Fafo

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Mind the gap!

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

Final report from the
process evaluation

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Preface

This is the final report from the process evaluation of the Nordic 0–24 project. The project was initiated by the Nordic Council of Ministers in 2017 and has consisted of a collaboration between cases on improving services for vulnerable children and young persons in all the Nordic countries and autonomous islands.

The Fafo Institute for Labour and Social Research has been responsible for the evaluation, in collaboration with VID Specialized University. The evaluation was commissioned by the Norwegian Directorate for Education and Training and conducted during the period from October 2017 to June 2020. An initial draft of the final findings from the evaluation was presented to the participants in the Nordic collaboration at a joint online meeting in June 2020. The report was finalised this autumn and will be presented and made public at the project's closing conference in November. Unfortunately, this will have to be a live digital broadcast due to the ongoing coronavirus pandemic.

We would like to express our gratitude to all the participants from Denmark, Finland, Iceland, Norway, Sweden, the Faroe Islands, Greenland and Åland in the Nordic 0–24 collaboration. We are very sorry that we will not have the opportunity to present this final report at a joint meeting with you all present in the room. We have enjoyed following the development both in the national cases as well as in the joint Nordic network. Thank you for sharing your experiences and engagement in the discussions and reflections at the joint meetings of the project. A special thank you to the national contact persons who have responded to several surveys during the project, provided information from the cases and, in this final phase of the evaluation, have also been interviewed. Thanks too to Pernille Dalgaard-Duus at the Nordic Council of Ministers for constructive contributions to the evaluation. 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 Camilla Vibe Lindgaard and Birgit Leirvik, who have been our contact persons at the Norwegian Directorate for Education and Training.

The research team has consisted of Inger Lise Skog Hansen and Ragnhild Steen Jensen (Fafo) and Helle Cathrine Hansen from VID. Inger Lise Skog Hansen at Fafo has had the main responsibility for writing this final report, albeit with considerable contributions from the others. The constructive discussions in the team have been of great value to the evaluation.

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 on the presentations.

Oslo, October 2020
Inger Lise Skog Hansen (Project Manager)

Summary

This is the final report from a process evaluation of the Nordic 0–24 project. The project has involved a collaboration between initiatives to provide improved follow-up of vulnerable children and young persons between the ages of 0 and 24 years from all the Nordic countries and autonomous islands. The project's starting point is that improved cross-sectoral collaboration is necessary to provide more coherent and higher quality services. In this final report we discuss the lessons learned from the Nordic 0–24 project in relation to how to provide more effective and coherent follow-up of vulnerable children and young persons.

In all the Nordic countries the need for improved follow-up of vulnerable children and young persons is on the political agenda. There is a growing awareness that many of those facing a higher risk of social exclusion at school and other areas might experience multiple difficulties and, hence, require multiple types of support. These multidimensional difficulties might be related to personal issues, to their family situation, as well as to more structural conditions. The difficulties are often interdependent and in order to manage them, new integrated approaches to the service provision are required. This need for innovation forms the backdrop to the Nordic 0–24 project on improved services to vulnerable children and young people initiated by the Nordic Council of Ministers in 2017.

The Nordic 0–24 collaboration and the process evaluation

Representatives from the national initiatives have met twice a year to exchange experiences and discuss how to provide more effective services to vulnerable children and young persons. The national initiatives are identified by the Ministries of Education in each of the involved countries, and there is a national contact person for the project in each country. The Nordic 0–24 project has been administered by the Norwegian Directorate of Education and Training.

The main object of the evaluation has been to analyse how the Nordic 0–24 collaboration, with the involved efforts directed at vulnerable children and young persons below 24 years of age, improves the coordination of services aimed at this target group. The Nordic collaboration and the network for participating cases has been the main subject of the evaluation. The participants' exchange of experiences and reports from the cases in the network constitute the main empirical data. The process evaluation is based on the following data sources and methods: The main part of empirical data originates from participation at the joint meeting of the network. At these meetings the research team has facilitated the exchange of experiences on the main issues of the evaluation, observed the activities and discussions of the network, conducted interviews and presented findings from the evaluation, and engaged in a dialogue with the participants on these findings. In addition, mapping forms to the national cases, document studies and phone interviews with key informants are conducted to supplement the empirical material.

The involved national cases

The cases involved vary according to whether they entail 1) broad municipal development processes on structures and systems for improved coherent follow-up of children and young persons, 2) specific approaches and methods for more effective follow-up, 3) integrated services in a specific field arranged as one-stop shops, interdisciplinary teams, or other forms of flexible structures. These are the cases:

- Denmark: Inclusion of vulnerable children and families. Specific local initiatives from five municipalities on more inclusive practices in schools and follow-up of children and families, gathered in a network administered by The National Agency of Education and Quality.
- Finland: Services for children and families based on the life-cycle model. Local initiatives from three municipalities.
- Iceland: Expanding a one-stop-shop model for preventing school dropout. The model consists of a local service centre with school follow-up services working in close collaboration with schools, students and families in the area.
- Norway: Improvement of the quality of interdisciplinary collaboration. A network with representatives from different sectors in seven municipalities administered by the Association of Local and Regional Authorities (KS).

- Sweden: Preventing youth from early school leaving. Specific initiatives in four municipalities and one region gathered in a network administered by the Association of Local Authorities and Regions (SKL). While the municipal initiatives are all related to the follow-up of young people, the regional project is targeted towards coherent follow-up of children and young people with multiple support needs.
- Greenland: Local competence-building in a remote area. An initiative for screening non-formal qualifications among employees working with children and youth and developing the possibility for decentralised education and competence-building.
- The Faroe Islands: A coherent programme for pupils at risk of not completing their basic education. A programme called The Springboard in the municipality of Torshavn.

Bottom-up

In some of the cases, local authorities at management or administrative level are involved in the cases and participated at the Nordic meetings. For most cases, those who participated in the joint Nordic meetings were professionals working in frontline services, local set-ups and initiatives involved in the case. As such, the Nordic 0–24 collaboration has in principle been a bottom-up project – generating experiences from a broad range of local activities and innovation work to provide more effective follow-up of vulnerable children and young persons.

Two interim reports

During the project period, two interim reports from the evaluation have been published. This final evaluation report builds on findings and elaborations presented in two previous interim reports. The first report (Hansen, Jensen, Strand, Brodtkorb & Sverdrup 2018) presented an overall framework for the project and the involved cases. This included an overview of relevant services in the Nordic countries. This overview illustrated the comprehensive Nordic welfare states with extensive family and childhood policy. Based on the analysis of data from the two first joint meetings, as well as a mapping of the national cases, this first report stated six factors as being relevant to consider in the work of promoting improved cross-sectoral collaboration: 1) geographical proximity; 2) professions with different knowledge and culture; 3) leadership; 4) incentive systems and economy; 5) resources and time; 6) systems and regulations.

These factors have been used to structure further discussions in the joint meetings related to how to succeed in improved cross-sectoral collaboration.

The second interim report (Hansen, Jensen & Hansen 2019) thoroughly presented the involved cases and discussed the experiences from these cases. In this report three factors were identified as important for more effective follow-up:

1 A more individual-centred approach (the child / young person / family's total life situation in the centre – holistic approach).
2 A more coherent follow-up achieved through enhanced cooperation and collaboration.
3 Increased success through early intervention.

Results and lessons learned

One of the purposes of the evaluation has been to discuss lessons learned from the experiences in the involved cases, related to how to improve services and a more coherent follow-up of vulnerable children and young people through enhanced cross-sectoral collaboration This final report concentrates mainly on identified lessons learned from the project on these matters.

A joint mindset on more effective follow-up

The Nordic 0–24 collaboration has resulted in a joint mindset among the participants on how to provide a more effective and coherent follow-up of vulnerable children and young persons. The most prominent denominator is the need to take the perspective of children, young persons and families and to develop services and follow-up more on the basis of their needs. The adoption of an individual and holistic approach has implications both for the development of services and for the role of professionals and children/young persons/parents in the individual relations. Success in implementing a new practice demands systems that support this practice as well as professionals reflecting on their own way of relating to children and parents.

The following lessons learned are identified related to more effective follow-up:

• The three identified factors of effective follow-up are all connected. The individual-centred and holistic approach often demonstrates the

need for more coherent follow-up and is an important element in succeeding with identifying follow-up needs and early intervention.

- An individual and holistic perspective implies approaching the individual as a whole person in context and not in predefined and generalised categories. The relational dimension and a resource-oriented approach is an essential part of this approach.
- Putting the child and young persons at the centre is a way of overcoming the institutional logics of specific services and revealing the total situation of the individual and, further, providing a joint platform for more coherent follow-up.
- A user-oriented approach at the system level implies developing systems, structures and routines that promote easy (low-threshold) access to services and follow-up based on the needs of the child / young person / family, unrestricted by specific service mandates, criteria of a specific diagnosis, or other specifications.
- A user-oriented approach at an individual level implies involving the person (the child, youth, parent) in the process of defining relevant follow-up, and striving to acknowledge the persons in need of follow-up as equal partners in possession of competence and resources that could make the services more effective.
- One way to improve follow-up is to implement methods for empowering the child, young person and parent in meetings with professionals, in order to bring their perspectives and needs to the forefront in the relationship or meetings.
- An individual and holistic approach increases the possibility of identifying risks at an early stage and intervening early to avoid challenges escalating. Investments in broad universal arrangements pay off as it could both prevent the need for further follow-up and increase the possibility of identifying follow-up needs at an early stage and as such reduce the need for specialised services.
- Monitoring systems for early identification of risk is essential to succeeding with early interventions.
- Schools are core arenas of inclusion: One implication of a whole-child approach at school will be to go from approaching learning difficulties and challenges at school as something related to a problem with the child, to approaching these kind of challenges as being rooted in the

continuous interplay pupils engage in with the other pupils, the teachers and other professionals in school, the educational practice and the physical environment.

- An inclusive school applying a whole-child approach involves greater attention being paid to the learning environment and a mindset that places a greater responsibility for students' development in the hands of the schools' teachers and management.
- A whole-child approach at school implies addressing not only academic development, but also social and emotional development. Emotional and social skills are essential to building resilience and strategies to cope in life.
- To promote a more inclusive school the following four dimensions of collaboration are essential: developing a collaborative culture; striving for involvement of pupils and parents as partners in the total learning situation; providing access to relevant follow-up services; and implementing systems for collaboration between the school system and other services when necessary.

A more collaborative practice is a continuous process

Succeeding with cross-sectoral collaboration is both a question of developing new systems and structures for a more collaborative practice, and of developing relational competence and a collaborative culture in services and among involved professionals. A new collaborative practice must be embedded in systems and structures and supported by relevant toolboxes of methods, measures, routines and guidelines. The ways in which cross-sectoral collaboration is organised will vary between contexts, and initiatives must be amended to the local situation and problems to be faced. Succeeding in developing a new collaborative practice is a continuous process involving the building of both relational capacity and competence in the systems.

The following lessons learned have been identified on how to succeed with enhanced cross-sectoral collaboration:

- Cross-sectoral coordination implies that different sectors, agencies, institutions, services, disciplines or professions are involved in a process of collaboration to achieve better coordination of their efforts with the aim of solving a joint problem or reaching a joint goal.
- The coordination staircase illustrates that there are different phases in a continuous process towards developing improved collaboration. The

first step is restricted to sharing of information; the second step to developing a shared problem understanding; in the third step, involved actors change their own practice, either because they realise that their own practice may negatively affect the goal achievement in other sectors or services, or because the change of practice could lead to positive synergy effects in relation to other interventions; the fourth step involves actual collaboration in a joint intervention. The analysis has demonstrated the need for a fifth step, focussing on the work of implementing and upholding new collaborative practices.

- Reaching a shared problem understanding is crucial for collaboration and is a continuous task for maintaining collaborative practices. Although a collaboration has been established, continuous efforts are necessary to ensure a common understanding of the problem and that involved actors and professionals acknowledge various competencies involved.

- Six interrelated factors should be reflected on in order to succeed with improved cross-sectoral coordination; 1) geographical proximity; 2) services constituted by professions with different knowledge and culture; 3) the role of leadership; 4) incentive systems and economy; 5) resources and time; 6) systems and regulations.

- Geographical proximity can be essential for improved collaboration, but there are different relevant solutions to how to bring together actors who are to collaborate. In some cases, co-location is relevant and necessary; in others it is more a question of integrating services and developing cross-sectoral teams, but in many cases a question of developing systems and routines for cross-sectoral and interdisciplinary meetings when necessary.

- In the process of developing improved collaboration, it is necessary to take into consideration professional differences and that different sectors' and services' responsibility, regulations, professional knowledge and culture influence how professionals see a situation (their institutional logic) and which intervention and solutions they find relevant.

- New approaches presuppose anchoring in the involved services at both management and frontline level; dedicated leadership and working on the relations between services and professionals involved in a collaboration are both essential.

- The development of new cross-sectoral collaborative systems demands resources and time to work on new practices; this relates 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.

- The development of greater relational capacity in the systems for follow-up of vulnerable children and young people is a question of both developing systems and structures with relevant toolboxes, as well as relational competence among those to be involved in new integrated and more collaborative practices.
- There are three main dimensions of relational competence: knowledge about other relevant services and professions and what they might contribute to; acknowledging the added value of other professionals and services contributions; relational skills on how to work together with other professionals and involved citizens to achieve something one could not do alone.

Joint Nordic learning from a local perspective

The issues raised in the Nordic 0–24 project are high on the agenda in all the Nordic countries, with initiatives at both state and local level. The Nordic 0–24 project has evolved to be a bottom-up project, one with high value related to bringing knowledge and experiences forward from local innovation work on improved services and more coherent follow-up of vulnerable children and young persons. However, the relatively weak links to ongoing cross-sectoral initiatives at national level have hampered the possibility of generating learning from this and from vertical collaboration between local and national levels.

It took time for the participants in the Nordic 0–24 project to get into the project and for the discussion to move forward. The fact that the cases were not selected on the basis of clear criteria was reflected in them being rather heterogeneous. The project could have gained from a clearer framework and from establishing a joint problem understanding of what to achieve at an earlier stage.

As the project has evolved the participants have developed a common problem understanding through participation in the joint meeting and engagements in discussions. Through this, the project has generated important learning on how to improve services from a local perspective.

1 Introduction

This is the final report from a process evaluation of the Nordic 0–24 project. The project's starting point is that improved cross-sectoral collaboration is necessary to provide more coherent and higher quality services to vulnerable children and young people between the ages of 0 and 24 years. Most children and young people in the Nordic region enjoy good living conditions (OECD 2015; UNICEF 2016). Comprehensive welfare states in the Nordic countries provide access to education and health services for all. There are several welfare arrangements related to social security and a range of follow-up services for children, young people and families facing difficulties (Hansen, Jensen, Strand, Brodtkorb & Sverdrup 2018:39-94). The Nordic countries are known for prioritising an extensive family and childhood policy (Dølvik, Fløtten, Hippe & Jordfald 2015; Esping-Andersen, Gallie, Hemerijk & Myles 2002). To provide good childhood conditions for all could be seen as an investment in children and young peoples' living conditions in the here and now, their future life chances, and the sustainability of society (Moriel, Palier & Palme 2012)

At the same time, there is a growing concern for children and young people facing various kind of difficulties or growing up in poor living conditions, and especially a concern for how problems during childhood might lead to future social exclusion. The number of young people not completing school or dropping out of upper secondary school causes great concern. Education is a key to improved future life chances. As such, in all the Nordic countries great political attention is given to the situation related to children not coping in school, early school leavers, the number of young people dropping out from upper secondary education, and not least the share of young people not in education, employment or training (NEET) (Hyggen 2015; Nordens velferdssenter 2016; Tagstrøm & Olsen 2016). In all countries the need for improved follow-up of vulnerable children and young persons is on the political agenda. There is a growing awareness that many of those facing a higher risk of

social exclusion in school and other areas might experience multiple difficulties and, hence, a need for multiple types of support. These multidimensional difficulties could be related to personal issues, to the family situation, as well as to more structural conditions. Complex problems, also called wicked problems, are often characterised by being interdependent and, in order to manage them, new integrated approaches to the service provision are called for (Rittel & Webber 1973; Difi 2014).

Citizens in the Nordic countries benefit from a highly specialised welfare state that facilitates for high competence in different services and institutions. On the other hand, these highly specialised services seem to struggle when the issues in question are more complex. Multiple needs challenge the structures of a highly specialised welfare system organised into single sectors and services with defined areas of responsibility. The need for innovation to meet complex problems and to provide a more coherent follow-up of vulnerable groups with multiple needs is not specific to the Nordic region, but recognised as a systemic challenge related to modern welfare states in general (OECD 2015; 2018; Rittel & Webber 1973). This need for innovation is also the backdrop to the Nordic 0–24 project on improved services to vulnerable children and young people initiated by the Nordic Council of Ministers in 2017.

The overall agenda is to prevent social exclusion, school dropout and future marginalisation in the labour market. The Nordic 0–24 project has involved a collaboration between initiatives to provide improved follow-up of vulnerable children and young persons from all the Nordic countries and autonomous islands.

A main purpose for the evaluation has been to discuss lessons learned from the experiences in the involved cases in relation to how to promote better cross-sectoral collaboration and how to generate more coherent follow-up of vulnerable children and young people. The main problem discussed in this final report from the evaluation is lessons learned from the Nordic 0–24 project related to how to provide more effective and coherent follow-up of vulnerable children and young person through enhanced collaboration and coordination of services.

1.1 The cases

At the Nordic Council of Ministers, the Nordic 0-24 project is anchored in the Committee of Senior Officials for Education and Research. It has been the responsibility of each country's Ministry of Education to find a relevant national case to include in the project. The project manager of

the Nordic project emphasizes that due to limited resources the participating countries selected cases to include among ongoing relevant initiatives anchored in the education sector. There was no room for initiating new projects for this specific purpose.

The collaboration has involved representatives from the included cases. The representatives have met twice a year to exchange experiences and discuss how to provide more effective services to vulnerable children and young persons. The Nordic 0–24 project has been administered by the Norwegian Directorate of Education and Training and a dedicated project manager. There has been a national contact person in each of the Nordic countries and autonomous islands. The project manager and the national contact persons have constituted the Nordic 0–24 project group and planned joint activities of the collaboration.

The main objective of the evaluation has been to analyse how the Nordic 0–24 collaboration, with the involved efforts directed at vulnerable children and young people below 24 years of age, has improved the coordination of services aimed at this target group. The Nordic collaboration and the network for participating cases has been the main subject of the evaluation. The participants' exchange of experiences and reports from the cases in the network constitute the empirical data.

In an earlier report we described the involved cases in the Nordic 0–24 collaboration as being rather heterogeneous in their nature (Hansen, Jensen & Hansen 2019:34-36). Most of the cases concentrate on how to develop municipal practices and systems to achieve a more coherent follow-up of vulnerable children and young people, as well as families, but there are major variations in terms of which level of governance is involved as well as which groups are targeted. There are also variations when it comes to the number of services involved. Some cases involve broad cross-sectoral processes for coherent services, others more specific initiatives in one area, or one specific service or initiative for a defined target group. The cases are thoroughly presented in Hansen et al. (2019), but a brief introduction is provided below.

Denmark – inclusion of vulnerable children and families

The Danish cases consist of five municipal initiatives under a joint umbrella on practices for inclusion of vulnerable children and young persons. In all the Danish cases, the core aim has been to develop services and methods on the basis of putting children and families in the centre. Three of the municipalities involved (Frederikshavn, Guldborgsund and

Tønder) concentrate on municipal initiatives – such as developing a new collaborative interdisciplinary approach to follow-up of families in Frederikshavn, a joint approach for follow-up of children and young persons (0-18 years old) in Tønder, and a joint understanding for follow-up within the services for children and learning in the municipality of Guldborgsund. In Copenhagen the case involved one specific school (Østre Farimagsgade) and its work on applying the Children's Voice model. The municipality of Tårnby included an ambulant team that provided follow-up services to schools on more inclusive practices. The Danish cases were organised by the national Agency of Education and Quality thru their set-up with learning consultants. The learning consultants organised a network for the involved municipal initiatives, with some joint activities and meetings for exchange of experiences.

Denmark produced a film and has written articles from a study tour the network conducted on learning more about the systematic implementation of a Multi-Tiered System of Support (MTSS) in school. They are developing articles on the experiences from the involved municipal initiatives, as well as experiences from the joint Nordic project. The Danish experiences are made public thru the website www.emu.dk, a learning portal administered by the Agency of Education and Quality.

Finland – developing services for children and families based on the life-cycle model

The Finnish case involves broad development processes in child and family services in two principal municipalities, Espoo and Lohja. These two municipalities work in line with the life-circle model. This model aims at developing services that takes the need of children and families into account to a larger degree and makes these services accessible in arenas with which they are familiar. The Finnish case has contributed to the Nordic collaboration with their experiences from developing better access to interdisciplinary and integrated follow-up in school (what they describe as a community school) as well as providing more coherent and integrated follow-up of families (family-centre model).

The Finnish case should be seen in relation to the national programme to address reform in child and family services (LAPE) introduced by the former government in 2017. Further plans sharing experiences from the work in the Finnish case and their experiences from the Nordic collaboration are as yet undecided.

Iceland – expanding a one-stop-shop model for preventing school dropout

The Icelandic case is an interdisciplinary model for coherent follow-up of schools, children and parents with the aim of reducing dropout. The follow-up is provided from a service centre comprising both a range of social services and school follow-up services. The model has been developed in the district of Breidholt in Reykjavik since 2005, when social services and school services (as pedagogical psychological services) were merged into one local service centre. The local service centre works in close collaboration with the schools in the area and stresses a lower threshold for access to coherent follow-up services. Participants from the local service centre have participated in the Nordic network. The model is to be implemented in all areas of Reykjavik. The Ministry of Education has engaged one dedicated person to conduct an evaluation of the Breidholt model (now Reykjavik model) to make all procedures, routines and tools explicit and available for further implementation of the model. The evaluation report is not yet available.

Norway – improvement of the quality of interdisciplinary collaboration

The Norwegian case consists of a network of seven municipalities administrated by the Norwegian Association of Local and Regional Authorities (KS). The aim of the network is to find ways to strengthen the quality of the systematic and collaborative work with children and youth at risk. In the network among other things they have been engaged in how to arrange interdisciplinary meetings that foster equality and trust between professionals and between professionals and children, youth and parents. The case has worked on identifying indicators that provide information about the quality of interdisciplinary collaboration. KS collaborates with the national Norwegian 0–24 project at state level related to this case.

KS is working on developing different kinds of materials based on the work of the network. This includes guidance/interactive reflection and learning tools on cross-sectoral collaboration, education films/exercises and roleplaying on how to carry out meetings, and indicators that will provide information on the quality of cross-sectoral collaboration. These experiences are to be passed on thru the platforms of the Norwegian Association of Local and Regional Authorities.

Sweden – developing structures and programmes for preventing early school leaving among youth

The Swedish case is the only case that explicitly addresses young people. The case originates from a large-scale project called Plug In on preventing early school leaving, led by the Association of Local Authorities and Region (SKL). The project was followed by Plug In 2, and from these four municipalities and one region were included in the Nordic project to further develop cross-sectoral efforts and models already initiated as part of Plug In 2. The four municipal initiatives are targeted at 1) young people at risk of dropping out of school (Gøteborg – a guidance centre providing follow-up in the transition between secondary and upper-secondary school); 2) students at risk of dropping out of school in introductory classes and upper-secondary school (Sandviken – a collaboration between municipal labour market services and upper-secondary schools); 3) young people not in employment, education or training (Berg – a navigator centre in collaboration between the municipality, the Public Employment Services and the local labour market, and Com Ung in Lund – a one-stop shop integrating several municipal services as well as the Public Employment Services). The regional project is very different in nature: The Best for Children in Kronoberg is a large-scale development project involving health, education and social services, as well as police, at both regional level and municipal level (eight involved municipalities).

SKL plans to develop an educational programme and process tools to support improved collaboration in the municipal and regional work on combatting early school leaving. They have had an external consultant present experiences from the involved Swedish cases (Dertell 2020). The Swedish case will have their results published thru the platforms of the Swedish Association of Local Authorities and Regions (SKL).

Faroe Islands

The case from the Faroe Islands is a specific interdisciplinary and cross-sectoral education programme offered to young people (7th to 10th grade) with social and/or mental health problems who are at risk of not completing their basic education. The program is called The Springboard and located in its own premises. The program was developed in 2014 and since 2017 has been offered to all primary schools in the municipality of Thorshavn. The backdrop is an increase in school dropout among young persons. The programme involves collaboration between the social authorities, child welfare services, the primary schools, and the Ministry of

Education with pedagogical psychological counselling. In addition to the interdisciplinary educational program and individual tutoring, The Springboard may also follow-up the family. The youth and families must be registered with the child welfare services to participate in the programme. As part of the work in Nordic 0–24 project, the model has been documented in an evaluation and the aim is to expand the ideas from The Springboard to other municipalities in the Faroe Islands.

Greenland – screening non-formal qualifications and building competence in a remote area.

The Greenlandic case had its origins in a large-scale cross-sectoral community programme in the city of Tasiilaq. The aim of this program is to strengthen children's and youths' readiness for school and further education. The project involved collaboration at national, municipal and local level. Unfortunately, changes in government both at national and municipal level have made it difficult to obtain necessary support and approval to move forward with the project. This specific case was withdrawn from the collaboration in the winter 2019 and replaced by a more limited project aimed at screening non-formal qualifications among employees working with children and youth in Tasiilaq and developing the possibility of decentralised education and competence-building.

There has been a renewed attention on the challenges in Tasiilaq in the aftermath of the Danish documentary "The town where children disappear" revealing devastating social conditions for children and young people. This resulted in strengthened financial support and other initiatives from the national self-government authorities and from the Danish government to improve the conditions in the area, in particular regarding competency-building among those working with children and young persons. They are now working on documenting non-formal qualifications and building competence in a remote area. How experiences are to be further promoted is as yet undecided.

Åland

Åland withdraw their specific case from the Nordic project in 2018, but has participated in the discussions in the Nordic collaboration represented by one person from the Ministry of Education.

1.2 Cases representing bottom-up experiences

This overview illuminates the heterogeneity of the involved cases, related to whether they involve 1) broad municipal processes related to structures and systems for improved coordinated follow-up of children and young persons, 2) approaches and methods for more effective follow-up, 3) integrated services in a specific field arranged in one-stop shops, interdisciplinary teams, or flexible structures for collaboration. In some of the cases, local authorities at management or administrative level are involved and participated at the Nordic meetings. For most cases, those who participated in the joint Nordic meetings were professionals working in frontline services, set-ups and initiatives involved in the cases. The professionals were working in schools, pedagogical psychological services, social services, in interdisciplinary services and the specific integrated set-ups described above, some of them at managerial level. As such, the Nordic 0–24 collaboration has in principle been a bottom-up project – generating experiences from a broad range of local integrating activities and innovation work to provide more effective follow-up of vulnerable children and young persons.

The national cases have not been linked to cross-sectoral initiatives at national level, except from the Norwegian project. National authorities have been represented only to a very limited degree in the exchange of experiences and elaborations on how to promote more integrated services, and the implications for necessary innovation at a national level have not been an explicit issue in the discussions. The involvement of national authorities has been limited to the national contact persons from the Ministry or Agency of Education from each country. Sweden has not had any representation in the collaboration from ministry or agency level, but the national contact person is the project manager at SKL.

Even though the cases are heterogeneous in nature, they all share an engagement in developing improved and more effective follow-up of vulnerable children and young people. All have experience from practising some kind of integrated services to the target group and, as we will come back to, all have a common denominator for innovation: They are engaged in developing services and follow-up on the basis of the needs of children and young people – putting children and young people at the centre of attention. As such, the headline for the closing conference of the project in November 2020 is highly illustrative, being "Listen to children and young people!"

Another common feature is that all the cases in some way constitute an initiative that at some level is in the process of developing new collaborative practices to achieve a more individual-centred and coherent follow-up, embedding this in new structures, systems, models, methods and routines.

1.3 Problems and research questions

The tender for a process evaluation of the Nordic 0–24 project was issued by the Norwegian Directorate for Education and Training, and their key research question for the evaluation was: *How does the Nordic 0–24 collaboration – cross-sectoral efforts directed at vulnerable children and young persons under 24 – improve the coordination of services aimed at this target group?* Moreover, the tender raised questions related to cross-sectoral collaboration, questions on experiences of strengths and challenges related to engagement in cross-sectoral collaboration, and experiences of best practices of cross-sectoral collaboration. The issue of how a user perspective is incorporated into the national cases was also raised, in addition to how the involved cases contribute to enhanced cross-sectoral collaboration and user orientation. The project declared an ambition to identify best practices that can be shared in order to improve the coordination of service delivery in the Nordic countries directed at vulnerable children, young persons and their families.

On the basis of the problems raised in the tender, we formulated a key question of the process evaluation:

> 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?

To follow-up on the tender we formulated seven more specific research questions guiding the focus of this process evaluation:

- How is the cross-sectoral collaboration of services organised and regulated in the Nordic countries?
- What is the balance between state regulation and local autonomy in cross-sectoral collaborations, and how does it vary?
- How is cross-sectoral collaboration organised and regulated in the national cases? What are the strengths and weaknesses of the different ways of organising 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 (Hansen et al. 2018) provided a presentation of the Nordic 0–24 collaboration and the context of both this Nordic project and the national cases. In the second interim report (Hansen et al. 2019) we were engaged in the experiences from the national cases and the local projects. In this final report, the two interim reports constitute a backdrop for further elaborations and discussions with an aim to concentrate on the three last research questions above.

Main findings from previous reports

This final report builds on findings and elaborations presented in two previous interim reports.

The first report (Hansen, Jensen, Strand, Brodtkorb & Sverdrup 2018) presented an overall framework for the project and the involved cases. This included an overview of relevant services in the Nordic countries. Based on analysis of data from the two first joint meetings, as well as a mapping of the national cases, we stated six factors relevant to consider in the work to promote improved cross-sectoral collaboration: 1) geographical proximity; 2) professions with different knowledge and culture; 3) leadership; 4) incentive systems and economy; 5) resources and time; 6) systems and regulations. These factors have been used to structure further discussions in the joint meetings related to how to succeed in improved cross-sectoral collaboration.

The second interim report (Hansen, Jensen & Hansen 2019) discussed the actual involved cases and the experiences from these cases. The cases were presented more thoroughly, as well as their planned outcome, dissemination and contributions to the Nordic collaboration. In the report we identified three factors that were highlighted in all the cases as important for more effective follow-up:

1 A more individual-centred approach (the child / young person / family's total life situation in the centre – holistic approach).
2 More coherent follow-up achieved by enhanced cooperation and collaboration.
3 Increased success thru early intervention.

We described how improved user orientation has been a starting point for many of the initiatives involved in the Nordic 0–24 project and its work on promoting better cross-sectoral coordination and collaboration.

We further discussed the relevance of the six factors previously introduced on promoting cross-sectoral collaboration in light of experiences from the cases (see above). We emphasised how these factors are interrelated and have implications at different levels in the process of developing better coordination and collaboration. One of the recommendations in the second interim report was that the 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 Nordic 0–24 project.

1.4 Outline of the report

The aim of this final report is to elaborate further on lessons learned from the Nordic 0–24 project. What are the contributions from the project on how to succeed in developing more effective and coherent services to vulnerable children and young people? What are the lessons learned on how to succeed in enhanced collaboration and coordination? In the next chapter we describe the methods and theoretical approaches applied in the process evaluation. Chapter three concentrates on experiences related to how to provide more effective follow-up, while chapter four goes further into how to succeed in promoting enhanced cross-sectoral collaboration and coordination. Chapter five relates more to the organisation of the Nordic 0–24 project as such and the link between this bottom-up project and dissemination of innovation and learning at a national and Nordic level. How can "best practice" be shared in order to improve coordination of service delivery directed at vulnerable children, young persons and their families in the Nordic countries? In chapter six we provide some closing remarks on lessons learned from the Nordic 0–24 project.

2 Methods and theoretical approaches

The design of this process evaluation is a response to a tender in which the core issue was cross-sectoral efforts and collaboration on improved services to vulnerable children and young people.

The tender is based on an assumption that that improved cross-sectoral collaboration will contribute to more coherent and effective follow-up of vulnerable children and young persons. The starting point for the Nordic 0–24 project was that better cross-sectoral collaboration at state, regional and municipal level is necessary to provide more coherent services of a higher quality. The tender stated that all countries would participate with a national case, where different models for cross-sectoral collaboration would be tried out. It was further stated that every case has relevance for the issue of vulnerable children and young people, and can be linked to the risk of dropout from the education system.

The aim of the process evaluation, as presented in the tender, was to study how the Nordic 0–24 collaboration and the work in the national cases contribute to improved coordination of services for the target group and different aspects that influence whether they succeed in providing enhanced cross-sectoral collaboration. The process evaluation was designed according to this aim. However, as the Nordic 0–24 collaboration evolved, it became clear that the project had turned out to be somewhat different from the description in the tender. The national cases were more heterogeneous than anticipated and most of them originated from ongoing initiatives. Many did not explicitly address cross-sectoral collaboration, as indicated in the tender. It was therefore necessary to adjust the evaluation (design) accordingly.

In this chapter we present the design and methods used in this process evaluation. In the last section of the chapter we elaborate on the theoretical framework of the analysis and reflections of this study.

Methods and empirical data

The national cases and their local partners constitute the Nordic 0–24 collaboration. Each country and the autonomous islands has chosen a case that serve as a starting point for sharing of experiences and contributions to joint Nordic learning. During the project period, five joint meetings took place. The main source for empirical data in this evaluation came from the national cases and the sharing of experiences in the joint meetings. We will describe the empirical data of the process evaluation further, but first we describe the design of the evaluation.
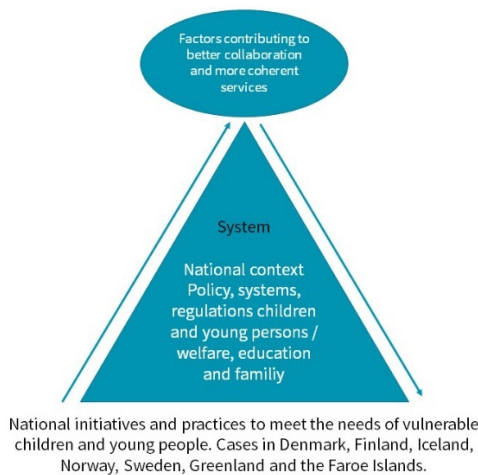
Process evaluation

This study is designed as a process evaluation (Sverdrup 2002). Process oriented evaluations are directed at gaining insight, understanding and learning from an ongoing project or initiative. A process evaluation implies that the researchers follow the initiative or project studies as it develops. As in our case, information gathered and analysis conducted at one stage in the evaluation process, is presented and discussed with involved actors during the project period.

It could be argued that in this design the evaluator is more an actor in an ongoing development process rather than an independent evaluator of the project. Research conducted at one stage is fed into later stages of both the Nordic project and the research process, and as such will influence the further development of both the involved cases and the problems discussed in the joint Nordic project. This possible trap of becoming more of a participant in the project than an independent researcher is avoided by the evaluation having a clear aim and design. The researchers have had the overall aim of the evaluation and research questions guiding their focus and the gathering of data. Theories and concepts used in the analysis are generated from other relevant studies related to the overall aim of discussing cross-sectoral collaboration and more effective follow-up of vulnerable children and young persons. The team of researchers consisted of three to four persons and represented two different research institutes, representing different perspectives and grounds for reflection related to the role of the researchers at the meetings, research questions to be addressed, and analysis to be conducted.

In the Nordic 0–24 project, representatives from the national cases (and involved local partners) meet twice a year to share experiences and discuss joint issues. As part of the process evaluation, these Nordic joint

meetings were used as an arena both for collecting information from the involved national cases, as well as for presenting findings and analysis so far in the project. We have also been engaged in defining some of the questions for group discussions at the meetings, and chaired some of the sessions. In this way, the researchers carrying out the process evaluation communicated and discussed research findings with the involved actors throughout the project period, and also set the agenda for what to discuss at some of the meeting's sessions. We used the opportunity to raise the issue of cross-sectoral collaboration, with different approaches. This was due to our main objective: to study examples of cross-sectoral collaboration and factors that contribute to better cross-sectoral collaboration. Being in dialog with the actors involved in the Nordic 0–24 collaboration has been important to generate improved understanding of the cases and contribute to knowledge sharing from the cases. In figure 2.1. we present the initial model for this process evaluation.

Figure 2.1. Model analysis, Nordic 0–24

National initiatives and practices to meet the needs of vulnerable children and young people. Cases in Denmark, Finland, Iceland, Norway, Sweden, Greenland and the Faroe Islands.

Over time, this design opens for a possibility to analyse the experiences of the involved cases with the aim of identifying factors across different contexts that could contribute to better cross-sectoral collaboration as a means to provide better services to vulnerable children and young people.

An advantage of a process evaluation is that it opens for adjustment in the design, if necessary. In this evaluation, it has been necessary to have

a broader approach than initially planned. Early on it became clear that for most of the participants, reflections on what contributes to improved collaboration or factors that may hamper cross-sectoral (or interdisciplinary) collaboration was a new topic. Even though they had experiences from interdisciplinary and cross-sectoral collaboration from their work, reflecting on how to collaborate and how to succeed with collaboration was not something they had been engaged in as an issue in itself, except from the Norwegian case. For most of the participants their main attention (naturally) was how to meet the needs of vulnerable children and young persons in a better and more effective way. The aim of their case or local project was related to a way of working, organising follow-up, or a specific method or approach.

It is important to note that except from the Norwegian case, none of the national cases or the local projects were initiated with the aim of improving collaboration per se, or that they included the aim of trialling a model for cross-sectoral collaboration (as stated in the tender). Rather, they were initiated to improve the follow-up of vulnerable children and young people. All of the cases do contain interdisciplinary collaboration, some of them cross-sectoral collaboration, but most of them have not had an ambition to evaluate models of cross-sectoral collaboration. However, based on the tender we anticipated that the national cases would present an interest in, and reflection on, cross-sectoral collaboration. Collaboration, interdisciplinary or cross-sectoral, was indeed a dimension in most of these projects, but initially rarely an issue that was explicitly addressed in itself.

The fact that the national cases did not explicitly focus on interdisciplinary or cross sectorial collaboration motivated the research team to pay more attention to the experiences of the national cases and local partners' work in a broader perspective. We looked for other joint features and assessed criteria for success in providing improved follow-up of vulnerable children and young persons. One dimension of this was to study how a user perspective is incorporated in the national cases (which was one of the research questions). This provided an opening to pay more attention to why cross-sectoral collaboration (or interdisciplinary collaboration) is essential, and further, how to succeed in a more collaborative practice.

As the Nordic 0–24 collaboration has evolved, the discussions on cross-sectoral or interdisciplinary collaboration have become a topic. Experiences have been shared and made explicit. The evaluation team has

played an active role in raising collaboration as an issue, but applying a broader perspective in the evaluation and paying more attention to the question of how to improve services and follow-up of the target group has been an important element in succeeding in bringing these discussions and sharing of experiences forward.

At the first joint meeting of the Nordic 0–24 collaboration in Oslo (October 2017) the project manager described the aim of the project as being to generate experiences and new learning about how to develop holistic, relevant and well-coordinated services across different public sectors. The overarching goal is to reduce school dropout and by so doing prevent poverty and exclusion from work and society at a later stage.

The national cases and their local projects constitute the Nordic 0–24 collaboration. These cases and their sharing of experiences at the joint meetings have been our main data source. In the introduction to this report we gave a presentation of the involved cases. A broader presentation is given in the second interim report (Hansen et al. 2019).

Bottom-up

The Nordic 0–24 collaboration has been a bottom-up project in the sense that it is mainly municipalities and local projects that have participated in the exchange of experiences and generating of learning at the joint meetings. In Sweden, Norway and Denmark the participating municipalities have been actively involved in the Nordic collaboration, sharing their experiences at the joint meetings, but these countries have also had an overarching structure for municipalities participating in joint activity at a national level – in the form of a national network. These networks have specific plans for communication of learning and dissemination of experiences from their participation in the Nordic 0–24 collaboration.

In Finland, the municipalities have also participated actively with their experiences in the Nordic network, but in the Finnish case there has been no facilitation for generating experiences at a national level.

In Iceland, the case is based in the service centre at Breidholt, but as the project has evolved, there have been more activities at an overarching municipal level in Reykjavik. In the last year of the project, there has been one more participant from Iceland in the joint meetings. This participant represented a collaborative team in the rural areas of Iceland.

In the Faroe Islands, the specific project, the Springboard in Torshavn, their collaborative actors at municipal level (schools and childcare) and

the pedagogical psychological services at state level have been the participants.

In Greenland, no actors working in the actual follow-up of children and youth in the town of Tasiilaq have participated in the joint network. The case has differed from the others by being mainly represented by the national contact person from the ministry, and at some joint meetings one person from the municipality administration also attended.

The role of the national contact persons has differed. They have all been placed at a national level, mainly in the respective ministry/directorate of education, but in Sweden and Norway, the national contact persons were from the national association of municipalities. Some of the national contact persons have been actively engaged with local actors in the national case as responsible for a network, while other national contact persons must be said to have had a more distant relationship to the involved local partners and the ongoing activities in the cases.

The table below outlines the detailed names of the main actors in each project. The actors listed in bold are where the national case is formally anchored. The participants in the active Nordic collaboration in the joint networks have mainly been the local participants.

Table 2.2. Anchorage of the national cases of cross-sectoral collaboration. Bold text is where the main responsibility of carrying out the case is placed.

Country and case	National Gov dept	National Agency	Local authorities and regions associations	Municipalities / others
Denmark "Inclusion of vulnerable children and families"	Ministry of Education	**National Agency for Education and Quality / The Inclusive Education Team / learning consultants**		Copenhagen, Frederikshavn, Guldbergsund, Tårnby, Tønder. (national network)
Finland "Services for children and families based on the life cycle model"	Ministry of Education and Culture		The Association of Finnish Local and Regional Authorities (Kuntaliitto)	Espoo, Lohja, Vantaa.
Iceland "Expanding a one-stop-shop model preventing school dropout"	Ministry of Education, Science and Culture	The Directorate of Education		**Municipality of Reykjavik, Department of Welfare, Department of Education and Youth. Service Centre in Breidholt (a district in Reykjavik)**
Norway "Methods for interprofessional meetings with children at risk".	Ministry of Education and Research	**The Norwegian Directorate for Education and Training**	The Norwegian Association of Local and Regional Authorities (KS)	Steinkjer, Skaun, Averøy, Lunner, Gjøvik, Råde, Halden. (national network)
Sweden "Preventing youth from early school leaving"	Ministry of Education and Research		**The Association of Local Authorities and Regions (SKL)**	Berg, Sandviken, Lund, Gothenburg, region Kronoberg (national network)
Greenland "Local competence building"	Ministry of Education, Culture and Church; (Ministry of Social Affairs and Justice)			**Municipality Kommuneqarfik Sermersooq and the city of Tasiilaq.**
The Faroe Islands "A coherent offer for pupils in risk of not completing their basic education"	Ministry of Education			**The municipality of Torshavn, social services, childcare services, primary schools, Ministry of education - PPR**

2.1 Data sources and methods

The evaluation has had the following data sources:

- Mapping forms
  - December 2017/January 2018
  - March 2019
- Document analysis
- Participation at joint Nordic meeting
  - Presentations of findings and dialogue with participants.
  - Facilitation for exchange of experiences.
  - Observation.
  - Focus-group interviews and individual interviews
- Participation at project meetings for national contact persons.
- Phone interviews (spring 2020)
  - National contact persons
  - Project manager
  - Contact person for the Nordic Council of Ministers

Mapping forms

We have gathered information from the national cases through a mapping form twice during the project, in January 2018 and in March 2019.

The first mapping form was distributed to the national contact persons by email in December 2018 and concerned the organisation of relevant services and systems in each country, as well as the national policy and attention related to early intervention, cross-sectoral collaboration and other national initiative directed at the target group.

A new mapping form was distributed by email to the seven national contact persons in March 2019. This mapping was formulated both in Norwegian and in English, and the respondents were allowed to answer in any Scandinavian language or English. This mapping was concentrated on what the cases had achieved, more specific questions on learning points and good experiences related to how a user perspective is incorporated, questions in cross-sectoral collaboration and coordination, as well as their assessment of the Nordic project and what they have gained from participating in the project thus far. However, the national cases have, to varying degrees, been able to make concrete contributions on learning points from their national case as a contribution to the Nordic collaboration. In the joint meetings, most experiences have been communicated directly from the participating local projects. Our data on

learning from the cases have thus mainly been generated from participating in the joint meetings, presentations in the meetings and contributions from local participants in the group discussions.

The attention paid to learning points relevant for the joint Nordic project was raised in the second interim report (Hansen et al. 2019). It was also a major question in the project at the joint meeting in Iceland in November 2019, and in the planning of the final conference for the Nordic 0–24 collaboration. Some of the cases have concrete plans for dissemination of learning points and experiences relevant for the joint Nordic project.

Document analysis

As part of the project, we have studied documents about the national cases and the local projects, as well as relevant documents on other initiatives in the involved countries. During the project period we have encouraged the participants to share documentation from their projects and relevant initiatives. As part of the analysis we have also studied websites and other presentation of involved initiatives. For many of the involved projects there has been limited written documentation.

In relation to this last phase of the project, all the participants were asked to share outcomes from there projects. In interim report 2 we presented an overview of planned outcome, table 2.1. (Hansen et al. 2019:40). Many of these outcomes are still not finalised or available. In the presentation of the cases in chapter one we presented the dissemination plans from the involved cases. Some dissemination plans have been delayed due to the coronavirus pandemic.

Participation and observation at joint meetings

The joint meetings in the project have been our main source for data collection in the process evaluation. These meetings have represented a possibility to present findings from the evaluation and the two interim reports, facilitate group discussions with specific questions related to the object of the evaluation, and conduct participating observation during other activities at the meetings. At some of the meetings, such as the last joint meeting in Reykjavik in November 2019, we facilitated for group discussions on specific issues and conducted group interviews with some of the participants from the national cases.

There have been five joint meetings in the project so far: in Oslo/Gardermoen (October 2017), in Copenhagen (May 2018), in Stockholm (November 2018), Helsinki (May 2019), and Reykjavik (November 2019). More details on the first four meetings are presented in the two interim reports (Oslo and Copenhagen in Hansen et al. 2018; Stockholm and Helsinki in Hansen et al. 2019). The program of these joint meetings are set in collaboration between the national cases and the Nordic project group. A final joint meeting was planned for June 2020, as part of an open conference with dissemination of results and findings from the project. However, due to the current coronavirus pandemic the conference has been postponed until November 2020 and arranged as a webinar.

In addition to presentations from the national cases and experiences from the local participants, each joint meeting has included external keynote presentations on relevant issues. At two of the joint meetings, in Copenhagen and Helsinki, there were also field visits to local projects. We give a brief overview of the five joint meetings:

In Oslo/Gardermoen (October 2017) there was a presentation of the included project from Greenland. There was a presentation from one of the regions included in the Swedish Plug In project and ComUng (a one-stop shop for young persons in Lund), which is one of the local participants of Plug In 2.0 (the Swedish national case). Also from Sweden, youth representatives from Plug In held a presentation in which they shared their experiences on what we can learn from their stories in terms of meeting the needs of young people at school. Furthermore, the local participants from Copenhagen included in the Danish national case presented the method Children's Voice. At this stage these presentations illustrated that the ongoing national initiatives had not yet been fully formulated or defined as cases in the Nordic 0–24 collaboration. At this meeting, the presentation from the research team included an introduction to the Nordic project and the design of the process evaluation. We also provided context for the topic with a comparative overview of the situation in the Nordic countries with some of the issues addressed in the Nordic 0–24 project: early school leavers, and young people in neither employment nor education or training (NEET). At the meeting we performed individual interviews with all the national contact persons on the aim of their project and the national context.

There were two external keynote presentations at the Oslo meeting: One by Rasmus Landersø from the Rockwool Fonden on social inheritance and social mobility, challenges for the welfare state and the Nordic

model. The other by Anna Gardegård from the Nordic Welfare Centre on reception and integration of migrant children and young people in the Nordic countries.

The second joint meeting in Copenhagen (May 2018) included two field trips: one to Østre Farimagsgade school in Copenhagen to learn more about inclusive education and the project Children's Voice at their school resource centre; the other to Tårnby municipality to learn about their project with a support system targeting inclusion in school, with a main emphasis on a floating support team. At the Copenhagen meeting, the research team presented the results from the mapping of national context.

The external contributions at this joint meeting were presentations and a panel debate with participants from KL (organisation for the Danish municipal councils), the trade union for social workers and a representative for the municipality of Copenhagen addressing the issue of more coherent follow-up of vulnerable children and young persons.

At the joint meeting in Stockholm (November 2018) 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 in order to facilitate early intervention for vulnerable students at risk of early school leaving (Anne Liljestöm, Consultant at the Sveriges kommuner och Landsting (SKL) and a presentation on family support and parental involvement (Martin Forster, psychologist at the Karolinska Institutet).

The programme in Helsinki (May 2019) included presentations from Iceland and the Faroe Islands: Iceland presented a model for cross-sectoral collaboration in a rural area of Iceland, and the Faroe Islands presented the 'Loppføljin' (The Springboard) project in Torshavn.

This programme also included a field trip to the municipality of Espoo, where we visited what the local partners call a community school. As well as being introduced to arrangements at this school for more coherent follow-up and access to different services, we also learned about local projects to provide more customer-friendly (they use the term "customer" in the local projects) services and coherent follow-up both in the municipalities of Espoo and Lojha.

There were two keynote speeches at this meeting: 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 recognise their various abilities.

At the last ordinary joint meeting of the project in Reykjavik (November 2019) there were presentations from projects included in all the national cases. At this meeting, the participants were encouraged to identify learning points and what they had achieved in the projects and from participating in the Nordic 0–24 collaboration. The host country gave a thorough presentation of what has evolved from the Breidholt model to the Reykjavik model for more coherent school support and follow-up of vulnerable children, young persons and families, and its implementation in all districts of Reykjavik. They also arranged short presentations of several Icelandic arrangements related to vulnerable children and youth: One short presentation on promoting health in school, one about a professional council for bullying in compulsory and upper secondary schools, one about Icelandic Welfare Watch and one on how to promote school connectedness. There was one keynote presentation at this meeting, on youth well-being and the school as a venue for support and reduction of vulnerability in Iceland (Sigrún Danielsdóttir, Cand. Psych/M.Sc. project manager for mental health promotion at the Directorate of Health).

At the joint meeting in Reykjavik we conducted group interviews with representatives from the national cases. We had one group interview per country, and in each interview up to four persons chosen by their national case participated.

These group interviews had the following questions or topics for joint reflection:

- What have you gained from participation in the Nordic project?
- What have you learned from the joint meetings that you have brought into your local project or further development of your local/national case?
- Do you perceive this way of sharing experiences as a suitable/good way to contribute to better services in the Nordic countries?
- Have improved cross-sectoral collaboration led to better results in your local case?
- If so, what kind of results, for children, young people and/or families?
- How would you say that your local services have improved during the project period?

- What would you say has been important to succeed in promoting improved collaboration, more coordination of services and coherent follow-up?
- Funding of your local projects.
- Potential / experienced challenges to cross-sectoral efforts – and how this could be solved.
- Experiences of any legal regulations of importance for collaboration and improved coordination of services? Are there any legal regulations of collaboration, that services are to collaborate and provide coherent follow-up?
- Are there any national policy or guidelines of importance for your local initiatives and projects? National efforts or initiatives related to improved services and more coherent follow-up of vulnerable children and young persons.

Every national case had a group discussion at the end of the joint meeting where the following topics were discussed:

- What have you achieved from participating in the Nordic 0–24 collaboration?
- Has the collaboration in the Nordic network had any concrete outcome for your local project, for the national project, for improved services to the target group?

Further, the groups were asked these questions:

- What are the main learning points from your local and national projects that can contribute to developing recommendations on how to improve services to vulnerable children and young persons (by means of enhancing cross-sectoral collaboration)?
- Is it possible to identify some results of what are achieved from enhanced cross-sectoral collaboration in your project?
- What would you say are the main lessons learned on how to succeed with enhanced cross-sectoral collaboration?
- When will your planned national contributions be available, and will they add to the final report?

The countries were asked to send the results from these country discussions to the research team after the joint meeting. We have received notes from four of the groups.

At the end of the presentation in Reykjavik, we raised some questions for further work in the last phase of the project – and asked for input from the national cases on:

- Good practice on ways to facilitate increased collaboration between services and sectors.
- Are there regulations that contribute to cross-sectoral and cross-professional collaboration?
- Ways (models) of funding cross-sectoral initiatives, and models of financial management that encourage cross-sectoral collaboration.
- How to empower users in their meeting with services.
- How to conduct cross-sectoral meetings.
- How to promote collaboration between professionals and service providers, and how to improve relational skills.
- How to integrate other services in school.

Participation at project meetings

The project manager of the research team has participated at the project meetings for national contact persons arranged in addition to the joint meetings. She has furthermore participated at some of the meetings for national contact persons arranged monthly as digital meetings. The project manager for the Nordic 0–24 collaboration are in charge of these meetings.

After the joint meeting in Reykjavik in November 2019 the project group has been engaged in planning a final conference with dissemination from the project. The project manager of the research team participated at one of the meetings in December 2019 and engaged in the topics for parallel sessions with disseminations from the project, and later contributed with comments to the plans for the conference and the parallel sessions.

Phone interviews

During the period February – March 2020 the research team conducted phone interviews with all the national contact persons, the project manager for the Nordic 0–24 project, the contact person at the Nordic Council of Ministers, and the person responsible for the Norwegian 0–24 partnership.

These interviews have had the following topics:

- The role of the national contact person
- Assessment of the way the Nordic project has been organised.
- Results in the national cases and from participating in the Nordic project.
- Learning points from participating and the project.
- Link to national policy level in the involved countries.
- Publications from the project.

2.2 Limitations in the empirical data

As explained, the process evaluation relied on several data sources. Despite this, we draw attention to the fact that there are three main limitations in the empirical data that should be noted; 1) access to data thru the national contact persons; 2) Lack of written documentation from the cases; 3) English as working language of Nordic development projects.

The design of the process evaluation defines the joint meetings and input from the national cases as the main data source. Due to both the organisation of the cases and the budget, the national contact persons became the main source of information on the national context and experiences from the involved cases between the joint meetings. There have not been resources to visit national cases or local project, and limited possibilities to provide other kinds of studies of the issues raised by the Nordic project. In addition to the joint meetings, the design declared the national contact persons as our main source of data from the involved national cases. Thru the process we have had to extend the emphasis on document studies and search for research and policy documents to obtain more information on the context of the national and local cases from each country. Many of the questions raised in the evaluation are, as pointed out in both the interim reports, difficult to answer for national contact persons or to provide information on. The projects are anchored in the education sector and collaboration with other sectors at the national level has to a limited degree been established. In the first phase of the project, this was reflected in difficulties in responding to or providing information on systems and relevant services anchored in other sectors (such as health and social affairs) (Hansen et al. 2018:24). We have met this limitation by providing information thru document studies and other sources, but because almost none of the cases are linked to sectors other than the education sector, or a cross-sectoral infrastructure at national

level, there is a lack of empirical data in this evaluation related to cross-sectoral collaboration at the national level. Many of the national contact persons have also found it difficult to answer the more detailed questions on experiences from the cases. An explanation for this may be that the national contact persons are not necessarily closely involved in the local cases as pointed out earlier in this chapter and thus have limited information/knowledge on the details of what is happening in the local cases and what learning points can be generated.

The other limitation is that even though the mapping and the discussions and reflections from the Nordic joint meetings have provided important insights into how to achieve more relevant and collaborative practices, there is limited written documentation from the cases. Systems, models and methods from the involved cases have rarely been presented in a structured way as a basis for joint reflection with the aim of identifying common learning points. In the autumn of 2020, some of the national cases are working on documentation and dissemination of learning points, but this has been available only to a very limited degree throughout the process. As an example, we can mention the issue of arranging interdisciplinary meetings. Many participants at the Nordic meetings have contributed to learning in relation to how to arrange interdisciplinary and cross-sectoral meetings as this is an issue in several of the included cases, but there is very little written documentation of methods and experiences so far. The same goes for empowering children, young persons and families in meetings with services and schools. This is addressed in most of the cases, but there are few documented methods and results. In Finland there are examples of schools where different services have been integrated, but there are limited documentations of models and results. In Iceland, at Breidholt, they have started a documentation and evaluation of their specific model of integrated school support services in a local service centre and close collaboration with schools in the area. This is important as the model is implemented in all districts in Reykjavik, but as of September 2020 this evaluation has still not been finalised. When it comes to concrete contributions related to models of funding and regulations that might promote cross-sectoral collaboration, we have not been able to achieve any empirical data from the involved cases in these matters.

A third limitation that should be noted is related to having English as a working language in these kind of Nordic development projects. Both in the mappings and in the joint meetings, having English as the working

language has been challenging. Participants who had to communicate in a second language may have restricted some of the sharing of experiences and details about involved cases. The participants were very open to help each other communicate, and if all participants in a group understood a Scandinavian language, they often switched to this. Of course, on many occasions the use of Scandinavian languages excludes those who do not understand any of them. This is a challenge in all Nordic collaboration. The first mapping demonstrated that formulating the questions in English might have made it more demanding to understand what we were asking for, and to respond, and as such we made amendments in the second mapping. The second mapping was formulated both in English and Norwegian, with respondents allowed to respond in English or any Scandinavian language. This made the responses more thorough.

Reliability and validity

Even though we made some amendments in our approach during the evaluation process, we stayed true to the main objective of the evaluation and research questions. As pointed out, there are some limitations in the empirical data, but still we have several data sources as the basis of our analysis: We followed the presentations and discussions in the joint meetings, facilitated dedicated group discussions, conducted mapping of information from the national cases and carried out both group and individual interviews with participants. It is challenging to discuss reliability and validity in qualitative studies such as this evaluation. The reliability relies on a clear design, the group of several researchers involved, and routine peer review of the reporting from the project.

There must always be a critical review of the validity related to whether results from studies could be transferred to other contexts. Early in the evaluation process we introduced some theories and concepts used in the analysis – and thru the process, have stressed the important of context in the interpretation of the findings. More than clear results, we present factors that thru the analysis have shown to be important to achieve a more coherent and effective follow-up of the target group and to improve cross-sectoral collaboration. Previously (Hansen et al. 2018; 19) we have discussed that the sample of national cases and the design do not make strictly comparable analysis possible. The aim of the evaluation was not to pinpoint best practice. Rather, thru analysis of the presentations made in the meetings, document analysis, mappings and interviews, we were to explore what was considered to be good practice by the participants in

the project and, further, to highlight factors which, on the basis of the analyses of this material, stand out as important in achieving more collaborative practice.

The transfer value from qualitative evaluations of this kind is always open to debate. In this evaluation we have also stressed the significance of context (taking context into consideration) and of having locally anchored processes involving all stakeholders as important factors in development processes towards new approaches. The way one method works in a specific school in a municipality in Denmark, might not work in Norway. At the same time, the analysis and the evaluation has shown that there are certain factors across different initiatives involved in the Nordic 0–24 project that seem to be of great importance in succeeding with the implementation of new, more collaborative practice. Discussing the findings in the light of other studies makes the results more relevant beyond the specific cases involved in the Nordic 0–24 collaboration.

2.3 Theoretical approaches

The Nordic 0–24 project could be described as consisting of two dimensions: One dimension is the overall agenda of the project to prevent social exclusion of vulnerable children and young people, to prevent early school leaving (dropout), and future marginalisation in the labour market. The other is related to enhanced cross-sectoral collaboration to achieve more coordinated and coherent follow-up of the target group.

As described, the main objective of the process evaluation was the latter dimension, but the former represents a context that is essential to the analysis. In the introduction we described how the Nordic 0–24 project can be seen in a social investment perspective. Within the Nordic welfare states, education and family policy have traditionally been highly valued and can be viewed as part of a social investment strategy (Dølvik et al. 2015; Esping-Andersen et al. 2002; Moriel, Palier & Palme 2012). Investing in the human capital of all children thru education, childcare and family policy is essential to economic development and employment growth. The Nordic 0–24 project can be understood in this tradition: an investment in a more coherent policy for vulnerable children and youth to enhance their future life chances and productivity.

We will further describe the theoretical approaches to the analysis in the project. As a starting point we assume that complex problems and multiple support needs challenge the structures of a highly specialised and sectored welfare state and that the sectored welfare state represents

potential institutional barriers to success in enhanced cross-sectoral collaboration. We employ the concept of *institutional logics* as an illustration of how a sectored welfare state is reflected in the way different agencies and services operate, as well as in their perspectives and professional understandings. We then clarify the concept of *cross-sectoral collaboration* in this context and cross-sectoral collaboration as a process with different factors of importance to the success of enhanced collaboration.

Vulnerable groups and complex needs

There is no clear definition of what is meant by vulnerable children and young persons, but in the context of the Nordic 0–24 collaboration vulnerability is related to coping in school, completing school and later social inclusion in everyday working life. One way of operationalising the term *vulnerable* in this context could be that we are talking about children and young persons that face so many and/or such large problems that they are at risk of experiencing poor living conditions right now, as well as the risk that these challenges may influence their future life chances and living conditions in adult life.

Vulnerable groups are often described as having complex problems or multiple support needs (OECD 2015). The concept of *complex needs* is used by different disciplines. Complex needs refers both to a *breadth* of needs (having more than one need, or having needs that are interconnected) as well as a *depth* of needs (having profound, serious or intense needs) (Rosengard et al. 2007). Many vulnerable children and young people grow up with several risk factors for developing problems that may later lead to challenges in school. These risk factors could be related to individual matters, family conditions and conditions of a more structural nature. Examples might be language problems or mental health problems, living in a low-income family, having parents with low qualifications who struggle to get a job, having parents with health problems, living in poor-quality housing or experiencing challenges related to neighbourhood conditions. Complex needs challenge the traditional service provision of modern specialised welfare states by requiring a multi-dimensional effort. Such challenges are often characterised as *wicked problems* (Rittel & Webber 1973; Difi 2014). A *wicked problem* has complex causes and diverse consequences, and is seemingly unmanageable due to its complexity. The problem will not be solved by addressing only one

dimension of it, and hence calls for intervention from several angles simultaneously, often involving services from different sectors and governmental levels (Difi 2014).

A sectored welfare state and institutional logics

The modern, highly specialised welfare state has been described as organised in isolated bureaucratic silos (Difi 2014). The institutional framework is defined by each sector or services having specific fields of responsibility, mandates, regulations and financing. With defined fields of responsibility and specialisation follows professionalisation and specific demands for competence within the different sectors. This institutional framework makes possible the provision of highly specialised services. It is also shown that these institutional frameworks are reflected in specific institutional logics within different fields (Andreassen & Fossestøl 2014). The different sectors, with their defined responsibilities and professionals with specific educational backgrounds, norms and values, develop their own institutional logic in ways of understanding the field they are in charge of and strategies for what are relevant solutions and ways to handle the tasks they are to report on. These institutional logics are played out in the professionals' interactions and engagement to provide services and can represent a difference from the perspective of other professionals acting on the basis of another institutional logic. They see the challenges thru different lenses. When changing from a single-discipline or sectorial modus operandi to a cross sectional collaborative, one may be hampered by deep-rooted institutional logics (Hansen et al. 2020:30-31).

Nesheim et al. (2019:35-37) have described the same kind of challenges related to what they call a possible *cognitive distance* between organisations and services resulting from diverse professional knowledge, values and norms and that these knowledge bases will result in different perspectives on the tasks to be solved. They apply the concept of *organisational distances* to explore the challenges public sector organisations face in cross sectorial collaboration. They emphasise different dimensions in which the degree of distance between involved actors might contribute to challenges in collaboration. These distances are geographical (location, communication), structural (formal structures, decision-making processes and responsibilities), power (authority and control, symmetrical or asymmetrical relationships), and cognitive distance (as mentioned earlier).

Many of the theories and discussion on cross-sectoral or interdisciplinary collaboration are related to the *interfaces*, borders or distances, between different sectors, or between different services, disciplines and professionals and how to *bridge between* them (Vangen & Huxham, 2009; Gressgård et al. 2017; Nesheim et al. 2019; Akkerman & Bakker 2011; Anvik & Waldahl 2018). In a theoretical model of collaborative advantage, Vangen & Huxham (2009) developed a tool for analysing and reflecting upon collaboration across organisational and professional borders, among them cultural diversity, trust, and management. Anvik & Waldahl's (2018) analysis of collaboration at a sample of schools between a new mental health team and other school support services already present in schools was theoretically framed with some central concepts taken from boundary literature, wherein the focus is directed at crossing boundaries between different fields or social realms (Akkerman & Bakker, 2011).

The literature describes, in a number of ways, the dynamics of and conditions for different actors to cross a variety of social realms. These theories and approaches related to bridging their interfaces or collaborating across them have inspired the analytical framework for identifying factors of relevance for improved collaboration generated from the experiences of the Nordic 0–24 project. We have previously described the six identified factors relevant to consider in the work to promote improved cross-sectoral coordination: 1) geographical proximity; 2) professions with different knowledge and culture; 3) leadership; 4) incentive systems and economy; 5) resources and time; 6) systems and regulations. These factors have been used to structure discussions at the joint meetings.

Cross-sectoral and interdisciplinary collaboration and coordination

Coordination may be defined in a number of ways. Difi (2014:14) defines coordination as a process in which the main objective is that different aims, values, activities, resources or other premises are seen in relation to one another and are being prioritised, balanced and adjusted to one another. Coordination may be divided into vertical and horizontal coordination. Horizontal coordination interconnects administrative units at the same level, for example directorates from different sectors. Vertical coordination interconnects administrative units at different levels, such as between government departments and directorates, or between state and municipality (Fimreite 2007). Furthermore, a division can be made

between coordination in policy development on the one hand and coordination of activity on the other (ibid.). As we have described earlier, we mainly have empirical data to provide analysis of horizontal cross-sectoral or interdisciplinary collaboration at a municipal level. In chapter five we reflect on the limitations related to lack of empirical data to provide analysis of vertical collaboration.

In the analysis in this project, coordination as a process has been important. In the introductory chapter we referred to the coordination staircase (Difi 2014) used in the analysis to illustrate different phases in the process towards better coordination. The empirical data shows that this process is not a continuous one, climbing in one direction up the stairs, but in many ways a continuous process to maintain developed collaborative practices. The staircase, which we will come back to in chapter four, has four initial steps: 1) sharing of information, 2) development of a shared problem understanding, 3) avoiding undermining others' goal attainment – changing one's practice to better adapt it to other interventions, 4) collaboration to develop coordinated joint plans, measures or practices. We have argued that there is a need to implement a fifth step, the implementation of new practices (Hansen et al. 2019:75)

In the report we often refer to cross-sectoral collaboration. This was the initial purpose of this evaluation – to analyse different models of cross-sectoral collaboration in order to achieve more coherent and effective follow-up of vulnerable children and young persons. In the national cases there will often be a question not so much of cross-sectoral collaboration as of interdisciplinary or interprofessional collaboration. In our operationalisation of the concept we have applied a broad approach to cross-sectoral collaboration including both interdisciplinary and interprofessional collaboration. In some contexts, we have used these specific terms – interdisciplinary and interprofessional – when it seems more relevant. More than seeing these terms in relation to each other, they should be contrasted to multisectoral or multidisciplinary interventions. One could identify many examples of interventions where several sectors, disciplines or professions are involved, but they do not necessarily collaborate or have any joint activity. The essential dimensions are the involvement in collaboration to achieve improved coordination (Glavin & Erdal 2018). Cross-sectoral collaboration means that there are different sectors, agencies, institutions, services, disciplines and professions that are *involved in a process of collaboration to achieve better coordination of their efforts with the aim of solving a joint problem or reaching a joint goal.*

3 A more effective follow-up

The participants in the Nordic 0–24 collaboration all are engaged in developing more effective follow-up of children and young persons. We have described the Nordic joint meetings as representing a bottom-up perspective on how to improve services for vulnerable children and young people.

In the introduction we pointed to the three identified factors of effective follow-up generated from the Nordic 0–24 project: 1) A more individual-centred and holistic approach, 2) a more coherent follow-up, and 3) increased success thru early intervention. In this chapter we further elaborate on experiences and lessons learned related to how to achieve a more effective follow-up, with these three main factors as a starting point.

We start by going into the most prominent common denominator of the involved cases – putting the individual in the centre – developing follow-up and services more on the terms of those in question – the child, the young person or families – and applying a more holistic approach. This individual-centred and holistic approach often demonstrates a need for a more coherent follow-up and is perceived as an important element in succeeding in identifying follow-up needs and early intervention. The three identified factors of effective follow-up are related. Factor one – having an individual centred and holistic approach – is a premise of the two other factors. In this chapter we start with a conceptualisation of the individual and holistic approach, as this is the key constituent of more effective follow-up. Further, we go more thoroughly into analysis of how a more prominent user orientation, both at the system and individual level, is an essential part of this approach. We address examples and illustrations from the cases on their work related to these matters. Thereafter, we discuss early intervention and the importance of universal arrangements and monitoring systems for the identification of risk. In the last section of the chapter we go more thoroughly into the school as a core arena for inclusion and specific context of many of the lessons

learned from the Nordic 0–24 project. We discuss how to apply an individual and holistic approach in school as part of a multi-tiered system of support.

3.1 Individual-centred and holistic approach

The individual and holistic approach is applied in different ways in the involved cases, but before we elaborate more on the findings from the cases we present a further conceptualisation of this approach.

In the context of vulnerable children and young people one will often see the concept "whole child" perspective, this "whole" referring to professionals relating to the child as a whole individual – physically, intellectually, socially, emotionally – and as situated in different contexts to which they relate – the family, a neighbourhood, a school, friends e.g. The holistic approach refers to approaching the "whole" individual in need of services (the child, the young person, the parent) and his or her "whole" situation. The holistic perspective is realised in the meeting between the individual and the professionals, and the relational aspect plays an important part too. A holistic perspective in this context implies approaching the individual as a whole person and not as a representative of a category, e.g. "problem-child", "the youth with mental health issues", "the pupil with language problems". The aim of the professional must be to treat the child, youth or family based on proper knowledge about the whole person and the situation of the family, and not on pre-defined and generalised categories (Gubrium & Hansen 2019).

Relational and resource-oriented

The understanding of the individual holistic perspective diverges from an *individualistic* approach, where the child is perceived and seen detached from the contexts in which they live and interact. Whether the child is approached as an individual detached from context, or as an individual situated in a context, leads to different perspectives on how to provide relevant follow-up. The solutions to the problems diverge: 1) An individualistic approach tends to see challenges as the child's "problem", something to do with the individual's characteristics, and the answer will be interventions and means that target the child or family. 2) An individual, holistic approach aims to see the whole child with its strengths and weaknesses and challenges in relation to the context they take place in, the solution could be related to both context and the individual.

The relational dimension as well as a resource-oriented approach is essential for the individual and holistic approach.

The analysis of the Nordic 0–24 project demonstrates that the individual-centred and holistic or whole-child approach is the aim of all the cases, although they are addressed in somewhat different ways.

In the next section we present several examples from the cases on different initiatives and methods to obtain what we have defined as a more user-oriented approach: at a system level, by developing low threshold access to follow-up and follow-up more on the terms of the child, young persons or families; and at an individual level, in the follow-up, putting the child or young person's perspective to the forefront and promoting empowerment. In the second interim report we referred to a poster from one of the group sessions in Stockholm in November 2019 on user perspective, and the recommendations from this group in many ways sum up many of the elements included in the different cases. The elements are both related to the relation between the child/youth and the professional, and systems for more user-oriented and coherent follow-up:

- Get to know the users—build respect and trust.
- Be curious, humble and avoid preconceived 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. (Hansen et al. 2019:51)

All these elements relate to putting the child or the young person at the forefront, both in the meeting at an individual level and in development of new structures and systems.

3.2 Putting the child or young person at the forefront

In the second interim report (Hansen et al. 2019:43-45) we introduced the concept of *user orientation* in the discussions of the cases' work on developing new systems better tailored to the needs of children, young persons and families, and follow-up more on the terms of the child, the young person or parent. This means enhancing the user perspective both at a system and individual level. We apply the concept of user orientation

to describe a more prominent orientation towards the perspectives and needs of those in question. User orientation takes place both at a system level, in developing systems and services on the terms of those in need of follow-up, as well as at an individual level in the form of user involvement, emphasising the perspectives of the individual in question in the relation between the professional and the one in question.

In the final period of the Nordic 0–24 project, the group of national contact persons was engaged in planning a closing conference. The headline of the conference was "Listen to children and young people!" and with a further statement that vulnerable children need support on their own terms and that this requires interdisciplinary and interprofessional teamwork. This headline was generated from the main lessons learned from analysing the national cases. They all have a more prominent user orientation as a common denominator, and this user orientation has made the fragmented, or – as one of the participants put it – "complex systems" of services more visible and thus the need of cross-sectoral and interdisciplinary collaboration more prominent (Hansen et al. 2019:45-53).

Implication of more prominent user orientation

The involved cases illustrate that applying a more prominent user orientation – often operationalised as putting the child, young people and families at the forefront, and taking their perspectives and needs as a starting point – has implications. Both related to how to organise services at a system level and how to approach the individual in the actual interaction. This approach challenges both the structures of the traditionally specialised services and the roles of professionals and children/young persons/families in their interacting relations.

In the first report we had two extreme points of departure to illustrate implications of 1) a specialised services/professional-oriented approach and 2) a user-oriented approach:

1 A specialised/professional approach implies that the definitions of needs and interventions required will be delimited by defined responsibility, professional understanding, mandate, demands of diagnosis or other specific criteria and available measures and resources in their specific service.
2 A user-oriented approach implies listening more explicitly to the person in question, e.g. the child, the student, young person or parent,

and acknowledging their perspectives. From this a more holistic picture will be revealed and the possible need for multiple interventions from different services and sectors.

Related to the first constructed position, one could use the metaphor that different sectors and services have adjusted lenses that influence how they see a situation and which intervention and solutions they find relevant. In chapter two we introduced the concept of institutional logics (Andreassen & Fossestøl 2014). The institutional logic is developed over time and based on specific services or sectors having defined responsibility and tasks, distinct professional knowledge to meet defined tasks, and dedicated measures and resources. In the field of children, young persons and families there several special services within education, pedagogical psychological services, child welfare, health, social services and so on, all of them holding institutional logics that shape the way they see different challenges and a potential risk of only focusing on the specific part for which they are responsible. Some of the services have distinct criteria (diagnosis or specific situations) for access to their services, and in combination with limited resources this could result in tunnel vision. The downside of this described earlier is the risk of persons with multiple support needs meeting a highly fragmented system and no one taking responsibility for the total situation.

The second constructed position – a more prominent user orientation – is one way to challenge the institutional logic and reveal the total situation of the individual, and further provide more coherent follow-up.

In the second interim report we provided several examples from the involved cases on municipal developing processes for more effective and coherent follow-up, putting the child, the young person or family at the centre. These processes often relate to systems organised more in terms of children, young people and families and better tailoring the needs of the target group, to structures for more user-oriented (and integrated) practices, as well as guidelines for the actual interaction with individuals. The guidelines for the actual interaction involve both the role of the professionals and of the person in need of follow-up. In what follows we will discuss some of the lessons learned related to improving services by applying a more prominent user orientation.

Systems on the basis of the needs of children and young persons

In their presentations of their development work, the municipalities of Lohja and Espoo in Finland emphasised that a main motivation has been to provide services based on the needs of what they refer to as customers, in this context children, young people and families (receivers of services as customers). Two of the grounding factors for the development work in Lohja was 1) to see municipal citizens as partners and 2) to shift from focusing on services to focusing on customers' needs (Hansen et al. 2019:45). According to the life-cycle model, they have been engaged in facilitating for better access to necessary services at arenas with which children, young persons and families are familiar, in schools and also in family centres with a broad range of services available at the same premises and with a low threshold for access. One of their guiding principles in this reform work has been to make a transition from services solely concentrating on their own interventions to leading a network and a supply chain of differentiated services (ibid. – referred to in a presentation by the Director of Welfare in the city of Lohja).

This transition from taking the service's responsibility as a starting point to developing services and systems that take the diverse needs of children, young people and families into account to a larger extent, is also the aim of the development project The Best of Children in Kronoberg, Sweden. Based on the Scottish model Getting it Right for Every Child (GIREC), they perform ambitious reform work in developing a child-centred model for cross-sectoral and coherent follow-up of vulnerable children and families. The Kronoberg model has two main elements: Children identified by any services as in need of coherent follow-up are to have *one named person* responsible for following the child's development, and have contact with and coordinate interventions from different involved services. In addition, every child shall have a *child's plan,* describing their whole situation, needs and interventions. The child's plan is a joint plan for all involved service. The model, as we see it, aims at developing an overall structure for cross-sectoral coherent follow-up, based on the need of children and young people. In Sweden, as in Norway, health and social services have a legal obligation to provide for an individual plan when those in question have multiple service needs. The difference from the "child's plan" in development is that these plans are anchored in one specific service. In Norway the government has distributed for comment several proposals for adjustments in the legislations

related to collaboration between different welfare services and coordination of services to children and young persons[1]. One issue is to harmonise the regulations between different sectors when it comes to individual plan.

The need for one joint plan is also on the agenda in Denmark, where a new law for one joint plan for cross-sectoral and coherent follow-up of persons with complex needs was passed in 2018, and there is an ongoing trial project related to this in five municipalities (Holm-Petersen, Busch, Slottved, Strandby, Clausen & Sørensen 2019).

The cases involved in the Nordic 0–24 collaboration are all engaged in developing systems more on the basis of the needs of children and young persons and, as such, towards more coherent follow-up. We can systemise them in these different approaches:

- Integrating relevant services at arenas where children and young people are.
- Co-location of services to provide a one-stop shop for specific groups
- Interdisciplinary teams.
- Structures for interdisciplinary meetings.
- One named person for cross-sectoral coordination of follow-up of children and young persons.
- One joint children's plan.
- Overview of contact persons in all relevant services available/network
- Coaching and case management.

Many of the initiatives are motivated by facilitating easy access to services when needed, and lower thresholds for children, young people and families to get the follow-up they need and reduced emphasis on diagnostic evaluations as criteria for support. Those in need are to receive a coherent follow-up when required. Easy access to coherent support for young people is a main element of, for instance, co-locating different services and facilitating for professionals from these services to work together at Com Ung, the one-stop shop for follow-up of young persons in Lund, Sweden.

Providing services on the basis of the needs of children/young people/families also has implications at the individual level, in the relation

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[1] https://www.regjeringen.no/contentassets/002adeefa19a4357aa805ba7a5a88152/horingsnotat--bedre-samarbeid-for-barn-og-unge-som-har-behov-for-et-sammensatt-tjenestetilbud-samarbeid-samordning-og-barnekoordinator.pdf

between child/youth and professionals. One important element in the Children's Voice project in Copenhagen is, for instance, that a "whole-child" approach, where the focus is on the child rather than specific diagnosis or problems, is being developed by the professionals working with children. As we will learn more about soon, the case in Copenhagen has developed several guidance tools for communicating with children and parents to support this approach. In the next section we will elaborate further on the element related to user orientation at an individual level, in the relation between the child or young person and the professionals.

Empowerment and coproduction

In the second interim report (Hansen et al. 2019:44) we described a trend for increased emphasis on user involvement in services concerning a transfer of power from professionals to those in need of follow-up; what could be described as a co-production of services. Askheim et al. (2016:44) described this trend as such: "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)".

These two dimensions – to actively involve the person in the process of providing relevant follow-up, and to strive to acknowledge the person in need of follow-up as an equal partner that holds competence and resources that could make the services more effective – are relevant in the description of many of the initiatives constituting the Nordic 0–24 collaboration.

While the Finnish cases and the regional project in Kronoberg are mainly on a system level related to user orientation, other cases are more engaged in the direct involvement of children, young persons and families in the interaction with professionals. The Children's Voice project in Copenhagen is one example of an initiative that emphasises that children have a right to participate in decisions that influence their lives and learning, and where acknowledging children (and parents) as experts in their own lives is important. This could be said to represent a change in mindset, from the professionals' perspectives as a starting point to the child's (and parents') perspective – a mindset where hearing the child's voice at all levels is essential. One participant in the Nordic network illustrated the change in this way:

Now we emphasise speaking with the children and their parents, rather than about them.

The Children's Voice in Copenhagen builds on the same Scottish model, GIREC, as the regional project in Kronoberg, but within a context of one specific school. In acknowledging the child's perspective as a starting point, they have developed approaches, methods and systems in school related to this. An element of this is always to include children and parents and to listen to their perspectives. For this to work they have developed guidelines for talking to the child about their situation, and systems for empowering children and parents before meetings as well as facilitating for them to be equal participants in 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 interprofessional 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.
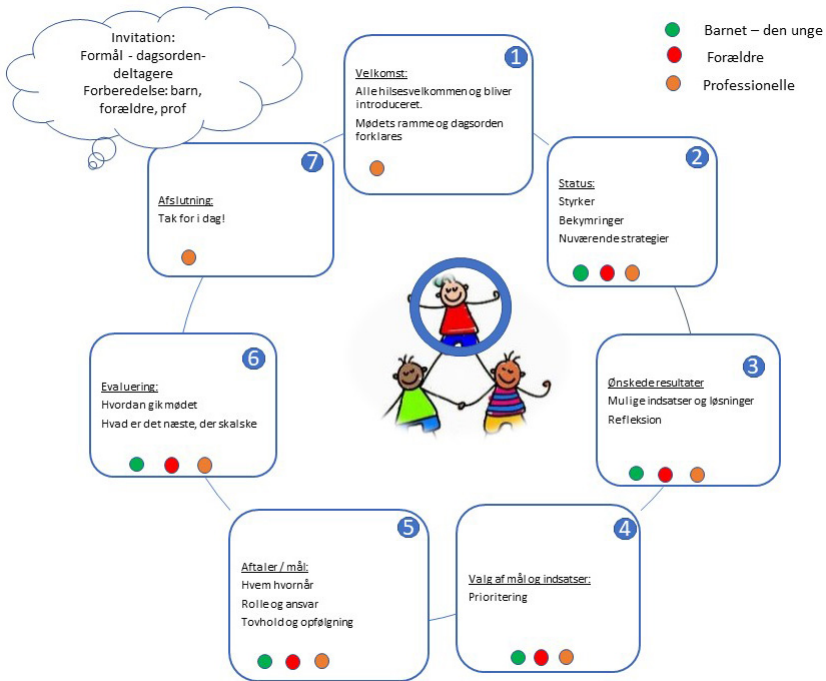
The Children's Voice project builds on strengths and aims to promote resilience in the child's team and within the child. The whole idea is to work in partnership with children, families and professionals in schools and to use diversity and differences as resources for change.

In figure 3.1 we see the system for meetings with children and parents according to the Children's Voice model at Østre Farimagsgade in Copenhagen. The figure was produced by the local project and is in Danish. The main point is that they have designed a structure for getting the perspective of children (pupil), parents and professionals included in the child's planning meeting, and having a set agenda for how the meeting is to proceed.

Figure 3.1. Meeting guide Children's Voice, Copenhagen.

Source: Children's Voice, Copenhagen.

Many of the actors in the Nordic 0–24 project are engaged in empowering the child, the young person or the parents in the meeting with professionals with the purpose of bringing their perspectives to the forefront and striving for a partnership in the work to ensure relevant and coherent follow-up. These methods and initiatives often have two main factors: applying an individual and whole-child (holistic) approach, and empowerment (different strategies to empower the individual in the relation with the professional/service provider). This involves examples of development of defined structures for meeting and dialogue tools to be used in meetings to ensure that the for instance parents, children, young person's resources are emphasised and their voices heard (see Hansen et al. 2019:46 – 50).

One of the participants in the Nordic project working in a case related to children and families also pointed out the importance of asking the parents about their experiences after the meeting, whether they felt that the professionals listened to them, whether they felt that their views were respected and accounted for, and so on. This practice of asking the parents for feedback regarding their experiences with the meeting, was also a way to build a relationship of trust and mutual understanding which again could contribute to a working relationship between the parents (but the practice has transfer value to children and young people) and the professionals. In the project Children's Voice in Copenhagen, a system for preparing with pupils and parents before meetings has been developed. In figure 3.2 we show a triangle developed for this preparation of the children before a meeting. Similar triangles are made for reflection together with the child/pupil and also for professionals' preparations before meetings. One main element is a reflection on the whole situation of the child and their contexts.

Figure 3.2. Guideline for preparation with children before child's planning meeting, Children's Voice, Copenhagen

Min hverdagstrekant (fra barnet/den unge selv)

Sund og rask?

Lærer jeg at nå mine mål?

Kan jeg kommunikere?

Er jeg glad for at være den jeg er?

Lærer jeg at blive ansvarlig?

Er jeg selvhjulpen og passer jeg på mig selv?

Har jeg det godt med familie og venner?

Hvordan vokser jeg op og udvikler mig

Får jeg guidning, råd og vejledning til at træffe de rigtige valg ?

Får jeg viden om hvad der skal ske og hvornår?

Forstår jeg min families historie, baggrund og værdier

Får jeg omsorg og støtte i hverdagen?

Bliver jeg sikret tryghed?

Er der nogen, der er der for mig?

Er der plads til leg, opmuntring og sjov?

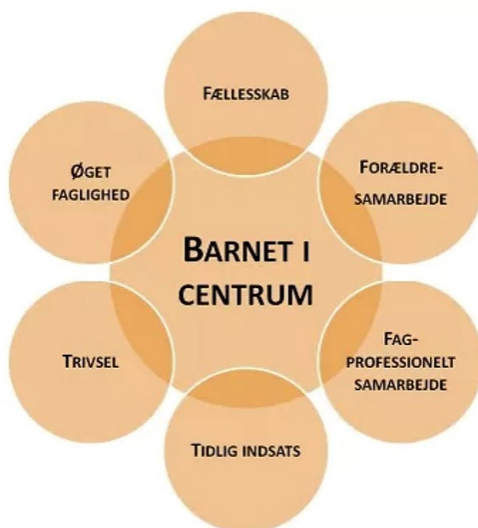*Hvad har jeg brug for fra de voksne, som passer på mig*

Min øvrige verden

Støtte fra andre - Muligheder i lokalområdet - God og sikker bopæl - At høre til - Skole - Tilstrækkelig med penge - Job til forældre

"Hele" barnet" – den "hele" unge
Fysisk, social, følelsesmæssig, "åndelige" og psykologiske udvikling

Source: Children's Voice, Copenhagen

In the second interim report (Hansen et. al. 2019: 46) we presented the work of the municipality of Tønder 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 3.3).

Figure 3.3. Model of the work of 'Education for All' in Tønder, Denmark

Source: Municipality of Tønder. https://padlet.com/alibru/uddannelsetilalle

On the website of the municipality of Tønder (https://toender.dk/borger /uddannelse-til-alle/uddannelse-til-alle), information (guidance and tools) is provided 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 (these are the elements included in the figure 3.3). This include 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. There is a joint structure of interdisciplinary meetings (e.g. health nurse, kindergarten, social worker), Finally there is an overview of efforts that have been undertaken for the 0–18 age group, and an overview of relevant contact persons in the various services and areas.

One learning point from the national cases is that a new and more user-oriented practice has to be anchored in the total organisation and supported by management, guidelines and tools. To succeed with implementing a new practice, a new mindset must also be implemented, and this presupposes professionals reflecting on their own way of relating to children and parents.

Coaching as a method for empowerment of youth

The empowerment of young persons is an essential element of the Swedish projects related to preventing early school leaving and follow-up of young people not in employment, education nor training (NEET). Several of the projects have developed the use of coaching as a dialogue method for empowering the youth and provide the support they need to help them manage their own lives, make reflected choices and reach their goals. Coaching presupposes working with an individual and holistic approach, and supporting the young person in her or his own development process.

Coaching has been an important part of the work of the "transition team" in Gothenburg. This is a project to prevent dropout by providing follow-up to motivate and support pupils in the 9th grade in the transition to upper secondary school. One part of the project is to help increase the students' confidence and self-awareness. In addition to supporting the youth, the coach also collaborates with study and vocational counsellors, and with the upper secondary school and school health services (see more about the transition team and coaching here: https://pedagog.goteborg.se/artikel/coachning-nian-forebygger-elevavhopp-pa-gymnasiet/

In the municipality of Sandviken, the employees who coach young people also apply an empowerment approach. The employees have completed an internet-based web-coaching programme called Mentor. The method includes different strategies for helping the young person identify their own strengths and goals, attitudes and feelings and, based on this, to make their own decisions about their future and what they want to achieve.

The Swedish youth projects all employ approaches related to getting the perspective of the youth and provide coherent follow-up. The Plug In projects from which the Swedish cases originate have developed five success factors that are applied and where having an individual-centred approach and building positive relations between students and adults are two important elements.

> ### 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/forskolagrundochgymnasie-skola/sklssatsningarutvecklaskolan/pluginminskarstudieavbrottenpagymna-siet/framgangsfaktoreriplugin.8702.html*
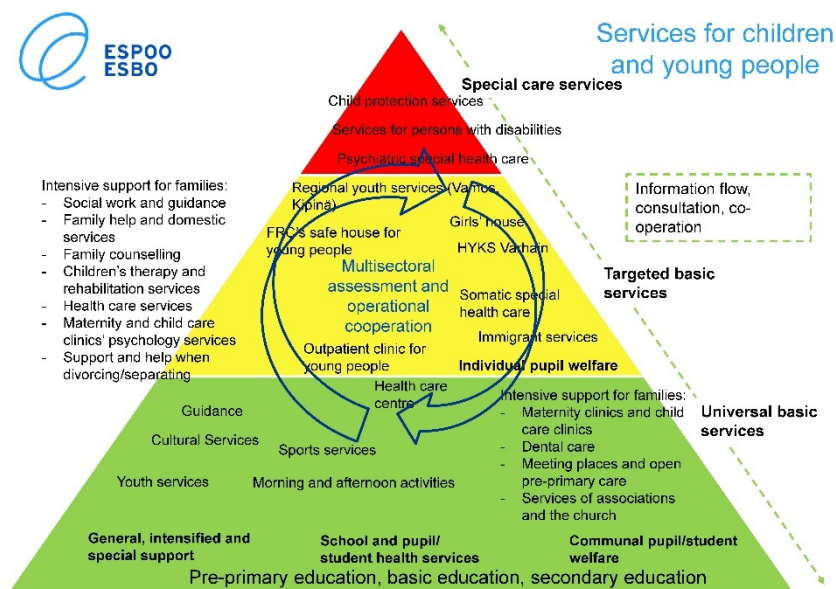
These five success factors reflect that success in an improved follow-up is not only a question of the individual relationship between the young person and professionals, but also of having sufficient systems in place for identifying risks (early intervention) and structures for collaboration and coherent follow-up. As such, these five success factors sum up the interrelationship between the three previously introduced factors of effective follow-up; a more individual-centred and holistic approach, a more coherent follow-up, and early intervention.

3.3 Early intervention

The third success factor emphasised in the Nordic 0–24 project is early intervention. A low threshold for access to support when needed is linked to success with early intervention. Having good systems for identifying risks and assuring access to support when needed are two essential dimensions of early intervention. In the discussions in the network, the importance of broad universal arrangements has been heavily emphasised as important to succeeding with early intervention. This refers to having services and arrangements available for all children and young persons that are both able to provide everyone the follow-up they need to cope in school and everyday life and prevent social exclusion, and to

identify the need for more targeted interventions at an early stage and before problems escalate to be more challenging. At the joint meetings several versions of a multi-tiered system of support, emphasising the importance or cost-effectiveness of a broad universal level, have been presented. Often these presentations of a figure of this system are limited to arrangements in schools and the education sector, but from the Finnish case we have seen it applied to a municipality's total arrangements for follow-up of children and young persons (see figure 3.4.).

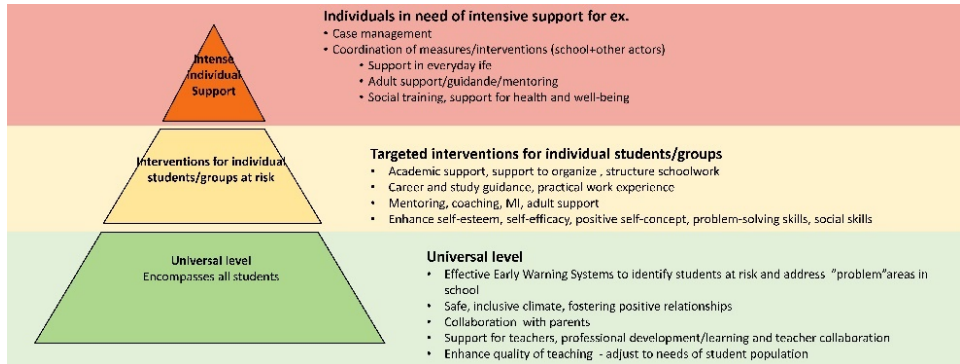Figure 3.4 Services for children and young people in Espoo, Finland

Source: Presentation by Kaisu Toivonen, Director of Education, City of Espoo, at the Nordic joint meeting in Helsinki 2019.

The figure from Finland illustrates the diverse system of services for children and young persons. The universal basic services for all are important to provide sufficient follow-up of all children and young persons in order to succeed in early intervention and to identify the need for more targeted services and the most specialised services. One main point of this figure is the need of information flow and coordination, both to secure that all actors have the information they need to provide sufficient and coherent follow-up. An important matter discussed in the Nordic project

is how the universal services can improve their work both through enhanced user orientation and by identifying the need for specific follow-up at an early stage. In figure 3.5 we present the figure which has been a guide for the work of the participants in the Swedish Plug In project.

Figure 3. 5. Triangle from the Swedish Plug In project on follow-up of vulnerable students at risk

Source: Presentation by Anna Liljestrøm (SKL Sweden), at the joint Nordic meeting in Stockholm 2018, first presented in Hansen et al. 2019:71

The model presents a system of broad universal services including monitoring systems for identification of risk. The model also underlines the importance of a good, safe and inclusive climate in school, positive relationships, collaboration with parents and support for teachers, professional development and enhancing the quality of teaching and adjusting to needs of the students in order to promote inclusion of all students and as so prevent the need for more targeted interventions. In many ways this sums up the previously emphasised element of more effective follow-up. The model is a guide that sums up learning from the Plug In project on elements important in preventing early school leaving and dropout. We will not go into the different aspects of this model here, but some of them will be further elaborated in the section on school as a core arena for inclusion. One important element is that several factors are important to prevent early school leaving. In relation to early intervention this model emphasises an effective warning system to identify students at risk and address "problem" areas at school.
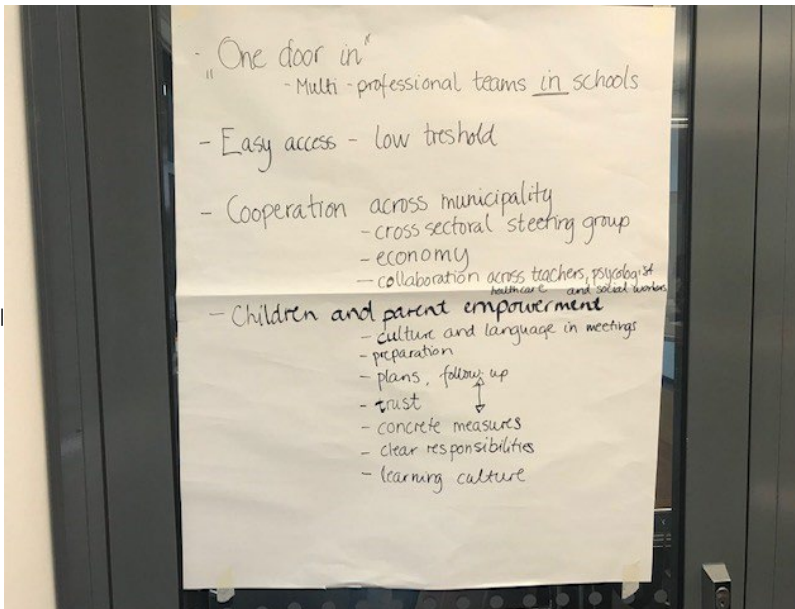
Early identification of risks

One important part of early intervention is early identification of risk. Several of the cases have developed systems for early identification of risk and, as such, easy access to support. The previously presented "Transition team" in Gothenburg has developed a questionnaire called "The Signalist" to make it possible to identify which pupils are at risk of dropping out of upper secondary school and, in collaboration with the primary schools, invite them into the programme of the Transition team. An important part of the Breidholt model (Iceland) has also been to monitor students' development to identify needs of support, and then to provide easy access to relevant services without any further assessment and demands for diagnosis. Due to the Breidholt model's structure, with more collaboration between the schools, the service centre and the school follow-up services, the project has achieved greater success in early intervention compared to before this model was implemented. According to the Icelandic case, one success factor is reduced emphasis on diagnosis and formal referrals in order to gain access to relevant support. The Icelandic case reports that referrals to the Child and Youth Psychiatric Department were reduced by 56% in Breidholt between 2011 and 2019. This is considered to be a result of improved collaboration and lower threshold for access to support.

3.4 School as a core arena for inclusion

In chapter four we will go further into lessons learned related to how to succeed in improved cross-sectoral collaboration and integrating services, but first we will elaborate further on the school as a specific arena for many of the lessons learned from the project so far on more effective follow-up. In figure 3.6 we present one of the many posters produced from group sessions at the joint meetings of the Nordic 0–24 project addressing many of the points presented in this chapter so fair. Most of them relate to more effective follow-up of children and young person, taking the school as the arena.

Figure 3.6 Poster from group session in the Nordic 0–24 project

For all the cases, schools represent an important arena for both identifying children at risk and initiating coherent follow-up if needed. At an overall level the school is seen as a core arena of inclusion. If we are to sum up some of the lessons learned related to how to make school a good arena for inclusion this would be the following:

- To promote a more inclusive school, four dimensions are essential: developing a collaborative culture in school; striving for involvement of pupils and parents as partners in the total learning situation; providing access to relevant follow-up services in school; and implementing systems for collaboration between the school system and other services when necessary.
- A whole-child approach involves paying greater attention to the learning environment and a mindset that places a greater responsibility for students' development in the hands of the schools' teachers and management.
- A whole-child approach implies addressing not only academic development but also social and emotional development. Emotional and social skills are essential to building resilience and strategies to cope in life.

- Monitoring systems for early identification of risk are essential to succeeding in early intervention. Interdisciplinary staff in school increases the possibility of identifying risk at an early stage and intervening early to avoid an escalation of challenges.
- Succeeding with more inclusive practices demands systematic critical reflection on the school system and educational practices.
- Investments in universal arrangements pay off.

The Danish network included as a case in the Nordic 0–24-collaboration arranged a study visit to the P.K. Yonge school in Florida, USA in autumn 2019. Their aim was to learn more about a systematic implementation of a Multi-Tiered System of Support (MTSS). This model has several similarities to the triangle often referred to at the gatherings of the Nordic 0–24 project (figure 3.5. for example). At the joint meeting in Iceland in November 2019 the presenters of the Icelandic approach to mental health in school, and the presenter of the national case, the Reykjavik model on school support services, both referred to the multi-tiered system model of support.

Figure 3.7 Multi-tiered system of support as part of the Icelandic presentation of approach to mental health in school
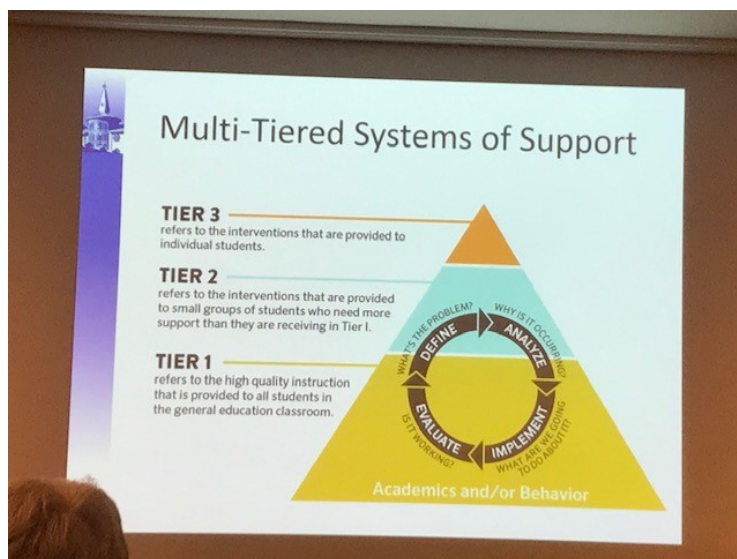

Photo taken by the research team at the joint meeting in Iceland, 2019, from a presentation on Youth well-being and the school as venue for support and reduction of vulnerability.

The figure illustrates the importance of the general arrangements, the learning environments and high-quality instructions to all students as part of their general education, and then the more targeted interventions at tier two and three. How to organise school support services has been an important issue at all the gatherings of the Nordic 0–24 project.

In the first interim report we described that all Nordic countries have school support systems (Hansen et al. 2018). All countries have school support systems including nurses, school counsellors, pedagogical psychological services, and different specialist consultants if needed. There are national variations in how these support systems are arranged, but there are also differences between schools in the same countries and even between schools within the same municipalities.

Provision of school support systems is mainly a municipal responsibility. How to arrange for students to get access to adequate support when needed has repeatedly been an issue in the discussions. From the cases we can identify two different models: 1) Interdisciplinary support services integrated in schools; 2) Interdisciplinary support services organised outside of school and available in school when necessary, in defined meetings or as floating teams. From the discussions in the network we have learned that all schools seem to have some sort of health service (nurses) available in school. All schools also seem to have school counsellors. Other services or professions such as pedagogical psychological services, social workers, special hearing consultants or other professions are infrequently available and more often organised as special services involved when there is a problem. However, the situation is changing. In all the countries, there is more emphasis on including other professions to a larger degree in school, and some of the cases involve initiatives related to this. A main question has been how to organise these services so that students receive the follow-up they need and so that the competence of the diverse professions are included in schools in a way that contributes to a more inclusive practice.

The cases included in the Nordic 0–24 project represent different models of arranging school services. More or less all of them stress the importance of interdisciplinary school services available in school and having the school as a joint working arena. Examples are:

- The original Breidholt model, now Reykjavik model, constitutes a model with an ambulant interdisciplinary school support service included in the local social service centre, in close collaboration with schools in the local area.

- In Finland, the municipalities of Espoo and Lohja have aimed at including relevant services and professions in school and developed what they call a community school with improved access to different services and professions in school.
- In Copenhagen Østre Farimaksgade school (those included in the project Children's Voice) has established an interdisciplinary resource centre in school to support an inclusive practice. At the joint meeting in Copenhagen in 2018 we visited this school and also the municipality of Tårnby, which has a different approach with a floating school support team.

How to succeed in a more inclusive school and early intervention is a main question of more effective follow-up of vulnerable children and young persons. We will use the experiences from the Danish case and their study tour to P.K. Yonge school in Florida[2] to learn more about a systematic implementation of a Multi-Tiered System of Support (MTSS) as backdrop for further elaboration on how to succeed in early intervention and more coherent follow-up in school.

MTSS as an example on early intervention
The MTSS model has some key elements:

- universal screening of all students to identify risks at an early stage;
- increasing target support (multiple tiers of support) for those in need of special follow-up; integrated plans that address students' academic, behavioural, social and emotional needs;
- integrated data collection and assessment to provide information to intervention at each tier; the use of evidence-based strategies;
- a school-wide approach to student support (teachers, counsellors, psychologists and other specialists work as a team when they assess students and plan interventions);
- professional development so the professionals can provide effective follow-up;
- family involvement so parents understand interventions and provide follow-up at home;

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[2] The P. K. Yonge school is a compulsory elementary and lower secondary school with a specific profile in educational development and with an attachment to the University of Florida.

- frequent monitoring of students' progress so educators can use this data to decide if further interventions are needed.[3]

In an article on the experiences from this study tour (Roien & Lindberg 2019), the project manager of the Danish case and a colleague state that at the P.K. Yonge school inter-professional collaboration is a condition for the work on the students' academic, social and emotional development.

The main point, as the authors see it, is that the school has developed from approaching learning difficulties and challenges at school as something related to a problem with the child, to approaching such challenges as being rooted in the continuous interaction pupils engage in with the teachers, the other staff, the educational practice and the physical environment. This leads to more attention being paid to the learning environment and a mindset that places a great responsibility for students' positive development in the hands of the school's teachers and management. Their task is to be critical of the school's practice and adjust this within a holistic system; they should be able to respond to each student's need for support and contribute towards developing each student. In this system, interdisciplinary collaboration plays an essential role, both in the everyday life of the classroom and in dedicated meetings.

The school aims to provide education adjusted to the individual needs of all students, and to do so they have an interdisciplinary group of staff, consisting of teachers, some of them with further education in special education, and other specialists such as behavioural coaches, school counsellors, speech and hearing consultants, nurses and psychologists.

This interdisciplinary staff makes it possible to identify risks at an early stage and intervene early to avoid challenges escalating. The Danish visitors emphasise that the school has a joint mindset and a structure to support the aims of this mindset (Danmarks læringsportal, Roien & Lindberg 2019).

Several of the learning points from P.K. Yonge are relevant for the discussions that have taken place in the Nordic project, such as the importance of: an interdisciplinary staff at school; a monitoring system for early identification of risk; addressing students' academic, social and emotional development; critical assessment of learning methods and approaches in school; and of monitoring students' development.
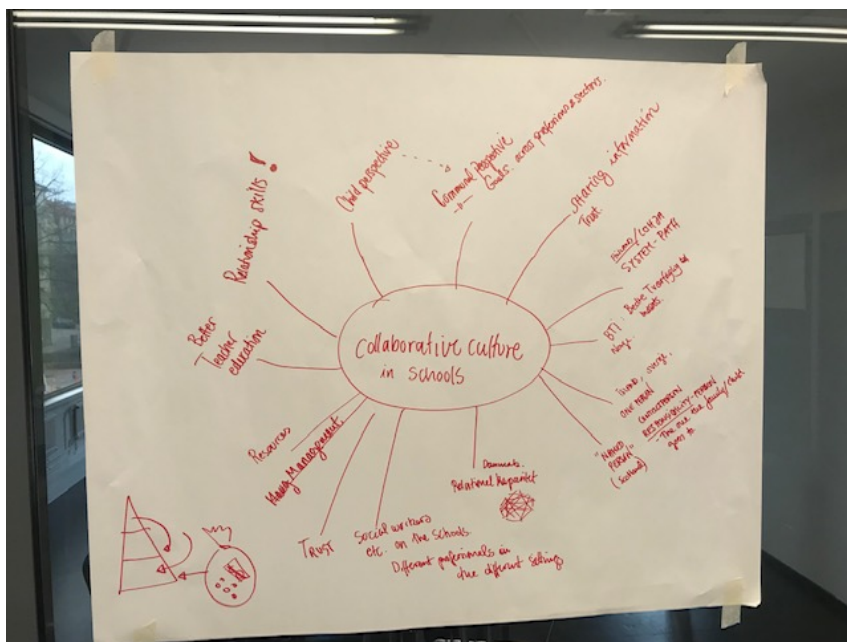
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[3]https://www.understood.org/en/learning-thinking-differences/treatments-approaches/educational-strategies/mtss-what-you-need-to-know

One of the keynote speakers in the joint meeting in Iceland highlighted many of the same elements in her presentation of strategies to promote good mental health in school. One joint conclusion is that cross-sectoral collaboration in school is an imperative to succeed.

Collaborative culture in school

Many of these elements have been discussed in the Nordic 0–24 collaboration. At the gathering of the network in Helsinki in the spring of 2019, one of the group discussions was on collaborative culture in schools.

Figure 3.8 The poster from one of the groups

The poster points to many of the same elements as those highlighted from the MTSS model, as well as stressing collaboration as an imperative for other interventions. Some of the main points in the poster are learnings that have been emphasised in the discussions in the meetings:

- Investing in universal arrangements to provide early investment
- The importance of taking the child's perspective
- Developing a joint mindset in schools, with common perspectives and goals

- The importance of management in succeeding with developing a collaborative culture
- The importance of competence in staff
- The need for relational skills
- Social and pedagogical psychological services in school

Many are engaged in the importance of addressing not only academic skills in school, but also social and emotional skills. At the joint meeting in Helsinki in 2019 there was a presentation of what was called a positive CV, which was met with enthusiasm by many of the participants. The presenter was later invited to the Faroe Islands to give the presentation to those involved in the Springboard (their national case). In the keynote on promoting mental health in school in Iceland in November 2019, the importance of social and emotional skills was also addressed. The importance of addressing social and emotional skills is linked to building resilience and strategies to cope in life. As part of this, the building of competence among teachers and other professionals in school is also questioned. This is regarded as necessary to follow-up on a more holistic and relational approach to pupil's challenges in schools. A major question is how to ensure that educational practices, the learning environment, and school culture are developed to implement these new approaches to inclusion for all.

Even though including social and emotional skills in school has been an issue, there has not been much emphasis on educational practices as part of the Nordic 0–24 project. Although there have been references to the importance of critical reflection on the arrangement of schools, educational methods and practices as such have not been an issue to such a degree that we have empirical data for further elaboration. In line with the participants, we can point out that of course we assume that educational practices and competence in school are also important to inclusion for all, but this has not been an issue we have addressed in this evaluation. It should be said that at the joint meeting in Finland in 2019, the school visit in Espoo included learning about a system for critical assessment of educational practices thru class peer observation, but this has not been an issue for further discussions in the network.

3.5 Summing up

In summing up this chapter we might say that that Nordic 0–24 project has resulted in a joint mindset on how to provide a more effective and

coherent follow-up of vulnerable children and young persons. The most prominent denominator is the need to take the perspective of children, young persons and families and to develop services and follow-up more on the basis of their needs. The adoption of an individual and holistic approach has implications both for the development of services and the role of professionals and children/young persons/parents in the individual relations. A new and more user-oriented practice has to be anchored in the total organisation and supported by management, guidelines and tools. To succeed in implementing a new practice demands systems that support this practice, as well as professionals reflecting on their own way of relating to children and parents. The emphasis on early intervention and more coherent follow-up underlines the need for cross-sectoral and interdisciplinary collaboration.

Based on this chapter we will sum up the following lessons learned related to more effective follow-up:

- The three identified factors of effective follow-up are all connected. The individual-centred and holistic approach often demonstrates the need for more coherent follow-up and is an important element in succeeding with identification of follow-up needs and early intervention.
- An individual and holistic perspective implies approaching the individual as a whole person in context and not through predefined and generalised categories. The relational dimension and a resource-oriented approach are essential elements in this approach.
- Putting the child and young persons in the centre is a way of overcoming the institutional logics of specific services and revealing the total situation of the individual, further providing a joint platform of a more coherent follow-up.
- A user-oriented approach at system level implies developing systems, structures and routines that promote easy (low-threshold) access to services and follow-up based on the needs of the child/young person/family, and not restricted by specific service mandates, criteria of a specific diagnosis, or other specifications.
- A user-oriented approach at an individual level implies involving the person (the child, youth, parent) in the process of defining relevant follow-up, and strive to acknowledge the persons in need of follow-up as an equal partner that holds competence and resources that could make the services more effective.

- One way to improve follow-up is to implement methods for empowering the child, young person and parent in meeting with professionals, in order to bring their perspectives and needs to the forefront in the relationship or meeting.
- An individual and holistic approach increases the possibility of identifying risks at an early stage and intervening early to avoid challenges escalating. Investment in universal arrangements pays off as it could both prevent the need for follow-up and increase the possibility of identifying follow-up needs at an early stage, as such reducing the need for specialised services.
- Monitoring systems for early identification of risk is essential to succeeding in early intervention.
- Schools are core arenas of inclusion: One implication of a whole-child approach at school will be to go from approaching learning difficulties and challenges in school as something related to a problem with the child, to approaching these kind of challenges as being rooted in the continuous interaction pupils engage in with the other pupils, the teachers and other professionals in school, the educational practice and the physical environment.
- An inclusive school applying a whole-child approach involves a greater degree of attention being paid to the learning environment and a mindset that place greater responsibility for students' development in the hands of the schools' teachers and management.
- A whole-child approach at school implies addressing not only academic development, but also social and emotional development. Emotional and social skills are essential to building resilience and strategies to cope in life.
- In order to promote a more inclusive school, the following four dimensions of collaboration are essential: developing a collaborative culture; striving for involvement of pupils and parents as partners in the total learning situation; providing access to relevant follow-up services; and implementing systems for collaboration between the school system and other services when necessary.

In the next chapter we will elaborate on lessons learned on how to succeed in improved cross-sectoral collaboration.

4 Cross-sectoral collaboration

The three identified success factors of more effective follow-up – individual and holistic approaches, coherent follow-up and early intervention – all have improved collaboration and integrated services as an imperative. In this chapter we will take a closer look at experiences from the involved cases related to how to succeed in cross-sectoral collaboration and lessons learned from their practices.

Succeeding with more interdisciplinary practices and better cross-sectoral collaboration is a question not only of embedding collaboration in structures and systems but, not least, also requires that a great deal of attention is paid to developing relational competence and collaborative culture in services and among involved professionals.

If we look at all available services in the field of children, young persons and families, the puzzle is complex, and there are obvious interfaces between the different services' responsibility that could be described as potential gaps. Bridging these interfaces or gaps is the main challenge of initiatives for improved interdisciplinary and cross-sectoral collaboration. Based on experiences from the cases and on theories on institutional logics and bridging interfaces, we discuss factors of importance to succeed in improved collaboration and coordination between sectors, services and disciplines. Finally, we discuss how to succeed in developing a larger relational capacity in the systems for follow-up of vulnerable children and young people. This is a question both of developing systems and structures with relevant toolboxes, and of relational competence among those to be involved in the new integrated, more collaborative practices.

4.1 Mind the gap! Systems for more collaborative practice

In chapter three we discussed the need for more coherent follow-up and how this demands systems and structure for improved interdisciplinary collaboration.

In the involved cases we see initiatives related developing:

- Structures and systems that embody a cross-sectoral and interdisciplinary practice. Examples are:
  - Community school with integrated services
  - One-stop shops where several services are collocated at one place
  - Multidisciplinary teams
  - Interdisciplinary meetings
  - Overview of relevant services
  - One joint plan and one named person

- Relevant toolboxes of methods, measures, routines, guidelines and information for a more coherent and collaborative follow-up. Examples are:
  - Routines for meetings
  - Networks for coaching
  - Case management

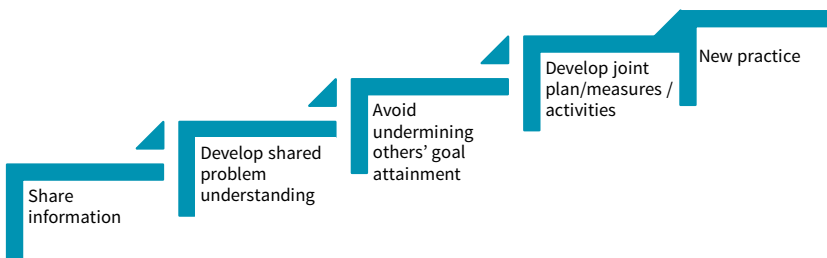### Coordination staircase and factors to achieve more integrated practices.

In the first interim report (Hansen et al. 2018:14-15) we introduced the coordination staircase as a framework for analysing both the ambitions for the involved cases when it comes to coordination, and the involved cases' experiences of factors of importance in succeeding with establishing better cross-sectoral collaboration and new collaborative practices. The coordination staircase does not represent a linear process, but is more an illustration of different phases involved in a process of developing new collaborative practices (see chapter two on cross-sectoral collaboration as a process). In the second interim report (Hansen et al. 2019:74-75) we concluded that we do not have sufficient empirical data to place the different cases at one specific stage, but have concentrated on identifying factors of relevance for improved collaboration in relation to these different stages or phases of the coordination staircase.

The first step of the coordination staircase is restricted to sharing information, experience and knowledge. The second is to develop a common understanding of the problem at hand between different sectors and involved actors. The third 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.

We have argued that there is a need to implement a fifth step – implementing new practices (Hansen et.al 2019:75) (see figure 4.1). Going from developing projects to implemented new practice is important. Many development initiatives are temporary projects with specific project funding. Even though the experiences from the projects are promising or assessed as good, they might not be implemented as new lasting practice. Some of the included cases are in a phase of implementing a new practice, such as the Icelandic case now implementing the model for integrated social services and school support developed in the district of Breidholt to all districts in Reykjavik.

Figure 4.1 The coordination staircase

Source: Based on The Norwegian Agency for Public Management and Government (Difi) 2014.

Specific organisation for cross-sectoral collaboration will vary between contexts. Relevant systems and interventions will vary from country to country and between local settings. The experiences of the involved cases have brought forward many examples of what have been assessed as important lessons learned across the specific settings. These experiences all address how to bridge between the interfaces of involved sectors and services, how to organise cross-sectoral follow-up and how to work together to achieve more coherent follow-up. The previously described one joint child's plan – one of the aims of the regional project in Kronoberg in Sweden – is a measure to bridge between different involved actors' interventions. In chapter two we presented six interrelated factors that should be reflected on in the work to improve cross-sectoral coordination; 1) geographical proximity; 2) professions with different knowledge and culture;

3) leadership; 4) incentive systems and economy; 5) resources and time; 6) systems and regulations.

We have concluded that geographical proximity is essential, but there are different relevant solutions on how to bring together actors who are to collaborate. In some cases, co-location is necessary, in others it is more a question of integrating services, and in many cases a question of developing systems and routines for cross-sectoral and interdisciplinary meetings when necessary. Thru the project the importance of taking into consideration challenges following from professions having different knowledge and culture have been more evident.

Succeeding with collaboration requires working on a new collaborative practice among professionals, and building relational competence. In chapter two, we introduced the concept *institutional logics*. Specific sectors, services and institutions are defined not only by their responsibility and mandate, but also by the professionalism required for the execution of this responsibility, the developed approaches, and the criteria that guide programmes and priorities. Whether teacher, social worker, childcare and youth worker, psychologist or nurse, their professionalism is reflected in the way these professionals work and how they assess challenges and relevant interventions.

In the second interim report we discussed that one factor that may obstruct collaboration and coordination is that professionals might not know or recognise what other services or professionals can contribute in different cases. An important part of proceeding in a process of improved collaboration is that involved professionals (and services) get to know each other and what they can contribute to, and to acknowledge their role and added value in a joint intervention. This is a critical part of the process of establishing a joint problem understanding (stage two) and of succeeding in working together to meet challenges in a more coherent way (stage four). We will discuss this more thoroughly later in this chapter.

The anchoring of new approaches in the organisations involved, and a leadership that encourages collaboration, stand out as vital. In the discussions at the Nordic network, the critical value of leadership has been stressed for implementing a new practice, prioritising time and resources to engage in collaboration and not least requiring collaboration and encouraging new collaborative practices. Developing new cross-sectoral collaborative systems requires resources and time to work on new practices. In the discussions in the Nordic network there has not been much discussion related to the context of incentive systems and economy

based on single-sector management. These conditions are more taken for granted by professionals working in frontline services and something they might perceive as being beyond their reach to change.

The frustration of many initiatives being project funded has been discussed as a challenge related to the implementation of new practices, in addition to the need for clear anchoring of collaborative initiatives to ensure that the funding of the engagement from different services is clarified. Within the involved countries there are different regulations for collaboration between services and, as mentioned in chapter three, for providing a coherent plan for follow-up of citizens with multiple needs for services (cf. individual plan in Norway and Sweden, one joint plan in Denmark) and sharing of information.

In all the cases the importance of systems for the sharing of information between the involved services is noted; routines for obtaining consent to share information is one example of how this is met. Succeeding in cross-sectoral collaboration presupposes that these factor of systems and regulations are reflected on and managed within the defined systems and regulations in the national context.

A continuous process

Another important observation is that collaboration is not a continuous process in one direction with different steps or phases. The empirical data from the involved cases illustrates that even though some of the projects have reached stage five, they still have to continue the work on how to support the involved professionals and services in developing a shared problem understanding (stage two). From the two previous reports and also in the final year of the project we have seen that all the cases are continuously working on this. It seems that reaching a shared understanding of problems among different professionals or services involved is crucial for the collaboration, and this is a task that has to be continuously addressed. Earlier we have described how the institutional logic of different sectors and services is reflected in the way professionals work and how they assess challenges and relevant interventions. Although a collaboration has been established, continuous efforts are necessary to ensure a common understanding of the problem and to recognise various competencies and involve them in a new collaborative practice. The importance of relational skills or competence, and how to encourage and maintain this as part of a new collaboration, has become clearer in this last year of the Nordic project.

In the second interim report we included the following quote from the Swedish response to the mapping of national cases in 2019 (Hansen et al. 2019:63). This quote illustrates that many of the participants had realised that new integrated and collaborative practices must be embedded in systems and routines; i.e. the importance of relational competence.

> 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 into 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.*

4.2 Relational competence and capacity

The development of systems, structures and methods to meet complex challenges in a more coherent way is a main objective of the cases constituting the Nordic 0–24 project. Schools, the family centre and the other public services should be able to meet multidimensional challenges of vulnerable children, young persons and their families in a more effective and coherent way. To achieve this the involved participants in the collaboration all are involved in developing both systems and toolboxes for developing the relational capacity of the organisations they represent. These systems and structures are not enough. The importance of relational skills and relational competence among professionals is one lesson generated from the Nordic 0–24-project. We have earlier described implications of an individual holistic approach for organisation of services and the relation between professionals and those in need of

follow-up. In an organisational context the holistic approach has implication for the demand of interdisciplinary collaboration, as the holistic solution is created and constituted in collaboration between several service providers/services and cannot be created by a single service provider (Kleppe 2016). The holistic perspective within a multi-professional or multi-service context is referred to as *the relational turn* in professional work (Edwards 2010), because it requires professionals' engagement in relational interaction with other professionals for adequate holistic solutions to be established.

Analysis of the experiences from the Nordic 0–24 project show the need for systems, structures and methods to meet complex challenges, but also a need for involved services and professionals to develop their relational competence. This often relates to three dimensions:

- Knowledge about other relevant services and professions.
- Acknowledging the added value of other professionals and services contributions.
- Relational skills on how to work together with other professionals and involved citizens to achieve something one could not achieve alone.

There are different ways of defining relational capacity and relational competence (Storch & Hornstrup 2019; Viskum et al. 2015; Edvards 2005). In this context, relational capacity refers to the ability of an organisation (municipality, school, family centre e.g.) to establish effective collaboration between relevant actors to meet complex problems or multi-support needs to provide coherent follow-up. The term relational competence leads the attention to the professionals involved in collaboration, interdisciplinary or cross-sectoral, who are to collaborate to provide coherent follow-up. It could be described as the ability to acknowledge other professionals' views and interpretations and to align one's thoughts and actions with those of others involved in the collaboration in order to understand the situation and respond to it in a coherent way (Edwards 2005:169). Engaging in cross-sectoral collaboration is a dynamic process and implies acknowledging others' perspectives and motives, sharing knowledge, responding to others' expertise and knowledge, and defining a joint problem understanding. Participants in the Nordic 0–24 project are constantly revisiting this issue: respect for different skills and approaches across professions and sectors is a prerequisite for achieving good cross-sectoral collaboration.

In a survey on cross-sectoral collaboration to the 60 largest municipalities in Norway, lack of knowledge between different services about the competence and possible contributions of other services and professions was identified as one of the most important barriers to succeeding in better cooperation and collaboration (Hansen, Jensen & Fløtten 2020). In the study, building relational capacity and relational competence was seen as essential. One of the municipalities is, for instance, implementing a tool to be used in municipal services to acquire a better overview of what different services can contribute with to solve a case.

One example from this same study is a municipality that has worked on a comprehensive structure that better facilitates for early identification, early intervention and more coherent follow-up of vulnerable children, young persons and their families. One of their measures is that all services related to child, youth and family are organised under one administrative management, they have joint management meeting once a month for leaders/directors of services. This means principals at schools, nursery managers, directors of health care centres, childcare services and youth services, where the main purpose is joint development work, a joint problem understanding and to work on a more coherent policy related to children, youth and families (Hansen et al. 2020:74-75).

Not only coordinate but also establish a collaborative mindset

The critical value of management and implementing a collaborative culture has been stressed in the Nordic 0–24 project. How does one succeed in bringing different professionals and services together in order to contribute towards improved and more coherent follow-up? This means not only coordinating the services involved, but also working together to provide a new and improved kind of follow-up.

Anvik & Waldahl (2018) have pointed out that bringing different professions and services together does not necessarily lead to effective collaboration. They have studied the necessary conditions for interprofessional collaboration to succeed in efforts to support students at risk of dropping out of upper secondary school. Their case is a trial project in various upper secondary schools in Norway with interprofessional mental health teams in addition to ordinary school health services. Anvik & Waldahl find that spending time together to establish knowledge of each other's competence, which qualities the various actors possess and what they can contribute with in the joint work, is essential. They make a dis-

tinction between coordination of existing services and creating new intersecting practices. To succeed in creating new intersecting practices presupposes time spent on what they call establishing a reflective understanding of which qualities the various actors possess and what they should contribute with to create a collaboration that constitutes more than coordination of what already exists (Ibid: 282). Anvik & Waldahl show that in order to bridge between the interfaces of different professions/services, one has not only to bring them together (geographic interface), but also to engage in joint reflection (professional and cultural interface) to understand each other's contributions and the added value of collaborating in new practices.

There are experiences from the Nordic 0–24 collaboration that interdisciplinary teams in schools could contribute to new and more coherent practices. In relation to some of these interdisciplinary practices, the participants emphasised the role of the leader in order to succeed with establishing a common mindset for the involved professionals. One participant stated that professional "arrogance" could hamper both a holistic approach and cross sectorial and interdisciplinary collaboration. The solution is to continuously work on a common mindset of a joint practice. Regular and compulsory interdisciplinary meetings with fixed structures and agendas are perceived to build bridges between professionals and promote a collaborative mindset.

Training to arrange interdisciplinary meetings.
The development of good structures for interdisciplinary meetings has been a major task in the Norwegian case. The experience from this case is that interdisciplinary meetings are difficult to carry out. Repeatedly training is required for the professionals to become competent collaborators. Moreover, the experience from the Norwegian case is that it is necessary to spend time on planning and clarifying each participant's role, as well as making their contributions and expectations explicit. This can create a collaborative, inclusive and respectful atmosphere among the professionals and for the service user/child to participate in. In this way the actors will keep their focus and interest in the service user. The Norwegian case emphasises training as a key to succeeding with these meetings. Training strengthens both the participants' collaborative and relational competencies (see more about the work here: https://www.ks.no/fagomrader/forskning-og-utvikling-fou/kvalitetsutvikling/dirty-dancing-og-rollespill-for-bedre-tverrfaglige-moter/).   The

importance of structures and guidelines for interdisciplinary meetings is addressed in several of the other cases, such as the local project in Tønder in Denmark (see chapter three).

The importance of the role and engagement of professionals/service providers is emphasised by Ingolfsdottir, Johannsdottir & Traustadottir (2018) when they argue that to achieve more family-centred and inclusive services "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). The authors introduce the concept of "gardening tools" of relational practices developed by Edwards (2017) (presented in Ingolfsdottir et al. 2018:43-44) to support a relational turn in experts' practices, and having the user brought to the forefront.

These gardening tools consist of three concepts: *relational expertise* (including the parents as experts), *common knowledge* and *relational agency* to support both professional and organisational development. Edwards has developed these concepts based on aspects of the expertise exercised by professionals who accomplish effective interprofessional work to bolster children and families. *Relational expertise* is the capacity to work with others on complex tasks, involving a joint interpretation of the work ahead as well as a joint response. This relational expertise is seen as an additional expertise that augments specialist expertise and makes fluid and responsible collaboration possible. *Common knowledge* acts as a mediator of relational agency in the sense that through common knowledge, practice can be oriented towards coherent goals of interacting activities. Professionals learn from one another and common knowledge is therefore created in interactions at sites of intersecting practices. *Relational agency* is the capacity of professionals from different practices to align with the thoughts and actions of one another – in this case the families, preschool professionals and external experts – all drawing on the resources they offer to strengthen their purposeful responses in order to act in line with the objectives of family-centred services and inclusion.

4.3 Summing up

In this chapter we have shown that succeeding with cross-sectoral collaboration is both a question of developing new systems and structures for a more collaborative practice, and of developing relational compe-

tence and a collaborative culture in services and among involved professionals. A new collaborative practice must be embedded in systems and structures and supported by relevant toolboxes of methods, measures, routines and guidelines. How to organise for cross-sectoral collaboration will vary between contexts and initiatives must be amended to the local situation and problems to be met. The analysis of the diverse cases involved in the Nordic project have found that there are some factors that should be reflected on to succeed in this process. Succeeding in developing a new collaborative practice is a continuous process involving building both relational capacity and competence in the systems. From the analyses presented in this chapter we have identified these lessons learned:

- Cross-sectoral coordination implies that different sectors, agencies, institutions, services, disciplines or professions are involved in a process of collaboration to achieve better coordination of their efforts with the aim of solving a joint problem or reach a joint goal.
- The coordination staircase illustrates that there are different phases in a continuous process of developing improved collaboration. The first step is restricted to sharing of information; the second to developing a shared problem understanding; the third to involved actors changing their own practice, either because they realise that their own practice may negatively affect the goal achievement in other sectors or services, or because the change of practice could lead to positive synergy effects in relation to other interventions; and the fourth step involves actual collaboration in a joint intervention. The analysis has demonstrated the need for a fifth step working on implementing and upholding new collaborative practices.
- Reaching a shared problem understanding is crucial for the collaboration and is a continuous task for maintaining collaborative practices. Although a collaboration has been established, continuous efforts are necessary to ensure a common understanding of the problem and that involved actors and professionals acknowledge various competencies involved.
- Six interrelated factors should be reflected on in order to succeed with improved cross-sectoral collaboration; 1) geographical proximity; 2) services constituted by professions with different knowledge and culture; 3) the role of leadership; 4) incentive systems and economy; 5) resources and time; 6) systems and regulations.

- Geographical proximity can be essential for improved collaboration, but there are different relevant solutions to how to bring together actors who are to collaborate. In some cases, co-location is relevant and necessary, in others it is more a question of integrating services and developing cross-sectoral teams, but in many cases a question of developing systems and routines for cross-sectoral and interdisciplinary meetings when necessary.
- In the process of developing improved collaboration it is necessary to take into consideration professional differences and that different sectors' and services' responsibility, regulations, professional knowledge and cultures influence how professionals see a situation (their institutional logic) and which intervention and solutions they find relevant.
- New approaches presuppose anchoring in the involved services at both management and frontline level, a dedicated leadership and working on the relations between services and professionals involved in a collaboration are essential.
- Developing new cross-sectoral collaborative systems requires 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.
- Developing a larger relational capacity in the systems for follow-up of vulnerable children and young people is a question of both developing systems and structures with relevant toolboxes, as well at relational competence among those to be involved in new integrated and more collaborative practices.
- There are three main dimensions of relational competence: knowledge about other relevant services and professions and what they could contribute to; acknowledging the added value of other professionals and services contributions; relational skills on how to work together with other professionals and involved citizens to achieve something one could not do alone.

5 Organisation and development of the Nordic project

In this chapter we discuss the organisation of the Nordic 0–24 project and the collaboration between the involved actors. One issue is the collaboration between the local and national level in the involved cases. More precisely, we explore how the national cases that constitute the Nordic 0–24 collaboration have been anchored nationally, and whether there has been any link between the cases and national levels of authority. In the two previous interim reports as well as in this report, we have shown that the participants have considered it valuable and relevant to share experiences and knowledge in the joint Nordic network. The collaboration has to a large degree represented a bottom-up approach and the strength of such an approach is that knowledge and insights are perceived as relevant and useful to those who participate. The collaboration has generated relevant knowledge on how to apply a child and youth perspective in frontline services and what is important to achieve more coherent follow-up and improved collaboration. One challenge, however, may be that it is difficult to raise discussions on vertical collaboration and lessons learned from this collaboration at a national level, as well as to extract knowledge from the cases to a more general Nordic level.

Local projects – national anchorage

As already pointed out, the cross-sectoral dimension has not been a strict criterion when the Nordic countries and the autonomous islands selected cases to include in the Nordic collaboration. This means that while for Norway there was a link between the local case and a national initiative, this was not necessarily the situation in the other countries. In the data collection for the first interim report (Hansen et al. 2018), we asked the national contact persons to account for any ongoing initiatives on cross-sectoral collaboration aimed at improving services for the target group.

Answering these questions turned out to be a complicated task. The contact persons referred to national cross-sectoral initiatives mainly related to the issue of completing school and preventing dropout, but there was not a direct link to the national case included in the Nordic 0–24 collaboration (see Hansen et al. 2018:33-38).

In Finland, the three municipalities included in the national case were part of the national reform program LAPE, but the national part of the LAPE program has not been involved in the Nordic project. There has not been a link between the joint Finnish case in the Nordic collaboration and the LAPE program.

The Swedish case originated from the national Plug In program administered by SKL. The overall trend in the Nordic 0–24 project is that the link between the participating cases and a national policy level has been weak.

This is also highlighted by several of those representing the project group of the Nordic 0–24 project: national contact persons, those involved from the Norwegian Agency of Education and training (project management), and the Nordic Council of Ministers. Some describe the link to policy level as weaker than initially anticipated.

The Nordic 0–24 project is inspired by the national 0–24 partnership at state level in Norway. The title of the Nordic project reflects this inspiration: "Nordic 0–24. Cross-sectoral collaboration for vulnerable children and young people". This partnership was initiated in 2014 by four ministries (Ministry of Education and Research, Ministry of Labour and Social Affairs, Ministry of Children and Families, and the Ministry of Health and Care services) in a joint assignment with five directorates (education and training; child, youth and families; health; integration and diversity; labour and welfare). The rationale was a need for better cross-sectoral coordination at state level in the efforts to combat dropout from upper secondary school. The Norwegian Directorate for Education and Training chair the Norwegian 0–24 partnership (a five-year program) and maintains the project management of the Nordic 0–24 project. There is a link between the Norwegian 0–24 partnership and the Nordic 0–24 project, This link to a cross-sectoral project or initiative at state level is not as evident in the other Nordic countries.

In the same period as the Nordic 0–24 project has lasted there has been larger processes related to improved cross-sectoral collaboration in several of the countries. There has been no framework or structures for bringing these initiatives or relevant issues from these processes into the

Nordic project. This also goes for the Norwegian 0–24 project, which first had a presentation of some of their perspectives and initiatives in the last joint meeting. In Sweden, the National Board of Health and Welfare (Socialstyrelsen) and the National Agency for Education (Skolverket) have a joint governmental assignment on early collaborative efforts for children and young people 2017–2020.[4] The authorities follow the development work in 36 municipalities, the Kronoberg project included in the Nordic 0–24 project being one of them. The aim is to identify obstacles and success factors for collaboration, and thru this gather more knowledge about what is needed to establish sustainable structures for early collaborative efforts in municipalities and regions.

The former government in Denmark initiated a large coherence reform in the public sector in 2016, addressing among several issues how to gather different regulations across sectors to regulate for more coherent follow-up of vulnerable citizens with multiple support needs. In 2018, the Parliament passed a new law on one joint (cross-sectoral) plan for more coherent follow-up of citizens with complex needs.[5] Denmark has an arrangement with free municipality projects (frikommune forsøk) where municipalities are provided with opportunities for testing new approaches and projects. There is an ongoing free municipality trial project on "One plan for a more coherent effort in partnership with the citizen" (Holm-Petersen et al. 2019). Hence, there are initiatives at national policy level that possibly could have contributed to the joint discussions in the network on the implication of experience from the local cases for policy development at a national level.

At the same time, it is emphasised by several of the participants that a strength of the Nordic project is that it has had local and to a large degree frontline anchorage and not only represented municipal or national authorities and policy level. Many of the national contact persons stress the value of the project having facilitated for contact and exchange of experiences between professionals and service providers at a local level in the Nordic countries. The direct involvement of professionals in services (what we call frontline) that meet children and young people, pupils, students, parents, have been of great significance to the project. In one of

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[4] https://www.skolverket.se/skolutveckling/leda-och-organisera-skolan/organisera-tidigt-stod-och-extra-anpassningar/tidiga-och-samordnade-insatser-for-barn-och-unga
[5] https://fm.dk/nyheder/nyhedsarkiv/2018/juni/ny-lov-vedtaget-i-folketinget-skal-give-borgere-mere-sammenhaengende-hjaelp/

the interviews this is described as a major strength of the project. For the Nordic Council of Ministers, this involvement of frontline services represents an experience with a different kind of network, one generating learning that is of direct relevance for those working in local services in the Nordic countries.

Some have underlined that even though the link to national policy level has been weak in the project, there have been representatives at the joint meeting and in the collaboration from the national Ministries or Agencies of Education from all countries except for Sweden. As we have described earlier, some of the national cases have had representatives both from municipal authorities, services at management level and case workers and professionals in direct service provision. The Nordic project as such has included several levels.

5.1 A bottom-up project

At the last joint meeting in Iceland in November 2019, the project manager described the Nordic project as a "bottom-up project". The national cases are, as we have pointed out several times, heterogeneous, both in terms of which governmental and administrative levels are represented, which services are involved and also who constitutes the target group. This dissimilarity has probably contributed to the fact that the participants in the Nordic project initially perceived the 0–24 collaboration (or project) as rather unclear and spread in many directions.

However, through the process evaluation it became possible to identify some common factors that were central to all cases, across the disparities. One major common denominator is taking the perspective of the child, the young person, and the family. Further, three factors for more effective follow-up were identified (see Hansen et al. 2019:36):

- The child/young person's total life situation in the centre/holistic approach
- Early intervention
- More coherent follow-up

The identification of these factors formed a common platform that became important for the final phase of the project. It became clearer to the participants what they contributed with into the Nordic collaboration, and also what they could learn from the Nordic project. This was clearly expressed at the joint meeting in Iceland in November 2019, both in the

group interviews we conducted with participants and in the joint sessions. This was also expressed in the interviews with the national contact persons in the spring 2020. In one of the group interviews it was formulated as follows:

> In the beginning we found that it was very different, but gradually we have seen that we work with much of the same in the Nordic countries. Now we see that we are all talking about early intervention and a holistic approach.

Many of the participant stressed the importance of early intervention, and some expressed the particular relevance of being introduced to the pyramid of early intervention – illustrating the effectiveness of a broad universal level and then more targeted interventions for those in need of special arrangements (see figure 3.5. in chapter 3) that was presented at the joint meeting in Stockholm in 2018 (Hansen et al. 2019:71). They had taken this back to their own municipality and used it in meetings with local politicians to illustrate that early intervention is profitable.

Further, the joint meetings have shown that the Nordic countries have much in common when it comes to how to approach vulnerable children and young people, and also when it comes to the problems encountered when working with these groups. Several of the participants underline that inspiration from the Nordic collaboration has been included in their local case. They have seen how others work with putting children and young people in the centre, involving children and families and listening to their perspective. One puts it like this:

> We have become more aware of the importance of putting the child at the centre, listening to the child's voice. We do a poor job of listening to the child. Here there is room for improvement.

In the discussions at the meetings and in interviews there are several references to how participating in the Nordic project has given standing and support to the included project in their local setting:

> It also provides a standing that we are part of a Nordic Council of Ministers project. For our local initiative at home. The initiative is bottom-up, and it is difficult to be heard, but with the prestige we get from being part of the Nordic project, we have gained a standing, and our case has been taken to a higher level in municipal authorities.

In the last round of interviews, the interdisciplinary or cross-sectoral challenges are something the participants are engaged in to a larger degree than earlier. Their experiences in these matters are reflected on more thoroughly than before. As the Nordic project has evolved, the participants have become more involved in discussing factors and conditions of relevance to succeed with more integrated practices. Here are some quotes on how this is seen by the participants:

> The multidisciplinary perspective has also become clearer. In the beginning it was very different in each project, it took many directions, now when we concentrate on the vulnerable children and young people it is clearer".

> We have come to realise that this (interdisciplinary collaboration) is a universal problem and something we all strive to solve.

> We see that the Nordic countries are struggling with the same, that we face the same types of barriers in solving the challenges of vulnerable children and young people, related to laws, regulations, confidentiality.

The participants emphasise the value of the bottom-up approach, and that they have shared experiences and gained inspiration on how to work with vulnerable children and young people and their families. They also stress that by sharing experiences they have been given examples on how different professions can work together and succeed in collaborating. A common experience is that coherent follow-up of vulnerable children and young people requires different services and professions to collaborate. This can be done in various ways and will depend on the context.

At the same time, several argue that in order to succeed with more collaborative practices and improved cross-sectoral collaboration it is necessary to bring in the national level. There are institutional barriers that have to be addressed at a national level, such as regulations and funding, and new practices that should be developed to national policy. This view is formulated by one participant as follows:

> It must be involved at a policy level. It must come top-down. If it comes from the bottom-up, we do not have the authority or capacity to disseminate it.

In another group interview they put it like this:

> We can sit here with our friends in the Nordic network and agree

that this is the way it should be, but this will not help if there is no anchoring at a higher level, a political or administrative one.

The Swedish and the Norwegian cases have had the associations of local and regional authorities (SKL and KS) involved as administrating the case – and organising a national network. In Finland the association of local and regional authorities are also included in the project, but do not administer the Finnish case directly as is the case in Norway and Sweden. In spite of this, the involvement of these associations provides the possibility for disseminating results to other municipalities thru their structures and in addition the associations bring the experiences into their dialogues with the national authorities.

5.2 The development of a joint Nordic project

During the first phase of the Nordic project it was quite fragmented and many of the participants have reported that they struggled to understand what the project was about; it appeared unclear. Some expressed that there was a lack of a common understanding of what the project should be and what it should contribute towards. The interviews conducted in the last phase of the project revealed that many of the national contact persons felt that there was a lack of framework or clear criteria in the selection of national cases for the Nordic project. For instance, who should be the target group in the project, and which actors from what political and administrative levels should be included? In retrospect, one could say that the project might have gained from a clearer framework and from establishing a joint problem understanding on what to achieve in the project at an earlier stage.

As a consequence, the national cases are different in nature. Some are broader development projects at a system level while others are more specific initiatives for a specific target group (see more in the introduction chapter about the cases) or situated in one specific service. One of the national contact persons points out that the variations in anchoring also reflect who the national contact persons represents. The national contact persons have different positions, which might also contribute to making it challenging to create a common understanding of roles and assignments in the Nordic project.

The same applies to the target groups that are included in the national cases, whether they are children and families or young persons. For example, the Swedish case is the only one that explicitly has young persons

in the transition between schools and between school and work as their target group.

The need for stricter criteria for selection of which national case to be included in the Nordic project is stressed by most of the national contact persons. At the same time, others mention that including projects or initiatives already in place lowers the threshold for all countries to participate. The view is that although there are some weaknesses because the national cases have been so different, all countries have participated in the collaboration.

All the cases provide good examples of how to work to achieve more coherent follow-up of vulnerable children and young people across sectors and services. The dissemination of these good examples is also highlighted as an important result of the Nordic project.

5.3 Towards a common problem understanding and common goals in the Nordic project

We have used a coordination staircase to illustrate that cross-sectoral collaboration is a process with different phases toward the aim for a more coordinated solution (Hansen et al. 2018, 2019). A main challenge to succeed in cross-sectoral and interdisciplinary collaboration is related to reach a *common problem understanding* (step 2 in the coordinate staircase). A common problem understanding implies seeing the same challenges and a common understanding of where to go and the purpose of the collaboration is (see chapter 2).

In the Nordic collaboration the participants have struggled with: 1) defining a common ground, or defining the joint problem to work on and 2) creating a common mindset in order to improve services to children and young people. One reason why this is difficult at a local, national and Nordic level is that how you see and understand the problems is influenced by where you work, whether you work in school, child welfare or in the municipal administration. We have previously used the concept of institutional logics to describe how professionals are shaped by the sectors and services they are part of. The teacher sees the world in one way, the social worker in another. Both professionals are shaped by the institutional framework they work in and, as part of that, also by their professional background, values and norms.

In the Nordic 0–24 collaboration, culture, values and attitudes have been emphasised as important factors in creating cross sectorial and interdisciplinary collaboration. In the discussions some of the participants have talked about the importance of a joint *mindsets,* stating for example that "it is the mindset that has to change". They refer to the importance of developing an awareness on how we understand the problem, how we think about the problem/issue at stake, and how we as a consequence of our particular *mindsets* act upon it. As we discussed in chapter three, a joint mindset – the children's perspective – and collaboration as a result of that, have been decisive for the engagement in the Nordic collaboration in the last phase.

The diversity of national cases made it difficult for the participants to define a common denominator among their national cases in the beginning:

> At first, it was all very confusing. The cases differed substantially, and it was difficult to see what we had in common.

However, by starting the discussions in the joint meetings and meeting twice a year, the participants developed a common understanding and a common ground for the Nordic project.

As a result of spending time and working together, both in the Nordic joint meetings and with the participants in their local cases in between the meetings, the participants developed a common understanding. The objective of the Nordic 0–24 project – to develop knowledge, models and methods for improvement of cross sectorial collaboration in work with children and young people at risk – also became clearer. One of the participants stated that "now it is very clear that we are working towards the same goal – for vulnerable children and young people".

The time together and sharing of experiences have contributed to bridging between the cases and provided a better understanding of their common features and aims. Both in the Nordic project context and in national case context, meeting face to face is appreciated as a means to get to know each other and enhance understanding of each other's views and challenges. One of the national cases refers to how they started out with video conferences in order to save time and money. However, after the first meeting they decided to meet face to face in order to get to know each other and to be able to discuss more openly. Later on they decided to visit each other to get to experience and perceive the physical and social conditions they work in. The relational dimension is fundamental for

succeeding in cross-sectoral collaboration and also seen in this Nordic collaboration between included actors. In many ways we see that the factors addressed as important to reflect on in order to succeed with cross-sectoral collaboration (chapter four) are illustrated in the Nordic 0–24 collaboration, and the experiences of the participants in the Nordic network could be understood in light of the coordination staircase. The joint meetings in the Nordic network developed from sharing of information to actual working together to develop joint learning on how to improve services to vulnerable children and young people.

5.4 Summing up

The issues raised in the Nordic 0–24 project are high on the agenda in all the Nordic countries and with initiatives at both state and local level. The Nordic 0–24 project has developed into a bottom-up project, one with high value related to bringing knowledge and experiences forward from local innovation work on improved services and more coherent follow-up of vulnerable children and young persons. The weak link to ongoing cross-sectoral initiatives at national level has, however, hampered the possibility of generating learning from this and from vertical collaboration between a local and national level.

It took time for the participants in the Nordic 0–24 project to get into the project and the discussion to go forward. That the cases were not selected on the basis of clear criteria was reflected in them being quite heterogeneous. Many of the participants struggled to understand what the project was about. The project could have gained from a clearer framework and from establishing a joint problem understanding of what to achieve at an earlier stage.

As the project has evolved the participant thru participation in the joint meeting and engagements in discussions have developed a common problem understanding and thru this generated important learning on how to improve services from a local perspective.

6 Lessons learned

The Nordic 0–24 project comprises a collaboration between initiatives to provide improved follow-up of vulnerable children and young persons from all the Nordic countries and the autonomous islands. Even though the Nordic 0–24 collaboration comprise of different national cases, most participants represent municipal initiatives involved in the national cases. Some represent local authorities in these municipalities, but most participants are professionals working in frontline services and set-ups. This means working in schools or different kinds of school support services (e.g. pedagogical, psychological services), social services, in interdisciplinary services and specific integrated arrangements (such as specific follow-up of young people), some of them at managerial level. As such, the Nordic 0–24 collaboration has in principle been a bottom-up project – generating experiences from a broad range of local integrating activities and innovation work to provide more coherent follow-up of vulnerable children and young persons. This approach has made the discussions useful and relevant for the participants.

On the other hand, one could stress that the relatively weak link to national policy level has represented a challenge related to generating overall learnings on implications of these experiences at a national and Nordic level. The strength of the Nordic 0–24 project is that it has given access to a broad bottom-up perspective on innovation work for more coherent follow-up. In all the Nordic countries there are ongoing larger cross-sectoral initiatives that could gain from the experiences generated from the Nordic network. The national cases should reflect on how their experiences and the implications of them at a national level could be disseminated to relevant national bodies.

Effective follow-up and good methods vary between contexts. New practices must be adjusted to local contexts and problems to be met. The exchange of experiences in the network emphasises the importance of broad involvement of local stakeholders in the development of new approaches and systems to ensure a joint problem understanding and com-

mitment to new practices. Even though what is good practice varies between contexts, the Nordic 0–24 collaboration has generated several lessons learned from the experiences in the involved cases, related to how to promote a more coherent follow-up of vulnerable children and young people and how to succeed in improved cross-sectoral collaboration.

The Nordic 0–24 project has stressed the importance of embedding effective collaborative practices in systems and structures, but also revealed that effective follow-up does not necessarily follow from new systems and structures – it also relies on the relational competence among those working within the systems. The relational capacity of a municipality, different municipal services or institution refers to the ability to effectively initiate and carry out coherent and coordinated follow-up when needed. This demands structures and systems that encourage cross-sectoral and interdisciplinary collaboration but also professionals with relational competence and commitment to collaborative practice working within these systems.

We have highlighted these lessons learned from the project:

- Related to the three identified factors of effective follow-up generated from the project: A more individual-centred and holistic approach; A more coherent follow-up; and increased success thru early intervention.
- The three identified factors of effective follow-up are connected. The individual-centred and holistic approach often demonstrate the need for a more coherent follow-up and is an important element in succeeding with identification of follow-up needs and early intervention.
- An individual and holistic perspective implies to approach the individual as a whole person in a context and not by predefined and generalised categories. The relational dimension and a resource-oriented approach is an essential part of this approach.
- Putting the child and young persons in the centre is a way of overcoming the institutional logics of specific services and reveal the total situation of the individual and further provide a joint platform of a more coherent follow-up.
- A user-oriented approach at system level implies developing systems, structures and routines that promote easy (low-threshold) access to services and follow-up based on the needs of the child/young person/family, and not restricted by specific service mandates, criteria of a specific diagnosis or other specifications.

- A user-oriented approach at an individual level implies involving the person (the child, youth, parent) in the process of defining relevant follow-up, and striving to acknowledge the persons in need of follow-up as equal partners that hold competence and resources that could make the services more effective.
- One way to improve follow-up is to implement methods for empowering the child, young person and parent in meeting with professionals, bringing their perspectives and needs to the forefront in the relationship or meeting.
- An individual-centred and holistic approach increases the possibility of identifying risks at an early stage and intervening early to avoid challenges escalating. Investment in universal arrangements pays off as it both could prevent the need for follow-up and increase the possibility of identifying follow-up needs at an early stage and as so reduce the need for specialised services.
- Monitoring systems for early identification of risk is essential to succeeding with early intervention.
- Schools are core arenas of inclusion: One implication of a whole-child approach at school will be to go from approaching learning difficulties and challenges at school as something related to a problem with the child, to approaching these kind of challenges as being rooted in the continuous interaction pupils engage in with the other pupils, the teachers and other professionals in school, the educational practice and the physical environment.
- An inclusive school applying a whole-child approach involves a greater degree of attention being paid to the learning environment and a mindset that places a greater responsibility for students' development in the hands of the schools' teachers and management.
- A whole-child approach in school implies addressing academic development as well as social and emotional development. Emotional and social skills are essential to building resilience and strategies to cope in life.
- To promote a more inclusive school, the following four dimensions of collaboration are essential: developing a collaborative culture; striving for the involvement of pupils and parents as partners in the total learning situation; providing access to relevant follow-up services; and implementing systems for collaboration between the school system and other services when necessary.

Related to how to improve cross-sectoral collaboration:

- Cross-sectoral coordination implies that different sectors, agencies, institutions, services, disciplines or professions involve in a process of collaboration to achieve better coordination of their efforts with the aim of solving a joint problem or reach a joint goal.
- The coordination staircase illustrates that there are different phases in a continuous process of developing improved collaboration. The first step is restricted to sharing of information; the second to develop a shared problem understanding; the third to involved actors changing their own practice, either because they realise that their own practice may negatively affect the goal achievement in other sectors or services, or because the change of practice could lead to positive synergy effects in relation to other interventions; the fourth step involves actual collaboration in a joint intervention. The analysis has demonstrated the need for a fifth step – working on implementing and uphold new collaborative practices.
- Reaching a shared problem understanding is crucial for the collaboration and is a continuous task for maintaining collaborative practices. Although a collaboration has been established, continuous efforts are necessary to ensure a common understanding of the problem and that involved actors and professionals acknowledge various competencies involved.
- Six interrelated factors should be reflected on to succeed in improved cross-sectoral coordination; 1) geographical proximity; 2) services constituted by professions with different knowledge and culture; 3) the role of leadership; 4) incentive systems and economy; 5) resources and time; 6) systems and regulations.
- Geographical proximity can be essential for improved collaboration, but there are different relevant solutions to how to bring together actors who are to collaborate. In some cases, co-location is relevant and necessary; in others it is more a question of integrating services and developing cross-sectoral teams, but in many cases a question of developing systems and routines for cross-sectoral and interdisciplinary meetings when necessary.
- In the process of developing improved collaboration, it is necessary to take into consideration professional differences and that different sectors' and services' responsibility, regulations, professional knowledge

and cultures influence how professional see a situation (their institutional logic) and which intervention and solutions they find relevant.

- New approaches presuppose anchoring in the involved services at both management and frontline level; a dedicated leadership and working on the relations between services and professionals involved in a collaboration are essential.
- Developing new cross-sectoral collaborative systems require 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.
- Developing a larger relational capacity in the systems for follow-up of vulnerable children and young people is a question of both developing systems and structures with relevant toolboxes, as well of relational competence among those to be involved in new integrated and more collaborative practices.
- There are three main dimensions of relational competence: knowledge about other relevant services and professions and what they could contribute to; acknowledging the added value of other professionals and services contributions; relational skills on how to work together with other professionals and involved citizens to achieve something one could not do alone.

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Mind the gap! Nordic 0–24 collaboration on improved services to vulnerable children and young people

This is the final report from a process evaluation of the Nordic 0–24 project. The project has involved a collaboration between initiatives to provide improved follow-up of vulnerable children and young persons between the ages of 0 and 24 years from all the Nordic countries and autonomous islands. The project's starting point is that improved cross-sectoral collaboration is necessary to provide more coherent and higher quality services. In this final report we discuss the lessons learned from the project.