



ONE-STOP-SHOP GUIDANCE CENTRES PROVIDE A HOLISTIC APPROACH TO INTEGRATING YOUNG PEOPLE INTO SOCIETY, EDUCATION AND EMPLOYMENT THROUGH A MULTI-SECTORAL PES SERVICE MODEL.

One-Stop-Shop Guidance Centres for young people (Ohjaamo)

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One-Stop-Shop Guidance Centres for young people (Ohjaamo)¹ were developed following studies which showed that in some cases young people value face-to-face contact over other forms of contact e.g. online contact. They were also implemented to ease the challenge of a fragmented service sector, including employment, social and health services, as well as to accommodate for changes in working life.

One-Stop-Shop Guidance Centres for young people provide a holistic approach where different service providers across private, public and third sectors operate in one place, providing a better and simpler way to serve young people who are not in employment or education. The Centres have been rolled out nationwide under the Youth Guarantee scheme and have proven to satisfy young people's needs. The One-Stop-Shop Guidance Centres have now become one of the Finnish Government's spearhead projects.

Name of the PES

Ministry of Employment and Economy (Finnish PES)

Scope of measure

National

When was the practice implemented? (including start and end date for pilot projects)

The pilot phase took place from 2014 and will end in 2018. However, the majority of the One-Stop-Shop Guidance Centres for young people are expected to become a permanent service.

What was the driver for introducing the practice? Was it internal or external?

Studies were carried out by the Ministry of Economic Affairs and Employment in Finland asking young customers, who fall under the Youth Guarantee scheme, about the types of services they would like to have, and how they view the Finnish PES service system. Results showed that young people placed a great emphasis on face-to-face services rather than online services. They considered e-services as being good for general support, but when discussing important matters they preferred for this exchange to take place in person with a specialist in that particular area. Additionally, the Finnish PES had a lot of services available, but the overall service was fairly fragmented. If a customer had multiple issues to discuss, they were required to make multiple appointments with different offices. This meant that no service provider had a holistic overview of the customer's situation across all aspects of their life.

With the help of the trade unions and different ministries, the Finnish PES then developed the idea of a one-stop-shop. Trade unions published a public paper on how working life is rapidly changing and will in turn place more pressure on guidance services, with a focus on lifelong learning guidance. The paper therefore suggested that these services be collected in one place. The Finnish PES used the results of this paper as a basis to develop one-stop-shop guidance centres (Ohjaamo) with a focus on youth, in order to shorten unemployment spells. Similar projects already existed in different cities and best practices were taken from these and applied to the one-stop-shops. The first One-Stop-Shop Guidance Centre for young people opened in autumn 2014 as part of the Youth Guarantee implementation in Finland, and the practice was then rolled out nationwide, bringing the private-public partnership idea to the local and regional levels.

1 Internet: <http://ohjaamo.fi/>

Which organisation was involved in its implementation?

The organisations involved include the following:

- ▶ The European Commission provided funding support through the European Social Fund (ESF). The One-Stop-Shop Guidance Centres for young people were also implemented as part of the Finland's Youth Guarantee implementation.
- ▶ The Ministry of Economic Affairs and Employment, the Ministry of Education and Culture, and the Ministry of Social Affairs and Health collaborated to implement the One-Stop-Shop Guidance Centres.
- ▶ The national coordinating authority, 'Kohtaamo'², was created to support the design and implementation, develop a common digital platform and guidance, and evaluate results. It acts as a mediator between the ministries and the One-Stop-Shop Guidance Centres. There are three of these coordinating authorities nationally. One has the overall responsibility for coordination, and the other two have responsibility for providing training for staff in the One-Stop-Shop Guidance Centres.
- ▶ The Finnish PES and municipalities have been the key actors in implementing the One-Stop-Shop Guidance Centres initiative. The Finnish PES has provided employment services and the municipalities provided social and health care services.
- ▶ Professionals from private employment services are also present in the Centres in order to recruit young people who are seeking employment.
- ▶ Third sector organisations provide services in the Centres. For example, they can be organisations which provide hobbies for young people, or teach them how to cook and clean their home.

Which groups were targeted by the practice?

One-Stop-Shop Guidance Centres focus on all young people under the age of 30 in their transition from education to work. In the future, similar centres might be developed offering services to the whole labour force.

What were the practice's main objectives?

The main objective of One-Stop-Shop Guidance Centres for young people is to bring together different service providers from private, public and third sectors in one place, to create a platform where they can all operate. It provides a holistic approach to integrating young people into society, education and working life by providing multi-sectoral information, advice, guidance and support using a broad network of partners across sectors. Services should therefore be easy to access for young people, facilitating the path for young people into education and employment services when needed. The result is a service model which works across administrative boundaries and provides a better way to serve young people who are not in employment or education. By creating this cooperative network of partner organisations, the measure eliminates a duplication of services and simplifies such services for young people.

What activities were carried out?

One-Stop-Shop Guidance Centres provide a large variety of cross-sectoral services. The broad network of partners include youth and employment counsellors from the Finnish PES, social workers, nurses, outreach workers, and a range of other service providers under one roof. Activities carried out include the following:

- ▶ Private counselling and guidance, as well as group sessions, are available for customers to find employment or education, supporting life management and career planning, and the development of social skills and skills required in everyday life. Recruitment events are also organised. Social workers and nurses can provide counselling in health and social security issues. A typical One-Stop-Shop Guidance Centre also has outreach youth work.
- ▶ When a young person requires more long-term support and counselling, one professional is responsible for the whole process.
- ▶ Services are provided through multiple channels, such as face-to-face, electronic, online, and phone.
- ▶ The services have a low threshold entry point and customers can visit the One-Stop-Shop Guidance Centres without an appointment. They provide an informal, non-discriminatory, friendly and welcoming atmosphere for customers.
- ▶ The One-Stop-Shop Guidance Centres work in cooperation with companies and therefore promote youth employment opportunities in their regions.
- ▶ A network has been created with representatives from all One-Stop-Shop Guidance Centres who meet 2–3 times per year and share experiences of what works and what does not work.
- ▶ The One-Stop-Shop Guidance Centres have a common visual identity and communicate extensively through social media.

2 Internet: <http://kohtaamo.info/>

What resources and other relevant organisational aspects were involved?

- ▶ The operating procedures, models and forms of collaboration vary between the Centres. Loose operating conditions have been established, giving them a lot of freedom. Geographic location and conditions in the respective municipality also have an impact on the operation of the Centres. The organisational model for services therefore varies across the Centres. Young people have actively participated in developing the operations of the Centres. For example, young people were interviewed as part of the implementation and design of workshops, which were organised for them and which were facilitated by the service designers.³
- ▶ Training was provided for staff in the Centres on how to change the way they work and their mindset, how to use multicultural tools, and how to work with migrant populations.
- ▶ In the future, e-services will play a significant role in reaching young people in more remote areas.

The idea behind the One-Stop-Shop Guidance Centres for young people was not to increase the number of staff but to collect existing resources and staff and bring them together in one place. Therefore the Finnish PES and other relevant actors internally recruited their respective staff to work in the Centres. Additional funding was required for resourcing the physical space of the One-Stop-Shop Guidance Centres and administrative staff but this was a relatively small amount. Staff in the Centres are comprised of Finnish PES youth counsellors, study counsellors, social workers, nurses, psychologists, outreach workers, role models, and designated counsellors. Building up the network of One-Stop-Shop Guidance Centres in the future will require more resources. Currently, it is important for the Finnish PES to prove that these Guidance Centres work and are effective, in order to show that they are worth investing in especially now that the ESF funding period is close to ending. The ESF funding was useful in the first phase of setting up the Centres, but now they need to attract investment.

What were the source(s) of funding?

One-Stop-Shop Guidance Centres were primarily funded by the ESF from 2015–18, together with supplementary national funding. In Ohjaamo Helsinki, EUR 3.1 million (75 % of funding) was provided by ESF, which was topped up by EUR 1 million (25 % of funding) by the City of Helsinki.⁴ Funding from the ESF was channelled from the Ministry of Economic Affairs and Employment and the Ministry of Education and Culture. Municipalities also provided funding as well as the physical space for the Centres. As the ESF funding will end by March 2018, the Finnish Government decided that the One-Stop-Shop Guidance Centres should be made a permanent practice. As a result, the Finnish Government has provided an additional EUR 5 million per year for the Centres, until 2021.

What were the outputs of the practice: people reached and products?

Outputs include the following:

- ▶ In December 2017 there were around 45 One-Stop-Shop Guidance Centres for young people operating across Finland. The network is constantly evolving and developing and in 2018 an additional 20 Centres are expected to be developed with a target of having 65 Centres by the end of the year, covering all major cities and some of the smaller cities.
- ▶ Operations are developed in about one hundred municipalities where around 60 % of Finland's population of people aged 16–30 live at the moment.
- ▶ About 400 professionals from different sectors work at least one day a week across the various Centres.
- ▶ The Finnish PES is constantly monitoring the number of customers accessing their services and also monitoring who is inviting them to the One-Stop-Shop Guidance Centres. Young people are increasingly encouraged by their peers and parents to visit the Centres as opposed to government authorities.⁵ In 2017 in Helsinki's One-Stop-Shop Guidance Centre for young people, 3 157 one-on-one guidance sessions took place. There were 4 907 group participants/visitors.
- ▶ Key performance indicators to evaluate the Centres' operations are being developed continuously with the aim of getting concrete results from the operations and gauging their impact. A large number of different studies are also taking place on the subject of the deployment of the One-Stop-Shop Guidance Centres.

3 Internet: <http://www.muotoilutarinat.fi/en/project/ohjaamo/>

4 Internet: <http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=2859>

What outcomes have been identified?

The One-Stop-Shop Guidance Centres for young people are now widespread in Finland and offer a wider range of services than was initially expected. The Centres have become one of the Finnish Government's spearhead projects and the network is constantly evolving and developing.

All One-Stop-Shop Guidance Centres collect feedback from customers who visit the Centres, twice a year through a survey. 250 customers responded in the most recent survey.⁶ Young people are providing very positive and encouraging feedback to the Finnish PES, stating that the One-Stop-Shop Guidance Centres offer the right kind of services. The average score given to the One-Stop-Shop Guidance Centres by young people was 9.16 (4 being the lowest score and 10 the highest). The Finnish PES staff who work in the One-Stop-Shop Guidance Centres have also provided positive feedback. The Centres try to bring change to the traditional way in which the Finnish PES has been working. The aim was to get rid of administrative borders and silos which may have been preventing key actors from working together. The Finnish PES officials who moved to work in the Centres have observed the change in working methods. Nevertheless, the challenge of how to understand the impact of the services offered remains.

The One-Stop-Shop Guidance Centres offer different types of services and accurately tracking customers is challenging. The Centres can guide young people to contact a project outside a Centre but it is difficult to measure what the impact of the One-Stop-Shop Guidance Centre is in such a case. It may lead to a positive result for the young person but how much of it can be attributed to the Guidance Centre itself is difficult to establish. The Finnish PES is therefore working on developing a tracking system to create more accurate follow-up data.

What are the lessons learnt and success factors?

Lessons learnt and success factors include the following:

- ▶ It is important for the Finnish PES and staff to be open-minded due to possible challenges that can arise when changes are implemented in the way people usually work; this requires persistence and belief from PES management that change is worth developing and investing in.
- ▶ Agreement between the partners on the forms of collaboration and ways of operating together is crucial. These partnerships are instrumental for the success of the One-Stop-Shop Guidance Centres.
- ▶ Political willingness to support the One-Stop-Shop Guidance Centres' objectives and financial means of achieving them is very important. With such political backing, it becomes easier to encourage different stakeholders to participate.
- ▶ A customer-centred approach to the service is necessary from the outset. Young people should play an active role in the design, daily activities, and evaluation of the Centres.
- ▶ This network should grow from the grassroots level upwards. The Finnish PES provided the One-Stop-Shop Guidance Centres with a framework from the Ministry of Economic Affairs and Employment on what it was they wanted the Centres to develop. However, how the Centres develop depends on a case-by-case basis e.g. it is important to encourage staff to find solutions to local needs and problems. It is therefore necessary to maintain and operate this model in a non-bureaucratic way so it can be innovative and flexible. The Finnish PES plays a key role in empowering and encouraging the Centres to try different things and not restrict the way in which they work. Usually, the role of the Finnish PES is to control and monitor projects; therefore this required a change in mind-set and usual ways of working of the Ministry of Economic Affairs and Employment.
- ▶ A key challenge was to transform this project into a permanent practice. The challenge concerns convincing stakeholders who have invested in the project to remain on board, particularly as the ESF funding finishes. Stronger evidence in terms of the impact of the One-Stop-Shop Guidance Centres is needed in order to continue proving the Centres' success. With an increasing amount of evidence it then becomes easier to attract key stakeholders.

5 Internet: http://kohtaamo.info/home/-/asset_publisher/zJCWPGOcV1WA/content/ohjaamot-tilastojen-valossa-vuonna-2017?inherentRedirect=false&redirect=http%3A%2F%2Fkohtaamo.info%2Fhome%3Fp_p_id%3D101_INSTANCE_zJCWPGOcV1WA%26p_p_lifecycle%3D0%26p_p_state%3Dnormal%26p_p_mode%3Dview%26p_p_col_id%3Dcolumn-2%26p_p_col_count%3D2

6 Internet: http://kohtaamo.info/materiaalipankki/-/document_library_display/gVS6Uglewz0Y/view/23058?_110_INSTANCE_gVS6Uglewz0Y_redirect=http%3A%2F%2Fkohtaamo.info%2Fmateriaalipankki%3Fp_p_id%3D110_INSTANCE_gVS6Uglewz0Y%26p_p_lifecycle%3D0%26p_p_state%3Dnormal%26p_p_mode%3Dview%26p_p_col_id%3Dcolumn-2%26p_p_col_count%3D1



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