006: 44–52.)

Proposition	Compilation of the proposition for cross-sectoral collaboration	Features
Proposition 1	Motivations	Environment, previous experiences, common agreement of the problem.
Proposition 2	Planning	Listed goals, vision and responsibilities. Trust. Interest group point of view.
Proposition 3	Structure	Governance structure, effectiveness through client's gain.
Proposition 4	Contingencies	Type of collaboration, competitive logics and power sharing.
Proposition 5	Outcomes	Public value, visible and latent, future collaboration
Proposition 6	Success	Expectations are that collaboration is difficult to create and maintain

3.4. Collaboration and customer

Many successful actions behind the private sector efficiency have been tried to integrate also to the public sector through quality management. Quality management aims in better common vision, altering the old structures, customer orientated service, benchmarking for the best practices and creating collaboration within the close interest groups and organizations. These goals fit to both private and public sector organizations. (McNary 2008: 282, 285.)

Barriers of the public sector to pursue better quality services: the overall monopoly situation; in many services there is no other service provider so there is neither competition neither motivation to improve. This also questions using the term 'customer' in the same sense as in the private sector hence the service must be equal to everyone. Political elections guide the decision-making to stay with well-known paths and risk-taking and

bold decisions are avoided if possible in order to please the voters. Bureaucracy is a major obstacle to integrate such objectives as customer focus and cross functional teams. McNary 2008: 283–285.)

Customer service has not always been a focus area of the public organizations. Idea of the citizen centric service has been benchmarked from the private sector especially because of the public sector has difficulties to reach people with social problems. Increasingly heterogeneous population needs citizen oriented services and services need work more seamlessly. Difficulties to access the service and/or irrelevant and fragmented service may cause bad reputation to public services. Different pieces of the service do not lead to the hoped outcome and the need for collaboration rises from the necessity to cross the professional and organizational lines. The needs and the behavior of the customers must be understood. This will be rewarded by social, economic and democratic means. Customer oriented culture should be adopted in organizations in order to work efficiently and give the best possible service. Planning the services for improvement and more benchmarking is required. Overall need for new perspectives, for example through cooperation, is highly advised. But there are challenges for the public sector to work more customer oriented ways: lack of customer service expertise, weak management and working separately are one of the main reasons. Communication with citizens is also fragmented, messages are sent out from different departments but no overall look of the individual situation is done. Executing the promised actions is crucial hence its influence on the customer engagement is significant. (Woodcock, Stone & Ekinici 2008: 16–25.)

Table 3. Determinants of service quality retold (Jamali 2005: 373).

Requirement	Description	Quality cluster
Reliability	Service in time and accurate	Reliability
Responsiveness	Fast reaction to possible complaints	Responsiveness
Credibility	Trustworthiness, honesty	Assurance
Courtesy	Respect, friendliness	Assurance
Security	Confidentiality	Assurance
Competence	Staff is skilled, provides best advice	Assurance
Access	Easy to contact, easy to meet	Empathy
Communication	Enough information provided	Empathy
Understanding the customer	Providing attention	Empathy
Tangibles	Maintaining the environment	Tangibles

Preventative work through cross-sectoral collaboration aims to improve the public services and solve the problems that officials have great difficulties with. Solving these wicked problems and to reorganize the society needs great effort. Sectoral and specified work has not answered to these needs and therefore cross sectoral collaboration is seen as promising mean to fight against certain threats. Negotiating democracy and working in networks has become a clear trend to govern during the past decades also in Finland. Government is coordinating the network and giving it a certain strategy to enforce. In order to achieve a better results and more efficiency a cooperative method is used not only within the public organizations but also including private and third sector organizations. (Määttä 2007: 13–14.)

The trend has become so popular that collaboration is seen as a panacea and self-explanatory solution. This however is not the whole truth hence the collaboration has great expectations but also many problematic issues. (Määttä 2007: 14.)

According to Bruun (2002) the concept of a network refers to flexibility, continuity and trust pursuant informal cooperation that aims to avoid the rigidity of hierarchies and the shallowness of market logics (Määttä 2007: 15.)

3.5. Societal background for cross-sectoral collaboration

The reforms of the New Public Management have affected the Finnish public management by adding the aspects of citizen and market orientation to welfare services and the organizing of them (Määttä 2007: 23). New Public Management reforms enforce the acts of decentralization but were later added with the requirements of coordination of different actors which has led to the so called hybrid structures (Christensen et al. 2013: 4).

Local cross-sectoral projects are part of this development and characterize the whole public sector. Temporary projects have natural need for networks, marketing and image branding in order to gain funding. Finnish society has offered the preventative work as a solution to many problems caused by globalization and the rise of social exclusion. Preventative work requires crossing the sectoral borders instead of strict professional silos that do not answer to the humane needs. Preventative work aims to manage the risks before they spiral and it is also generally more humane and reasonable way to handle the problems. Communality thinking which means to work in shared social network with same values is promoted by the public officials. Locality, collective responsibility, building the community and caring are associated with communality thinking. Family, neighborhood and school are essential parts of this. Collaborative working groups are developing services to restore the weaknesses of the environment and reinforcing the participatory potential especially for young people. (Määttä 2007: 23–25, 28.)

The society in the present day is described having weak categories: societal classes, gender roles and family have weakened and individual choices have risen to greater importance. Especially young people can find this very distressing hence the overall assumption of success and fear of failure in education choices or work life. On the other

hand the freedom of choice is welcomed by some. The point in cross-sectoral collaboration is that through collaboration different actors are well aware of the wicked problems and share the knowledge and do not assume that “someone” is taking care of this matter. Professionals are benefiting of the collaborating because of better flow of information, new innovations and better well-being at work. The services of the welfare states should be so close to each other that one is able to miss them by mistake. (Määttä 2007: 26–29.)

3.6. Preconditions of the collaboration

There is a great number of research on organizational learning which has focused on know-what and know-how and not in know-who. Knowing the experts and actors in collaboration team or group has a significant impact on the success. The value of social relationships is high considering gaining information, learning and solving problems together. (Borgatti & Cross 2003: 432.)

Borgatti and Cross detected four demands for the social connection to work in favor of proximity: knowing, valuing, access and cost. Knowing and recognizing other people’s expertise requires awareness of one’s skills and knowledge. Valuing the given knowledge encourages contacting the other actor. Access to the information in practice and theoretically includes the ability to reach the person with the best knowledge and mutual understanding of the given subject or problem. Costs factor relates to this in the sense of not losing a reputation or ending up in debt to the helper while asking for help. Physical proximity to the other actors in eases the communication and makes it more likely although some of the actual face to face connection can be replaced by virtual connection too (Borgatti & Cross 2003: 434–440.)

What are the connections that group members must have in order to benefit from the collective expertise? There are objectives such as task timetable, physical proximity and the goal definition that determine whether or not the group is benefiting the cooperation. Ability to adopt new information and acknowledging could be helped by mapping the

social network connections. Key experts and groups that can be essential in absorbing new information should be identified in the organization. Interaction with others increases the knowledge of one's expertise and the easiest ways to connect them and leads most likely to more interaction. Reliability in answering increases the probability the connection to grow stronger. (Borgatti & Cross 2003: 441–443.)

Managing cross sectoral collaboration is challenging and it is important to remember the value of experience and learning in the process. Learning means learning from each other, about the problem itself and encouraging stakeholder's learning. (Reast et al 2011: 198.)

Cooperation has different levels which can work as a continuum when more trust and experience is present. More mutual understanding decreases the power asymmetry between partners. The first level of collaboration is introductory, when the communication and power is occurring only one-way and the overall orientation is temporary and self-serving. The second level is intermediate in which communication and power sharing is working two-way, but it is not in balance. The goals of the cooperation are more consistent for the partners. The third and the highest level is advanced level, when the communication and power sharing are in balance and the cooperation can be defined as long-term and the common goals are highlighted. (Reast et al 2011: 199.)

3.7. Chapter summary

Cross-sectoral collaboration has multiple definitions and it is lacking a universal theory. Even if it is highly desired problem-solving method, it is highly challenging and effort-requiring way of working. Cross-sectoral collaboration requires several features to have a better chance to be successful, such as trust, respect, equality, common goals, internal and external motivation, awareness and good communication channels among the collaborative partners. Also guidance, right attitude and support from the managers and environment supports the process. Social complexity, fragmentation, reluctance to share power and resources and bad leadership complicates or even stop the collaboration to

function. Then again, the problems that are decided to solve through cross-sectoral collaboration must have a certain level of complexity that the participants are motivated enough to collaborate.

The process of the cross-sectoral collaboration according to the framework by Bryson et al consists of the following: motivations, planning, structure, contingencies, outcomes and success. Hence all the stages of the process contain challenges; one can come to a conclusion that cross-sectoral collaboration is rather hard work.

The aim of the collaborative work method is to give better service to the citizens, be more effective with no unnecessary over-lapping of work and use the resources better. Public sector has been lacking a strong customer/citizen orientation as a service provider but the fragmentation of the population and the lack of overall look on the service demands more emphasis.

4. METHODOLOGY AND DATA

4.1. Research method

All qualitative research is data focused but the downside is that the volume of data is endless; it is not possible to collect all the data. This leads to a situation where basically all qualitative research studies are case studies. Generalizations cannot often be made but researching individual cases gives enough information to uncover the significant and repetitive features of the topic. The interpretations can create a theoretical generalization. It has become more frequent to use data that is originally created by the actors themselves in order to understand the process, such as official documents. The chosen analysis method is selected to give the most inclusive answer to the questions. When the aim is to have a better understanding of the process, qualitative method is often chosen. Qualitative research is based on the data analysis that theory can be built up the empirical data ahead. Analysis is the hardest part; doubts in the possibility to create academic outcomes and the lack of ready formulas, constructions and views makes analysis more complicated. (Hirsjärvi, Remes & Sajavaara 2007: 177, 212; Eskola & Suoranta 2008: 19, 67.)

Case studies give detailed and intensive information about the specific case or small amount of cases that are related to each other. Common way is to choose one or several cases and the goal is to describe the phenomena and the process is in the focus of interest. (Hirsjärvi et al 2007: 130–131.) Case study can be categorized as empirical study where the research focuses on the phenomena in its own real life environment (Eskola & Suoranta 2008: 65.)

Analysis on a data that has been created by someone else is called as secondary data. Secondary data can mean several different kinds of documents, such as biographies, letters, memoirs or official documents. Secondary data can be analyzed and used in many different ways, for example through describing and explaining the content of the data. Data requires often adjusting, connection and interpretation. Analyzing secondary

data requires healthy critique and weighting out the reliability. (Hirsjärvi et al 2007: 181–184.)

4.2. Principles of content analysis

Content analysis is focusing on recorded text data analyzing. It is a research technique which is seen as adaptive and permissive method to execute a qualitative research. The goal is to provide more information and understanding of the phenomenon in question by forming the research questions, analyzing the selected material, defining categories, drafting the process of grouping, executing the foregoing process, qualifying the reliabilities and analyzing the results. (Hsieh & Shannon 2005: 1277–1278; Mayring 2000.)

Being one of the several options to analyze text data it also has three different kinds of approaches: conventional, directed and summative. These approaches differ from each other by the coding system, the sources of codes and the possible reliability threats. The conventional analysis is used when the number of prior research is limited; thus the redeeming feature of this method is that the prior research does not impose the outcome. Summative analysis focuses in the appearance and the hidden meanings of the selected words in the data. This method provides information about the practical use of the words but may lose the wider meanings behind the data. (Hsieh & Shannon 2005: 1277–1279.)

This research is using the directed content analysis. Directed content analysis is focusing on the prior theory and the aim is to validate a certain framework. Findings are most likely affected by the framework and the results either contradict or add to the original theory. This is also one of the strongest advantages of this method. The restrictive factor is that the supportive views to the original theory are more likely to be found than the contradictions. (Hsieh & Shannon 2005: 1281–1282.)

The ideas of the content analysis are the following: the context and interpretations of the creator, environment and text of the data must be taken into a consideration. Approach of the study is done piece by piece ending up with categories. (Mayring 2000.)

4.3. Research topic

Cross-sectoral collaboration is seen as a vital part of governmental actions. Finnish government has emphasized the importance of the collaborative work and developing it for years. Strategic plans support the teamwork across the professional silos, especially in the areas that are seen as one of the most important: children and youth and their well-being and participation to the society.

There is a great number of Finnish and international literature related to the cross-sectoral collaboration but it is rarely as the main research topic. Especially cross-sectoral family work and preventative work lack research. In nursing science this type of research is rather common hence the doctor-nurse collaboration teams. (Pärnä 2012: 51.)

According to Mattila-Wiro's research (2006: 147.) the equality in the well-being of the children in Finland has decreased when comparing the situation in the 1980's to the 2000's. Low income of the family is often related to single-parenting, low education of the parent and unemployment. The time spend with the children is also related to the income situation. The stability provided by the steady income influences to the overall experience of steadiness and safety in life.

As a research topic of this thesis are current mandatory municipal well-being plans for children and youth. These plans give a picture of the well-being situation in the municipality, statistics and figures but also report about the services provided to the citizens. It is a point of view of the data and information collector and the working group.

Since 2008, according to the law of child protection, the municipalities are obligated to form a plan for the well-being of the children and youth. Municipal council accepts, follows and evaluates the implementation of the plan and considers this plan also when making the budget and plan of action for the whole municipality. Concrete actions are planned to protect, maintain and fix the well-being matters for the children and youth. The content of the plan is wide and includes matters such as living conditions, prevention of problems, variety of services and child protection service. The plan clarifies the functionality of the service system and preventative work with its costs and effects. These plans help the government to monitor the well-being services that are offered to the children and youth across the country. (Rousu 2008: 3.)

The decision-making and operational organizations shall determine the established collaboration bodies that plan the services for children, youth and families well-being. The follow-up and evaluation is meant to create more information about the following: overall well-being situation, service functionality, implementation and the effects and the most beneficial services in order to develop extent and diversify them. Forming a bigger picture of the situation and the measures that must be taken into consideration eases the evaluation of the present state and the effects of the plan, gives support to the decision-making and action development. (Rousu 2008: 9.)

How municipal services and operations are working to ensure the participation and preventing possible problems and how they are making the most of the cross-sectoral collaboration possibilities?

The initial conditions for the municipalities to be motivated to collaborate and plan the collaboration are the conveners, in this case, the government, which is underlining the meaning of the collaboration in several fields and requesting the plan of well-being. The plans give a pre-configuration of the collaboration situation in the municipalities but they do not reveal the possible problematic and success circumstances or conditions.

5. AN ANALYSIS OF MUNICIPAL WELL-BEING PLANS FOR CHILDREN AND YOUTH

5.1. The municipal well-being plans for children and youth in five different municipalities or regions in Finland

The plans were collected in September 2015 from the municipalities' websites. Five plans were chosen from different parts of Finland: Espoo, Salo, Pieksämäki and Oulu as municipalities and Kainuu as a region. Links to plans can be found from the reference listing. They are located in Northern, Eastern, Western and Southern parts of Finland. Kainuu is the northernmost and Espoo the southernmost.

Espoo has the highest population while Pieksämäki the smallest. Kainuu's municipalities separately have much lower population than Pieksämäki but since the plan is made for the whole region, the overall population is higher. Espoo and Oulu have more than 100 000 inhabitants, Kainuu and Salo more than 50 000 and Pieksämäki less than 50 000.

The percentage of 10-19 year olds of the whole population in the chosen municipalities or regions varies from 9,8 % in Pieksämäki to 12 % in Oulu. (Tilastokeskus 2015).

Choosing the municipalities based on finding plans that are no older than three years and preferable still valid. Choosing municipalities from different parts of Finland and with different situations was deliberate: Espoo is growing highly educated centre near the capital while Kainuu is considered as a remote region and it is struggling with falling number of population and low number of vacancies. Salo and Oulu have suffered from severe redundancies due Nokia's fall and unemployment rate has grown rapidly in the past years. Pieksämäki represents Inland Finland with no particularly strong problems or changes lately. However, all the municipalities do live in a global world with the advantages and challenges it brings. Social exclusion is mentioned in all the plans as a worrying growing problem. This also shows how social exclusion is a cross-national problem and even municipalities with good or better economic situation are not able to

avoid it. Collaborative working methods are not only present between different official or organized actors but in relation to the parents or guardians of the children and youth.

The next chapters present the municipal well-being plans for children and youth in these five above mentioned municipalities or regions.

5.2. The municipal well-being plan for children and youth in Espoo

This is the second well-being plan of the children and youth in Espoo and preparing started in 2012 and plan is made for the years 2013-2016. Before this plan the municipality formed child-and family political program. While preparing this plan, also another program, called the Nuorten elinvoimaisuus (vitality of the youth), was prepared. These two plans were made in coordination to each other. Cross-sectoral group of experts were in charge of forming this plan and a steering group oversaw the process. Cross-sectoral group consisted experts from family and social services, early childhood education, special needs education, health service, child protection and municipal educational administration. Feedback was collected from the local youth parliament, organizations, citizens and different fields of operation. This plan strives for strong cross-sectoral point of view. The aim is to find out how Espoo could become a frontrunner in children's rights. The ethical background of forming this plan is in the United Nations Convention on the rights of the child. (Espoo 2013: 4, 22.)

The measures of this plan are targeted to preschoolers, elementary school children, junior high school students and families. Nuorten elinvoimaisuus-program is focusing to youth who have graduated from the junior high school. Common for these plans is the worry about the students in and after the high school. Even if the focus is on the youth, also well-being of the families ensures the overall well-being and prevention of social exclusion. (Espoo 2013: 4.)

Based on this plan, the municipality can create central result targets and indicators that are presented into the budget and plan of action. (Espoo 2013: 4.)

According to the plan, every child has a right to: equality, care and nurture, participation, health, security, learning and success and sport activities and hobbies. (Espoo 2013: 5.)

The conditions right now are for the most part good: most of the children and youth in Espoo are doing and feeling well. Still, several problems and challenges can be detected. Citizens of Espoo feel lack of inclusion caused by weak social networks, long distance to relatives and rootlessness. Child poverty is affecting 10 % of the children. Poverty has a strong connection to the experience of well-being. Need for the income support is especially common among single parent families, families with young children and families with many children. Being dependent to income support for long period of time causes serious risks for the well-being of those families. Mental health problems and substance abuse numbers are worrying. Espoo' education level is the second highest in the whole country, still 12 % of 17-24 year olds are out of study place or work life. Questioner targeted to families with children underlined economic challenges as the greatest worry: high costs of living in the metropolitan area, unemployment, low income, income disparities and the fact that income is not covering the basic needs. There is a need for more cooperation among the different services. Families with immigrant background require more from the services hence the cultural and language differences and barriers. (Espoo 2013: 7–9.)

Espoo is tackling these challenges with several different programs: Nuorten elinvoimaisuus -program is ensuring the entrance to the next level of education after the junior high school: senior high or vocational school. Special attention is given to youth with immigrant and Romany background and youth with disabilities. (Espoo 2013: 8.)

More community spirit is created through forums where people can share their experiences of everyday matters. Peer support and community spirit have a great effect in preventative work and well-being. (Espoo 2013: 11.)

Home support service for the exhausted parents with toddlers has worked well but should be available also to families with school children. (Espoo 2013: 11.)

ARVOKAS-method promotes self-control and social and moral skills to young people. Method has a preventative nature and teaches constructive interaction and increases the belonging to the society. Increasing the collaboration between home and school is one ambition of this method. This method has been used in Finnish speaking schools in Espoo but has been piloted also in Swedish speaking schools. (Espoo 2013: 12.)

House of girls reaches to girls that other services are unable to reach. When asked, the local youth parliament emphasized the importance of tackling the bullying problem. (Espoo 2013: 13.)

The inclusion is supported by the third sector such as Mannerheim League for Child Welfare and the congregation. This collaboration is in need for reinforcement. (Espoo 2013: 13.)

Nationwide KiVa Koulu- anti-bullying program is also use in Espoo and according to the research is working against bullying effectively. (Espoo 2013: 17.)

Puhu – älä lyö (Talk, don't beat) program educates the officials to identify domestic violence and sexual abuse cases. (Espoo 2013: 17.)

7th, 8th and 9th grade students in risk of social exclusion are targeted with more support in life management and skills so that every student would graduate junior high school. (Espoo 2013: 18.)

Youth services, education and congregation youth work collaboration is executed in order to increase team spirit and solidarity. (Espoo 2013: 21.)

Social pedagogic horse activity is available in Espoo. This activity works against to social exclusion. (Espoo 2013: 22.)

Espoo detects the following services in the need of more attention: 13-23 year olds mental health and substance abuse services are scattered and dysfunctional, there is a

lack of collaboration models between the services targeted to children and adults, the heritability of underprivileged is not tackled, coordination of different services is not permanent, children belonging to minorities have greater risk of discrimination and the service network is not answering to this call, there is a lack of collaboration with the private and third sector actors and more emphasis shall be laid on preventative work. Student welfare, parents and family work collaboration could reach better solutions to the problems of the children in school. The collaboration is often merely occasional information sharing and it has no common goal-setting. (Espoo 2013: 11, 25–28.)

Collaboration, support and structures tend to happen mostly inside one administrative sector, less between sectors or municipalities and least within the municipalities and private sector service providers. (Espoo 2013: 28.)

There is a well-being and health promotion management group in Espoo but in order to function better, the collaboration structures need a permanent cross-sectoral steering group that would develop the services systematically. Also separate development groups for customer coordination, common learning network, good practice promotion in customer-collaboration and information sharing for the local needs shall be established. (Espoo 2013: 28.)

The principles of advancing the well-being of children, youth and families are following:

1. Children, youth and parents own activity and expertise.
2. Promotion of well-being and timely support in everyday environment.
3. Support on well-being, easy reachable information
4. Peer support and community spirit
5. Customer-orientated service coordination
6. Variety, sufficiency, quality and influence of the services.
7. Coordination and leadership.

(Espoo 2013: 30–32.)

5.3. The municipal well-being plan for children and youth in Kainuu

The first well-being in Kainuu plan made in 2009 has been utilized in creation of this plan, made for the years 2014–2015. Plan is created by the Kainuu federation of municipalities for social and health care in cooperation with local municipal educational administration and Mannerheim League for Child welfare Kainuu district association (MLL Kainuun piiri ry.). Experts in charge of preparing this plan come from several of fields: social services, health center, family services, representatives from the municipalities, congregation and MLL Kainuun piiri ry. (Kainuu 2014: 53.)

Operations of this plan are targeted to the promotion of well-being and health of children, youth and families with children, staggering the support, security promotion and student welfare services, parenthood support and development of child protection. Even if this plan is named as it would apply to all municipalities in Kainuu, it excludes Vaala and Puolanka, as these municipalities are not part of the Kainuu federation of municipalities for social and health care completely or by any means. Municipalities in this federation are Hyrynsalmi, Kajaani, Kuhmo, Paltamo, Ristijärvi, Sotkamo and Suomussalmi. The plan recognizes that there are significant differences among the municipalities in the federation. (Kainuu 2014.)

Socio-economic health differences are more serious in Kainuu area compared to other parts in Finland and the life expectancy is lowest in the country. Plan states that collaboration and nationwide collaborative long-term planning is needed to even this difference. Differences in health compared to other parts of the country can be seen in mental health problems and respiratory organ diseases. Poverty is a strong factor in social exclusion and cumulating underprivileged for single-parents, young children and families with many children. For some, the family structures tend to change rapidly, multiple problems and substance abuse has increased in Kainuu area. Youth with immigrant background have five times higher risk ending up socially excluded than the youth from the original population. This is accurate especially for young people arriving to Finland at the end of their school age. Social integration of the immigrants requires collaboration between the authorities and the immigrant families. Authorities need education for new operation models and skills in order to be able to offer more tailored-help to immigrants. In the collaboration between the student welfare services, family clinic and child

protection the responsibilities the treatment referrals have not been cleared out. (Kainuu 2014: 7-8, 26–29, 33.)

There are several government funded development programs in Kainuu in order to tackle the problems in the well-being. These projects have created more collaboration, preventative care and best practices for other municipalities to benchmark. KiVa koulu-program is implemented in Kainuu with success and in VERSO-program students with training take responsibility in settling conflicts between the students themselves. (Kainuu 2014: 8–9, 33.)

Several statuses obligate the municipalities to cross-sectoral collaboration but legislation does not provide a lot of guidance but only general guidelines to the practical side of it. This requires commitment to cross-sectoral collaboration across the administrative and professional borders. (Kainuu 2014: 10.)

Services are divided into three categories: promoting, preventative and mending services. Early childhood education plan is made for every child at day care. Cross sectoral collaboration is practiced to plan, implement and evaluate the promotion of child's learning and development. The support to child's development and learning can be general, intensive or special. General support includes basic evaluation of the need of the support, collaboration with the guardians of the child and early interference operations. In cases the general support is not enough, intensive or special support is organized through cooperation with family health clinic, child protection and local psychiatric units. (Kainuu 2014: 11–14.)

Cross-sectoral collaboration is a key factor in student welfare services. Psychology and school health services are part of this service but other actors can also be invited in need. Consultation and interaction between the experts is essential in different levels of education. Case-specific cross sectoral expert group is assembled for the needs of an individual child. (Kainuu 2014: 15–18.)

Plan states a few goals for the student welfare services: monitoring sufficient personnel resources, evaluation on the timely service supply, continuum of the goals, tasks and

execution principles, cross-sectoral collaboration in individual and communal student welfare services, service fulfillment and well-being of children and youth is evaluated yearly and basic services are advanced. (Kainuu 2014: 19.)

Measures to reinforce the cooperative and early support are firstly, to create a working group on children and youth well-being to evaluate, plan and organize training for the personnel about well-being, health and security matter. Secondly, to create collaboration in curriculum and student welfare services across the municipal boarders. Thirdly, to ensure that the student welfare services are extensive and current. Fourthly, the graduation of the support is developed into more coherent form. Lastly, the electronic services shall be more consistent. (Kainuu 2014: 19–20.)

Better collaboration and information sharing with the outreach youth work is needed concerning the youth without a study place after junior high school. Third sector actors, such as the congregation, are working effectively for the good of everyday life support and community spirit. (Kainuu 2014: 26, 34.)

Shortages of the personnel resources in student welfare services are seen as problem. The preventative actions in child protection would reduce the number of children in custody but emphasizing these services in economic decisions requires additional investments but profits can only be seen after several years. Plan identifies the need for bravery to start executing better preventative services. The system does not work in a way that costs that are saved through preventative work are not referred to the universal services. (Kainuu 2014: 34–35.)

5.4. The municipal well-being plan for children and youth in Oulu

The plan is created in cooperation with the municipal well-being and educational and cultural services for the years 2015–2016. Also environmental and employment services, organizational actors for children and youth, police, congregation, the youth parliament of Oulu and Oulun vaikuttaja nuoret have had their change to influence to this

plan. The planning is coordinated by the working group of the cross-operational services for children and youth. The plan is made to ensure the planning, target-orientation, perseverance and collaboration among the different actors. Also child and youth political plan is drawn to Oulu area. (Oulu 2015: 1.)

The demography of Oulu is child and youth oriented. Most of the children and youth are doing and feeling well. The challenge is that the number of low income families with children has increased. The level of education has risen but also the number of youth without studying place has grown. For years now the proportion of youth unemployment and also mental health problems has been bigger than compared to national average. Out of the biggest Finnish cities, Oulu has the highest number of evictions and difficulties to pay the rent. In 2013 comparison showed that Oulu had the highest number of student per one psychologist. Different practices in considering the children in services for adults. (Oulu 2015: 2, 7, 13–14.)

The strategy of the city of Oulu emphasizes the customer and/or citizen orientation. Children and youth are seen as the builders of the future. Also healthy and sporty lifestyle and well-organized services assist the well-being of the inhabitants. The service providing plan enlists the focus to preventative and lighter services. The goal is to gather the services into a seamless service chains. Well-being is also promoted through supporting the inclusion and being an active member of the society. (Oulu 2015: 3.)

The services of the children, youth and families with children are divided into three competence classification according to traffic lights: green is preventative work, yellow is temporary or regular support to life management or functionality and red is demanding, round the clock services. (Oulu 2015: 3.)

The early childhood services, education, youth, culture and sport services are organized in four geographical areas but these services are planned to centralize to multiservice centers. Thus the services are reached more easily and cross-sectoral collaboration and customer guidance is easy. (Oulu 2015: 4.)

Cross-sectoral collaboration has been developed in segments to answer to the need of specific age groups. Coordination has reached a concrete level; as a proof well-being clinic and school and Byström youth services have been founded. As a part of the well-being clinic and art clinic is also in process of activation. Several development projects are executed: youth guarantee for employment, flexible pre-school, morning and afternoon activities and TimeOut! Aikalisä!-program. It is significant to recognize the importance of hobbies for children living with limited means and in the risk of social exclusion. Oulu is a part of national preventative program for homelessness. The group sizes in schools have been reduced in the groups that have been in the biggest need. Youth services have an extensive network of youth club premises in Oulu. Associations on the third sector organize a variety of hobbies and participation opportunities. (Oulu 2015: 5–8.)

Development ideas are several: when planning the service network, the point of view for children, youth and families with children shall be taken into consideration. Student welfare services should be timely and effective. More participation of children and youth to the planning of services and operations is needed. Continuing the creating of lifelong operation models and persevering cross-sectoral development for the need of certain area. The coherence of the family work and home service has to be developed. Guarantee of the fulfillment of the early support and easy access to the services in different levels. There is a need for common operation and data transfer methods in the city especially in states of challenging the responsible service provider. Collecting the well-being data should be done section by section. Especially the children with immigrant background and children with the lack of parental support in school matters concern many quarters. More tools and guidance should be developed in order to create an overall picture of the family's situation and thus give the best possible support. More cooperation is needed in recognizing the risk factors of social exclusion and substance abuse. (Oulu 2015: 8, 11, 13–15.)

Engaging children and youth to the service planning is important. However there are no functioning structures to ensure the realization of this target. Engagement and participation is strong remedy against the social exclusion. The experiences of detachment are

deeply connected with the feeling of not feeling well. The participation of underprivileged youth should be ensured through service planning. Development of the participation of youth is written into a plan created in 2014. This plan names as responsible parties not only the youth and education services but also early childhood education, culture and sports. Report detected that participation and inclusion is not fulfilled in the current leadership method. The steering group to ensure this task has been established. (Oulu 2015: 9.)

The goal is to ensure the close support to the families in different situations in life before problems escalate. Support must be offered for different lengths of time in the everyday environment. Group activities in parenthood support are multifold and they are organized besides the municipality, also cooperation with congregation and associations. Families are offered also family work that helps and supports with the life management and tackling everyday life problems. (Oulu 2015: 10.)

Pedagogic support for the children and youth is based on preparation, timeliness, orderliness and gradual support intensification. Student welfare services are provided to promote learning, health and social well-being promotion, maintenance and increasing the preconditions for them. Cross-sectoral student welfare service working groups is in charge of these services. Case-specific cross-sectoral expert group is put together when needed. (Oulu 2015: 12–13.)

The plan lists the following as the targets for the term of the plan, 2015–2016:

1. Children's point of view is taken into consideration in planning and execution of decision-making.
2. Supporting children, youth and families with children in basic services and everyday life environment.
3. There are local, well-being promotion and cross-sectoral services, planning for preventative work is developed systematically with the local associations and social exclusion is prevented.
4. Focus in lighter services of child protection to decrease the number of children in custody. (Oulu 2015: 20.)

5.5. The municipal well-being plan for children and youth in Pieksämäki

First plan of the well-being of children and youth in Pieksämäki was accepted in 2009. This plan is made for the years 2014–2017. The plan was created in cooperative method and one of the most essential goals was to increase the collaboration among the different actors responsible for the well-being and health of children and youth. Infused into this plan are also the local child and youth political development plan and the child protection plan. Target is to create a seamless unity for better collaboration and well-being. Financial resources have been steered to increase the number of health and well-being field staff. Also more emphasis has been directed to early support and preventative work. Planning work has created new directional operation models such as the handbook of early support. The well-being of the children and youth is a topic that requires cross-sectoral inspection and work at the local level. This operation model secures availability, sufficiency, quality and fit of the service. (Pieksämäki 2014: 4.)

The plan detects several problems at the area: The number of people with cumulating problems has increased. Families face contemporary problems: allergies, overweight, physical inactivity, smoking and substance abuse at young age. In addition, the mental health problems and substance abuse are rising. The number of children in custody and children in psychiatric treatment has increased steadily. Outreach youth work has recognized the rising problems with the studies and number of school drop-outs. The plan emphasizes that social exclusion and youth not feeling well cause humane and financial deficit of resiliency. The services must be developed and more cooperation must be added. Preventative care and early support services are vital. (Pieksämäki 2014: 5.)

The plan lists the child and youth political principles and values as the following: safety, participation, appreciation, creativity and partnership-collaboration. Vision for the year 2017 is that then Pieksämäki has a positive attitude to children and youth and their growing environment is safe, stimulating and supportive. The services are customer-orientated, effective and work in collaboration in order to find early solutions. The investments on preventative work have borne fruit in the growth of well-being and health,

decline in need of mending work and managing the costs. Also the participation has grown. (Pieksämäki 2014: 6.)

In the work of this well-being plan the working group has also created six strategies from the data to direct the work, define the goals and create operational suggestions in the work for well-being. The children, youth and families are to take in consideration in the following fields and development target areas: 1. Decision-making, 2. Parenthood and life management, 3. Environment for growth, 4. the resources and processes for services, 5. Participation and 6. Collaboration. (Pieksämäki 2014: 7.)

The unemployment situation is somewhat better in Pieksämäki than the numbers in Southern Savonia or nationwide. However, the number of unemployed is rising. The youth guarantee has not been able to stop this development. The number of families receiving income support and the percentage value of families with children with low income is higher in Pieksämäki than in other parts of the country. Poverty has negative effects on many matters such as parenthood the development of the child and general lack of basic needs. Young people aged 17-24 that have not found studying place is 9-10% while the national average is 11-12%. The mental and social well-being of the youth is at serious risk. This can also lead to exclusion from labor market and thus to financial problems. The previous good results in the rise of the level in dental health have turned down. The education level of Pieksämäki is similar to the regional average but lower in the national context. The number of people with university degrees is significantly lower. The personnel resources in the basic services approximately meet the recommendations of the ministry of social affairs and health. (Pieksämäki 2014: 14–22.)

Child welfare clinic emphasizes prevention, early interference and cross-sectoral collaboration. Plan lists the early childhood education as a process that supports the well-being and growth regardless of the gender, social or cultural background or ethnic descent. The support for school children is divided into three categories: basic services, intensive and special support. Various working groups add the knowledge and information about the situation of children and youth, for example preventative welfare for substance abuse, youth guidance and service network and early support. The school and

police collaboration is strong: the police organize educational events at schools and every school has their own “sponsor” police officer to lower the barriers in contacting the authorities when needed. Police is also active member of the local youth welfare working groups. Congregation offers a great number of services to children and youth and is in cooperation with the schools in substance education work. Congregation also offers relationship courses and financial support for leisure activities. Pieksämäen Seudun Liikunta ry. (local sports association) has an employment program that offers the youth internships and work life experiences. It also promotes participation in all areas of life. Kisko employment program has the unemployable youth as the main target group and Nuorten tekopaja works to increase the desire to educate oneself and improve the employability of the youth. Local MLL association adds the municipal child protection services by offering several different services in family center Hermanni, such as family coffee house, children play area, flea market and well-being groups. Local MLL has also participated to the cooperation group in forming this plan. Pieksämäki 4H association offers club activities, work life courses, practical skills competitions, excursions and exchange programs to youth. Terveys ry (health association) promotes substance free lifestyle and taking care of one’s health and well-being through various events. Pieksämäen Pelastakaa Lapset ry (Save the Children association) works for the help of the families with low income by giving grocery gift cards and stipends. (Pieksämäki 2014: 22, 25, 28, 35, 38–41.)

Development needs the plans detects are following: Children, youth and families with children are facing new challenges and risk factors, while ever younger are suffering the problems that were merely adult problems before, for example overweight. There is a need on the emphasis on early interference and support from the beginning of the new families, in lifestyle and mental health condition of the youth. In situations the family does not need full time day care, the open early childhood education services should be still available to them. The possibility to form smaller groups for children in early childhood education requiring special support and to develop family work together with the network should be enabled. Flexible education should be brought to elementary school and fulfillment of all the requirements of the student welfare service law in all levels. The services of the outreach youth work shall be extended to the highest classes

of the elementary school. The learning environments should be planned to increase the well-being of the children and youth. More efficient and flexible resource usage is implemented and lifelong service models should be developed in cooperative manner. There is a need for developing the cooperation with schools in order to execute the preventative youth work and creating more youth workshops with the network. All in all, there is a lack of the early support. There is a need for more home care; concrete help and guidance provided at home can prevent the need for higher level of help. The cooperation among the family instructors, family workers and home care workers should be developed for better complete service. Centralization of different fields of work in child and youth welfare would be beneficial to both the customers and the cooperation. Reinforcing the education paths and work life transition in order to enforce the participation to the society is a goal for the youth outreach work. (Pieksämäki 2014: 23, 27, 34, 36, 41, 48.)

5.6. The municipal well-being plan for children and youth in Salo

In this well-being plan, the focus is on prevention and early support. Timely and functioning services prevent the need for example child protection services, development of social exclusion and promote the narrowing of the health differences among the citizens. The plan is formed using the strategy of the city of Salo and other sectoral service plans. The working group consisted of representatives from the social and health and municipal educational administration. Also youth services and early childhood education were represented. The grouping of services has made into traffic-light model; into three steps of green, yellow and red. At the end of the process the plan has been presented to the youth parliament and youth guidance and service network. The regions child protection services have also had a chance to comment the plan before it was accepted. (Salo 2012: 4–5.)

The emphasis on the promotion of health and well-being is on following areas: Lowering the health differences among the families with children and youth and working peo-

ple, early support, prevention of social exclusion and promotion of the well-being and ability to function of elderly. (Salo 2012: 6.)

The number of single parent families has risen in Salo but is still under the national average. 6,6 % of the population receive income support. The number of 16-24 year olds in demography is above the national average. The unemployment situation in Salo is serious. The structural changes and quite recent major redundancies in Salo have raised the unemployment percentage above the national average. According to the school health survey, 12-13 % of the students in junior high and high school and 16 % of vocational school students felt, that alcohol has caused troubles in their life. Children living in families that have substance abuse problems tend to lack the emotional care, thus miss the opportunities for development. This can cause different psychological problems, such as a risk to have eating disorders or depression. The experiences on life management, the trust in your own strengths and capabilities and social support effect to the well-being and the progress of the studies for youth. The need for child protection services has risen in the past year reasons behind this are the lack of basic services and early support. Staff for child protection has been added to decrease the need for outsourcing services this saving money and to monitor the quality better. Yet the staff increasing, the deadlines of the child protection have not been met. The high number of customers leads to a situation where the staff has resources only for the crises situations. The economic situation of the city of Salo has weakened which challenges the improvements of the well-being promotion. The decrease on tax revenue is due high level of unemployment. (Salo 2012: 6–11.)

The services are divided into three categories and are presented in this plan as a traffic-light style green is preventative work, yellow is early support and red is mending work. (Salo 2012: 12.)

The green, standing for the preventative work, starts from the maternity clinics. The support is offered to the families with babies. In early childhood education is also three step support system in use. The general, intense and special support helps with different tasks and situations. The student welfare services aim to promote the well-being and

ensure the services for every student in Salo. The health guidance must support the independence, ability to study, healthy lifestyle, good mental health and to prevent bullying. The youth services provide different opportunities, events and participation possibilities, such as band activity, premises and youth parliament activity. The associations, sport societies and congregations provide a considerable amount of the preventative work services. The additional resources are important to the municipality. (Salo 2012: 13–15.)

The target of early support work is to stop the negative spiraling of the problems and find help before the need for mending support occurs. Early support is needed in cases where the parents are exhausted or have life management problems or there are other difficulties in the family. The family work at the clinic is planned to create easily reached service in everyday problems. The intensive care of the early childhood services and preschool education is similar to the general, but the help given has more powerful nature and mere persevering. In case there is a need for special support, an individual education organizing plan is formed. Care and family clinic and rehabilitation group helps with the special and crises situations but also in preventative manner via guidance done via phone calls and expediting the appointments in cases such as families with babies or toddlers. (Salo 2012: 15–16.)

The student welfare services work in preventative and cooperative method. The target group of the special youth work is the people under 29 years old but the main focus is in 13-18 year olds that live in the risk conditions. Social problems such as school motivation, unemployment, homelessness, health, mental health and substance abuse problems and criminality. The work methods used are customer work, group activities in school, social media, network cooperation, outreach youth work with the workshop activities and expert work. Outreach youth work aims to detect the youth without a place to study or work and guide them to the available services to help them to participate. The work starts with mapping the individual situation and setting the goals for cooperation. The workshop service strives to improve the skills and abilities of an individual to find a place to study or work. Managing everyday life is trained. (Salo 2012: 16–17.)

Adult social work concentrates to guidance in everyday life management, education, employment, housing or family problems. Additional income support is also provided in cases the primary support is not enough. Adult social work coordinates Valomerkki-program (Light signal) for preventative child protection which aims to stop problems from the beginning. Young person can be directed to Valomerkki-conversation after getting caught for substance abuse or petty theft in case the social worker has decided not to have any further actions in child protection. In the conversation the incident is talked through with the parents present and the current life situation is mapped. (Salo 2012: 18.)

The immigrant unit of the adult social work gives guidance to refugees and co-ordinate individuals. Child inspectors work to guide the parents in different situations in life. (Salo 2012: 18.)

The mending of is the final effort method to fix the problems. Children in the need of immediate interference of the social workers must receive the help fast. Help is divided into the clearance of the situation that determinates the level of actions needed. Help can be provided at home or in custody. Afterwards the work focuses in the parental evaluation and whether the child can return from the custody. Upbringing and family clinic needs to provide demanding services for customers with several problems. Adult social work is close to child protection to control the overall situation. Youth psychiatric clinic offer help to under 20 year olds. Clinic has two cross-sectoral working groups to help the youth in cooperative method. (Salo 2012: 18–20.)

The plan lists several development targets: there is a lack of preventative and early support services, supporting the responsible parenthood especially for the parents with adolescent children and cross-sectoral collaboration. The student welfare services shall be developed in elementary and high school levels. The cross-sectoral collaboration lacks clearing the service cooperation and perceiving the children in the adult services. The common terminology and language among the staff helps the understanding and better knowledge of the other fields of expertise raises the respect towards the others. (Salo 2012: 21–24.)

5.7. Summary of the municipal well-being plans

Common for all the well-being plans was that the creation of the plan was made in cross-sectoral collaboration, as could be expected. All the plans also state that most of the families and children and youth are doing well but a growing number have cumulative problems. This process must be stopped, the earlier the better. All the plans mention cross-sectoral collaboration, early interference and social exclusion as important goals or matters.

Summarizing the municipal well-being plans for children and youth is executed through a table combining the different requirements for functionality of the service system and cross-sectoral collaboration in early interference. Success of the cross-sectoral collaboration is left out hence the plans cannot give information about the success matters.

Table 4. The categories and codes for the municipal well-being plan for children and youth analysis

Category	Features of cross-sectoral collaboration connected to the prevention of social exclusion
Motivations and resources	The problems that motivate and demand the municipality to collaborate, resource allocation to the early interference
Planning	Listed goals and vision
Structure	The measures taken to prevent problems e.g. early interference are listed
Contingencies	The planned power sharing and type of collaboration, preparation to internal and external threats and problems
Outcomes	Public value (visible and latent) and future collaboration

Table 5. The summary of the categories plan by plan

Category	Espoo	Kainuu	Oulu	Pieksämäki	Salo
Motivations and resources	Lack of inclusion, poverty, mental health issues, school drop-outs, substance abuse, inheritance of underprivileged, immigrants, lack of collaboration in adult and children services, lack of goal-setting in collaborative work, collaboration with other municipalities not active	High socio-economic health differences, lowest life expectancy, underprivileged, immigrants, authority education for collaboration, executing collaboration	Poverty, school drop-outs, youth employment, mental health issues, evictions, psychology resources, no adult and children service collaboration	Motivation: underprivileged, mental health issues, substance abuse, children in custody, school drop-outs, poverty, low education level Resources: increasing of well-being staff, handbook of early support	Unemployment, substance abuse (both children and in families), life management problems, child protection deadlines are not met, weak economic situation of Salo
Planning	“A frontrunner in children’s rights” Every child is entitled to: equality, care and nurture, participation, health, security, success, sports and hobbies	Targets: Promotion of well-being and health of children, youth and families with children, staggering the support, security promotion and student welfare services, parenthood support and development of child protection	Targets: Children’s point of view, everyday support, cross-sectoral services for preventative work, promotion of prevention	“Positive attitude to children and youth and their growing environment is safe, stimulating and supportive” Targets: safety, participation, appreciation, creativity and partnership-collaboration.	Targets: Lowering the health differences among the families with children and youth and working people, early support, prevention of social exclusion and promotion of the well-being and ability to function of elderly

Structure	Nuorten elinvoimaisuus-program, ARVOKAS-method, House of girls, collaboration with MLL and congregation, KiVa Koulu, Puhu – älä lyö, life management guidance, social pedagogic horse activity	Three categories of services, KiVa Koulu, VERSO, collaboration with families, training for personnel, collaboration across municipal borders, graduation of support, electronic services	Three categories of services, centralizing services under one roof, well-being clinic, youth guarantee, flexible pre-school, TimeOut! Aikalisä!, third sector collaboration, data collection and transfer, risk factor recognition	Three categories of services, active school and police collaboration, third sector associations support the services strongly by everyday life support forums	Three categories of services, support system at all levels, youth services for better opportunities and participation, third sector collaboration, follow-up in child protection services, cross-sectoral working groups
Continuities	Not stated in the plan	Not stated in the plan	Not stated in the plan	Not stated in the plan	Not stated in the plan
Outcomes	Permanent cross-sectoral steering group and development groups are planned to establish.	Need for bravery to start executing more preventative services	Emphasizing inclusion, developing indicators for well-being measurement, developing more cross-sectoral collaboration	More easily reachable services and education and work support for youth, life management and early interference, follow-up in services	Preventative and early support services, supporting parenthood and cross-sectoral collaboration

This categorization will be used to draw conclusions of problems and challenges the municipalities face and the measures that municipalities execute in the process of preventing social-exclusion and the related problems.

6. CONCLUSION

The purpose of this thesis is to find out cross-sectoral collaboration as a solution to wicked problems such as social exclusion in the context of municipal well-being plans for children and youth.

This chapter concludes the thesis. First part summarizes the research, the central findings are discussed in the second part and the third part discusses the possibilities for future research.

6.1. Research summary

This thesis attempts to find out about the process and prevention of social exclusion, process and implementation of cross-sectoral collaboration and the measures that selected municipalities across Finland have planned to execute in order to tackle social exclusion.

The research questions were defined in section 1.2. as following:

1. What kind of measures and services different municipalities use to battle social exclusion-related problems among children and youth?
2. What kind of cross-sectoral cooperation is needed in the prevention of social exclusion?

In the first part of theory section the phenomenon, term and the mechanisms of social exclusion are explained followed by the ideas of preventing and mending this wicked problem. Social exclusion is rather complex problem to solve and understanding and knowing the problem better should help in the solving process. Social exclusion is present in several dimensions and there is no common understanding of the process. The latter theory part focuses on the cross-sectoral collaboration, the concept, pros and cons,

demands and goals. As well as the social exclusion, the definition and theories behind the cross-sectoral collaboration are controversial. Framework of cross-sectoral collaboration was remodeled to work as categorizing framework for the empirical study.

The empirical study was conducted via content analysis of the municipal well-being plans for children and youth from four Finnish municipalities and one region. The plans were collected from the municipalities' websites and analyzing was done through framework modified from the theory section. The instructions of forming the municipal plan underline the demand for better and wider cross-sectoral collaborative working method.

6.2. Central findings

1. What kind of measures and services different municipalities use to battle social exclusion-related problems among children and youth?

The municipalities face somewhat similar problems and challenges but there was a certain characteristic emphasis in every plan. Espoo has the problem of the lack of inclusion which is related to the rootlessness rising from the fact that many citizens of Espoo have moved to the city due different reasons and relatives and friends may live far away. Kainuu stands out with the highest socio-economic health differences and the lowest life expectancy. Oulu has the highest number of evictions due missing rent in the country, which is naturally connected to the economic situation of the citizens. Pieksämäki has low education level at least in higher education degrees and Salo's quickly grown unemployment rate affects to the tax collection.

All the plans have listed goals or visions for their well-being work. The promotion of well-being, participation and supporting parenthood are the key tasks to ensure the well-being and achieve desired outcomes.

The structures of the services are divided into three levels in all the plans but one, Espoo's. The levels can be described as the traffic light model: green is early interference and support, yellow intensive or supporting work and red special or mending work. The green level should be the biggest, hence the earlier to support is started, the easier and more economical it will be.

Collaboration with the families and third sector actors is executed in every municipality. Supporting the inclusion and activating the participation is done through workshops, internships, hobbies such as sports, music and animals. The opportunity to receive support in everyday life from other families is essential for the community spirit. Collaboration is mentioned with the local police, congregations, MLL units, sport associations and other health and community associations such as 4H and Pelastakaa Lapset ry. The third sector associations form a strong and important part of the services which municipalities most likely could not provide resources for. The collaboration is very important in order to reach the individuals and ensure the tight service network that will not let anyone fall through.

Contingencies were rather difficult to determine hence the plans did not describe the collaborations with this precision.

Outcomes and future collaboration mention better cross-sectoral collaboration, more preventative work and easily reachable services. Most of the plans mention the lack of collaboration with the services directed to the children and the services directed to adults. In case parent is referred to treatment, the children should be taken into consideration better, to treat the overall situation and not just the most present problem.

2. What kind of cross-sectoral collaboration is needed in the prevention of social exclusion?

In order cross-sectoral collaboration to function in the prevention of social exclusion, the collaborative partners should have a common way of thinking, right attitude or the right mind set to overcome possible different organization logics. The collaboration

requires guidance and support from the leaders, authorities and environment. The communication is a key function in order to collaboration to work because shared knowledge is one of the most important features. Forming a bigger picture of the situation is the goal in cross-sectoral collaboration and the municipalities seem to have understood the concept.

Respect, resources and strong stakeholder connection are essential. Social exclusion prevention needs early interference and detection which can be reached through information sharing. Shared knowledge among the experts can reveal the situation of accumulating problems for a child, youth or a whole family. The separate worrying signs in the behavior or appearance of an individual can be left unattended but when these signs are discussed in collaboration and the bigger picture is formed, the need for interference can be clear. The life-long support systems that do not forget an individual at any stage and the different levels of support for different level of problems must be created. The motivation to arrange the services should arise from both the human and economic factors. Preventing human suffer and saving the tax payers money for other tasks is motivational target.

As the theory part states: the key tasks to prevent social exclusion are: early interference, follow-up and motivation. These requirements are all connected to the community spirit idea. The present individualistic society has lost the sense of community and now the government must make an effort to mend and support the communities.

Municipal well-being plans have the same direction with the theory part. The social exclusion is connected to several problems and directing resources to well-being services is well justified. Social exclusion also fulfills the requirements of a certain level of complexity. The structural changes need contemporary solutions. The cross-sectoral collaboration and social exclusion solving need prioritization, collaboration, bigger picture formation and resources to the early interference.

The municipalities have listed several activation and opportunity possibilities offered to promote the participation to the society and prevent the social exclusion. None of the

plans suggest the increase of the financial income support as a solution, which theory also confirms. Supporting people to educate themselves, reaching a degree and improving their work skills provides them a better chance to become financially independent than simple income transfers. Third sector organizations offer great number of these activation services which is very valuable for the municipalities.

6.3. Possibilities for future research

This study has focused on the process, mechanisms and prevention of social exclusion, the idea, incentives and challenges of the cross-sectoral collaboration and these two phenomena combined in the municipal well-being plans for children and youth. Hence there is no consensus over the process of social exclusion or the cross-sectoral collaboration and how they actually function; there is plenty to research in both fields. This may also shed some light to the prevention of social exclusion.

Considering this research topic of municipalities fighting the social exclusion and social exclusion related problems, the well-being plans used to research this topic give only one side of the process, planning. Interviewing and monitoring the actual consequences of these plans and the functionality of the collaboration could bring a lot of information whether or not the imperative of cross-sectoral collaboration is actually effective and if the municipalities are steering their resources right.

This research relies on the document data that is formed in the municipalities for the national instructions. By no means stating that municipalities would try to whitewash the problems, the planning and the practical side of cross-sectoral collaboration may be two different truths. As stated before, cross-sectoral collaboration is hard work and implementing the new working methods requires time and effort. Confidential interviews with the responsible parties of cross-sectoral collaboration in the municipalities could reveal the reality, in good and bad, behind the cross-sectoral collaboration.

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