Fafo

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Nordic 0 – 24 collaboration on improved services to vulnerable children and young people

Second interim report

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Preface

This is the second interim report from a process evaluation of the Nordic 0–24 project. The project was initiated by the Nordic Council of Ministers in 2017.

The Fafo Institute for Labour and Social Research, in collaboration with VID Specialized University, is performing the process evaluation, which has been commissioned by the Norwegian Directorate for Education and Training and will continue until 2020.

We would like to express our gratitude to all the participants in the Nordic 0–24 collaboration from Denmark, Finland, Iceland, Norway, Sweden, the Faroe Islands, Greenland and Åland. Thank you for sharing your experiences and your enthusiastic engagement in the discussions and reflections at the joint meetings of the project. Participation at the joint meetings is always inspiring and provides valuable data for the process evaluation. A special thank you to the national contact persons who have responded to this year's mapping of information and experience from the national cases. On behalf of the research team, I would also like to extend our thanks to Anne Berit Kavli, Project Manager of the Nordic 0–24 project and our contact person at the Norwegian Directorate for Education and Training, for the good collaborative effort.

The research team members at Fafo are Ragnhild Steen Jensen and Inger Lise Skog Hansen. At VID Specialized University, Helle Cathrine Hansen and Gunhild Regland Farstad have participated in the research team. The research team members have jointly been engaged in planning the participation at the two joint meetings, working out the mapping form for the second mapping of information and discussing the findings.

Inger Lise Skog Hansen at Fafo has had the main responsibility for writing this second interim report, in collaboration with Ragnhild Steen Jensen. Helle Cathrine Hansen from VID has contributed to the presentations in chapters two and four. We also want to thank Gunhild Rege Farstad for contributing to the report through active participation in the meetings of the research team and providing a systemised presentation of the Norwegian case.

We would also like to take this opportunity to pay our gratitude to Tone Fløtten, Managing Director of Fafo, who is following this project, and has

read our draft report and made constructive comments to the presentations. Thank you also to Elisabeth Brodtkorb, Dean at the Faculty of Social Studies at VID for comments to the presentation of the national cases in chapter two.

This is an interim report and we hope the report will contribute to the further discussions and progress of the Nordic 0–24 project, and will achieve the aim of contributing to more comprehensive and effective services for vulnerable children and young people.

Oslo, June 2019
Inger Lise Skog Hansen (Project Manager)

Summary

The Nordic 0–24 project was initiated by the Nordic Council of Ministers in 2017. The main agenda is to prevent the social exclusion of vulnerable children and young people, and to prevent dropout from school and future marginalisation in the labour market. The project's aim is to improve services in the Nordic countries that are aimed at vulnerable children and young people aged 0–24 years by improving cross-sectoral collaboration. The project compromises cases from each of the Nordic countries (Denmark, Finland, Iceland, Norway and Sweden) and from the autonomous islands (Greenland, Aaland and the Faroe Islands). Aaland participate in the project, but without a specific national case.

A process evaluation follows the work of the Nordic 0–24 collaboration. The first interim report from this process evaluation, which was published in June 2018, presented the project and the national policy context of the cases involved (Hansen et. al. 2018). The first report also included a detailed presentation of the design of the process evaluation (ibid.:12-24). This report is the second interim report, and a final report from the evaluation will be published in 2020.

The main subject and the starting point of this second interim report is the national cases and the experiences from these cases. We discuss how the cases involved are dealing with the aim of providing a more coherent follow-up of vulnerable children and young people. The two main questions of this report are:

1. How do the national cases understand the user perspective and how is this embedded in the cases?

2. What can be learned from the national cases about cross-sectoral coordination and collaboration of services? What factors may promote better coordination and collaboration?

The report is based on two main sources: participation and observation at two joint meetings in the Nordic 0–24 project, and one mapping with input from the national cases.

The presentation of the national cases shows that they are rather heterogeneous . They are at different levels of governance, even though most of the projects entail developing municipal practices and systems. This heterogeneity is also found in terms of the age groups targeted by the cases. Even though the national cases in question vary, they are all concerned with developing more efficient

follow-up of vulnerable children and young people. The report identifies three factors that are addressed in all the projects, or three factors that all the projects stress as important for achieving a more efficient follow-up. These factors are: 1) a more individual-centred approach, 2) a more coherent follow-up, achieved by cooperation and collaboration, and 3) early intervention.

The report shows that the national projects encompassed in the Nordic 0–24 collaboration are in continuous development. Participation in the Nordic project has so far had a significance primarily in relation to mutual learning. Participation has provided insight into projects in other countries, access to research on relevant issues and the sharing of experiences and learnings. As such, the cases included in the Nordic 0–24 collaboration are in a continuous process of development and the joint meetings have become dynamic arenas of mutual learning related to ongoing activities.

User perspective

The user perspective is embedded in the national cases in different ways. Many of the partners involved have been engaged in *user participation* and *user involvement* at an individual level. At the same time, several of the national cases are concerned with how to organise and provide services that are better adapted to the needs of users (vulnerable children, young people and their families), meaning more *user orientation* of the services.

The term 'user orientation' refers to different ways of putting the user at the centre and developing services from this perspective. Many of the cases address specific methods or ways of working to achieve better user involvement in service provision. Many of them are at an individual level, developing methods that empower the user and bring their perspective and needs to the forefront in the relationship between users and service providers. These methods and initiatives often have three main factors: getting the perspective of the user, applying a whole child (holistic) approach, and empowerment (different strategies to empower the user in the relation with the service provider). The efforts in user orientation tend to be at the system level, developing systems, structures and routines that promote access to services and follow-up based on the needs of the users and not restricted by defined service mandates, criteria of a specific diagnosis or other specifications. In all of the cases, this user orientation has made the mismatch between 1) the implications of an individual and whole child approach, and 2) a complex system of fragmented and specialised services, more apparent. A more prominent user orientation makes the complexity and holistic picture of the users' situation more distinct, hence the need for a more coherent and coordinated follow-up. User orientation and user involvement have clear implications both for the role of the professionals and the organisation of services, not only

the users. This is often the starting point for many of the initiatives in the Nordic 0–24 project's work on promoting better cross-sectoral coordination and collaboration between services, professions and users.

Coordination and collaboration

Variations exist between the cases involved and the local projects of the Nordic 0–24 collaboration depending on whether they are cross-sectoral or cross-professional within a defined sector. Even so, many of the experiences in the work on better coordination and collaboration are the same. The previously introduced factors (Hansen et al. 2018:108); geographical proximity or location; professional knowledge, culture and trust; leadership; incentive systems and economy; resources and time; and systems and regulations, are all relevant for the further work on identifying good practice and how to achieve a more collaborative practice. We see how these factors interrelate and have implications at different levels in the work on better coordination and collaboration. Geographical proximity is emphasised in all cases but with different solutions for how to facilitate the bringing together of actors who are going to collaborate. In some cases, co-location is necessary, in others it is more a question of integrating services, and in many of the cases they are concerned with devising a structure for cross-sectoral and cross- professional meetings for more coherent follow-up. In all of these cases, the factors of anchoring the approaches, leadership and working on the relations between the professionals and services involved are essential, and are connected to proximity. Framework factors encompass the importance of having resources and time for working on new practices, relating to the context of incentive systems and economy based on single sector management, and efforts to ensure collaboration within defined systems and regulations in the national context. All the national cases in some way constitute an initiative that at some level is in the process of developing new collaborative practices and embedding this in new structures, systems, models, methods and routines. How far they have come varies, but at this point they are all working on relevant new practices or on implementing practices.

In the closing chapter, a coordination staircase is used to illustrate the different phases in the process towards better collaboration. The empirical data show that this collaboration process is not a continuous process in one direction of climbing up the stairs. Even though some national cases have reached a high level of collaboration, they still have to continue to work on what is defined at an earlier stage of the process (stage two); how to make professionals adopt a new, more collaborative way of working. This stage two in the coordination staircase is addressed in all of the cases; i.e. how to make the services and professionals involved develop shared problem-understanding as a platform for a more cohe-

rent follow-up. This work on how to encourage and maintain relational competence as part of a new collaborative practice should be more explicitly addressed in the further process of the evaluation.

Further process

In the remaining process of the Nordic 0–24 collaboration, it should be an explicit aim that all the national cases work systematically on identifying learning points from their cases related to developed systems, models, methods of working and routines that they believe are relevant to bringing into the collaboration. These learning points can be a starting point for further discussions in the joint meetings for identifying the main elements that are important to achieving a high quality in more collaborative services aimed at the target group. What are good examples and recommendations for developing better collaboration and more coherent services across the heterogeneous national cases? What models, methods and systems are considered to work?

In the report, some areas are highlighted in which it could be constructive to get more systemised information on practices as a platform for joint work on recommendations from the project. One example is different systems for sharing information and obtaining consent from users, and different national regulation of this. Another is how to facilitate more collaboration between services and sectors. Are there examples of how regulations could in some way contribute to encourage more collaboration between different services and organisations? Other areas where there are several experiences are how to empower users in their meeting with the welfare services, and how to conduct effective cross-professional meetings. Another question is how to integrate other services in school and facilitate more collaboration between teachers and other professionals.

The report also raises the question of good practices for funding cross-sectoral collaboration and solutions, and models of financial management that encourage cross-sectoral collaboration.

In the next phase, there is a need for all the national cases to put more thought into what to share from their participation in the joint project. What have they learned from their national and local projects that is of relevance to the problems of the Nordic project? What do they consider to be sufficiently important or successful in their project that they want to share it with the rest of the network? And, finally, what experiences and assessments of their local work can contribute to the joint work on making recommendations from the Nordic project on how to develop improved services to vulnerable children, young people and their families by enhancing cross-sectoral collaboration?

1 Introduction

Early intervention and a more coherent follow-up of vulnerable children and young people are high on the agenda in all the Nordic countries. Social exclusion and young people leaving school early and not getting a position in the labour market represents not only a threat to the well-being of the individual but also to the sustainability of the Nordic welfare model, as these have social and economic costs.

All the Nordic countries have extensive welfare states, grounded in a social investment ideology and offering a range of services to their inhabitants from before birth and across the life course (Dølvik et al. 2015; Esping-Andersen et al. 2002; Hansen et al. 2018; Moriel, Palier and Palme 2012). Education and family policy are highly valued. Nevertheless, the countries are facing social challenges, along with a growing awareness that there is a tension between the individual's complex challenges and needs, and the sectorization of the welfare state.

Addressing complex social challenges requires the development of new governance approaches (Hellström and Kosonen 2016). The multidimensionality and complex needs of vulnerable children, young people and their families challenge traditional service provision in modern welfare states characterized by sectoral thinking: namely, health, social security, employment, education and housing services. At the same time, coordination problems are not just linked to the fact that different sectors must cooperate, but also to the fact that the sectors are dominated by different professions. Employees in different sectors—e.g. child welfare, health services and education—have different educational backgrounds based on different values, norms and perceptions of the problems (Andersson, Røhme and Hatling 2005).

This is the backdrop of the Nordic 0–24 project initiated by the Nordic Council of Ministers in 2017. The main agenda of this project is to prevent the social exclusion of vulnerable children and young people, and to prevent dropout from school and future marginalization in the labour market. The project's aim is to improve the services in the Nordic countries that are directed at vulnerable children and young people between the ages of 0 and 24 by means of improving cross-sectoral collaboration. The starting point of the project is that improved cross-sectoral collaboration at the state, regio-

nal and municipal levels is necessary to provide more coherent and higher quality services. The project is comprised of cases from each of the Nordic countries (Denmark, Finland, Iceland, Norway and Sweden) and from the autonomous islands (Greenland, Aaland and The Faroe Islands). (Aaland is participating in the project, but not with a specific case.)

A process evaluation is following the work of the Nordic 0–24 collaboration. This is the second report from this evaluation, with the national cases and their experiences as the report's main focus and starting point. The report addresses two main issues: the user perspective in the cases and the cases' work on improving coordination and collaboration in service provision.

A process evaluation

The key question of the process evaluation is:

> How does the Nordic 0–24 collaboration, together with cross-sectoral efforts directed at vulnerable children and young people under the age of 24, improve the services aimed at this target group?

There are seven more specific research questions guiding the focus of this process evaluation:

- How is the cross-sectoral collaboration of services organized and regulated in the Nordic countries?
- How is the balance between state regulation and local autonomy in cross-sectoral collaborations—and how does it vary?
- How is cross-sectoral collaboration organized and regulated in the national cases? What are the strengths and weaknesses of the different ways of organizing services?
- How is a user perspective incorporated in the different national cases?
- Is it possible to identify some 'best practices'? What can be learned from the national cases about cross-sectoral collaboration of services for the target group?
- Can complex needs related to vulnerable children and young people be met in a more effective way through better collaboration and coordination of services?
- How can 'best practices' be shared in order to improve the coordination of service delivery directed at vulnerable children, young people and their families in the Nordic countries?

The first interim report from this process evaluation was published in June 2018, providing a presentation of the project and the national policy context of the involved cases (Hansen et al. 2018). This first report also presents the design of the process evaluation in greater detail (ibid.:12–24). The present report is the second interim report, and a final report from the evaluation will be published in 2020.

The objective of the second interim report

This second report has the national cases and experiences from these cases as its main focus and starting point. We discuss how the involved cases are dealing with the aim to provide a more coherent follow-up of vulnerable children and young persons. The two main questions for this report are:

1. How do the national cases understand the user perspective and how is this embedded in the cases?

2. What can be learned from the national cases about cross-sectoral coordination and collaboration of services? What factors may promote better coordination and collaboration?

The overview of services and systems relevant for the 0–24 age group presented in the first interim report (Hansen et al. 2018) show that although the Nordic countries share many similarities, there are some differences in models of education and service provision. A general conclusion from this overview is that it confirms the picture of the Nordic welfare states as advanced and providing extensive welfare services. The further national variations make it meaningful to draw comparisons and discuss what the countries can learn from each other. In this second interim report, we engage with the experiences from the national cases and included projects. In the final report, the national policy contexts outlined in the first interim report will constitute an important backdrop for analysing experiences related to promoting cross-sectoral coordination and collaboration of services in the follow-up of vulnerable children and young persons. One main issue will be how the cases constituting the Nordic 0–24 collaboration can provide new insight into the ways improved collaboration of services can enhance services provided to the 0–24 age group in the Nordic countries.

Methods

A process evaluation entails that the researchers follow the Nordic 0–24 project as it develops. In the project, representatives from the national cases meet twice per year to share experiences. The researchers are present at these joint meetings and use them as an arena for collecting information from the involved national cases and the local projects constituting the national cases. At the joint meetings, the researchers also present findings to date from the evaluation process and introduce questions for joint reflections among the participants at the meetings. As such, this process evaluation is based on two main sources: participation and observation at joint meetings in the Nordic 0–24 project, and mappings with input from the national cases. As the resources for the process evaluation do not allow for visiting national cases and conducting more thorough case studies, the evaluation concentrates on the activities and outcomes of the ongoing collaborative work and the experiences brought in from the national and local projects.

Participation and observation at joint meetings

With regard to the data collection for this report, we have participated in two joint meetings, in Stockholm (7–8 November 2018) and Helsinki (9–11 May 2019). At the Stockholm meeting, members of the evaluation team presented preliminary findings from the project, facilitated group discussions and participated in plenary discussions. Data from the group discussions in Stockholm were collected through summaries and notes from the groups. These data have been further systematized and analysed.

In Stockholm there were country presentations from Norway and Finland, followed by plenary discussions. In addition, there were two keynote speeches: a presentation on systems for early identification of risks, to facilitate early interventions for vulnerable students at risk of early school leaving (Anna Liljeström, Consultant at the Sveriges kommuner och Landsting (SKL)) and a presentation on family support and parental involvement (Martin Forster, psychologist at the Karolinska Institutet).

As for the previous meetings, the meeting in Helsinki enabled us to gather information and data on how the work in the Nordic 0–24 project is evolving. Our sources of data from this meeting were observations of presentations, a field trip to a local project and observations of and participation in group work and plenary discussions. The observations and input from the group discussions were further systematized and analysed, as well.

The programme in Helsinki included presentations from Iceland and the Faroe Islands: Iceland presented a model for cross-sectorial collaboration

in an area of Iceland, and the Faroe Islands presented the 'Loppføljin' project in Torshavn. This programme also included a field trip to the municipality of Espoo, where we visited the community school and learned about local projects on cross-professional and cross-sectorial collaboration in the municipalities of Espoo and Lojha. As in Stockholm, there were two keynote speeches: one presentation by Christina Salmivalli (Professor of Psychology at the University of Turku) on the 'KiVa' programme, an evidence-based programme for the prevention of bullying, and a presentation by Kaisa Vuorinen (PhD researcher at the University of Helsinki) on 'Positive CV' and how to help every school child reach their full potential and recognize their various abilities.

The research team also presented their preliminary findings, followed by round-table and plenary discussions, in which the participants discussed how the preliminary findings fit with their own perceptions of the cases and their work. In this way, we were able to validate and adjust our findings. The representatives were also invited to discuss in the round-tables what they had achieved in their cases thus far, what knowledge and experiences regarding the development of cross-sectorial collaboration their cases would contribute to the Nordic project, and the meaning and content of a user-orientation approach.

Mapping and input from national cases

A mapping form was distributed by email to the seven national contact persons in March 2019. The mapping form contained a total of 17 questions grouped under the following headings:

- aims and goals
- achievements in the project thus far
- user perspective
- collaboration and coordination of services
- assessment of the Nordic 0–24 collaboration thus far

The mapping took place in March and April 2019; it was available in English and Norwegian and could be answered in English or a Scandinavian language. This mapping is an important data source, providing us with important and useful information about the development of the national cases. Some of the national contact persons did find it difficult to answer the more detailed questions; an explanation for this is that the national contact persons are not necessarily directly involved in the local cases and thus have limited information/knowledge on the details of what is happening in the local

cases. However, the national cases have thus far, to varying degrees, been able to facilitate discussion around learning points and experiences from their national case as a contribution to the Nordic collaboration.

Limitations of the empirical data

As of this point in the Nordic 0–24 project, written documentation or explicit systematized experiences from the cases has generally been limited. We have thus relied heavily on the mapping and the observations from the joint meetings. The project also faces a linguistic challenge: while English is the joint language of the project, none of the participants are native English speakers. As such, the information is not always clear and ambiguities can arise in the discussions during the joint meetings and in the written documentation. In the second mapping, we therefore asked the questions in both Norwegian and English, and respondents could answer in English or a Scandinavian language. The participants appear to have appreciated this.

A project in continuous development

In the mapping we asked the national contact persons to describe what they considered to be the most important benefits thus far of their participation in the Nordic 0–24 collaboration. A common response to this question was that participation has enabled them to gain insight into the other countries' projects, and that this insight is interesting and useful in itself. In addition, they have found it useful for the further development of their own national cases and local initiatives. The contact persons also pointed out that although the national cases may look very different, there are many similarities, as they are all engaged in developing better solutions for more coherent, collaborative follow-up of vulnerable children and young persons. The joint Nordic meetings are seen as an opportunity to discuss common goals and challenges and to reflect on new approaches, different ways of working, methods, models and solutions.

The responses regarding benefits from participation in the project can be divided into three points:

- Insight into projects in other countries.
- Access to research from keynote presentations, in which experts present relevant issues.
- Sharing of experiences and learning.

Insight into other countries' projects provides inspiration for all participants in the collaboration, from those in the national cases to involved municipalities and other actors. At all the joint meetings there have been keynote speakers presenting relevant issues and new research. This access to new knowledge is reported to be highly appreciated by attendants. With regards to the third point above, two different elements are often mentioned. First, participation provides participants with examples from other countries regarding what has proved successful in providing better services for vulnerable children, young persons and their families. From the meetings and sharing of experiences, new relationships have been established and some of the national cases have arranged study tours to visit other participants in the network. Second, participants are able to learn about the obstacles other projects have faced, and what they must be aware of in their work to achieve more coherent and collaborative solutions for their target group. Participation in the Nordic project has thus contributed to the continuous development of the involved cases and local projects.

Some of the national cases have reported that participation in the Nordic project has provided them with important national backing for their work, which they would not have gained without participating. For example, one case reported that their participation created opportunities at the national level for more attention to be focused on the importance of cross-sectoral collaboration and bringing different governmental agencies together. Interestingly, and as pointed out in the first interim report (Hansen et al. 2018), while most of the involved national cases did not have improved cross-sectoral collaboration as an explicit objective, this became more prominent through participation in the Nordic 0–24 project.

The Swedish response to the mapping nicely illustrates the perceived contributions from the project, as they state that the added value from participation is threefold:

- The participation has contributed to the development of the national case. The Nordic project has been an opportunity to deepen and further develop the work on cross-sectoral collaboration.
- The participation has contributed to the exchange of experiences and networking with those involved with the projects from the other Nordic countries.
- The project has prompted the involved municipalities and the region to describe and reflect on successes, challenges and solutions with regards to collaboration in their own organizations (local projects).

What we can conclude from the responses is that participation in the Nordic project has thus far had significance primarily in relation to mutual learning. Furthermore, the cases constituting the Nordic 0–24 collaboration are in a continuous process of development.

Outline

In the next chapter, we present the national cases involved in the Nordic 0–24 collaboration and their planned contribution to the Nordic project. In chapter three, we look more closely at the user perspective in the cases and the cases' experiences with enhancing systematic user-orientation and user-involvement. In chapter four, we present the cases' work on improving services through enhanced coordination and collaboration, and experiences related to what promotes and what hinders better coordination and collabo-ration. In the last chapter, we sum up the main findings from these presen-tations and provide some reflections regarding the remaining period of the Nordic 0–24 collaboration.

2 The national cases

In this chapter, we present the national cases and their relevance and contribution to the Nordic 0–24 project. First, we describe each national case: their goal, content, participants and activities. We then provide a general assessment of the cases, including their differences and their similarities. Finally, we discuss the insights the national cases may offer, followed by an overview of their planned contributions.

The national cases

In this section, we go further into the main elements of the national cases: their objectives, participants and activities. As almost all of the cases were selected for the Nordic 0–24 project from ongoing national or local projects, they vary considerably in form and content.

Sweden

Developing structures and programmes for preventing youth from early school leaving

The Swedish case originates from a large project on preventing early school leaving from upper secondary school called 'Plug In', which started in 2012 and lasted until 2014. This was a large-scale collaborative project led by the Association of Local Authorities and Regions (SKL), including municipalities and regions all over Sweden, and was partly funded by the European Social Fund. Plug In consisted of approximately 80 local projects in 48 municipalities. The main objective was to prevent early school leaving through follow-up of young people aged 16 years or older at risk of dropping out of school or young people who had left school and were neither in training nor employed (i.e. 'NEETs'). The local projects varied and included projects in schools as well as broader municipal projects. The main content of the local projects was mentoring and coaching, identification and mapping of students at risk of dropout, outreach activities, transition from compulsory to upper secondary school, and school health services.

Through Plug In, SKL has generated knowledge and experiences from the 80 local projects. As a support to the local and regional work, the digital knowledge sharing platform *PlugInnovation.se* was established. Learning and experiences, as well as relevant research, methods, procedures, and the like can be shared through this platform.

Five key 'success factors', or dimensions of importance, when working with young people to prevent early school leaving were identified[1]:

1) An 'individual-centred approach', a holistic approach that takes the individual and his or her total situation as a starting point.
2) Overview and follow-up, which entails systems for identifying at-risk students and routines for follow-up.
3) Forthcoming meetings, which implies building positive relations between students and the adults/employees in schools.
4) Flexibility, which consists of developing flexible ways of working and having a flexible approach in the follow-ups in order to meet the needs of young people.
5) Collaboration, in which students' complex situations are approached with better collaboration between actors within and outside of schools.

Plug In was extended in 'Plug In 2.0' for the period 2015–2018,[2] with the aim of continuing the work from Plug In, implementing learnings and further developing the above five dimensions identified as success factors for increasing the number of pupils completing upper secondary education. In Plug In 2.0, the target group was expanded to include: 1) young people in the 9th grade of elementary school, upper secondary school, and introductory programmes for pupils who were newly-arrived immigrants (for upper secondary school); 2) young people 15–20 years old who had dropped out of school[3]; and 3) 15- to 24-year-old students who were newly-arrived immigrants.

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[1]   https://skl.se/skolakulturfritid/forskolagrundochgymnasieskola/sklssatsningarutvecklaskolan/pluginminskarstudieavbrottenpagymnasiet/framgangsfaktoreriplugin.8702.html

[2]   https://webbutik.skl.se/sv/artiklar/studieavbrott-en-fraga-med-konsekvenser-langt-utanfor-klassrummet-.html

[3]   Within the municipality responsible for providing activities.

The Nordic Plug In case

A 'mini Plug In 2.0' has been established in Sweden as a case in the Nordic 0–24 project. The aim is to further develop municipal and regional efforts and work related to preventing school dropout and to the follow-up of young people neither in education nor employment (NEETs). Here, the attention is on improving collaboration between actors involved in the follow-up of students and young persons through systematic routines for coordination, methods and structures.

Participants in the Swedish Nordic 0-24 case

The mini Plug In 2.0 is administrated by the Swedish Association of Local Authorities and Regions (SKL), which brings together four municipalities and one region from the Plug In 2.0 project. The target of the Nordic 0–24 efforts is comprised of four municipalities and one region on an overarching level, as well as their services. The Swedish case provides insights into how a national body like the SKL, through their work and available competence development tools, can support the development of routines, methods and functions for collaboration in organizations at the local level. As such, these local-level organizations and services are the targets of the Swedish case's interventions.

The partners included in the Swedish case are four municipalities—Gothenburg, Berg, Lund and Sandviken—and the region of Kronoberg. These were chosen to participate in the Nordic 0–24 project due to the collaborative initiatives they developed and implemented as part of their participation in Plug In 2.0. The target groups of the local Plug In 2.0 projects in the four municipalities are young people in the 9th grade of elementary school, students in upper secondary education and young people who have dropped out of school. The local project in the region of Kronoberg has a broader target group, consisting of children and young people.

These local projects will provide insight for municipalities and regions around preventing early school leaving and on how to facilitate collaborative efforts in this respect.

- In the municipality of Berg, the case is a 'navigator centre' based on a collaboration between the municipality, the Public Employment Services (national authorities) and the local labour market. The aim is to support young people aged 16–29 who are neither in education nor in employment.
- In the municipality of Sandviken, the municipal labour market services collaborate with the local upper secondary schools to support young peo-

ple in completing their education. Their target group consists of students in introductory programmes and upper secondary schools.

- In the municipality of Gothenburg, a guidance centre has been established within the municipal education unit where they offer coaching and guidance to pupils in need of support in the transition from compulsory lower secondary school to upper secondary school. They provide tools such as routines and methods for schools in their facilitations of these transitions.
- In the municipality of Lund, the case is the 'ComUng' project, a 'one-stop shop' with several municipal services, as well as the Swedish Public Employment Services. The aim is to provide coordinated information, guidance and support to youth neither in employment nor in education.
- Kronoberg has initiated a large developing project called 'The Best for Children in Kronoberg' that includes several actors at the regional level, such as health services and hospitals, and at the municipal level, such as social services, child protection services, kindergartens, schools, and the police. The aim of the project is to strengthen the collaboration and coordination of services for children and young people in need of follow-up from several professions and services.

Activities, goals and levels

As part of the Plug In 2.0 project, a programme was developed for schools on how to strengthen their prevention work, with the aim of supporting students in completing their studies. This programme has three modules and is based on experiences and insight from the Plug In project. The aim of the Swedish Nordic 0–24 case is to develop a similar programme that focuses more explicitly on cross-sectorial collaboration. The programme is intended to support municipalities and regions in developing sustainable and systematic methods and structures for better collaboration around the follow-up of young persons. SKL is responsible for developing the programme, which was piloted in the municipalities and region participating in the Nordic mini Plug In. The development of the programme began at the end of 2018 and piloting is taking place in the local projects through 2019.

Denmark

Working towards the inclusion of vulnerable children and families

The Danish case consists of a network of five municipalities administrated by the Ministry of Education's learning consultants[4] and their inclusion team. This case is linked to an already existing collaboration between state and municipalities through this inclusion team. The role of the learning consultants is to provide guidance and support to the municipalities, facilitate mutual learning in the network, and contribute to the documentation and dissemination of experiences and insight. The role of the municipalities is to develop, test and document their experiences with regards to new ways of working towards the inclusion of vulnerable children and their families.

The goals of the Danish Nordic 0–24 case are to:

- Identify factors in the education system that have a decisive influence on the absence and exclusion of vulnerable children and young people.
- Reveal and systematize existing experiences of organization and cooperation between state and municipalities, and across municipal administrations, in order to improve the quality of the services for vulnerable children and young people.
- Develop, test, evaluate and share new forms of collaboration—both between the state and municipalities and between municipal administrations—in order to guarantee cohesion and quality in the services to vulnerable children and young people.

Participants in the Danish Nordic 0–24 case

The case is anchored in the Ministry of Education's Agency of Education and Quality and their learning consultants. The participants in the Danish case represent different levels: at the state level are the learning consultants; at the municipal level are the management teams consisting of professionals (educators, psychologists etc.) in day care centres, schools and leisure facilities, as well as resource persons and other employees working with vulnerable children and young people. The municipalities participating in the case included in the Nordic 0–24 collaboration have formed a network, in which they meet, discuss and share experiences from their work.

The five municipalities have their own ongoing local projects, and the Ministry of Education's learning consultants' inclusion team is involved in each of these. In the network, the municipalities are represented by munici-

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[4]   https://www.uvm.dk/folkeskolen/laeringskonsulenterne

pal 'keepers' from each of the five municipalities. These municipal representatives participate in project meetings and are responsible for the local cases. The five participating municipalities are Copenhagen (Indre by/Østerbro), Fredrikshavn, Tønder, Guldborgsund and Tårnby.

- Copenhagen is represented by the local project 'The Child's Voice' based at the Østre Farimagsgade school. The project is aimed at bringing children's voices into the centre of the interdisciplinary collaboration around student follow-up. The focus is on children whose well-being appears at risk, arousing concern among parents, teachers or other adults who are close to the child.
- In Fredrikshavn, the local project is 'The Family in the Centre' (*Familien i Centrum*), in which the Fredrikshavn Municipality's Family Team focus on strengthening inter-professional collaboration and involving the family as an equal partner in the follow-up of vulnerable children[5].
- In Tønder, the municipality has prepared a new strategy that has education for everyone as its goal. The strategy applies to all professionals working with children aged 0–18 years. The basic principle of the strategy is to place the child as the centre of attention for all service providers. The core task is to incorporate this child-centred view into cross-disciplinary collaborations and in the professionals' meetings with children and parents.
- Guldborgsund Municipality Centre for Children and Learning is in the process of implementing a new joint understanding of children (*et nytt fælles børnesyn*). A review of the special day care institutions and schools is being carried out to assess 1) whether the interventions offered by the municipal services are sufficient to meet the needs of the individual and the family; and 2) whether they are sufficient to support the children's and youths' opportunities for development.
- The aim of the project in Tårnby is to improve children's well-being and learning. The municipality's Department of Education has a team that supports schools (teachers, pupils and parents) in achieving more inclusive learning environments and better learning for all children. The aim is for pupils to improve their coping strategies and increase their enjoyment in school, for parents to increase their involvement, and for school employees to increase their competence concerning school–home collaboration.

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[5] This description is drawn from the municipality's website (which is aimed at parents).

Activities, goals and levels

In the Danish case, there are activities in the national network in addition to the local projects. In the national network, the main activities are the joint meetings in which representatives/participants from the municipalities discuss with each other and with the Ministry of Education's learning consultants. Through these meetings, the participants learn about methods and tools useful for the work of the local projects. These meetings have mainly taken place via Skype, but the participants find that meeting physically is more useful. The learning consultants also contribute specifically to the local projects through site visits and dialogue.

The goal of the Danish case is to develop methods and tools for cross-professional collaboration on working with individuals, families and, most importantly, children. This goal also includes the development of better structures and systems in the promotion of more coherent follow-up of vulnerable children and young persons. The development of methods and tools taking place among professionals in the local projects, and the services at the municipal level, are being disseminated and spread to other municipalities through the Danish Nordic 0–24 network.

Norway

Developing a method for interprofessional meetings with children at risk

The Norwegian Nordic 0–24 case originates from an ongoing national Nordic 0–24 project initiated by the Norwegian Directorate of Education. The ongoing Nordic 0–24 project consists of a network of seven municipalities administrated by the Norwegian Association of Local and Regional Authorities (KS).

The goal of this network is to improve the quality of interdisciplinary collaboration and provide examples of how to arrange interdisciplinary meetings that foster equality and trust between professionals, and between professionals and children, youth and parents. The case also emphasizes the role of leaders in interprofessional collaboration, as well as the structural aspects involved. The case identifies indicators that provide information about the quality of the interaction between the involved actors and develops tools for strengthening interprofessional collaboration. Here, the challenge is to obtain adequate descriptions of the quality of the value systems, attitudes and competences of the professions involved, so that they can be part of a systematic and continuous improvement of quality.

The main aim of the project is to strengthen the quality of the systematic and collaborative work with children and youth at risk. In this way, help and interventions can be offered at an early stage, e.g. in kindergarten and school. Project aims also includes follow-up on the measures that are implemented, and to make sure more children and youth complete their education.

Each municipality organizes work groups throughout the project period. The case serves as an arena for reflection, learning and training related to interdisciplinary meetings. As a result, the competency and quality in the interaction between the professionals has been strengthened. The network emphasizes the values, characteristics and practices that enhance the quality of the work with vulnerable children and young people. This task is done by:

- Strengthening the municipalities' systematic work with reflection and learning in their own practice.
- Supporting the municipalities' development of their practice and new ways of action.
- Documenting the quality of and effect on the municipalities' work.
- Acting as a councillor in coordinating and collaborating services for youth and children at risk
- Documenting the results for children, young people and their families.

Participants in the Norwegian Nordic 0–24 case

The Norwegian Nordic 0–24 case is anchored in the Directorate of Education, but is administrated and executed by KS, with the Norwegian 0–24 programme as a partner. The work in the case is carried out by two process councillors from KS and representatives from the Department of Education and the Department for Health and Welfare in KS, with the leader of the secretariat of the Norwegian 0–24 programme as an associated member. Their role is to facilitate the network, process, and work taking place in the network of municipalities.

Seven municipalities participate in the network, forming a 'network of efficiency'. These municipalities are: Halden, Gjøvik, Lunner, Råde, Sørum, Averøy, Skaun and Steinkjer. The municipalities have local project groups that consist of leaders of schools, kindergartens, educational- psychological services (PPT), child welfare services, health centres, family counselling services, and social services. There are no specific local 'cases' in the Norwegian project; the case is the joint work of the network of municipalities.

Activities, goals and levels

The activities in the Norwegian case consist primarily of network meetings. These meetings take place approximately six times per year. In the network meetings, the participants practice arranging and implementing interprofessional collaborative meetings. For example, they practice how to develop relational competencies in their meetings with others and developing routines for interprofessional meetings. They practice role playing with authentic situations in interprofessional meetings, centred on the everyday issues that the participants experience in their work. The role play is supervised to help the participants reflect on their own contributions and approaches. This training creates mutual understanding for one another as professionals and for the differences between the services.

In addition to the training, the network is developing interactive reflection and learning tools in cooperation with LearnLab and INTREL. These are digital tools for making word clouds, questionnaires and questions for reflection. The case will also result in charts and descriptions of best practices in interdisciplinary and cross-sectorial cooperation. The project group has also produced educational films showing interdisciplinary meetings and role play, followed by short lectures on specific themes.

Finland

*Developing services for children and families based on the life-cycle mode*l

Finland has recently implemented a large social and health reform (regional reform[6]), aimed at reorganizing the health and welfare services with shared responsibility between regions and municipalities. Along with this reform, the life-cycle model was introduced to Finnish municipalities as a model for provision of services to citizens. The life-cycle model seeks to tailor the services more explicitly to the needs of different population groups, to develop more user-oriented services and to coordinate the necessary services (e.g. health, social and educational services). This entails organizing and offering relevant and accessible services according to the needs of specific age groups, including locating the services where the service users are—for instance, in schools (for children and adolescents), at workplaces (for people of working age/adults) or in shopping malls (for the elderly).

Along with the regional reform and the introduction of the life-cycle model, Finnish municipalities were also introduced to the LAPE programme,

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[6]   https://thl.fi/en/web/social-welfare-and-health-care-reform

a programme aiming at improving services for children and families. Municipalities that had implemented or planned to implement the life-cycle model and the LAPE programme were selected for the Nordic 0–24 project. Hence, these three elements—the regional reform, the life-cycle model and the LAPE programme—form the basis for the Finnish Nordic 0–24 case.

The goal of the Finnish Nordic 0–24 case is to collect and disseminate best practices and operational models for the implementation and application of the life cycle model, in particular with regard to services for children and families. Furthermore, the main objective in the Finnish case is to develop operational models for collaboration between experts and professionals within the field of student care and welfare, in order to disseminate best practices for applying the lifecycle model—within this field of services and others.

Participants in the Finnish Nordic 0–24 case

The Finnish case is organized as a collaboration between the Ministry of Education and Culture and the Ministry of Social Affairs. These ministries are the project owners. The Nordic 0–24 is a first-time collaboration between these two ministries. On an administrative level, the Ministry of Education and Culture is responsible, together with the Association of Finnish Local and Regional Authorities. The Ministry of Education and Culture is responsible for the project at the national level, e.g. administrating finances, contacting the municipalities, reporting to the Nordic 0–24 project and so forth. The Association of Finnish Local and Regional Authorities is responsible at the regional level, e.g. coordinating contact between municipalities and the regional authorities. The municipalities are responsible for their local projects and for providing input on best practices etc. from the local projects in their municipalities.

The target group for the Finnish Nordic 0–24 case is children and young people participating in education, from pre-primary school to upper secondary education, and their families. Moreover, there is a particular focus on immigrants and their families.

The life-cycle model and the LAPE programme have been implemented in different ways across the Finnish municipalities. In the municipalities that are participating in the Nordic 0–24, Lohja, Vantaa and Espoo, the LAPE programme was implemented and concretized in various forms. The city of Vantaa implemented a family-centred model, while the city of Espoo and Lohja implemented a model for supporting children's and young people's well-being in education.

Activities, goals and levels

As a result of the LAPE programme, in the period June 2017–December 2018, 14 operating models were developed and piloted for community and individual student welfare in pre-primary education, schools and upper secondary educational institutions. The municipalities have agreed to implement the models. The city of Espoo has already implemented a coordinated management model in cooperation with Education and Cultural Services, Social and Health Services and other actors. More specific activities reported from Finland are related to leisure-time activities; activities related to the prevention of bullying; models for welfare teams in basic education; collaborative practices to meet special support needs in school; development of digital forms for school health services; and extension of data for student welfare services with questionnaires for school social workers and psychologists.

These activities have emerged out of the ongoing LAPE project and thus do not explicitly result from the case included in the Nordic 0–24. Thus far, Finland has not yet established a network of municipalities or projects specifically aimed at contributing to the Nordic 0–24 project.

Iceland

Expanding a one-stop shop model for preventing school dropout

The Icelandic case—the 'Reykjavik model' for interdisciplinary follow-up of schools, children and parents with the aim of reducing dropout—has its origin in the Service Centre of Breidholt, a district in the municipality of Reykjavik. The district of Breidholt was developed as a suburban area in the late 1960s, specifically targeting the working class. Since then the area has traditionally had an image as a 'ghetto'. Today the area has a larger proportion of non–Icelandic inhabitants than other districts in Reykjavik—10.2% compared to 8.1% for Reykjavik as a whole.[7]

In 2005, the social support and school services were merged into the Service Centre of Breidholt as a 'one-stop shop'. The Service Centre provides a wide range of services, such as social housing, home care and services for disabled people. The social service unit provides social counselling and support services to the residents. The school service unit provides counselling, screening, diagnoses and guidance to children, parents and staff in pre-primary and elementary schools in the district. The school service unit consists

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[7] https://grapevine.is/mag/articles/2011/11/28/breidholt-where-you-kick-cans-or-lampposts/

of an interdisciplinary team that is connected to all schools in the district through a contact team, and works in close cooperation with the elementary school on enrolment, behaviour and emotional problems. A uniform procedure for reaction, counselling, intervention and resources has been established through this collaboration.

The Service Centre is also formally collaborating with Breidholt Upper Secondary School around information on students at risk concerning specific learning difficulties and dropout. This includes collaboration between the counsellors of the elementary schools, Breidholt Upper Secondary School and the Service Centre.

The target group for the Reykjavik model project is children in elementary school who for whatever reason do not attend school, usually because of specific learning difficulties, emotional problems or difficulties in the family. The project works with children, parents and schools. Every pre-primary and elementary school in the district has the following contact persons available: social workers, special education counsellors, educational counsellors and psychologists. The role of the contact persons is to advise and support the schools, children and parents. These contact persons have a key role in the system, and they are the ones who contact the Service Centre in cases where there is a request for counselling or an urgent situation.

The collaboration between the school service and the social and support service units at the Breidholt Service Centre increases the possibility of supporting children who lack skills, and their parents. Every unit at the Breidholt Service Centre uses the same database, which makes it easier to link individual and family histories as well as to inform other consultants about each case.

The point of departure for the Icelandic Nordic 0–24 case is this ongoing project (the Reykjavik model). The aim of the Nordic 0–24 case is to strengthen the resources and service provision that already exists and to develop the interdisciplinary model in support of schools, children, young persons and parents. The goal is to reduce dropout and early school leaving, with an additional aim of expanding the model to other municipalities.

Participants in the Icelandic Nordic 0–24 case

The Icelandic case in the Nordic 0–24 project is administrated by the Directorate of Education and the Breidholt Service Centre, who are responsible for implementing the services for children and families on behalf of the Department of Welfare (the City of Reykjavik). Breidholt Upper Secondary School is also included in the project. The school receives students from the elementary schools and services from the Service Centre.

Activities, goals and levels

The next step in the project is to share knowledge and experiences in a conference where the aim is to present the Reykjavik model to other municipalities, schools and experts who work with vulnerable children and young people. Other actors working on reducing early school leaving will be given the opportunity to share experiences and best practices and give examples of interdisciplinary collaboration work.

The goal of the Icelandic case is to develop the model and extend it to other districts and municipalities. Hence, the case's target group is comprised of both service users and institutions (districts and municipalities), and this work is being done by professionals, the local services, and the Directorate of Education.

The Faroe Islands

The springboard ('Lopfjølin') for pupils at risk of not completing their basic education

The Faroe Islands national case, 'Lopfjølin', became part of the Nordic 0–24 collaboration on improved services for vulnerable children and young persons in the autumn of 2018, so the project is not described in the first interim report (Hansen et al. 2018). Lopfjølin is an interdisciplinary and cross-sectoral social pedagogical education programme offered to young people who, for social and/or mental health reasons, are unable to attend primary school. The rationale behind the project is the recent increase in school refusal among young persons and the increasing number of pupils who are unable to take part in ordinary schooling and therefore do not complete primary school.

Lopfjølin started in 2014 and, since 2017, has been offered to all primary schools in the municipality of Tòrshavn. The target group is young people from 7th to 10th grade with social and/or mental health problems who are at risk of not completing basic education (lower secondary school) due to absence. The project also involves their families. The main aims of the project are:

- To give young people with serious social and/or psychological challenges an opportunity to develop personally, socially and professionally.
- To support the young person in completing basic education (i.e. the 10th grade in primary school).
- To prevent the young person from engaging in criminal activity and/or developing substance abuse.
- To avoid placing the young person in the child welfare services.

To participate in the project, the young person and his/her family must be registered with the child welfare services. The municipality is obliged to establish an action plan for the young person and their family, and the school authorities are obliged to invest resources with regards to the young person's school absence. An individual plan is prepared in collaboration with the young person, and includes educational support based on the keywords 'care', 'security', 'trust' and 'responsibility'. The intervention includes individual tutoring of up to four hours per day for a maximum of three years, with the goal of helping the young person pass the elementary school exam. The child welfare services are responsible for preparing the individual action plan and can also implement other measures, such as family counselling and psychological assistance. In this way, the whole family is taken care of.

A further development of the Lopfjølin project has been established as a case in the Nordic 0–24 project, and its aim as part of the Nordic 0–24 project is to expand the ideas from the Lopfjølin project to other municipalities in the Faroe Islands.

Participants in the Faroe Islands Nordic 0–24 case

The project is anchored in the Ministry of Education. The collaborating actors in the project are: the municipality of Tòrshavn, with social authorities (social services/child welfare services) and the 'Youth House' (*Ungdomshus*); and the Ministry of Education, with pedagogical-psychological counselling (PPR) and primary schools. The Lopfjølin project is organized with two teachers who are financed by the Ministry of Education and two social educators who are financed by the municipality of Tórshavn. It serves as a day care (*dagtilbud*) and can accommodate 8 to 10 young persons. The Youth House premises are used for this purpose and the head of the Youth House is employed as the daily coordinator for the project, while the teaching component is coordinated and funded by the school.

The individual actors (i.e. the Youth House, schools and pedagogical-psychological counsellors) are all aiming to help the young persons in different ways. However, they have recognized that there is a need for interdisciplinary and cross-sectoral coordination of resources—the establishment of Lopfjølin in 2013/2014 was a response to this need. The project is a cross-sectoral collaboration between the Ministry of Education at the national level and the municipality of Tòrshavn at the local level. It is also interdisciplinary in the sense that different professionals—social service/child welfare service providers, pedagogical-psychological counsellors, and teachers—are all working together.

Activities, goals and levels

The Lopfjølin project as a case in the Nordic 0–24 project is just starting its activities, which are centred around extending the project to other municipalities.

Greenland

Developing cross-sectional collaboration to strengthen children's and youth's readiness for school and further education

The Nordic 0–24 case in Greenland has its origins in the ongoing project 'Cross-Sectorial Collaboration in Tasiilaq', aimed at creating a cross-sectorial collaboration to promote children's and youths' readiness for school and participation in further education. The project started in 2016, with the goal of strengthening cross-sectorial collaboration in regard to specific factors that would help children be socially, physically, psychologically and pedagogically fit for schooling, and help prepare adolescents to enter and complete further education. The project was further aimed at strengthening collaboration across sectors, both at the national level and at the local level. However, user involvement was also a fundamental part of the 2016 project: citizens, service users, service staff and professionals in Tasiilaq were all involved with and participated in the process of defining the problems, and in developing plans for how to solve the problems. As a result of this local process, the project came to encompass initiatives that target not only children, young people and their families, but also the whole community.

The goal of the Nordic 0–24 case in Greenland is to establish a model for monitoring and evaluating the initiatives that have been (and will be) set in action in Tasiilaq, based on the project 'Cross-Sectorial Collaboration in Tasiilaq' and the previous process of defining problems and planning solutions. These initiatives target children, families and the local community in a broader sense and at more levels in comparison to other Nordic 0–24 cases. As such, the Nordic 0–24 case in Greenland may be characterized as a community development project.

Participants in the Greenland Nordic 0–24 case

The Nordic 0–24 project in Greenland is organized as a collaboration between the national self-government authorities and the municipality of Semersooq. The national self-governing authorities of Greenland, Naalakkersuisut, and the municipal authority of Sermersooq, Kommuneqarfik, are owners of the Nordic 0–24 project. The steering group consists of members from the self-government authorities and from the municipal authorities, represented by

the Secretaries of State for the Ministries of Education, Health, and Family, as well as municipal executives for the Department of Children and Families and the Department of Children and Schools, and the development manager for the municipality of Sermersooq. The Ministry of Social Affairs has taken over the responsibility for the 'Cross-Sectorial Collaboration in Tasiilaq' project. However, the Ministry of Education is still involved in the Nordic 0–24 case, which is part of the Tasiilaq project.

Activities, goals and levels

A variety of activities and initiatives directed towards children, families and the local community have been planned and carried out in the original project since 2016: e.g. courses and education (parenting, resilience, sexual health), provision of apartments for families and a crisis centre, treatment of drug addicts, treatment of sexually abused children and adults, courses for staff and professionals working with vulnerable children and families, development trials for fishery, sealskin commerce and tourism, and an inclusive investigation of possibilities for establishing an airport with runways. As a result of this local process, the need to establish cross-sectorial collaboration in order to coordinate the initiatives has been acknowledged.

The goal of the Greenland case is to establish a model for monitoring and evaluating the local cross-sectoral initiatives based on SMART indicators (EU social protection). The plan, however, has not yet been approved by the national steering committee. Partners in the project report that the recent changes in government, both on the national and the municipal level, have made it difficult to obtain the necessary support and approval from the leadership to move forward with the project. Little has been achieved thus far in the Nordic 0–24 project in Greenland.

Heterogeneous cases

As illustrated above, the national cases are quite heterogeneous in nature. They are involved with different levels of governance, although most of the projects are engaged in developing municipal practices and systems. There is also variation around the level of services provision on which they work. The Finnish local cases are in general highly engaged in the development of services at the municipal level, or the structure of school services in relation to other services in the municipality. The included local cases in the Finnish case presented at the joint meetings in the Nordic project presented work at a system level in the included municipalities. The project that can most

clearly be positioned at a high level of governance is the Greenlandic case, as it is engaged in community development in the city of Tasiilaq and involves several sectors at the local, municipal and national level.

The Norwegian case, on the other hand, is engaged in the actual meetings between different professionals, services, and the children or families in need of follow-up. It can thus be characterized as being positioned at a low level of governance. The Norwegian participants use role play to illustrate how they work and to reflect on practices regarding how best to arrange interdisciplinary meetings. At the same time, the Norwegian case is engaged at a system level, striving to identify indicators of quality in interdisciplinary collaboration and to clarify structural aspects regarding how to promote better collaboration between professionals, and between professionals and children and families. The Danish case includes several local projects that engage in developing practices, as well as structures for better collaboration between professionals and services, and some of the local projects more profound on how to increase the user involvement in service provision and in the follow-up of children/pupils and parents/families. At the same time, the Danish case involves the state and the Ministry of Education (i.e. learning consultants) in an active role, and is thus positioned at a high level of governance. The case also includes a dimension on how this kind of national 'team' can contribute to inclusion and collaborative practices in the municipalities.

The Swedish case is based on experiences from the involved local projects. Most of the projects are engaged in developing methods to ensure coherent follow-up and early intervention, but also—and to a large degree—in developing structures for early intervention and collaboration. Through this, the national case (along with the SKL) will develop a programme to support municipalities in developing competence regarding better collaboration in the municipal and regional work on combatting early school leaving.

The case from the Faroe Islands is systemizing experiences with collaborative practices and methods from a project in the municipality of Torshavn for further dissemination of the model for follow-up of young persons at risk of dropping out of school.

In the same way that the national cases vary in relation to level of governance, they vary in the number of services and sectors involved, from including only professionals and services *within* the educational sector to involving several municipal sectors (e.g. education, health and social services) simultaneously. In some cases, several national ministries are included.

This heterogeneity is also present regarding which age groups are targeted by the cases. Several of the cases address children and young people in primary and lower secondary school. The Swedish case is the case that

most explicitly targets young people in upper secondary school, and prevention of early school leaving and follow-up of young people not in education, employment or training (NEET). The Norwegian case and the Greenlandic case are targeting all age groups (of children and their families), as are some of the Danish cases.

Three factors for more effective follow-up

Though the involved national cases vary, they all are occupied with developing more efficient follow-up of vulnerable children and young persons. Through the mappings, presentations and discussions at the joint meetings of the project, we have been able to identify three factors that are addressed in all the projects—or three factors that all the projects stress as important for achieving a more efficient follow-up. These factors are: 1) a more individual-centred approach, 2) a more coherent follow-up achieved by cooperation and collaboration, and 3) increased success through early intervention (figure 2.1). These factors also correspond with elements identified in a Norwegian report on the current state of the work on promoting a more coherent follow-up of vulnerable children and young persons (Hansen, Jensen and Fløtten 2019).

Figure 2.1 Three factors of more effective follow-up.
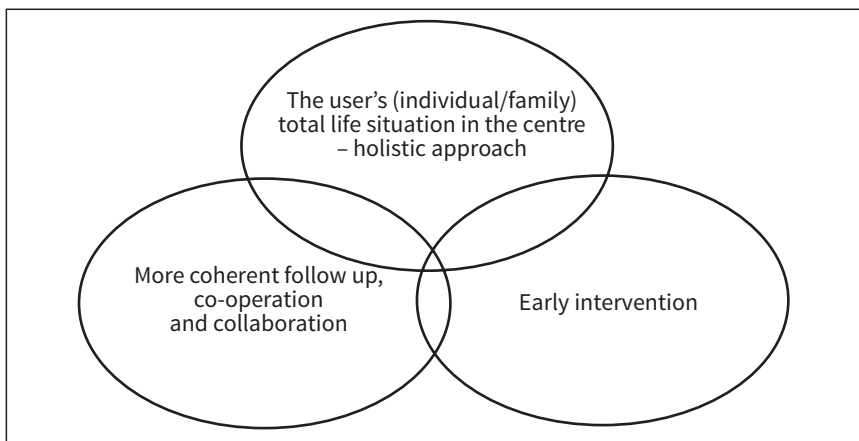
At the joint meeting in Stockholm, Anna Liljeström's keynote presentations focused on early identification in order to facilitate early interventions for vulnerable students at risk of early school leaving. The main issues addres-

sed were the need for a coherent, or 'whole school', approach, where early identification of risk is essential. This early identification entails having an early warning system to identify students at risk and needs in the organization, and cross-sectoral collaboration to prevent escalation of problems. The group discussions following this presentation showed that many of the participants are occupied with these questions, and early intervention is an aim of most of the projects.

In many of the cases and included local projects, a common starting point is the need to implement a holistic approach, in which the individual or family is placed at the centre, and to listen to the person in question. The need for improved cross-sectoral collaboration follows from this.

In chapter three we go further into how the national cases and local projects work on user orientation and a more individual approach, while chapter four addresses the work and experiences on cross-sectoral cooperation and collaboration.

Contributions to the Nordic project

As described above, all the national cases and involved local projects have contributed their experiences working with vulnerable children. In the mapping of the national cases, we asked whether they could define two or three issues or areas where their national case would provide experiences and knowledge relevant for the Nordic 0–24 collaboration. To illustrate what we meant by this, we included three examples: 1) knowledge about factors of relevance for succeeding in better collaboration between different services working with vulnerable children in primary school: 2) knowledge about collaboration between actors at different governmental levels and within a specific area; 3) knowledge about how to strengthen user involvement in services for certain groups.

The way we formulated the question left it open to different ways of responding. Some cases detailed specific contributions from some of their included local projects. For instance, the Danish case reported on user involvement from the local case in Copenhagen, Children's Voice, and from the local case in Fredrikshavn, 'Family in the Centre'. Finland, on the other hand, highlighted more explicitly the issues their national case will contribute knowledge on, such as school absence/dropout and early intervention, closer multi-sectoral collaboration (cooperation between Child Protection Services, Specialized Healthcare and Psychiatric Services, and Substance-abuse and Mental Health Services) as a second, and considering the special needs of children, young people and families from multicultural backgrounds.

Iceland, Norway and Sweden provided more specific information regarding what they will bring to the Nordic project. Iceland specified four points that they will focus on:

- A successful interdisciplinary work process where the needs of the individual are a priority.
- A social service unit that provides counselling, screening, diagnoses and guidance to children, parents and staff in school.
- Collaboration between the social service unit and the upper secondary school.
- A case manager who is responsible for all the support that is provided.

Sweden reported that they will provide knowledge on ways of working, methods to achieve a systematic and lasting collaboration that takes into consideration young people's total life situation and their complex needs. In addition, they will provide knowledge on how a national body like the SKL, through their work and different competence development tools, can support the development of routines and methods for cross-sectoral collaboration at the local level. Norway highlights two issues that they see as relevant to the Nordic project: 1) to improve knowledge on, and provide examples of, how to arrange interdisciplinary meetings that foster equality and trust between professionals, and between professionals and children, youth and parents; and 2) to provide knowledge about the role of leaders and structural aspects, identify indicators regarding the quality of the interaction, and develop tools for improved interdisciplinary collaboration.

The Faroe Islands offered two contributions from their experiences thus far that they consider to be of relevance for the Nordic 0–24 collaboration: 1) there is now a much closer cooperation between the school and social authorities, and a greater openness between those providing the services for children who are in the child welfare service; 2) they have more experience promoting better coordination between different professions and sectors concerning efforts aimed at pupils in primary and lower secondary school.

Greenland emphasized the importance of cross-sectoral cooperation at the management level, regarding decision-making authority, transparency and the sharing of information.

Outcomes of the national cases

As the Nordic 0–24 project has evolved, the national cases have also worked more explicitly on what their contribution(s) to the joint project will consist of, and on how they can contribute to the specific aim of the project regarding developing improved services for vulnerable children, young persons and their families by means of enhancing *cross-sectoral collaboration*. As we know, not all of the national projects had this emphasis on cross-sectoral collaboration from the start, but this dimension has become more important and been made more explicit. Several of the national cases report that participation in the Nordic 0–24 project has helped them develop their national cases, and that the local cases have further developed from the sharing of experiences and learning at the joint meetings. As such, the Nordic 0–24 project has evolved through the joint activities and gradually become more centred on the common project.

In the mapping conducted this spring and at the joint meeting in Helsinki in May 2019, questions regarding the national cases' more specific contributions to the joint Nordic 0–24 project were raised. What would be an outcome from the project that could contribute to shared learning? And what can be produced as a result of the national case included in the Nordic 0–24 project? In table 2.1 we present the contributions the national cases have reported that they will make to the joint Nordic project.

The table clarifies that the national cases have, to varying degrees, defined what they want to share from their project with regards to the main aims of the Nordic 0–24 project. At this stage, Norway and Sweden have the most explicit plans, pertaining to the development of concrete tools and programmes on cross-sectoral collaboration based on the activities in their national project. The national case from Iceland is in a somewhat different position than the other cases, as it has a collaborative model that has already been developed and assessed to be working well, with a planned implementation in other areas. Several of their working tools have also been made available in English (see figure 2.2).
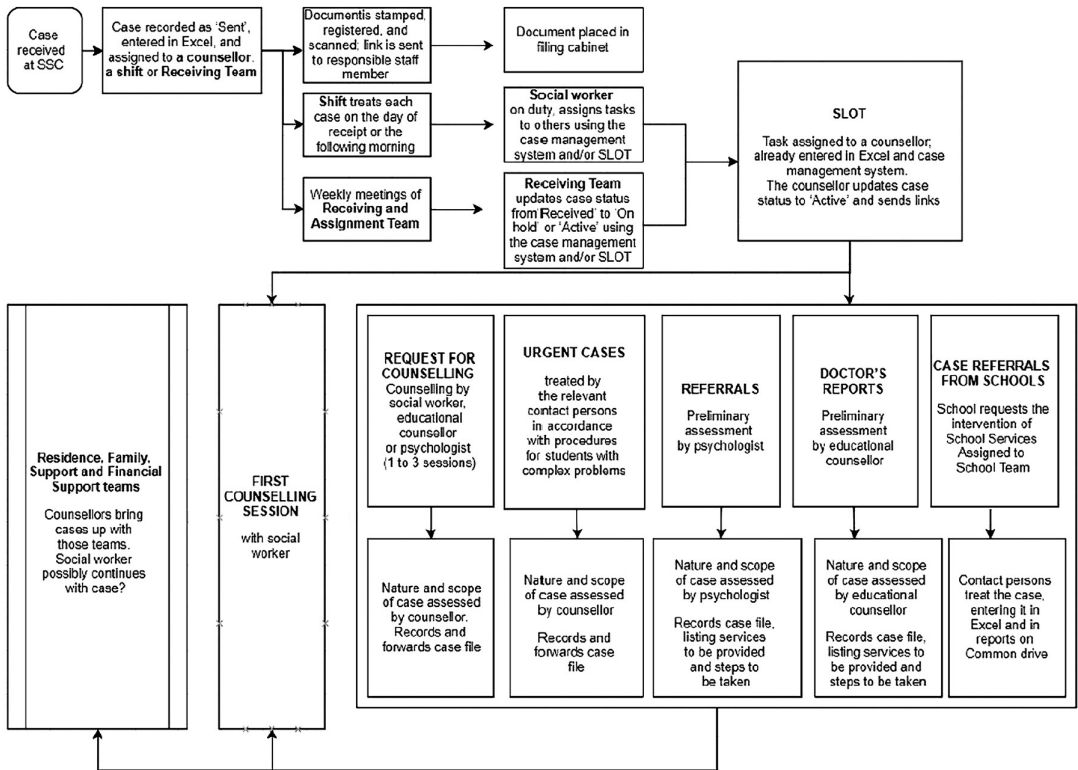
Table 2.1. Contributions from the national cases reported in the mapping.

Country	Reported contributions from the national case
Norway	Guidance/interactive reflection and learning tools on cross-sectoral collaboration. Educational films/exercises and role playing on how to carry out cross-sectoral meetings. Develop indicators that will provide information on the quality of the cross-sectoral collaboration.
Sweden	Work out an educational programme and process tools to support developing competence on better collaboration in the municipal and regional work on combatting early school leaving.
Denmark	Develop a film on experiences, knowledge, tools and methods from the involved municipalities (generated through their national joint network). Write articles from each of the local cases on what they have worked on in their local projects and what they have achieved from participating in the network. Arrange a national learning conference in 2020.
Iceland	Make explicit procedures, routines, flowcharts etc. from the Breidholt model, now labelled the Reykjavik model. The model will be implemented in other areas of Reykjavik and presented to other municipalities.
The Faroe Islands	Develop a collaborative model for follow-up of young persons at risk of dropout that can be implemented across the Faroe Islands.
Finland	Collect and disseminate best practices on operational models for implementation of the life-cycle model related to services for children and families. Develop operational models for collaboration between professionals within the field of student welfare/create structures for cross-sectoral collaboration in order to promote the well-being of students.
Greenland	Develop a model for monitoring and evaluating the local cross-sectoral initiatives based on SMART indicators (EU social protection). This plan is not yet approved by the national steering committee.

The Swedish national case also consists of local cases that have already been developed and implemented, and which are anchored in a national project (Plug In) that has been ongoing for several years. However, the objective of the national case included in the Nordic 0–24 project is to develop something new: a programme to support municipal and regional development of competence in the collaborative work to prevent early school leaving.

In the Danish case, we see that they have an overall plan to disseminate insights gained from the project, but they have not specified the explicit issues or themes of relevance to the Nordic 0–24 project. We do know, however, that collaboration and user orientation are main elements in the local Danish project.

Figure 2.2 Flowchart used in the Breidholt model, in Iceland.

Case received at SSC

Case recorded as 'Sent', entered in Excel, and assigned to a counsellor, a shift or Receiving Team

Documentis stamped, registered, and scanned; link is sent to responsible staff member

Document placed in filing cabinet

Shift treats each case on the day of receipt or the following morning

Social worker on duty, assigns tasks to others using the case management system and/or SLOT

Weekly meetings of Receiving and Assignment Team

Receiving Team updates case status from 'Received' to 'On hold' or 'Active' using the case management system and/or SLOT

SLOT

Task assigned to a counsellor; already entered in Excel and case management system. The counsellor updates case status to 'Active' and sends links

Residence, Family, Support and Financial Support teams

Counsellors bring cases up with those teams. Social worker possibly continues with case?

FIRST COUNSELLING SESSION

with social worker

REQUEST FOR COUNSELLING
Counselling by social worker, educational counsellor or psychologist (1 to 3 sessions)

URGENT CASES
treated by the relevant contact persons in accordance with procedures for students with complex problems

REFERRALS
Preliminary assessment by psychologist

DOCTOR'S REPORTS
Preliminary assessment by educational counsellor

CASE REFERRALS FROM SCHOOLS
School requests the intervention of School Services Assigned to School Team

Nature and scope of case assessed by counsellor. Records and forwards case file

Nature and scope of case assessed by counsellor

Records and forwards case file

Nature and scope of case assessed by psychologist

Records case file, listing services to be provided and steps to be taken

Nature and scope of case assessed by educational counsellor

Records case file, listing services to be provided and steps to be taken

Contact persons treat the case, entering it in Excel and in reports on Common drive

The case from the Faroe Islands is developing a collaborative model between a special service for children at risk of dropout, their local school, municipality services and their families. The plan is for this model to be disseminated to other areas of the Faroe Islands.

The national case from Finland is based on ongoing processes related to the child and family reform (LAPE) and on the implementation of the life-cycle model in three different municipalities. These municipalities are trying out different collaborative models, and they have shared interesting experiences from their municipal work, including a case visit to a school in Espoo during the joint meeting in Helsinki in May. However, the Finnish case thus far has not developed a network or forum in which these three municipalities can assess their experiences and work on their joint contribution to the Nordic 0–24 project.

3 User perspective

One of the research questions in the tender for this process evaluation was how a user perspective is incorporated in the different national cases. In this chapter discuss how the cases understand 'user perspective' and how this is embedded in the cases.

User orientation, user participation and user involvement

A stronger user perspective in service provision has been on the agenda in welfare policies for several decades (Egilson, Dybbroe and Olsen 2018; Andreassen 2004). However, what precisely constitutes a 'user perspective' is not a clear concept; hence it can be understood in different ways.

In a more abstract approach, we can talk about *user orientation*, in which services are provided and organized based on people's needs and everyday lives; this approach entails having different ways of mapping people's needs and service users' preferences. In a more pragmatic way, we can talk about the rights of citizens to influence the kinds of services they receive and how these services are to be provided.

A user perspective is often understood as *user participation*, and can be approached both at a system level and an individual level. At a system level, for example, a municipality might conduct a user survey to get citizens' perspectives on different services and use this in future service development. In the same way, many institutions have councils comprised of individuals who can be consulted in matters of relevance to them: for instance, student councils in elementary schools. Thus, at a system level, there are interventions and systems to ensure that users are represented and that their voices are heard in the provision of services. User participation at an *individual level* is more focused on the actual user—i.e. how to ensure that the user's needs are seen and met and that the user is able to influence the services received—and on the relationship between the user and professionals/service providers.

There are two discourses related to user participation: a democracy/rights discourse and a consumer-oriented discourse (see Askheim, Christensen,

Fluge and Guldvik, 2016; Andreassen 2004). The democracy/rights discourse emphasizes citizenship and the right to participate, while the consumer discourse centres on the individual user as a consumer of services. Both may be seen as having a focus on user participation as a means to developing better services. However, while the democracy/rights discourse can be seen as a parallel to user participation at a system level, as it emphasizes users' contributions to policy and service development, the consumer perspective is more targeted at the individual level, as it concerns how services can be more effective and better tailored to the individual (Askheim et al. 2016:4).

In recent years, there has been increased attention on *user involvement*: i.e. the transfer of power from professionals to users and the co-production of services (Needham and Carr 2009; Torfing, Sorensen and Roiseland 2016). Askheim et al. (2016) refer to a new co-production discourse in user participation:

> 'The users are seen as equal partners: citizens with the right to influence their services (representing also a democracy dimension) and with resources and competence that can improve services (representing also a consumer dimension)' (ibid.:4).

Vulnerable children, young persons and their families may all be characterized as the end-users of various public services directed at improving their lives. However, the question at the core of the Nordic 0–24 project is how to develop improved services for vulnerable children, young persons and their families by means of enhancing cross-sectoral collaboration between different service providers. In this sense, welfare bureaucrats and the service providers in the collaborating services (e.g. teachers and health workers) may be equally regarded as users in the Nordic project. Our perspective in this evaluation, however, aligns with the former understanding. We consider the service receivers (the end-users)—that is, vulnerable children, young persons and their families—to be the target of a user perspective. By 'user perspective', we understand the efforts made to safeguarde end-users' interests in decision-making processes regarding which services or efforts they need and how these services are to be provided (Hansen and Ramsdal 2015). In this process, efforts can be made at both a system level and an individual level.

In the Nordic 0–24 project, many of the involved cases and local initiatives are engaged in *user participation* and *user involvement* at an individual level. At the same time, several of the national cases are occupied with how to organize and provide services that are better tailored to the needs of the users (i.e. vulnerable children, young people and their families), and thus involve more of a *user orientation* approach.

In the following section, we discuss *user orientation* related to approaches on a system level to enhance the user perspective in service provision through the way services are organized and provided, and *user involvement* concerning the approaches related to a stronger user perspective in the relation between services and users and between professionals/service providers and users. We begin by discussing different understandings of or approaches to the user perspective in the national cases and involved local projects. Then, we go further into the cases' experiences and assessments on how to provide a better user perspective in services.

User orientation

In the discussions at the project meetings, presentations, and field trips it became clear that most of the projects and initiatives involved in the Nordic 0–24 project have a more explicit user orientation as their starting point. At the joint meeting of the Nordic 0–24 in Stockholm in November 2018, the municipalities of Espoo and Lohja presented their work, and both emphasized the motivation to provide services based on the needs of the customer. For Lohja, the starting point for their work with LAPE (the child and family reform) was 'to provide better services to our customers', and to find new ways to prevent exclusion of children and youth.

Better services to customers in Lohja, Finland

Municipal citizens as partners.

From focusing on services to focusing on customers' needs.

From focusing on leading one's own action to focusing on leading the network and supply chain.

From doing everything one's self to differentiation.

Presentation by the Director of Welfare in the city of Lohja, at the Nordic joint meeting in Stockholm, November 2018.

Similarly, while the Icelandic case has reported that user participation is not specifically part of their project, their user orientation approach to service provision is evident: in their response to the mapping, they stated that their attention is directed at the individual and the needs of the individual (or

family), and is not limited by different services' mandates or defined assignments, diagnoses or referrals. Moreover, the Breidholt model applies a 'whole child' approach, and has developed a model for a more coordinated follow-up to match this approach.

In Denmark, the local project in the municipality of Tønder has worked on a new strategy for the 0–18 age group with a joint aim of securing education for all. 'The child in the centre' is their basic principle, and the core task is to incorporate this basic principle in cross-disciplinary collaborations and in professionals' meetings with children and parents. For their local work, they have developed a model with the child at its centre (see figure 3.1)

Figure 3.1. Model of the work of 'Education for All' in Tønder, Denmark (https://toender.dk/borger/uddannelse-til-alle/uddannelse-til-alle)
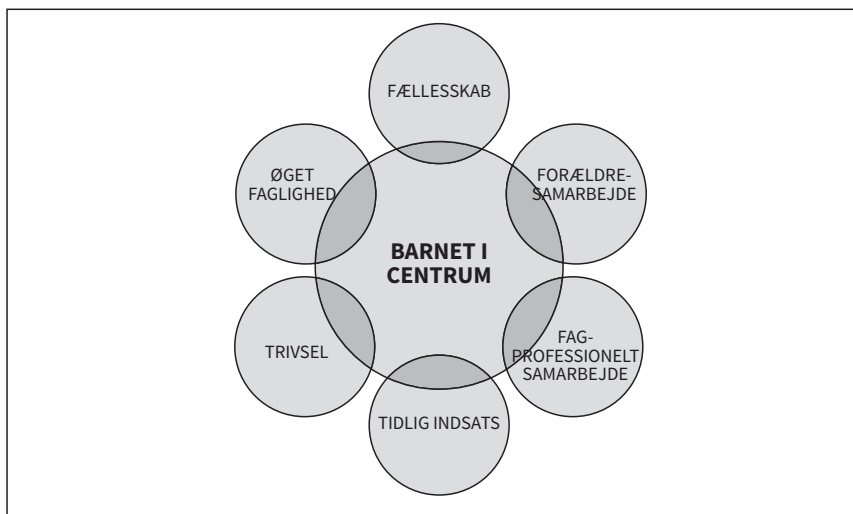
On the website of the municipality of Tønder (https://toender.dk/borger/uddannelse-til-alle/uddannelse-til-alle), one can receive information (guidance and tools) about the subjects that surround the principle of placing the child in the centre: community, parental cooperation, professional cooperation, early efforts, well-being and increased professionalism (see Figure 3.1). Here are some examples of what they have worked out:

Parental cooperation: **a dialogue tool** that is to be used in all formal parental discussions. The dialogue tool places particular emphasis on the parents' resources, the child's voice, and clarifications of frames and goals of the conversation.

Professional cooperation: **joint structure of interdisciplinary meetings** (e.g. health nurse, kindergarten, social worker).

Early efforts: An overview of efforts that have been undertaken for the 0–18 age group. An **overview of relevant contact persons** in the various services and areas.

In a similar vein, the local project in Frederikshavn has 'the family in the centre' as their approach to arranging family meetings. Following this principle, they have worked on including the family as an equal collaborative partner in the family meetings.

Children's Voice: placing the child at the centre in Copenhagen

The project builds on the following values and principles:
- Place the child at the centre of policy and practice
- Improve inter-professional collaboration
- Promote partnership working with families
- Shared values and language
- Employ joint assessment - using a single planning framework

The project aims to place the child at the centre at all levels in school. That means that there are platforms at the school for the child's voice to be heard in decision-making. For example, when the professionals and parents analyse and make decisions about a child's need for special education in inclusive learning environments, the child has a voice.

There is a focus on children's participation when setting goals for their learning. The professionals take a whole-approach view and work on supporting children's development through their contexts with one joint-action plan. This process includes contributions from the children themselves, the parents, teachers, pedagogues, health nurses, school psychologists and social workers, plus other specialists at the school.

The Children's Voice project builds on strengths and aims to promote resilience in the child's team and within the child. The whole idea is to work in partnership with children, families and professionals in schools and to use diversity and differences as resources for change.

An excerpt from a presentation at the website of the European Agency for Special Needs and Inclusive Education and UNESCO on Inclusive Education for all.
http://www.inclusive-education-in-action.org/index.php/case-study/childrens-voice-placing-child-centre-copenhagen

The starting point of the local project in Copenhagen, Children's Voice, is that the child's perspective should be more in focus in pedagogical settings, at school meetings, in pedagogical psychological assessments and at visitations. Children's Voice in Copenhagen draws on the Scottish model 'Getting it Right for Every Child (GIREF), which has also inspired the developing work in the region of Kronoberg in Sweden. In Copenhagen, the Øster Farimagsgade school is a competence centre for inclusion for other schools in Copenhagen. Together with the Child and Youth Administration/PPR in Copenhagen, the school has been engaged in implementing the method and participating in the Nordic 0–24 project through the Danish case.

In Sweden, the large Plug In project identified five 'success factors' in the work with young people and preventing early school leaving.

Five success factors in the work with young people and preventing early school leaving from the Plug In project, in Sweden.

'*Individual-centred approach*': a holistic approach taking the individual and his or her total life situation as a starting point.

Overview and follow-up: systems for identifying students at risk and routines for follow-up.

Forthcoming meetings: building positive relations between students and adults/employees in the school.

Flexibility: developing flexible ways of working and having a flexible approach in the follow up to meet the needs of young people.

Collaboration: approaching students' complex situations with better collaboration between actors within and outside of schools.

https://skl.se/skolakulturfritid/forskolagrundochgymnasieskola/sklssatsningar-utvecklaskolan/pluginminskarstudieavbrottenpagymnasiet/framgangsfaktore-riplugin.8702.html

All of the local projects included in the Swedish case have these five success factors as their basis. For example, in the local Swedish project 'ComUng' (in Lund), the individual-centred approach has encouraged the development of a 'one-stop shop' (or 'one door in') for different services that can provide follow-up of young persons who are neither in education, training or employment nor in education. The young person does not need to visit different services, and there is a low threshold for contact. In addition, ComUng has

implemented what they call an 'influence group'. Young persons that visit and receive services from ComUng are invited to participate in this influence group and, through this group, to affect the kinds of services ComUng provides. The intention of this influence group is to strengthen ComUng's ability to provide activities of relevance to their target group.

In the same way, 'The Best for Children in Kronoborg' project is aimed at establishing a kind of children's council in the municipalities, to ensure that children have more influence in the development of services of relevance to them. This and the initiatives mentioned above are all on a system level and take more of a user involvement approach, which we will detail further in the next section.

In the Norwegian case, a starting point for their work on arranging interdisciplinary meetings is to take a holistic approach, and to focus on children and parents and their active participation in the meetings.

While the Faroe Islands have stated that their project does not specifically include a user perspective, from their mapping responses and presentations at the meeting in Helsinki in May 2019, we see the same holistic approach to meeting the needs of pupils at risk of dropping out of school. Their model is a house that brings different professions together to meet the complex needs of the pupils at risk of not completing primary education.

This 'whole child' or holistic approach is the same for all the involved cases, but is addressed in different ways.

User involvement

Several of the projects are occupied with user involvement, i.e. how to empower children, young people and parents in their encounters with the welfare services and the educational system. This entails using different methods to place user perspectives at the forefront in the users' relations with the different services. In the section above, we showed how the municipality of Tønder in Denmark is working towards a more prominent 'child in the centre' perspective for their service provision. As part of this work, they have developed a dialogue tool to be used in discussions and collaborations with parents. This tool places particular emphasis on the parents' resources and the child's perspective. In the group reflections in Helsinki, it was noted that they also often encourage parents to bring their child to the meeting, as an important 'reminder' to the participants of the actual child in question, and keep him/her in mind when they work on appropriate solutions.

Several of the projects are occupied with empowering the users—often children and parents—in their meetings with the welfare services. Some of the methods used involve arranging pre-meetings with parents before their meetings with the service providers. The idea is to involve the parents in preparing the meeting, and involve their perspectives on and assessments of the case from the start. The aim here is to empower the parents, as many may feel that it is a challenge to make their perspective and assessments heard and acknowledged in their meetings with teachers and other professionals; these teachers and other professionals might also be assessed as knowing the best solutions. Moreover, some of the parents might have a lower socioeconomic background and less education and might have experienced challenges in school themselves, and thus might not feel that they are an equal partner in this collaboration with the schools and welfare services.

As we saw in chapter two, an important element of the 'Children's Voice' project in Copenhagen is that a 'whole child' approach, where the focus is on the child rather than specific diagnoses or problems, is being developed by the professionals working with children. The ideology of Children's Voice is explicit about the importance of acknowledging children (and parents) as experts on their own lives. Children thus have a right to participate in decisions that influence their everyday lives and learning. Children's Voice participants emphasize the following two principles: 1) children should be seen as having their own resources and strengths that can be built upon, and 2) parents' beliefs in their ability to make a positive difference through collaboration with professionals should be strengthened. In the box below, we have highlighted some of the methods used in the collaboration between professionals and pupils/parents in Children's Voice.

> ## Collaboration between professionals and pupil/parents, Children's Voice
>
> Interview with children conducted by a teacher or another professional in school, using an interview guide from the Children's Voice project.
>
> Pre-meeting parents—parents' ownership of the meeting/process.
>
> Regular meetings between cross-professional team, child and parents.
>
> Joint action plans with ongoing follow-up.
>
> Meetings should be well-prepared, well-facilitated and solution-focused.

In the local project in Frederikshavn, they are also occupied with empowering parents. One method they are using to do so is to arrange pre-meetings to help the parents prepare for the larger family team meeting and to work out an agenda together ahead of time. A family team meeting is scheduled when it is determined that a broader cross-professional discussion around concerns about a child's or family's situation would be helpful.

In the municipality of Sandviken, the employees who coach young people have completed an internet-based web-coaching programme called Mentor. The methods used draw on an empowerment approach, and include learning about different strategies for helping the young person identify their own strenghts goals, attitudes and feelings—and, based on this, to make their own decisions about their futures and what they want to achieve. The activities in the organization are based on the needs of the youths and are planned from their needs. An action plan is developed for each young person, to ensure that he/she gets the follow-up that he/she needs.

All these elements have been discussed in the groups' discussions at the joint meeting. Many of the local projects are occupied with building good relations with the service users, and are focused on empowerment and involvement. In one of the group reflections on the user perspective in Stockholm in November 2019, the following recommendations were developed:

- Get to know the users—build respect and trust.
- Be curious, humble and avoid pre-conceived ideas.
- Ask more questions rather than provide answers.
- Talk about the user's dreams and how to reach them
- Create open, inclusive processes all the way.
- Give the user a contact person.
- Implement structures (e.g. a child-centred approach) to ensure cross-sectoral coordination of professionals.

In many of the projects, we see that they are occupied with working on user involvement at an individual level. They are engaged in bringing the user perspective into the centre of service provision, providing services based more on the needs of the users than on specific mandates or criteria. At the same time, they are engaged in the implications of a more user-oriented approach on a system level, which we explore further below.

An individual-centred approach

A stronger emphasis on user orientation, and user involvement, has implications for service provision, the relationship between service providers and users, and the roles of users and professionals.

Andreassen (2018) has identified three ideal types of service user involvement and shows how these different types influence the role of the professionals involved. For example, user involvement—as self-determination and self-management at the level of the service user–professional relationship—entails that the professional becomes more of a guide or support than an expert with the 'right' professional answers regarding the proper course of action, appropriate measures, and so on.

The implication of a more prominent user perspective for services or service providers is also addressed in an article from Iceland on working relationally to promote user participation in welfare services for young disabled children and their families (Ingolfsdottir, Johannsdottir and Traustadottir 2018). The authors show how, despite the new policy ideals in Iceland of providing family-centred and inclusive services (i.e. placing the needs of children and families at the forefront), the empirical data describes fragmented services based more on the service providers' terms than the users' needs (ibid.:41). Factors contributing to this practice include services being based on diagnoses rather than support needs, and services being provided by highly specialized services in separate institutions. The authors point to specific implications for services if they are to develop a more inclusive family-centred approach: for example, the rules regarding the allocation of financial resources for specialized services will need to be changed (so they are not based on diagnoses), and official guidelines for new approaches in accordance with family-centred inclusive services will need to be adopted in professional practices. The authors argue that making services more family-centred and inclusive 'demands new solutions and the will and capacity of service providers to interact intensively across professional boundaries with the families of disabled children' (ibid:44). Further, they describe how allocation systems based on diagnoses and the working conditions of external experts often drive the identification of impairments and limitations (i.e. diagnoses); it is thus necessary to develop interventions to address this issue, to ensure that the complete picture, or wider context, of the child and family's situation is taken into account (ibid).

The above findings correspond with the work of many of the Nordic 0–24 cases on developing approaches and systems for increasing user perspective and user involvement. A more prominent user perspective makes the

complete situation and needs of each user more visible, and the follow-up of these complex needs entails improved cooperation and collaboration between the professions and services. At the Nordic joint meeting in Helsinki in May 2019, one of the group reflections concerned the need for systemic change so that the perspectives, systems, structures, models and methods encourage or facilitate a more coherent follow-up of vulnerable children, young people and their families. In many of the Nordic 0–24 cases, initiatives such as providing users with a contact person or coordinating services for users have been developed. On a more overall level, we see a model for a more individual-centred approach that challenges the traditional system of specialized welfare state services provided on the basis of diagnoses and defined criteria. From this chapter, we can identify two approaches that stand in opposition to each other and have different implications:

1. If the services define the needs and interventions required, this will be influenced by their professional understandings, mandate, diagnosis, specific criteria, and available measures and resources.
2. If the services listen more explicitly to the person in question—e.g. the child, student, young person or parent—the holistic picture and complexity of the situation will be more distinct.

In the Nordic 0–24 collaboration, the participants are engaged in working from the second approach—moving the individual or user more to the forefront of the service provision. This mean that many of them are engaged in maintaining a low threshold for access to services, which in turn are developed out of the needs of the users, with less emphasis on diagnoses and specific criteria, and more emphasis on systems that facilitate a more coherent follow-up and collaboration between involved services. It follows, then, that there is a need for more emphasis on how to achieve better cross-sectoral coordination and collaboration between involved the services.

Summing up

The Nordic 0–24 collaboration follows a long trend of providing a stronger user perspective in the welfare services. This user perspective is embedded in the national cases in different ways. Many of the involved cases and local initiatives have been engaged in *user participation* and *user involvement* at an individual level. At the same time, several of the national cases are occupied with how to organize and provide services better adjusted to the needs of

users (vulnerable children, young people and their families), meaning more *user orientation* of the services.

Many of the cases address specific methods for achieving better user involvement and participation in service provision. Many of these methods are employed at an individual level, empowering the user and bringing their perspective and needs to the forefront in the relationship between service users and service providers. These methods and initiatives often involve three main factors: obtaining the perspective of the user, applying a 'whole child' (or 'individual-centred') approach, and empowering the user via different strategies.

The term 'user orientation', broadly speaking, means placing the user at the centre and developing services from this perspective, a user orientation approach is more on a system level: developing systems, structures and routines that promote access to services and follow-up tailored to the needs of the users, unrestricted by specific mandates and diagnostic criteria or other specifications. In all of the cases, efforts to include a user orientation approach has resulted in a clear mismatch between 1) the implications of an individual-centred and whole child approach, and 2) a complex system of fragmented and specialized services. A more prominent user orientation approach makes the complexity and holistic picture of the users' situation more distinct, hence the need for a more coherent and coordinated follow-up.

User orientation and user involvement both have clear implications not only for the service users, but also for the organization of the services and the roles of all the professionals involved with service provision. This is a common starting point for many of the Nordic 0–24 cases' work on promoting better cross-sectoral coordination and collaboration between services, professions and users. This will be the further explored in chapter four.

4 Cross-sectoral collaboration

Cross-sectoral efforts and collaboration between different sectors, services and professionals are at the core of this process evaluation and the joint Nordic 0–24 project. Several of the research questions specifically relate to these issues (see chapter one).

In this chapter, we discuss how the national cases and local projects implement cross-sectoral coordination and collaboration. We start with a brief look at an approach for studying coordination and collaboration, before we consider factors that have been experienced as important by the Nordic 0–24 cases in their promotion of better coordination and collaboration—as well as those factors that may hamper these goals. In the last part of this chapter, we reintroduce the 'coordination staircase' (Hansen et al. 2018:15), and discuss the national cases and their cross-sectoral collaboration in light of this model.

Complex needs or complex systems?

In chapter three, we discussed how the starting point of all the national cases is a more prominent user orientation towards service provision. Employing a more explicit user perspective and thus a more holistic approach has led to an emphasis on the need for better coordination of services, and better collaboration between services, professionals and users. By placing the users at the forefront, the challenges presented by the fragmented system of different services and professions have become more evident. At the joint meeting in Helsinki in May 2019, participants from a local project told about a case of a mother and child, in which a total of 72 service providers and professionals had been involved. A participant from a local project in another country told about a case in which 18 professionals from different services and institutions were involved. Each of the involved services had their own perspectives on the case, and approached only one specific part of the total (and complex) situation of the child and the child's family.

A participant from the region of Kronoberg in Sweden posed a question related to this complexity at the joint meeting in Stockholm in November

2018. He asked whether the challenge in question was related to the complex needs of the users, or to the complex systems they face. Vulnerable children and young persons often face multiple problems and therefore have complex needs. This challenges the institutional framework of modern welfare services, as they are specialized within different sectors, units and governmental levels, and often with strict service criteria. The concept of 'complex' and 'multiple' needs is used in many disciplines (Rosengard et al. 2007): complex needs indicate both *breadth* (implying more than one need and needs that are interconnected) and *depth* (that is, profound, serious or intense needs) (ibid). In the Nordic project, the complex or multiple needs of the target group are acknowledged. The challenge is thus the complex systems in which services are provided. How, then, to make the fragmented systems more tailored to the 'total picture' of the child, young person or family, and to achieve better collaboration? This need to *improve the systems* is addressed in the national cases and local projects of the Nordic 0–24 collaboration.

The mapping of the national cases, and the discussions at the joint meetings, show that the partners in the Nordic 0–24 collaboration are occupied with developing systems, structures and routines that *embody* better collaboration between services and professionals and better cross-sectoral collaboration in the follow-up of the target groups. The participants are occupied with organizations, structures and methods that will ensure that early intervention and more coherent follow-up are not dependent on one person or enthusiast, but are embedded in structures and ways of working. We have thus identified the cases as striving to develop two specific elements:

- Systems, structures and routines for better cross-sectoral coordination and collaboration.
- Methods and tools in the work to achieve a more coherent follow-up.

In their efforts to achieve this, the partners have reported several factors based on their experiences thus far as to what might promote or hamper these aims. These will be discussed in the next section.

How to achieve better coordination and collaboration?

Through the analysis of the first mapping of the national cases in 2018, the field trips, and the discussions at the joint meeting in Copenhagen in May 2018, we identified six factors that might promote or hamper cross-sectoral collaboration (see Hansen et al. 2018:108):

- Geographical proximity/location
- Professions/knowledge/culture
- Leadership
- Incentive systems and economy
- Resources and time
- Systems and regulations

These factors were used to structure the discussions in Stockholm in November 2018 and the mapping of the national cases in 2019. In the mapping, we asked about experiences related to these factors but in a more open way, listing the different factors and asking for 'any experiences or examples on how any of these factors relate to your project that you can share with us?' Based on this mapping and discussions from the meetings in Stockholm in November 2018 and in Helsinki in May 2019, we structured their discussion of their experiences with coordination and collaboration using these factors. The importance of these factors varied between the cases: how important each of them are depends on how the project is organized, at which governmental level they are involved and what their concrete tasks are. In the box below we present the responses to our questions about the experiences of the Icelandic case and their work on developing the Breidholt model. Several important factors are addressed, including co-location, professional knowledge or joint understanding of the aim of the work, and leadership or anchoring of the work at a management level.

The Icelandic response to experiences of factors that may be of importance in the effort to promote better cross-sectoral collaboration:

'All stakeholders see the rationality of this process and have shown their willingness to commit to the work.'

Having all the actors/different professions situated at the same place makes collaboration easier.

From the beginning, there was a committee where different professions had their representatives. Different aspects/cultures were involved, rather than superiors deciding how—and that—these professions are to work together.

There has been strong support from leaders in Reykjavik.

All directors from the involved services have been involved from the beginning, and this has made their commitment stronger.

Mapping of national cases, spring 2019.

Geographical proximity

In the Breidholt model in Iceland, the co-location of several services at the Service Centre was considered to be of great importance to the collaboration between the professionals. The importance of geographical proximity is also evident in many of the national cases. Bringing the involved actors together does not necessarily entail co-location (as in Reykjavik): the essence here is on the importance of establishing arenas for the involved actors to meet and work together. We see that this can take place in different ways:

• Joint location for several services (for example, in 'one-stop shops')
• Integration of services
• Meetings between different actors

The Nordic 0–24 cases also show that the absence of geographical proximity may create problems for cross-sectorial collaboration. Experiences from the Greenlandic case, with the village of Tasiilaq situated on the eastern coast of Greenland, emphasize how a remote location and absence of geographical proximity challenge the development of collaborative efforts. The municipal authorities and the self-governing authorities are situated far away from the village of Tasiilaq; in many cases, too, Tasiilaq is dependent on external services due to the challenges of recruiting qualified personnel to this remote area. Thus, in the Greenland case, the absence of leadership and professional resources may coincide with location and geographical distance in an unfortunate way, which might in turn hinder cross-sectorial collaboration.

Joint location

Many of the local projects have different initiatives regarding the co-location of services. There are several rationales behind these initiatives, but three aspects are often highlighted: users only have to relate to only one place instead of several different services located in several different places; the professionals and services can work together based on a holistic approach; and co-location makes it possible to provide continuous follow-up.

Many of those who have co-located services emphasize the importance of providing a low threshold for accessing the services. This means for example having an open door, requiring neither appointments nor specific diagnosis in order to give services.

In other cases, the co-location of services is related to the co-location of professionals and services for follow-up of a narrower target group. The Faroe Islands case is a special service for young persons who refuse to go to school and hence are at risk of not completing compulsory primary and

> ## ComUng — a 'one-stop shop' for young people
>
> The municipality of Lund in Sweden has established a 'one-stop shop' for young people neither in education, employment nor training. The service is a collaboration between the Swedish Public Employment Services (state) and several municipal services. It was established in relation to the Plug In project but is now being implemented as an ordinary service in Lund. The aim is to provide coordinated information, guidance and support, and several different activities. Read more about the ComUng project here:
>
> https://www.lund.se/arbete--lediga-jobb/arbete-for-ungdomar/comung/.
>
> The experience thus far has been that locating several services in the same place makes it easier to collaborate, and the different services are able to work more effectively together. The geographical proximity benefits both the young persons and the professionals. The young persons do not have to visit several different services and tell their stories several times to different providers. The service providers, in turn, are able to discuss the young person's case with one another because they have the young person's consent to share information.
>
> *Based on information from the mapping of the national cases, spring 2019*

lower secondary school. The municipality of Tórshavn has developed a specific model for collaboration between the schools and municipal services (i.e. child protection and social services). The service, 'Lopfjølin' (which means 'the springboard') has been established at one location, in the 'Youth House' (*Ungdommens hus*), where several professions are also present. According to the participants in the Faroe Islands national case, this co-location makes the collaboration between professionals easier. Bringing various professionals under the same roof facilitates teambuilding, common understanding, commitment and collaboration around special cases.

At an overall level, the municipalities of Lohja and Espoo included in the Finnish case have, based on the life-cycle model, developed the idea of the school as a community centre which co-locates services that target school-age children, young persons and their families in a common building.

Integration of services

At the joint meeting in Helsinki in May 2019, one of the themes of the group reflections centred on how to achieve a collaborative culture in schools.

Several of the recommendations that emerged from this were related to having multi-professional teams available at the schools, having collaboration within the schools and including different professions, as social workers, in schools.

The importance of geographical proximity for facilitating collaboration was another common theme in the group reflections at the joint meetings. This proximity does not necessarily require that a *permanent* co-location of services be arranged, but simply that a space be provided for collaborators to be together at the same arena for a time. Through this, they learn to know one another and can work together more effectively. Another important recommendation regarding geographical proximity is to make different professionals and services available for the users in the locations where they spend their everyday lives, such as in kindergartens and schools for children and young people. This can lower the threshold for accessing help when needed, and facilitate a more coherent follow-up between all of the services and professionals that engage with the child in his or her everyday life.

In the first interim report we referred to the resource centre on inclusive learning established at the Øster Farimagsgade school in Copenhagen (which is participating in the Nordic 0–24 network with the Children's Voice project) (Hansen et al. 2018:108). At this resource centre, several professions with different competencies work together. Being present at the same place facilitates better collaboration—with each other, with the teachers and with pupils and parents. For example, some employees from the external service Educational Psychological Counselling (PPR) are part of the resource centre and now spend their work days at the school[8], facilitating a more active collaboration with the resource centre team, teachers, pupils and parents.

At the joint meeting of the Nordic 0–24 project in Copenhagen in May 2018 there was a field trip to the Øster Farimagsgade school. At the same meeting, there was also a field trip to the municipality of Tårnby, which has chosen a different model for promoting inclusion in school. Here, an ambulant support team provides follow-up in schools whenever there is a situation of concern. One of the experiences of this team was that this model represented a risk of intervening (too) late. Another concern involved the fact that, as they were coming from outside the school, they had to work on gaining trust and establishing a good relationship with the partners in the school. In the 2019 mapping, however, the Danish case reported that, the municipality of Tårnby had experienced that having the support team more physically present at two specific schools has enabled them to work more preventive. This

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[8] But with the PPR as their employer.

in contrast to an earlier practice where they experienced to be involved when the situation already had led to challenges in the school situation.

Meetings

Another structure for bringing professionals, services and users together is to facilitate meetings. In Finland, the child and family services reform (LAPE) has led to several efforts to develop more coordinated services. In the municipality of Lohja, the local project was initiated with the aim of providing better services to children and families near their homes. An important part of this process was to bring the relevant actors together. In the box below, we present some of the main points from a presentation on this process that was given at the joint meeting in Stockholm.

Reform work for better services to customers – Lohja (Finland)

Lohja is a large municipality, where different areas have different expectations for services. In the local reform work they decided to make five areas inside the organization. Each area has one manager, whether from the day care centre or a headmaster from the school.

Each area also has a management team, which consists of representatives from all the services in the area (children's clinics, early childhood education and care, schools, special needs education, youth work, afternoon activities and clubs, student welfare, family social work, child protection, the parish, the police and more).

The purpose of this organization is to increase cooperation between the partners and to offer better services to the customers.

The participants in the reform process develop their work in joint workshops.

Participants have learned to know their colleagues in other services and their work: understanding and collaboration has increased.

Based on a presentation from the Director of Welfare in Lohja, at the Nordic joint meeting in Stockholm November 2019.

The example from Finland illustrates the importance of bringing the actors from different services together. To achieve better collaboration and develop new structures, the actors must meet and get to know one another and learn about the other services and what they do or can contribute with. According

to those involved, this has led to better collaboration in Lohja. Further, the services are shifting from a primary focus on their own services to an increased emphasis on a service chain for the customer.

Many of the local projects are engaged in developing structures, routines and methods for arranging constructive meetings between all actors involved in the coherent follow-up of the target group. As presented in chapter three, both the municipality of Frederikshavn, with their 'family team' project, and the municipality of Tønder are working on how to arrange good quality meetings (see chapter three). Enhancing the meetings between involved actors is also an important part of the Children's Voice project in Copenhagen, underlining the importance of these meetings being 'well-prepared, well-facilitated and solution-focused'.

The Norwegian case is occupied with the quality of interdisciplinary meetings with vulnerable children and young people. In addition to the importance of the collaboration between professionals and the relations between involved actors, they emphasize the structure and organizations of the meetings, and of clear leadership. In their work thus far, they in the mapping spring 2019 highlight five factors of importance to provide more coordinated services.

Five factors of importance to provide more coordinated services

Equality in the interaction/dialogue

Well-organized and -executed meetings with children and young people

Evaluation of the meetings

Clarity in leadership

Knowledge of each other's goals

Norwegian response to the mapping of the national cases, spring 2019.

The motivation underlying the initiatives' work on facilitating physical proximity between the different services is to increase user access and to help foster collaboration and understanding between the services. The challenges related to this process are all being addressed in some way in each of the national cases, and were a matter of concern in the group reflections at the joint meeting in the Nordic 0–24 project.

Professions/knowledge/culture/trust

We have pointed out in the introduction that one factor that might obstruct collaboration and coordination is that professionals in highly specialized welfare state services have different educational and professional backgrounds with their own professional values, norms and problem understandings (Andersson, Røhme and Hatling 2006). Different services often have specific mandates and criteria that guide their offers and priorities. Hence, professionals might not know what other services or professionals may be able to contribute in different matters, or they might not understand their ways of interpreting and solving problems. There may be a lack of information sharing due to for example different interpretations of professional secrecy, but possibly also professional disagreements—for example, on what measures are most useful in solving a specific problem for the child or youth in question.

In the Swedish response to the mapping on factors assessed as being of importance in the work on promoting more coordinated services (or, more precisely, related to possible obstacles to collaboration and providing better services to the target group), they formulated it like this:

'Several of the young people who have interrupted or are at risk of interrupting their studies are in need of follow-up from several actors – which calls for an effective and clear collaboration. This implies efforts to ensure coordinated support. To achieve a systematic coordination, this needs to be built in to systems and structures and not rely on the efforts of one person and relationships. Collaboration between different professionals and services demands an understanding of the context and knowledge of each other's mandates, assignments and roles. Trust and confidence are essential. Clarity regarding joint aims and targets, and joint responsibility is essential to achieve a systematic approach in the work. This is about a change of perspective from the services to the person in need of services, a change from the services' mandate – to what is the best approach as seen from the young person's perspective and starting point. A holistic view and someone who takes responsibility for the totality is essential in the work'.

From the Swedish response to the mapping of the national cases, spring 2019.

In chapter three, we discussed how professionals' or specific services' perspective are influenced by their education, professional knowledge, mandates and assignment. Many of the participants in the Nordic 0-24 project

report that collaboration necessitates that the involved actors get a better understanding of one another. We can identify three different elements in these recommendations regarding why it is important to work on better-cross professional understanding:

- Get to know the other collaborative partners' competence, services, possible contributions.
- Build trust between involved services / professionals (and with the users).
- Develop a joint understanding of the challenges or objects to achieve a shared problem understanding.

At the joint meeting and group reflections, some of the insights were related to the importance of acquiring knowledge about other professionals' competencies, their services and their contributions. This is needed in order to establish a joint understanding of problems and challenges and how to work with these challenges. To improve collaboration, several emphasized soft skills as important: namely, skills related to how to communicate, approach others, listen and build trust between the involved partners. Some spoke more explicitly about relational skills as an important qualification in collaboration. In an attempt to identify some success factors on collaboration, one of the reflection groups in Helsinki pinpointed four factors:

- Child in the centre
- Individual adaptions
- Sustainable relations
- Communication/soft skills

Several of the cases work on how to facilitate good communication between the involved partners in the collaboration, and how to best communicate with the users. The Norwegian case represents an example regarding how to develop routines for organizing a cross-sectorial collaborative meeting in which the mutual understanding and acknowledgement of all involved actors, both professionals and users, is in focus. In the network of municipalities constituting the Norwegian case, they use role play as one method to practice conducting cross-professional meetings and create more self-awareness about their own approaches and roles in these meetings.

The input from one of the reflection groups in Stockholm in November 2018 was that there is a need for a child-centred approach that ensures the coordination of professionals across sectors. The other point they made centres on the need to achieve common understanding, concepts and language, and if possible, to also agree on methods and tools. In this respect, the group stresses that competent leadership is crucial.

In many of the local cases, there are established teams working together to follow-up on the target group: for example, the follow-up of young persons in Sandviken in Sweden, or the follow-up of pupils refusing to go to school in the Faroe Islands. In these cases, having a joint model in the work is seen as something that can enhance efficiency. In the Faroe Islands case, a close collaboration was established between the staff at Lopfjølin, the schools in the municipality and the child welfare services. The collaboration is strengthened through the joint meetings and conversations that have been conducted in regard to the students who have entered the Lopfjølin programme. According to the participants, the collaboration between teachers and educators and between the services involved work well. They perceive this as due primarily to the fact that all involved actors are committed and moving towards a common goal.

The Danish case highlights the importance of developing a common understanding across professionals/disciplines regarding the meaning and implications of the child's perspective. The work towards this common understanding of the child's perspective is emphasized as an ongoing/continuous task, however.

One of the reflection groups in Stockholm November 2018 highlighted the following bullet points as important to enhancing cross-sectoral collaboration:

- Leadership, what we are doing and why.
- Clear roles, structures and expectations.
- Interdisciplinary approach and mindset included in professionals' education

- Sharing knowledge
- Active listening
- Training and practice

In the next section we will go further into leadership, but the other factors in many ways sum up the main elements of this section. One interesting recommendation brought up by this group centres around having an inter-disciplinary approach and mindset, or what we have called relational skills, in professional education.

Leadership

Leadership represents an important factor for anchoring collaborative projects and supporting the implementation of collaborative work. In addition to competent and clear leadership on an administrative and operational level, the political anchoring and support over time of projects aiming at cross-sectorial collaboration was emphasized as key factors in several of the mappings of the national cases and in the group discussions. In the Swedish case, this is exemplified by the region of Kronoberg and their implementation of "The Best For Children in Kronoberg" project, which was a joint decision made by leadership at the political and the administrative level.

The Finnish municipal cases are based on their anchoring at a high level, and they consider coordinated leadership as an important factor in order to succeed with cross-sectorial collaboration across regional and municipal authorities. Furthermore, the Finnish municipality of Lohja has implemented a reform work to offer 'better services to our customers', which includes establishing management teams, in which managers, leaders or headmasters from all services targeting children and families are represented (see presentation of this earlier in this chapter).

Above, we presented an example box with the assessment of important factors from the Icelandic case (page 57). One of their reported 'success factors' was that all the directors from the involved services were engaged from the beginning of the Breidholt (now Reykjavik) model. This factor contributed to the directors' and involved services' commitment to the project. The Faroe Islands also emphasized in the mapping the importance of commitment and support from the authorities and the leaders of the involved services with regards to collaboration

As we have described earlier, several of the projects are taking place on an operative level. One of the recommendations from the group reflections on how to improve coordination and more coherent follow-up of the target

The Best For Children in Kronoberg

'The Best For Children in Kronoberg' is a development project in the region of Kronoberg in Sweden, anchored in both political and administrative leadership at regional and municipal levels. This anchoring is important to the commitment from the involved actors in the work.

The development work includes actors at the regional level (health and hospitals), at the municipal level (social services, child protection, kindergartens, schools etc.), as well as the police. The aim is to strengthen the collaboration and coordination of services for children and young people in need of follow up from several professions and services. This case is inspired by the Scottish model, 'Getting It Right For Every Child'.

A core element in the model they are developing is that children and young persons in need of follow up from several services are to be identified in their everyday life, by child protection services, kindergarten, schools etc. For every child and young person, a named support person is to be given the specific responsibility of following the child's/young person's development, coordinating different service contributions, and making sure that agreed-upon support and services are implemented and carried out. For every child/young person a plan is to be established, which describes the needs of the child and what kinds of follow up or interventions different services or professionals are in charge of. As pointed out in a description from the region, many children in need of services already have a plan for follow up from one or more services, but these are based on the specific service's perspective. There is no given support person with an overall responsibility to follow the development of the child in all areas and to have the responsibility to follow up on the services and interventions provided. As they also point out, even though an holistic approach to children and young persons is recommended for several services, the approach of 'The best for the child' will necessitate a more long-range and formalized collaboration; they further suggest that schools take over some of the responsibility undertaken by the social services.

(Based on a description of the project made as part of applying for funding from the Kamprad Foundation)

group is that competent leadership is crucial. Leadership is related to preparation of the meetings, conducting the meetings in such a way that users and different professionals are acknowledged, and to assure that the responsibility for follow-up is decided and evaluated. In the local project in Frederiks-

havn, they have developed a manual for chairing their family meetings (see more about this in the box below).

> ### Family meetings in Frederikshavn
>
> The family team in Frederikshavn has a set structure for conducting their family meetings, and a trained chairperson facilitates the meeting. The chairperson has a manual for support, and uses this until the manual is totally established as part of their practice.
>
> *Read more about the family meeting here:* https://fic.frederikshavn.dk/moede-fora/familieteammoeder/
>
> *Find the chairperson manual here:* https://fic.frederikshavn.dk/media/7361/moedeledermanual.pdf

As we see, the anchoring of cross-sectoral efforts at a management level is assessed as important for promoting commitment to work, as well as operational leadership of the actual coordination or collaborative work. In the mapping, Greenland pointed out that political instability and thus a lack of political dedication to the process on collaborative efforts in Tasiilaq, has been an obstacle to their work in the Greenlandic case.

Incentive systems and economy

Factors related to incentive systems and economy have not been emphasized in the group discussions at the joint meetings, nor in the responses to the mappings to national cases in 2018 and 2019. This could be because many of the national cases are mainly operating at an operational municipal level and that their efforts are concentrated on finding ways to provide more coherent follow-up within the established incentive system and economy. Changing these systems might be considered out of their reach, and thus the question is more related to finding effective ways to work within this economic paradigm. Though this was an issue in the joint discussion at the Nordic joint meeting in Helsinki, it was on a more abstract level.

The structure of financing the welfare state is divided into sectors and funding is channelled through the specific sectors, often with a set objective to be reported on. There are few incentives in the system for collaboration, if it is not perceived as serving the services' own mandate or goal achievement.

As such, in the group reflection, one issue that was often raised is that collaboration takes time, and if the included actors do not see how this is important for them, they will not be willing to participate. The incentive system and economy of services are often based on defined assignments and reporting based on this; this might not necessarily encourage a more coherent follow-up if this results in additional expenses for them.

It should be mentioned that, in the Nordic countries, independent of the cases included in the Nordic 0–24 collaboration, there are some interesting processes related to alternative funding that encourage more collaboration between sectors. In Norway, a trial project on programme funding for collaborative efforts on more coherent follow-up of vulnerable children and young persons starts up this year[9]. The trial project is initiated by the Norwegian 0-24 collaboration. In Denmark, the Danish Centre for Social Science Research has conducted a study of how municipalities can develop their financial management of cross-sectoral solutions. More information can be found on their website[10].

In the next phase of the evaluation, we will encourage the national cases to report whether they have any experiences regarding good methods or models for funding cross-sectoral collaboration and solutions, or models for financial management that encourage cross-sectoral collaboration.

Resources and time

Previously, we have emphasized the importance of anchoring initiatives or efforts in cross-sectoral coordination and collaboration at the management level, and the importance of leadership. The emphasis of this in the group reflections and the mapping from the cases is often related to the importance of having an explicit mandate for commitment to the activity, and for spending resources and time on the work. Activities towards better collaboration take time; it takes time for involved actors to meet, to talk, to get to know each other, to develop a joint understanding and to define goals and follow-up on them.

Across the national cases, there is consensus that implementing new ways of working is challenging due to a lack of time and resources. Many of the involved participants from the operative level report time pressures in their everyday work day.

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[9]   https://0-24-samarbeidet.no/prosjekt/pilot-for-programfinansiering/
[10]   https://www.vive.dk/da/udgivelser/oekonomistyring-af-tvaergaaende-loesnin-ger-10752/

In the Danish network, the participants from the municipalities report that they receive inspiration, and access to new methods and tools from participation in the Nordic 0–24 collaboration and their national network that are useful in their local project. At the same time, they point out that having the time and resources to use these in the local setting can be demanding. Consequently, having the time to work on collaboration is emphasized as important. To initiate processes on better collaboration might take time that in the future might well prove to be an investment due to more efficient services. We do not have the empirical data to further elaborate on whether this is the experience of the involved cases of the Nordic 0–24 collaboration. However, the continuation and dissemination of some of the models included in the Nordic 0–24 collaboration indicate that the collaborative models have proved to be efficient. One example is the Breidholt model in Iceland, now being implemented in other areas in Reykjavik and established as the 'Reykjavik model'. One other example is the local collaborative project in Lund in Sweden, ComUng, started as a project under Plug In but now implemented as an ordinary service by the municipality.
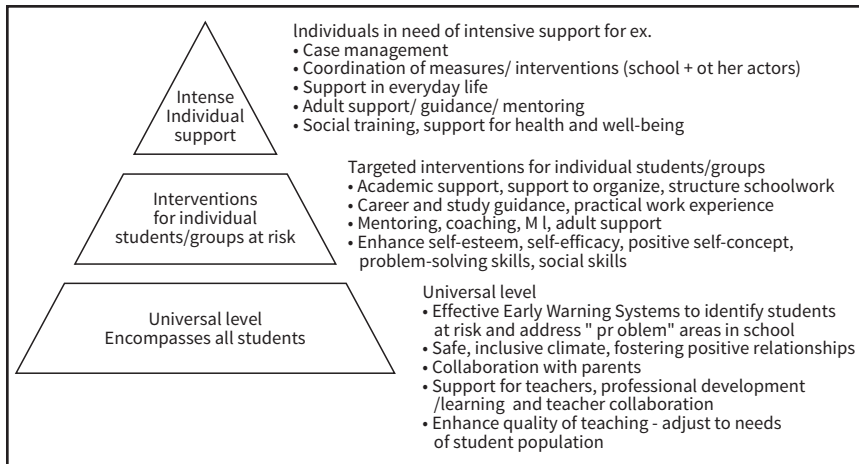
Systems and regulations

The work on developing systems and structures for better collaboration is essential for the cases that comprise the Nordic 0–24 project. We have described several new structures, systems, initiatives and manuals that have been implemented to improve collaboration. As highlighted above, it is essential for a new collaborative practice to be embedded in structure and systems so it is not dependent on a single project or person.

Systems for sharing information have repeatedly been mentioned in the group reflections at the joint meetings of the Nordic 0–24 project. In the Swedish Plug In project, they have been working on systems for identifying risk and sharing information to facilitate early intervention and coherent follow-up. Figure 4.1 is taken from a presentation at the Nordic joint meeting in November 2018 on early identification of risk in order to facilitate early intervention of vulnerable students at risk of early school leaving. The presentation was made by Anna Liljeström, a consultant at the Swedish Association of Municipalities and Regions (SKL).

This figure illustrates the need to have systems in place to identify risk factors at a universal level in school and systems, and for collaboration between involved services, and actors for acting on the risks.

Figure 4.1 Early identification of risk

Individuals in need of intensive support for ex.
- Case management
- Coordination of measures/ interventions (school + ot her actors)
- Support in everyday life
- Adult support/ guidance/ mentoring
- Social training, support for health and well-being

Intense Individual support

Targeted interventions for individual students/groups
- Academic support, support to organize, structure schoolwork
- Career and study guidance, practical work experience
- Mentoring, coaching, M l, adult support
- Enhance self-esteem, self-efficacy, positive self-concept, problem-solving skills, social skills

Interventions for individual students/groups at risk

Universal level
- Effective Early Warning Systems to identify students at risk and address " pr oblem" areas in school
- Safe, inclusive climate, fostering positive relationships
- Collaboration with parents
- Support for teachers, professional development /learning and teacher collaboration
- Enhance quality of teaching - adjust to needs of student population

Universal level Encompasses all students

Source: Presentation by Anna Liljeström (SKL Sweden), at the joint Nordic meeting in Stockholm 2018.

An important factor for enabling the sharing of information is consent. In the Icelandic case the Service Centre in Breidholt has implemented procedures for acquiring consent from children and families so they can share information. This facilitates cross-sectorial/professional collaboration, which again promotes the possibility for coherence and continuation in the follow-up of children. In the same way, the establishment of one-stop shops for young persons in (for example) the municipalities of Lund and Berg in Sweden is based on the consent given to share information.

There are different approaches to establishing consent for the sharing of information. In the next phase of the evaluation, we need to gather more information on the relevant procedures for obtaining consent and sharing of information in the involved cases, and the national regulations around this, for a joint assessment of best practices.

Transitions between different institutions can represent a potential glip zone. For children and young persons, ordinary transitions are e.g. from kindergarten to primary school, from lower secondary school to upper secondary school and from upper secondary school to further education. These institutions can have separate regulations and be within different governmental jurisdictions. In the first interim report (Hansen et al. 2018) we showed that in most of the countries, primary school and upper secondary schools are within different governmental levels or not governed by the same bodies.

This means that there is not necessarily any collaboration, nor a system to ensure that necessary information regarding the students is passed on.

In some of the local projects, transitions have been an issue. One factor in these projects is that, to facilitate continuous support in these transitions, there is a need for procedures regarding consent to share information. This is necessary to ensure information flow, and to develop structures and meetings between the different actors. In Norway, one of the municipalities in the network is Gjøvik. This municipality has had a targeted intervention to make the transition between kindergarten and primary school better, with a system for sharing information, follow- up and continuation.

Gothenburg in the Swedish case is the local project that has worked most explicitly on transitions. Here, structures for follow-up in the transition between lower secondary and upper secondary school have been developed, and positive results have been achieved. The specific function of the unit of education is to offer coaching and guidance of students, as well as provide schools with routines and methods on how to improve follow-up. Information from compulsory school follows the student to upper secondary school.

At this point in the Nordic 0-24 collaboration we have very limited information on the actual effect of the initiatives and projects constituting the national cases. The Icelandic case is somewhat different. Here, a model for the dissemination of information has already been developed, implemented, and assessed. Hence the Icelandic case has some evaluations of the effects. In the mapping, the case reported increased collaboration between the services, and due to new structures and systems they have found that they have more success in early intervention. Referrals to the Child and Youth Psychiatric Department have been reduced by 56% in Breidholt between 2011 and today. This is considered to be a result of improved collaboration. Before the Breidholt model was developed, the school service centre did not provide any assistance or services if the child did not have a diagnosis following a referral. Now this system has changed. This reduced emphasis on diagnosis and formal referrals has promoted better early intervention.

Transition team — Gothenburg

This project is an effort to prevent dropout in Gothenburg by providing follow-up to motivate and support pupils in the 9th grade in the transition to upper secondary school.

The aim is to reduce the proportion of pupils that drop out from upper secondary school by increasing the students' confidence and self-awareness.

The target group is pupils who might have mental health problems but not necessarily a diagnosis. These pupils are rarely noticed because they often do not have a large number of absences or low grades.

To identify the target group a questionnaire has been developed called 'The Signalist'. This makes it possible to identify which pupils are at risk of falling out of upper secondary school.

The approach used is twofold: individual coaching of the students and coordination of services.

Before a new school year, the transition team/coaches send an invitation to the principals at all the municipal primary schools. The coaches visit the relevant schools and identify, in collaboration with the school, pupils who may benefit from receiving the offer. The school contacts the pupil in question and the parents to provide information about the offer.

The pupil is followed up by the coach through the spring semester, and can contact the coach whenever needed. The coach also collaborates with study and vocational counsellors, and with the upper secondary school and school health services.

Although the coach has a central role, it is important that the work does not depend on a single person. There is always information available to make it easy for a new person to enter into ongoing processes and efforts.

Among the 152 students who have participated in the project in the years 2015-2017, only three have dropped out of high school.

More about the project can be found here:

https://pedagog.goteborg.se/artikel/coachning-nian-forebygger-elevavhopp-pa-gymnasiet/

https://www.pluginovation.se/projektet/projektverkstader/overgangsstallet-vuxenstod-vid-overgangen-mellan-grundskola-och-gymnasieskola-i-goteborg

On the way to more coordination and collaboration

In this chapter, we have presented several factors assessed to be of importance to cross-sectoral and cross-professional collaboration. There are variations between the involved cases and local projects of the Nordic 0–24 collaboration if they are cross-sectoral or cross-professional within a defined sector. Even so, many of the experiences with regards to the cases' work on better coordination and collaboration are the same. The earlier introduced factors; geographical proximity or location; professional knowledge, culture and trust; leadership; incentive systems and economy; resources and time; and systems and regulations are all relevant for further work on identifying best practices and how to achieve a more collaborative practice. We see how these factors interrelate and have implications at different levels in the work on better coordination and collaboration. Geographical proximity is emphasized in all cases, but with different solutions as to how to bring together the actors who are to collaborate. In some cases, co-location is necessary; in others, it is more a question of integrating services; and in still others, cases are engaged in developing structures for cross-sectoral and cross-professional meetings for more coherent follow-up. In all these cases, three factors are paramount: anchoring the approaches, clear leadership, and facilitating relations between the involved professionals and services. Additional factors include having the resources and time to work on new practices; and relating to the context of incentive systems and economy based on single sector management. We also see in the cases that actors are working on striving for collaboration within defined systems and regulations in the national context. All the national cases in some way constitute initiatives that are in a process of developing new collaborative practices and to embedding these in new structures, systems, models, methods and routines. How far they have come varies but they all at this point are in some way working on actual new practices or on implementing practises.

If we reintroduce the coordination staircase first presented in the initial interim report (see Hansen et al. 2018: 14-15), we do not have sufficient empirical data to place the different cases at one specific stage. The first step of the coordination staircase is restricted to sharing information, experience and knowledge. The second step is to develop a common understanding of the problem between different sectors and involved actors. The third step occurs when involved actors change practices within their own sector or service, either because they realise that their own measures may negatively affect goal attainment in other sectors or because changing practices may lead to positive synergy effects. The fourth step involves collaborating on joint measures across sectors and administrative levels (ibid).

Figure 4.2 The coordination staircase with a new fifth stage
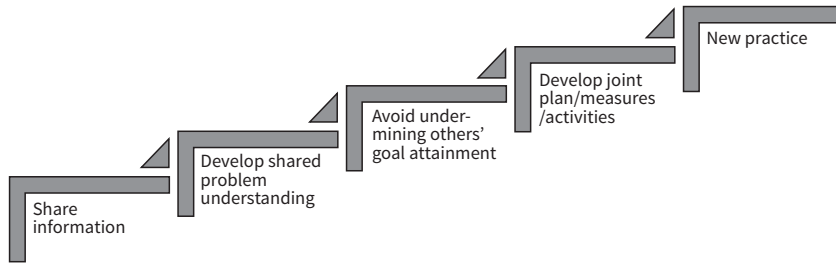
Source: Based on the Norwegian Agency for Public Management and Government (Difi) (2014).

We see that it is necessary to introduce a new stage in the staircase, following the stage on developing a joint plan, measure or activity: *implementing a new practice*. The Icelandic case is at this new fifth stage, as are some of the local projects (e.g. the Swedish and Danish cases). This step from the development of new models, measures and activities to actually implementing them as new ordinary practices is dependent on the new practices being anchored at the management level; it is also necessary that these new practices are embedded in the structure and systems of the involved organizations.

At this point, the empirical data show that all the involved partners in the Nordic 0–24 collaboration are working on developing new collaborative practices with the aim of implementing them as the new practice in their area. Some of the initiatives are time-limited projects. In the next report, it will be interesting to discuss the important factors in making this final step from new models to new practices.

One other observation is that model of the coordination staircase illustrates the different phases in a process towards better collaboration, however, this collaboration process is not a continuous process in one direction. The empirical data from the involved cases illustrate that even though some initiatives have reached stage five, they might still have to continue to work on stages two and three. From the mappings and the experiences shared in the joint meetings of the Nordic 0-24 project, it is clear that many of the participants are occupied with how to help professionals implement a new, more collaborative way of working. Stage two in the coordination staircase is addressed in all of the cases: i.e. how to support the involved services and professionals in developing a shared problem understanding as a platform for a more coherent follow-up. In this chapter, we have referred to the fact that many of the involved partners have emphasized soft skills or relational skills as being important in this work. This work on how to encourage and main-

tain relational competence as part of a new collaborative practice should be more explicitly addressed in the next phase of the evaluation.

As such, the further work of the evaluation will have to map more explicitly the learning points from the different national cases regarding what has been important in their processes towards more collaborative action. In this chapter, we have highlighted several experiences and examples from the cases. In the next phase, it will be important for all those involved in the Nordic 0-24 project to make their learning points more prominent. These learning points should be brought into the Nordic 0-24 network for joint reflection on whether it is possible to 1) identify some best practices across the involved national cases and national contexts, and 2) make recommendations regarding important factors for promoting a more coherent follow-up of the target group.

5 Closing remarks

As we have seen in the previous chapters, the national cases that comprise the Nordic 0–24 project are quite heterogeneous, making comparative analyses difficult. Nevertheless, this second interim report illustrates that there are also many similarities between the involved cases and their objectives, related to developing more user-oriented solutions for coherent follow-up of vulnerable children, young persons and their families. Participation in the Nordic 0–24 collaboration has provided participants with an arena for mutual learning around how to improve their services. In this report, we have seen that many cases have developed distinct plans regarding outcomes from their national case related to the aims of the Nordic project, and they are more explicit about how participation in the Nordic collaboration contributes to the development of their national case. The attention on cross-sectoral coordination and collaboration has also become more prominent as both the Nordic collaboration and the national cases evolve. In addition, the Nordic 0–24 collaboration has become a dynamic arena of mutual learning related to ongoing activities. In this closing chapter, we provide some remarks on the further development of the Nordic 0–24 collaboration, and on the project's aim of increasing knowledge around achieving better coordination of services and collaborative practices in the follow-up of the target group.

User orientation as a starting point

This report has described how the national cases are engaged in organizing and providing services that are better adjusted to the needs of users (vulnerable children, young people and their families)—namely, enhancing the *user orientation* of the services. Although the cases are heterogeneous in regard to target groups and governmental levels, user orientation stands out as a starting point for improving services. A more prominent user orientation makes the complexity and holistic picture of the users' situation more distinct; in turn, the need for a more coherent and coordinated follow-up becomes more pronounced.

We have identified two ways that a more individual-centred approach challenges the traditional system, in which specialized welfare services are provided by the state on the basis of a defined mandate and clear criteria. These stand in opposition to each other and have different implications:

1. If the services define the needs and interventions required, this will be influenced by their professional understandings, mandate, diagnosis or specific criteria, and follow available measures and resources.
2. If the services listen more explicitly to the person in question—i.e. the child, student, young person or parent—the holistic picture and complexity of the situation will be more distinct.

Hence, the work on promoting better cross-sectoral coordination and collaboration between involved services, professions and users follows the second, user-oriented approach.

In chapter four, we discussed the partners' experiences around what is important for promoting more collaborative practices. An important observation here is that all the cases thus far are engaged in embedding a more collaborative practice into systems, structures, models, methods and routines, rather than making them dependent on a specific project, initiative or one enthusiastic employee.

Factors contributing to better coordination and collaboration

The goal of the process evaluation is to identify factors in the ongoing national (and local) cases that appear to contribute to better coordination of services, collaboration and more coherent follow-up of vulnerable children and young persons. In the remaining period of the Nordic 0–24 collaboration, it should be an explicit aim that all the national cases work systematically on identifying learning points from their cases related to developed systems, models, methods of working and routines that they see as relevant to the collaboration. These learning points can be a starting point for further discussions in the joint meetings on the main elements important for strengthening the quality of more collaborative services for the target group. What are the best examples and recommendations for developing better collaboration and more coherent services across the heterogeneous national cases? What models, methods and systems are assessed as working? Already we know that the participants in the Nordic collaboration learn from the discussions and

sharing of experience with one another. As such, the model for the analysis in the process evaluation is, to a certain degree, being implemented in the collaboration (see figure 5.1)

Figure 5.1 Model analysis, Nordic 0-24
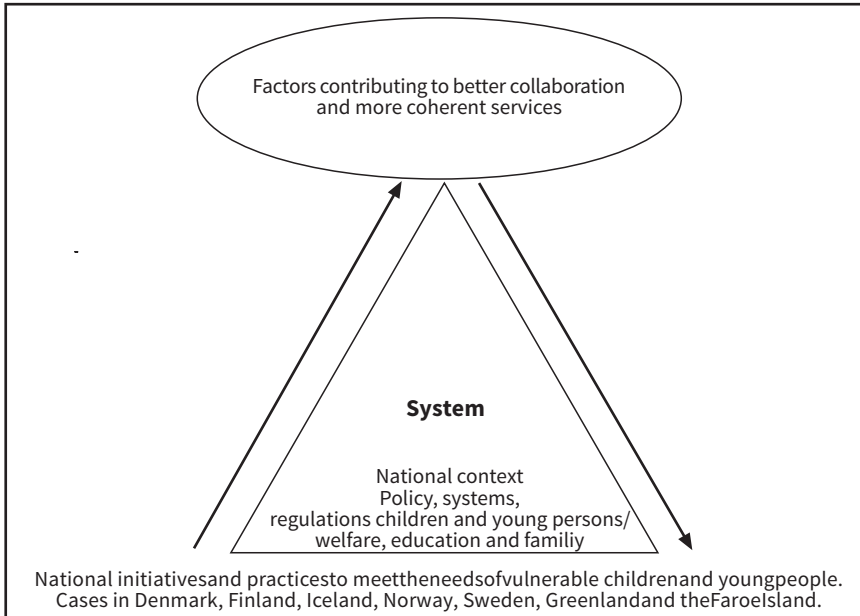
An important objective of the process evaluation is to identify factors contributing to better collaboration and services, and to discuss whether these factors may have significance for the development of the national initiatives and practices and contribute to the development of better services for vulnerable children, and young persons. As we have seen from chapter four, the mapping and the discussions and reflections from the Nordic joint meeting have provided important insights into how to achieve more collaborative practices. However, at this stage in the Nordic project, there is limited written documentation from the cases. Systems, models and methods from the involved cases have only to a limited degree been presented in a structured way as a basis for joint reflection with the aim of identifying common learning points.

In chapter four, we pointed out areas where it may be constructive to obtain more systemized information about practices as a platform for joint work based on recommendations from the project. One area involves the different systems and national regulations for sharing information and obtaining consent from users. Another concerns ways to facilitate increased collaboration between services and sectors—for example, might regulations encourage collaboration? Other areas centre around how to empower users in their meetings with the welfare services, how to conduct good cross-professional meetings, how to integrate other services in school, and how to facilitate more collaboration between teachers and other professionals. We also raised the question as to whether there are good practices for funding cross-sectoral collaboration and solutions, or models of financial management that encourage cross-sectoral collaboration. Finally, we pointed that an important question in all the cases is how better collaboration between professionals and service providers from different services might be facilitated and promoted. In this respect, the soft skills or relational skills of the involved partners have been emphasized as an important factor—indeed, many of the cases have insights on how to succeed in this matter based on their own experiences, and this should be addressed more systematically in the future process of the project.

In the next phase, there is a need for all the national cases to be more occupied with what to share from their participation in the joint project. What have they learned from their national and local projects that is of relevance for the aims of the Nordic 0–24 project? What do they assess as being of such importance in their project that they want to share it with the rest of the network? And, finally, what experiences from and assessments of their local work can contribute to the joint work on developing recommendations from the Nordic 0–24 project on *how* to develop improved services for vulnerable children, young persons and their families by means of enhancing cross-sectoral collaboration? If we are to identify any best practices related to the cross-sectoral collaboration of services provided to the target group, it will be necessary to work more thoroughly within the national cases and in the joint meetings to make their experiences and assessments of this more transparent and explicit.

In the mapping of the national cases this spring, respondents were asked whether the cases had any issues or subjects that they would like the Nordic 0–24 collaboration to address in the remaining period. Many of the responses were related to making the insights and experiences from the involved cases more transparent as a platform for mutual learning. This fits well with the aims of the Nordic 0–24 collaboration regarding providing recommendations

for best practices. It is also in line with the goals of the project evaluation: namely, to identify factors that might contribute to improved coordination and collaboration in the provision of a more coherent follow-up of vulnerable children, young people and their families.

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Nordic 0 – 24 collaboration on improved services to vulnerable children and young people

This is the second interim report from a process evaluation of the Nordic 0-24 project, initiated by the Nordic Council of Ministers in 2017. The aim of Nordic 0-24 is to improve services in the Nordic countries that are directed at vulnerable children and young people between the ages of 0-24 years old by means of improving cross-sectoral collaboration.

This second interim report have the national cases and experiences from these cases as the main object and starting point. The two main questions are how the user perspective is embedded in the cases and what can be learned from their work on cross-sectoral coordination and collaboration of services.